NATIONAL CAPITAL COMMISSION  
COMMISSION DE LA CAPITALE NATIONALE

<b>No.</b>	2020-P141
<b>To</b>	Board of Directors
<b>Date</b>	2020-10-06

**For** DECISION**Subject/Title**

Site Development Concept Plan for 45 Sacré-Coeur Boulevard (National Printing Bureau Site)

**Purpose of the Submission**

To obtain Federal Land Use (FLUA) for:

- The proposed land use changes for the 45 Sacré-Coeur Site
- The proposed preliminary site redevelopment concept plan

**Recommendation**

- That the FLUA for the land use changes and site development concept plan for the 45 Sacré-Coeur Boulevard site be granted, pursuant to Section 12 of the *National Capital Act*, subject to the following conditions:
  - That the Schematic and Developed Designs be subject to a separate federal review and approval process (Level 3); and
- That the preparation and signature of the FLUA document for the site development concept plan for the 45 Sacré-Coeur Boulevard site be delegated to the Vice President, Capital Planning Branch.

**Submitted by:**Pierre Vaillancourt, A/Vice President, Capital Planning Branch  
Name\_\_\_\_\_  
Signature

## 1. Authority

*National Capital Act*, section 12.

## 2. Project Description

The Department of National Defence (DND) has mandated Public Services and Procurement Canada (PSPC or the “Proponent”), to develop an accommodation strategy to consolidate DND’s Quebec facilities onto one “hub”. This strategy would enable increased operational efficiency and collaborative interaction; support the Government’s Sustainable Development and Environmental Strategies; and maintain the employment distribution ratio between Ontario (75%) and Quebec (25%). The accommodation strategy was partially prompted by the April 2016 fire at 555 de la Carrière in Gatineau which resulted in emergency relocation of DND staff to multiple facilities across the National Capital Region.

PSPC selected the site at 45 Sacré-Coeur Boulevard (see Appendix A) for the new “Gatineau hub” because it is the only underutilized Crown-owned site within the downtown area of Gatineau. There are two Classified Heritage Buildings on the site: The National Printing Bureau (NPB) and the Central Heating and Cooling Plant which were constructed between 1949 and 1956 to the designs of Ernest Cormier.

At present, the NPB is occupied by a variety of federal tenants, including DND, Public Safety, Shared Services Canada, the Library of Parliament, and Innovation, Science and Economic Development. The NPB is primarily used by the tenants for storage and processing space, and secondarily as office space. The remainder of the site is used for building services, including surface parking, shipping and receiving and building energy, heating and cooling. Approximately 50% of the site is under-utilized, including low-quality open or green space. The NPB building is in overall good condition from a structural perspective, but some exterior and interior heritage elements are deteriorating and the interior fit-up requires modernization and adaptation to transition from an industrial building to office space.

The project scope would be to:

1. Rehabilitate the NPB building and convert interior spaces to provide office accommodations for approximately 3,000 Full Time Equivalents (FTEs) [note - anticipated desk to FTE ratio of 4:5 or 80%]
  - Restore the building’s exterior features that have experienced deterioration.
  - Reinstall the building’s main entrance and atrium as the primary access into the buildings.
  - Provide approximately 88,000 square meters of gross floor area.

2. Construct two new towers to provide office accommodations and amenities for approximately 4,000 Full Time Equivalents (FTEs) [note – anticipated desk to FTE ratio of 4:5 or 80%].
  - Two 12-storey towers located symmetrically behind the NPB, with the same lateral set-back as the NPB.
  - Provide approximately 65,000 square meters of gross floor area.
3. Demolish the existing NPB loading dock (an element of low heritage value), and the recently-built Annex (approved by the NCC in 2018), to relocate vehicle access and the secure functions of the Annex underground. Construct a highly transparent “conservatory” (atrium space) in that location to connect the NPB to the new towers.
  - The conservatory would act as a meeting space, facilitate movement through the site, open up views of the Central Heating and Cooling Plant, and provide a more secure configuration to the buildings.
4. Construct a new multi-storey parking garage to provide approximately 2,300 parking spaces.
  - parking garage would be located partially underground (3 storeys), with an additional 3 storeys above-ground structure split into two masses that would be integrated into the landscape at the back of the site.
5. Re-landscape the site to remove surface parking, restore a beaux-art landscape, improve and consolidate vehicular and pedestrian circulation within the site, and integrate ecological features, such as vegetative cover and storm-water management facilities.
  - Reduce surface parking from 30% to 8% of the total surface area of the site.
  - Increase the quantity of green and open spaces from 49% to 61% of the total surface area of the site and improve their quality as amenity spaces for tenants and the public.
  - The built area of the site would increase from 17% to 26%, but green roofs would be used where possible on the new buildings to mitigate their impact in terms of heat island effect and storm water runoff.

The overall site development concept is consistent with Beaux-Arts design principles, and the massing for the additional buildings takes cues from the plans Ernest Cormier made for expansions of some of his other buildings, such as the Université de Montréal campus. See Appendix B for a visualisation of the site development concept.

The proposed land use would be primarily office, with some additional services and amenities for staff only. The primary tenant of the redeveloped site would be DND and other federal departments with security requirements. Some current tenants could also retain some office and storage space. While the site would be a secure facility, all security will be managed at the building perimeter only; no fences would be added to the landscape or perimeter of the site. The open spaces on the site would be accessible to the public and may include amenities for community use as well as cultural and historical interpretation features.

LEED Silver certification would be sought for the NPB renovation, and the new buildings would target net zero carbon. Per the National Performance Standards, storm water will be managed on-site, with the potential added benefit of creating a public amenity. To accommodate the increased number of trips anticipated as a result of the increased employment density, PSPC will be pursuing a modal split of 40% single-occupant vehicle and 60% other modes. PSPC is collaborating with the City of Gatineau, transit service providers, and the future tenants to develop a high-quality transit solution within walking distance of the site and a transportation demand management (TDM) plan, which will be presented as part of the future NCC design approvals.

The Central Heating and Cooling Plant is outside of the scope of this project. The plant, and a portion of the landscaped area of the site will be used by the Energy Services Acquisition Program (ESAP), which is being developed as a separate project. The layout and design of the new buildings, including the towers, conservatory and parking garage will account for the heritage status of the plant and enhance views of it compared to the existing conditions.

Following approval of this concept plan, and obtention of funding from Treasury Board, design for the new buildings and NPB rehabilitation will take place over the 2021-23 period. The design development would be subject to further review by the FHBRO and ACPDR and NCC approval. Construction is planned for 2023-27 to meet an in-service date of 2028. The design and construction will be managed by the current real property service provider, based on the site development concept plan which is the subject of this approval. The real property service provider will issue RFPs for a designer (including heritage consulting services) and for a construction manager (including design advisory services) in early 2021.

### **3. NCC Staff Analysis / Risks and Mitigations Measures**

This Proposal is generally aligned with the broad strategic policies and objectives of the *Plan for Canada's Capital (2017-2067)* and the *Core Area Sector Plan (2005)*, and it is also consistent with the municipal planning framework, including current zoning and the 2009 PPU (programme particulier d'urbanisme) objectives for the NPB.

Due to security requirements, services for residents could not be incorporated within the buildings. NCC staff analysis also confirms that this site is not appropriate for mixed-use residential given the residential nature of the existing neighbourhood, limited access to essential services for existing residents, and the lack of suitable frontage on a public street for residential development. A key element of the design is that the open spaces of the site will remain accessible to the public, providing amenity space for low-impact and passive recreation. Specific community needs and interests related to the site will be identified through public engagement initiatives, see below.

The Proposal was presented to the ACPDR twice. Following the first presentation in February 2020, PSPC made significant adjustments to the project scope to respond to

the NCC staff recommendations around respecting the site's heritage, its capacity, and integration with the surrounding neighbourhoods. In August 2020, the ACPDR had a positive response to the updated project scope and the site development concept. The committee provided recommendations that will be incorporated at the design stage of the project. The recommendations relate to heritage conservation of the building and landscape and to the implementation of both, the design concept and sustainability targets, including the target modal split. The committee also recommended that greater consideration of community needs be incorporated into the landscape design – this element will be addressed once the needs have been identified through planned public engagement, see below.

The FHBRO reviewed the site development concept and preliminary heritage conservation approach, with the following comments on the concept design:

- It has extrapolated the Beaux-Arts design principles of the heritage buildings to the site through the high degree of organization of the site layout.
- It generally respects the *Standards and Guidelines for the Conservation of Historic Places in Canada* (2<sup>nd</sup> Ed).
- The massing of the proposed new buildings respects the character defining element of axial symmetry of the NPB and allows it to remain a monumental object surrounded by open space on all sides.

NCC Staff will follow up on the development of a more robust Heritage Conservation Approach (to be included in the RFP) as well as the schematic design development for the new buildings and landscape.

<b>Risk</b>	<b>Likelihood</b>	<b>Impact</b>	<b>Planned Response</b>
A high-quality rapid transit option is required to meet the modal split target (60% modes other than single-occupant vehicle)	Medium-High	Moderate	<ul style="list-style-type: none"> <li>• PSPC has established a transportation working group with the City of Gatineau, the Société des Transports de l'Outaouais (STO), OC Transpo, and the NCC to identify a solution.</li> <li>• Recommendations of the working group to be included as requirements in the designer RFP, as appropriate.</li> </ul>
Public perception and potential community opposition to the project	Low	Minor	<ul style="list-style-type: none"> <li>• PSPC is working with the support of the City of Gatineau to ensure that the neighbouring community will be appropriately informed of the planned works, and that they will have an opportunity to provide</li> </ul>

			<p>input to the design of the open spaces on the site.</p> <ul style="list-style-type: none"> <li>• PSPC has met with the City Councillor for the neighbourhood, and together they will be holding an open house and developing a project website, both of which would launch in late fall 2020.</li> <li>• PSPC will establish a neighbourhood committee comprised of representatives of committee groups and associations recommended by the City of Gatineau.</li> </ul>
Due to COVID-19, there may be changes to the future tenants' office space requirements	Medium	Minor	<ul style="list-style-type: none"> <li>• The proposed site development concept represents the maximum potential build-out of the site.</li> <li>• Flexibility will be included in the designer RFP to adjust the capacity of the new buildings downwards, if warranted, while maintaining a symmetrical layout in the development of the site.</li> <li>• PSPC will seek further direction and decisions in the coming months on required office capacity for the site, as part of the funding approvals.</li> </ul>

## 4. Strategic Links

### NCC Plans:

- Plan for Canada's Capital (2017-2067)
- Canada's Capital Core Area Sector Plan (2005)

### Other Federal Projects:

- ESAP

### Municipal plans and projects:

- Gatineau Secondary Plan (Programme particulier d'urbanisme – PPU) implementation, including rapid transit and pedestrian connections.

## 5. Consultations and Communications

- PSPC is working with the City of Gatineau, the STO, and OC Transpo on this Proposal.
- PSPC is working with the City of Gatineau to inform the neighbouring community of the project and identify any community needs or interests that can be accommodated on the site.
  - PSPC will be holding an “open house” on site to inform the residents of the site development plans.
  - PSPC will be developing a project website to provide regular updates, which will be maintained over the project design and construction period.
  - Up to 9 representative community organizations are anticipated to participate in a PSPC-Gatineau neighbourhood committee for the project.
- There is no Duty to Consult for this Proposal. Broader Indigenous engagement is being managed at the Associate Deputy Minister (ADM) level at PSPC.

## 6. Next Steps

- PSPC to confirm source of funding and secure project approval.
- PSPC to launch public engagement initiatives following project approval.
- PSPC and City of Gatineau working groups ongoing to provide recommendations regarding transportation and municipal servicing that will be included in the designer RFP.
- PSPC, via its real property service provider, to issue RFP for design and implementation of the program in early 2021.
- NCC staff will consult with ACPDR and FHBRO at schematic and developed design for interventions to the existing building and the redevelopment of the site, before seeking NCC Board Approval.

## 7. List of Appendices

Appendix A – Site Location and Map

Appendix B – Site Development Concept Overview

Appendix C – ACPDR comments (Feb 2020 and Aug 2020)

## 8. Authors of the Submission

Pierre Vaillancourt, Acting Vice President, Capital Planning Branch (CP)

Isabel Barrios, Director, Federal Approvals, Heritage and Archaeology Programs, CP

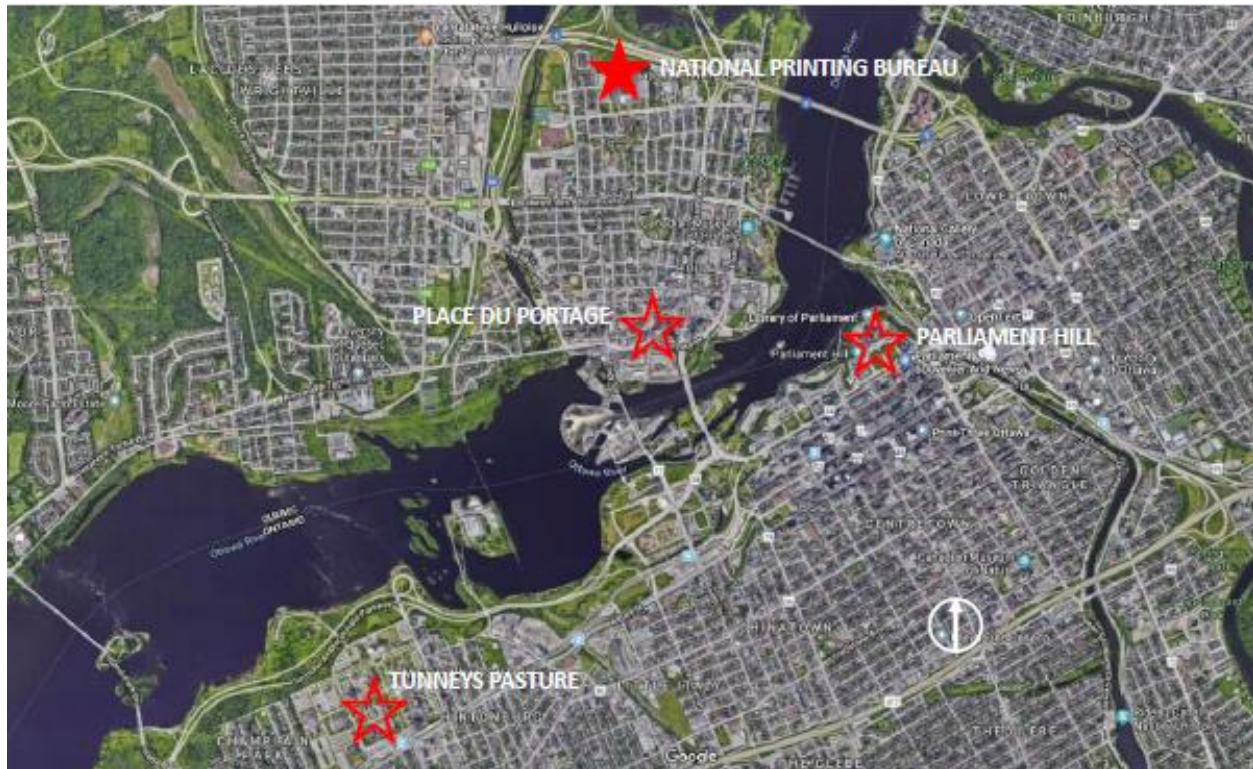
Martin Barakengera, Chief, Federal Land Use and Transactions Approvals, CP

Jason Hutchison, Chief, Federal Design Approvals, CP

Marion Gale, Senior Land Use Planner, CP

Madeleine Demers, Senior Architect, Design and Land Use, CP

## Appendix A – Site Location and Map



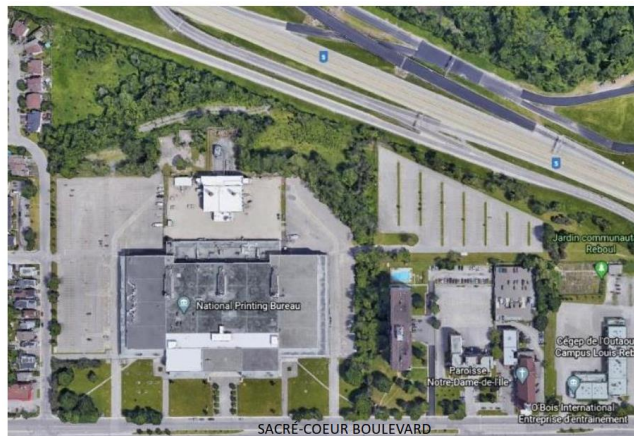
## Appendix B – Site Development Concept Overview



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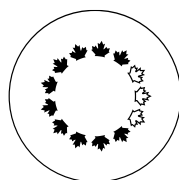
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EXISTING



PROPOSED



## NATIONAL CAPITAL COMMISSION COMMISSION DE LA CAPITALE NATIONALE

Excerpt of the Minutes of the

Advisory Committee  
on Planning, Design and Realty

Meeting of February 27 and 28, 2020

2020-P141 - Master Plan for Gatineau North  
Security Campus (45 Boulevard Sacré-  
Coeur) (I)

Members received a presentation on the master plan for Gatineau North Security Campus. They made the following comments:

### City Planning Context

- It is important to acknowledge the complete City of Gatineau planning context and ensure the project aligns with its targets and objectives.
- Community engagement is essential and should be done as soon as possible.
- Transportation is likely to be a major issue: a TDM study is required. Members were concerned that the 40% modal split may be too low.

### Neighbourhood Character

- A feasibility study should consider the possibility of undertaking this project at other locations, as it does not seem to fit with the low-density neighbouring environment.
- The project will have a huge impact on a low-rise neighbourhood because of the imposing development and large number of

Extrait du procès-verbal du

Comité consultatif  
de l'urbanisme, du design et de l'immobilier

Séance des 27 et 28 février 2020

2020-P141 - Plan directeur du Campus de  
sécurité de Gatineau nord (45, boulevard  
Sacré-Coeur) (I)

Les membres reçoivent une présentation sur le plan directeur du Campus de sécurité de Gatineau nord. Ils font les commentaires suivants :

### Contexte de l'aménagement urbain

- Il est important de tenir compte du contexte d'aménagement de la Ville de Gatineau au complet et de s'assurer que le projet s'aligne avec ses cibles et ses objectifs.
- L'engagement de la collectivité est essentiel et devrait se faire aussitôt que possible.
- Il est probable que le transport soit un problème important : une étude de gestion de la demande en transport est nécessaire. Les membres sont préoccupés par le fait qu'une répartition modale de 40% soit trop faible.

### Caractère du quartier

- Une étude de faisabilité devrait prendre en considération la possibilité d'entreprendre ce projet dans d'autres lieux, puisqu'il ne semble pas convenir à l'environnement de faible densité du quartier.
- Le projet aura un énorme impact sur le quartier aux constructions basses en raison de sa taille imposante et du grand nombre

2020-P141 - Master Plan for Gatineau North Security Campus (45 Boulevard Sacré-Coeur) (I)

employees (additional traffic and off-site parking).

- The project would risk destroying the community and undermining the neighbourhood's quality through the establishment of a closed-off activity centre (e.g. Terrasses de la Chaudière).
- Some of the neighbourhood is made up of heritage wood structures unique to this part of Gatineau.
- Concerns were expressed about the risk of increased security measures over time and their impact on the surroundings.
- The proponent needs to ensure the project contributes to the overall sustainability of the community, and that it receives support from the City and residents.

#### Site Plan

- The site might not be large enough to accommodate the quantity of additional people that is planned, without maximizing the space available in the existing building.
- Height and density of new buildings on the site are important considerations:
  - the community may be opposed to significant additional height;
  - green space should be maintained as much as possible; and
  - space surrounding existing building is required to maintain the heritage character.

#### Sustainability

- Green space should not be affected, for its role as ecosystems and aesthetic experience.
- The greenest strategy is to repurpose the existing building. Its use should be maximized to take some of the additional density proposed for the site.

2020-P141 - Plan directeur du Campus de sécurité de Gatineau nord (45, boulevard Sacré-Coeur) (I)

d'employés (circulation supplémentaire et stationnement hors du site).

- Le projet pourrait risquer de détruire la communauté et saboter la qualité du quartier en raison de l'installation d'un centre d'activité clôturé (ex. Terrasses de la Chaudière).
- Une partie du quartier est composé de structures de bois patrimoniales uniques à cette partie de Gatineau.
- On exprime des inquiétudes vis-à-vis du risque d'augmentation des mesures de sécurité avec le temps et de leur impact sur le milieu environnant.
- Le requérant doit s'assurer que le projet contribue à la pérennité globale de la collectivité, et qu'il reçoit l'appui de la Ville et des résidents.

#### Plan du site

- Il se peut que le site ne soit pas assez grand pour accueillir le nombre prévu de personnes supplémentaires sans qu'il y ait maximisation de l'espace disponible dans le bâtiment actuel.
- La hauteur et la densité des nouveaux bâtiments sur le site sont des éléments importants :
  - il se peut que la collectivité s'oppose à des hauteurs supplémentaires significatives;
  - on devrait conserver les espaces verts autant que possible; et
  - l'espace entourant le bâtiment est nécessaire pour conserver son caractère patrimonial.

#### Pérennité

- Les espaces verts ne devraient pas être affectés pour leur rôle en tant qu'écosystèmes et pour l'expérience esthétique.
- La stratégie la plus écologique est de reconvertir le bâtiment actuel. On devrait optimiser son utilisation pour qu'il absorbe

2020-P141 - Master Plan for Gatineau North  
Security Campus (45 Boulevard Sacré-  
Coeur) (I)

2020-P141 - Plan directeur du Campus de  
sécurité de Gatineau nord (45, boulevard  
Sacré-Coeur) (I)

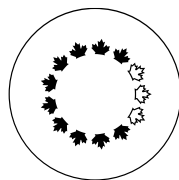
une partie de la densité supplémentaire  
prévue pour le site.

Committee Secretary

Secrétaire des comités

*Caroline Bied*

CAROLINE BIED



## NATIONAL CAPITAL COMMISSION COMMISSION DE LA CAPITALE NATIONALE

Excerpt of the Minutes of the

Advisory Committee  
on Planning, Design and Realty

Meeting of August 27, 2020

2020-P141 - Site Development Concept  
Plan for 45 Sacré-Cœur Boulevard  
(National Printing Bureau Site) (C)

The committee has not approved these minutes yet.

Members received a presentation on the Site Development Concept Plan for 45 Sacré-Cœur Boulevard, site of the National Printing Bureau. They appreciated the improvements to the scheme, with extensive rehabilitation, better coherence, and proposed height of buildings closer to mid-rise. They made the following comments:

### Beaux-Arts Heritage

- Symmetry was key to the conception of civic architecture by Ernest Cormier, architect of the National Printing Bureau. Symmetry will need to be maintained in all phases of the expansion.
- It is important to preserve details of the architecture and the authentic features of Cormier's design:
  - the double-walled envelope which contains mechanical and industrial elements;
  - interior design details.
- The Ministry of Culture and Communications should be notified, as this

ACPDR / CCUDI

Extrait du procès-verbal du

Comité consultatif  
de l'urbanisme, du design et de l'immobilier

Séance du 27 août 2020

2020-P141 - Plan conceptuel de  
développement du site du 45, boulevard Sacré-  
Cœur (site de l'Imprimerie nationale) (C)

Le comité n'a pas encore approuvé ce procès-verbal

Les membres assistant à une présentation sur le plan conceptuel de développement du 45, boulevard Sacré-Cœur, site de l'imprimerie nationale. Ils apprécient les améliorations apportées au projet, comme la réhabilitation de grande envergure, une meilleure cohérence, et la hauteur proposée des bâtiments qui s'apparente plus à une hauteur moyenne. Ils font les commentaires suivants :

### Patrimoine Beaux-Arts

- La symétrie est essentielle dans la conception de l'architecture civique d'Ernest Cormier, architecte de l'imprimerie nationale. La symétrie devra être maintenue dans toutes les phases de l'agrandissement.
- Il est important de préserver les détails de l'architecture et les éléments authentiques de la conception de Cormier :
  - l'enveloppe à double paroi qui comprend les éléments mécaniques et industriels;
  - les détails du design intérieur.
- On devrait informer le Ministère de la Culture et des Communications du

1/3

2020-08-27

2020-P141 - Site Development Concept  
Plan for 45 Sacré-Cœur Boulevard  
(National Printing Bureau Site) (C)

2020-P141 - Plan conceptuel de  
développement du site du 45, boulevard Sacré-  
Cœur (site de l'Imprimerie nationale) (C)

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building was also inventoried in Québec's Cultural Heritage Register. The Standards and Guidelines for the Conservation of Historic Places must be applied.

Québec, puisque ce bâtiment a également été inventorié dans le Répertoire du patrimoine culturel du Québec. Les Normes et lignes directrices pour la conservation des lieux patrimoniaux au Canada doivent être appliquées.

- An energy efficient roof should be considered. However, a green roof is not advisable for the existing building, as it could blur the cleanliness of the design.

- On devrait envisager un toit efficace du point de vue énergétique. Cependant, un toit vert n'est pas conseillé pour le bâtiment actuel, en ce qu'il pourrait brouiller la netteté de la conception.

#### Landscape

- The landscape should be in harmony with the built form. Surviving modern landscapes are rare, but successful examples should be studied.
- The proponent needs to ensure the proposed landscape design and elements (e.g. water features) can be sustained over time. Sustainability has often been a challenge in modernist landscapes.
- The interest of the community in this site should be evaluated, and programming proposed accordingly, including desired movements through the site.

#### Aménagement paysager

- L'aménagement paysager devrait être en harmonie avec le bâti. Même s'il est rare de trouver des aménagements paysagers modernes qui perdurent, on devrait étudier des exemples réussis.
- Le requérant doit s'assurer que la conception de l'aménagement paysager proposée et ses éléments (p. ex. éléments d'eau) sont durables dans le temps. La durabilité a souvent posé un défi dans les aménagements paysagers modernistes.
- On devrait évaluer l'intérêt de la communauté pour ce site, et proposer des activités en fonction, y compris les déplacements souhaités à travers le site.

#### Transportation

- The modal share at 60 % for public transit and active transportation is commendable.
- The proposed pedestrian, cyclist and transit movements are well integrated. Further detail is required on bus stop design to support winter use of transit and cohesion with the landscape design.
- Charging stations for electric cars should be considered.

#### Transports

- La répartition modale à 60 % pour le transport en commun et les transports actifs est louable.
- La circulation piétonne, cycliste et pour le transport en commun est bien intégrée. Davantage de détails sont nécessaires sur la conception de l'arrêt d'autobus pour appuyer l'utilisation hivernale du transport en commun et la cohésion avec le plan d'aménagement du paysage.
- On devrait envisager des stations de chargement pour les véhicules électriques.

2020-P141 - Site Development Concept  
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2020-P141 - Plan conceptuel de  
développement du site du 45, boulevard Sacré-  
Cœur (site de l'Imprimerie nationale) (C)

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- Accessible transit should be accommodated.

- Le transport accessible devrait être accommodé.

Safety Measures

Mesures de sécurité

- Since the building is secure, mixed use will not be possible.
- In the context of the Covid-19 pandemic, indoor air quality should be a key concern.

- Puisque le bâtiment est sécurisé, la mixité des usages ne sera pas possible.
- Dans le contexte de la pandémie du Covid-19, la qualité de l'air intérieur devrait être une préoccupation essentielle.

Committee Secretary

Secrétaire des comités

CAROLINE BIED