

NATIONAL CAPITAL COMMISSION
COMMISSION DE LA CAPITALE NATIONALE

No.	2022-P129
To	Board of Directors
Date	2022-10-04

For DECISION

Subject/Title

Federal Land Use and Design Approval – Parliamentary Precinct – Centre Block Rehabilitation Program and Parliament Welcome Centre – 100% Schematic Design

Purpose of the Submission

- To seek Federal Land Use and Design Approval (FLUDA) for the 100% Schematic Design for the Centre Block Rehabilitation Program (CBRP) and Parliament Welcome Centre (PWC).

Recommendation

- That the FLUDA for the CBRP and PWC 100% Schematic Design be granted by the Board of Directors, pursuant to Section 12 of the *National Capital Act*, subject to the following conditions:
 - No construction work is being approved at this time. Subsequent project phase(s) related to this Proposal, including but not limited to Design Development, will be subject to separate Level 3 National Capital Commission (NCC) review and approval prior to construction.
 - The schematic landscape design is not being approved at this time. The subsequent landscape schematic design related to this Proposal will be subject to a separate Level 3 NCC review and approval.
 - The Proponent is to evolve the subsequent project phase(s) in consultation with the NCC.
 - Subsequent project phase(s) must be consistent with the terms and conditions of this approval, with the NCC Performance Criteria for interventions in the Parliamentary Lawns and Vaux Wall (2020), and responsive to the recommendations of the NCC.
- That the preparation and signature of the FLUDA 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.

The Centre Block Rehabilitation Program (the “CBRP” or the “Program”) is subject to National Capital Commission (NCC) Federal Land Use and Design Approval (FLUDA) under the provisions of the *National Capital Act*, Section 12, and the *Canadian Environmental Assessment Act (2012)*.

The Program is also subject to *Review of Intervention* by the Federal Heritage Buildings Review Office (FHBRO) under the provisions of the Treasury Board Policy on Management of Real Property.

2. Project Description

Background

The Program is the most complex heritage rehabilitation ever undertaken in Canada by Public Services and Procurement Canada (PSPC, or the Proponent). It involves the full rehabilitation of the historic Centre Block (CB) building, the construction of phases 2 and 3 of a new Parliament Welcome Centre (PWC, formerly referred to as “Visitor Welcome Centre Complex”) and changes to the landscape and exterior lighting of the Parliamentary grounds and buildings.

The scope of the project includes alterations to the historic building and site to accommodate evolving functional requirements, physical security, universal accessibility, sustainability, heritage conservation, structural, seismic and code compliance, as well as new base building systems.

Project Progression

- In March 2020, NCC staff prepared a guiding document entitled “NCC Performance Criteria”, with particular attention to the integration of the PWC with the heritage cultural landscape of the Parliamentary Lawns and the Vaux Walls – see Appendix A.
- The NCC and PSPC agreed to retain an Independent Design Review Panel (IDRP) to guide PSPC and CENTRUS (the prime A&E Consultant – a joint venture between HOK and WSP) in the development of a design solution compatible with the character and significance of Parliament Hill.
- Through the IDRP process, CENTRUS developed a design option for the PWC, its entrance, and the entry sequence into the historic CB building. The IDRP issued a report on March 31, 2021 endorsing the revised concept design prepared by CENTRUS.

- NCC staff agreed that the revised concept design was aligned with the NCC's Performance Criteria. Notably, the simplicity, clarity of design and, visual and spatial cohesion make this option compatible with the character of Parliament Hill – a place of national, cultural, civic and political significance.
- The IDRPs were retained by PSPC beyond its original mandate to further support CENTRUS during the schematic design development. NCC and FHBRO staff have participated to the IDRPs review sessions as observers. These sessions are still ongoing.
- NCC staff presented an update to the NCC's Board of Directors related to the CBRP Schematic Design in January 2022, and again in June 2022.

Schematic Design Submission

A partial schematic design package was submitted by PSPC to the NCC and FHBRO in April 2022 for review and approval.

The submitted schematic design package includes:

- The approach to the new Entry to Parliament through the PWC and the CB internal courts.
- The approach to the integrated roof design for the existing CB building.
- A comprehensive Schematic Design Report providing an overview of the scope, design process, regulatory context and reviews, project vision as well as the project requirements that guide the schematic design. The Report also presents the Heritage Conservation Approach and Schematic Design Response for the major architectural, mechanical, electrical, plumbing, and structural components.
- A Conservation Management Plan with responses to previous FHBRO comments.
- An 80-page drawing appendix.

The partial schematic design package **does not** include schematic landscape design; however, localized landscape impacts related to the PWC entrance and front lawn are addressed in the current submission. The landscape schematic design and drawings are expected to be submitted to the NCC and the FHBRO at the end of 2022 for review and approval.

The schematic design submission builds on the elements of the endorsed IDRPs design option and further develops the concept of the Enhanced Entry Sequence.

- It positions the entrance to Parliament on the central axis underneath the central staircase of the Vaux Wall.

- The design addresses security and screening, provides universal access, and respects the Parliamentary Grounds exterior axiality.
- The central entrance respects and maintains the intended sequence of unfolding experiences across Parliament Hill and into CB.
- The location of the entrance and PWC maintains the clarity and over-arching logic of the overall composition, the historic patterns of arrival on the central axis and reinforces its association with the Crown, the people and ceremony.
- The approach to the new entrance, across the Formal Lawn, maintains focus on the Peace Tower, experience of the central pathway, and the sense of procession towards Parliament.

Furthermore, the design details related to the integrated roof addition have been further refined in an effort to reduce the impact on the iconic roofline of the existing CB building.

- The submission includes a series of roofline renderings providing a visual comparison of the existing historic roofline and the new roofline with the proposed roof addition.
- The renderings demonstrate that the legibility of the historic roofs and roofline, notably the horizontal datum and the prominence of the Peace Tower, are generally maintained.
- The other vertical elements of the roof, and their interrelationships, are also maintained.
- While some impact to the roofline is unavoidable, the mechanical upgrades and the integrated roof addition are the result of minimizing physical impacts to the High Heritage spaces on the interior of the CB.

3. NCC Staff Analysis

Overall, the schematic design developed by CENTRUS and submitted by PSPC aligns with the NCC's Performance Criteria.

NCC staff requirements for further development in the next stage of design include:

- Clear design intent for the integration and interaction between the existing architecture and the proposed new interventions, and for the proposed lighting approach.
- The design development of the entrances into the below-grade PWC (on both sides of the Vaux stairs) should be informed by, and compatible with the approach to Phase 1 of the Visitor Welcome Centre Complex (VWCC). More specifically, as it relates to the design of the entry arches and the incorporation of new stonework into the heritage Vaux Wall.
- The entry and exit strategies for the various users of the PWC and CB building (Parliamentarians and guests, business visitors, and members of the public) should continue to be informed by capacity simulations that determine population

loads during average and peak movement scenarios. Specifically, simulations related to entry and exit times would be useful. This will ensure that security and movement / traffic implications can be addressed in the design, rather than after construction.

- The intuitiveness and clarity of the Enhanced Entry Sequence should continue to be developed, such that reliance on wayfinding can be minimized as much as possible.
- The design of the forecourt should maximize the amount of space that is flat to gently-sloped and suitable for the traditional uses of the Parliamentary lawn (celebration, gathering, protest, events, etc.).
- The design character of the CB should serve to guide the development of the design of the PWC, especially in terms of the architectural forms, art and iconography, structural expression, richness of details, varied patterns and hierarchical use of noble materials to distinguish uses of space.
- Particularly, the proponent team should develop a decorative program that is on par with the rich details of the existing CB. Proposed details should speak to the craftsmanship, symbolism, and quality present in the original building without trying to replicate it.
- Clear design vision is required to justify the ovoid shape in the public concourse of the PWC and explain its relationship to the existing CB. The material treatment of the curved wall of the ovoid form will be an important component for evaluation in the next phase of design.
- The proponent team should develop a plan to minimize and control light spillage from the east and west light courts after dark.

FHBRO Review

The FHBRO reviewed the technical considerations of the CBRP 100% Schematic Design submission.

Overall, the FHBRO supports the schematic design and conservation management plan and has made recommendations for the next design phase including:

- Heritage consideration for security measures and as well as potential changes to Wellington Street affecting Precinct security.
- Potential independent support structures for the proposed glazed roof to reduce impacts on the original building fabric.
- Integration of building systems to be illustrated in more detail for all spaces of medium and high sensitivity to change.
- Additional information required for the proposed flashing at the base of the exterior walls of CB bearing on the base isolators.
- Carefully study the proposed insulation to the existing roofs and gutter system.
- Lighting studies to assess impacts on original design intent.

4. Strategic Links

- NCC Mandate to *“Guide and control the use and development of federal lands in Canada’s Capital Region; and maintain heritage sites in Canada’s Capital Region, such as ... commemorative sites.”*
- NCC Corporate Priority #2: Plan, rehabilitate and revitalize key assets and transportation networks in the National Capital Region.
- NCC Plan for Canada’s Capital, 2017–2067 (2017): The rehabilitation of CB is part of the Milestone project 1 for the renewal of the Parliamentary and Judicial Precincts.
- NCC Canada’s Capital Core Area Sector Plan (2005), containing the following goal for the Parliamentary and Judicial Precincts: *“Ensure a Parliamentary and Judicial Precincts Area that is planned, protected and interpreted as the symbolic and democratic heart of the nation, as the prime focus of the Nation’s Capital and the Core Area, as a national and international landmark, and as the center stage for national celebrations.”*
- NCC Guiding Capital Interests applicable during construction of the CB Rehabilitation and for the Final Project (page 12 to 16 of the FLUDA Framework).
- Parliament Hill Landscape Plan (2000)
- Long-Term Vision Plan (2006) – Guiding Principles
- NCC Performance Criteria for interventions in the Parliamentary Lawns and Vaux Wall (2020)

5. Consultations and Communications

The Proponent continues to consult and engage with stakeholders. Their internal validation process consists of several stakeholder groups who review ideas and options. In addition to PSPC and the Parliamentary Partners, these internal stakeholders include:

- Director General level governance body, with membership representing PSPC and all Parliamentary Partners, that provides final internal validation of all submissions.
- Conservation Management Team that provides feedback on heritage focused components of the design.
- Accessibility Working Group that provides feedback on issues of accessibility and universal design.
- Architectural and Engineering Consultants consisting of multidisciplinary expertise that ensures a full understanding of requirements, risks, heritage value and impacts of interventions.
- Construction Manager, engaged on an ongoing basis to provide feedback on the constructability of the design as it progresses (including Design-Assist and Conservators).
- IDRP sessions with NCC and FHBRO staff as observers still ongoing.

- PSPC continues to provide the public with regular progress reports and project updates on the CB project via their website, which can be found at the following links:
 - [Quarterly progress report on the Centre Block project: April 1 to June 30, 2022 - Canada.ca \(tpsgc-pwgsc.gc.ca\)](https://www.tpsgc-pwgsc.gc.ca/quarterly-progress-report-on-the-centre-block-project-april-1-to-june-30-2022)
 - [Latest progress on the Centre Block project – Canada.ca \(tpsgc-pwgsc.gc.ca\)](https://www.tpsgc-pwgsc.gc.ca/latest-progress-on-the-centre-block-project)

Additionally, the CBRP includes an active level of engagement with Indigenous Peoples, which is summarized below:

- A formal workshop was held in the spring of 2022 with the Algonquin-Anishinaabe that included almost 40 community members.
- The Proponent plans to return to the community later this fall to present the evolved design and gather further input and advice from the indigenous community representatives.
- Through the Royal Architectural Institute of Canada (RAIC), PSPC has also retained three indigenous design advisors on an ad hoc basis to provide more immediate feedback.
- To date, there have been four meetings with the advisory team, which includes Eladia Smoke, David Fortin, and Nicole Luke.
- The Proponent has presented the design to the Inuit Tapiriit Kanatami (ITK), and efforts are underway to provide update briefs to the Assembly of First Nations and the Metis.

6. Next Steps

- December 2022 – Receive 100% Landscape Schematic Design Package
- Spring 2023 – Board of Directors 100% Landscape Schematic Design approval

7. List of Appendices

- Appendix A – NCC Performance Criteria for interventions in the Parliamentary Lawns and Vaux Walls, March 27, 2020
- Appendix B – Central Entrance & Entry Sequence, April 2022
- Appendix C – PWC Section and Level B1 Floor Plan, April 2022
- Appendix D – CB Roofline Renderings, April 2022
- Appendix E – FLUDTA Review – CBRP 100% Schematic Design Submission

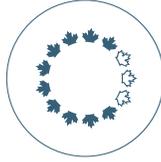
8. Authors of the Submission

Alain Miguelez, Vice-President, Capital Planning Branch (CP)

Isabel Barrios, Director, Federal Approvals and Heritage, and Archaeology Programs (FAHA), CP

Jason Hutchison, Chief, Federal Design Approvals, FAHA, CP

Amanda Conforti, Senior Architect, Federal Design Approvals, FAHA, CP



NATIONAL CAPITAL COMMISSION
COMMISSION DE LA CAPITALE NATIONALE

March 27, 2020

TO: Public Services and Procurement Canada (the Proponent)
ATTENTION: Andrew Wisniowski, Director Design and Approvals, CBRP

Re: Centre Block Rehabilitation Program (the ‘CBRP’ or the ‘Proposal’)
NCC Performance criteria for interventions in the Parliamentary Lawns and Vaux Walls

The following criteria were developed by the NCC to guide the Proponent in the design of the Visitor Welcome Centre Complex (VWCC) and associated entrance(s) with particular attention to the integration of the VWCC within the heritage cultural landscape of the Parliamentary Lawns and the Vaux Walls.

The Centre Block has been designated by the federal government as a ‘Classified’ Federal Heritage Building, under the authority of the *Treasury Board Policy on Management of Real Property*. In addition to the Classified building designation, the Centre Block is a key component of the other two ‘Classified’ designations given to both the Parliament Hill Grounds and to the Parliamentary Complex. The Centre Block is directly adjacent to the East Block and the West Block, and is connected to the Library of Parliament, all of which have been designated as ‘Classified’ Federal Heritage Buildings.

The Centre Block is also a key component of the two ‘National Historic Site’ designations for the Parliament Buildings, and for the Public Grounds of the Parliament Buildings, which fall under the *Historic Sites and Monuments Act*.

The following criteria is to be read in conjunction with the *Standards & Guidelines for the Conservation of Historic Places in Canada*; and do not supersede the NCC Capital Interests for the CBRP approved by the NCC Board in 2017, or any of the NCC approvals associated with the CBRP and the Parliamentary and Judicial Precincts. All conditions of NCC approvals continue to apply.

Isabel Barrios
Director, Federal Approvals, Heritage & Archaeology Programs

Appendices:

- 1- NCC Mandate
- 2- Excerpts
- 3- Site Plan – from 2006 LTVP

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PERFORMANCE CRITERIA

Preserve space for public purpose – the Proponent must demonstrate that the Proposal enables harmonious and simultaneous coexistence of the public space (as the most significant gathering place in Canada for public expression and celebration of democratic rights) with any new land uses, such as the primary entrance(s) to the Visitor Welcome Centre Complex, without the need of security enforcement.

To meet this criterion the design must:

- a. maintain the dignity and availability of the Parliamentary Lawns as public space;
- b. provide legible and unimpeded ambulatory spaces for Parliamentarians;
- c. offer a positive Parliamentary, visitor and tourist arrival and departure experience;
- d. propose strategies for Parliamentary access when there are large public gatherings on the Parliamentary Lawns and Grounds;
- e. not require the installation of security measures such as barriers, crowd marshaling devices or physical police enforcement on the Parliamentary Lawns; and
- f. not compromise the immediacy between a speaker (podium and focal place) and a gathered audience on the Parliamentary Lawns.

Simplicity of design – the Proponent must demonstrate that the Proposal preserves the character-defining elements of *simplicity approaching austerity* of the Parliamentary Lawns.

To meet this criterion the design option must:

- a. use the highest simplicity of form and materials;
- b. maintain the Parliamentary Lawns and central Vaux Walls uncluttered from utilitarian and service infrastructure such as emergency exits and service signs, louvers, shafts, guardrails, barriers, mechanical equipment, security huts, sun shades, etc.;
- c. limit surface infrastructure to the absolute minimum;
- d. maintain the Parliamentary Lawns free from trees or plant material;
- e. preserve the character of the Vaux Walls as the *main form-giving element of the place*; and
- f. preserve accessibility and clarity of the three distinct landscapes: the formal Lawns, the picturesque pleasure grounds and the wild escarpment.

Compatibility of historic and contemporary cultural values – The Proponent must demonstrate that the Proposal integrates physically, visually and symbolically the historic and contemporary cultural values.

To meet this criterion the design option must:

- a. accommodate new layers of design and iconography that represent contemporary cultural values and rituals without replacing the historic cultural values; and
- b. reinforce the symbolic and political role of the place in the context of an evolving Canadian society.

Appendix 1 – NCC Mandate

The National Capital Commission (NCC) is responsible for preparing plans and for coordinating and assisting in the development, conservation and improvement of public lands in the National Capital Region.

Under Section 12 of the *National Capital Act*, Public Services and Procurement Canada (PSPC) requires Federal Land Use and Design Approval (FLUDA) by the NCC before undertaking work on Parliament Hill. Projects that require approval include, among other things: new construction, demolition, change of land use, landscape, site works and disposals. Although interior alterations are not subject to FLUDA, interior spaces falling within the definition of ‘public space’ will be presented to the NCC for comments as per the 2017 NCC FLUDTA Framework.

The NCC evaluates applications based on their alignment with relevant federal plans, policies and legislation in order that the nature and character of the seat of the Government of Canada be in accordance with its national significance.

The NCC’s mandate with regards to heritage, is to promote and ensure reconciliation of heritage policies and plans with the design and execution of projects on federal lands or by federal departments in the National Capital Region. The NCC federal approvals function oversees and holds proponents accountable to their obligations regarding responsible stewardship of heritage resources in the execution of works. This responsibility is exercised with the support of the Federal Heritage Buildings Review Office (FHBRO), which has a review authority but not an approval authority.

When assessing the CBRP, the NCC takes into consideration:

- the *Plan for Canada’s Capital, 2017-2067*
- the *2006 LTVP - Parliamentary and Judicial Precincts Area - Site Capacity and Long-Term Development* <https://www.csla-aapc.ca/sites/csla-aapc.ca/files/Advocacy/Parl-Jud%20Precincts%20Development%20Plan.pdf>
- NCC Long-Range and Sector Plans
- NCC Capital Illumination Plan
- *Standards & Guidelines for the Conservation of Historic Places in Canada* <https://www.historicplaces.ca/media/18072/81468-parks-s+g-eng-web2.pdf>
- NCC *Capital Interests for Centre Block*
- the *Canadian Environmental Assessment Act/ the Impact Assessment Act*
- the *Accessible Canada Act*
- the *Federal Sustainable Development Strategy*
- the *Treasury Board Policy on Management of Real Property* including the FHBRO Review of Interventions
- Parks Canada & Canadian Heritage regulations and processes
- Parks Canada Guide for Management of Archaeological Resources

- NCC planning and design guidelines
- best practices in the fields of urban planning and design, architecture, landscape architecture, heritage conservation, archaeology, environment, sustainability, engineering, security, real estate management
- provincial and municipal regulations, requirements and processes

Appendix 2 – Excerpts

The following excerpts are for reference only as they support key principles that framed the NCC Performance criteria for interventions in the Parliamentary Lawns and in the Vaux Walls.

2006 LTVP - VISION

The Parliamentary Precinct is the home of Canada's parliamentary system and the physical expression of our commitment to democracy and the principle of freedom. The picturesque landscape and architectural style of the Precinct are enduring visual symbols of our country, while the openness, accessibility and security of the public spaces are representative of the values treasured and celebrated by all Canadians.

The Precinct provides the setting for the work of Parliamentarians and staff in a secure and efficient manner, but it is also the preeminent gathering place for public expression and celebration, as well as a place of quiet reflection.

Change within the Parliamentary Precinct needs to occur in a way that balances the evolving functional needs of parliamentarians and other users with the overriding commitment to preserve the historic, environmental and symbolic primacy of the site.

2006 LTVP - TECHNICAL TERMS

Site Environmental Capacity: *The point before the quantity and composition of added development begins to erode the symbolic, aesthetic, and natural values of the site.*

FHBRO DESIGNATION – Classified Parliamentary Complex

Heritage Character Statement

The parliamentary lawns are the formal centre of the complex. Their essential character is simplicity approaching austerity; they represent order. Calvert Vaux's graceful retaining wall and podium are the basic form-giving element of the space reinforced by the circulation pattern and grades. The relationship between the new Centre Block and this podium is part of Pearson's design, and has acquired an historical significance of its own. Photographs showing the retaining wall unencumbered by foundation plantings are very persuasive. It is essential to the complex that the lawns of Parliament retain an extreme simplicity of form and materials as a meaningful contrast with the busier spaces near the periphery and as an elegant complement to the gothic architectural vocabulary.

FHBRO Designation – Classified Grounds

Heritage Character Statement

The essential character of the parliamentary lawns is simplicity approaching austerity. Trees are conspicuous by their absence on the great lawn. The huge expanse of uncluttered lawn which rises steeply from the base of the Wellington Street fence is an outstanding feature and it is essential that the lawns of Parliament retain an extreme simplicity of form and materials as a meaningful contrast with the busier spaces near the periphery, with the rugged cliffs, and as an elegant complement to the gothic architectural vocabulary. There is no place for large trees in

this space. Period photographs show these lawns as framed to the north by Calvert Vaux's graceful retaining wall uncluttered by foundation plantings. This simple association of wall and lawn visually connects the elevated Centre Block to the lower East and West blocks, and this clever effect should be reinstated. The careful shaping of the slopes and escarpments on Parliament Hill represents the highest degree of artistic and technical proficiency. The authenticity and impact of this grading achievement should not be hampered with adjustments.

STANDARDS & GUIDELINES FOR CONSERVATION OF HISTORIC PLACES IN CANADA – A Federal, Provincial and Territorial Collaboration
Parks Canada

Standard 1

Conserve the heritage value of an historic place. Do not remove, replace or substantially alter its intact or repairable character-defining elements.

Standard 3

Conserve *heritage value* by adopting an approach calling for *minimal intervention*. (Standards & Guidelines for Conservation of Historic Places in Canada)

Standard 5

Find a use for an historic place that requires minimal or no change to its character-defining elements.

Standard 11

Conserve the heritage value and character-defining elements when creating any new additions to an historic place or any related new construction. Make the new work physically and visually compatible with, subordinate to and distinguishable from the historic place.

PARLIAMENT HILL WELCOME CENTRE – Feasibility Study Report

March 31, 2006

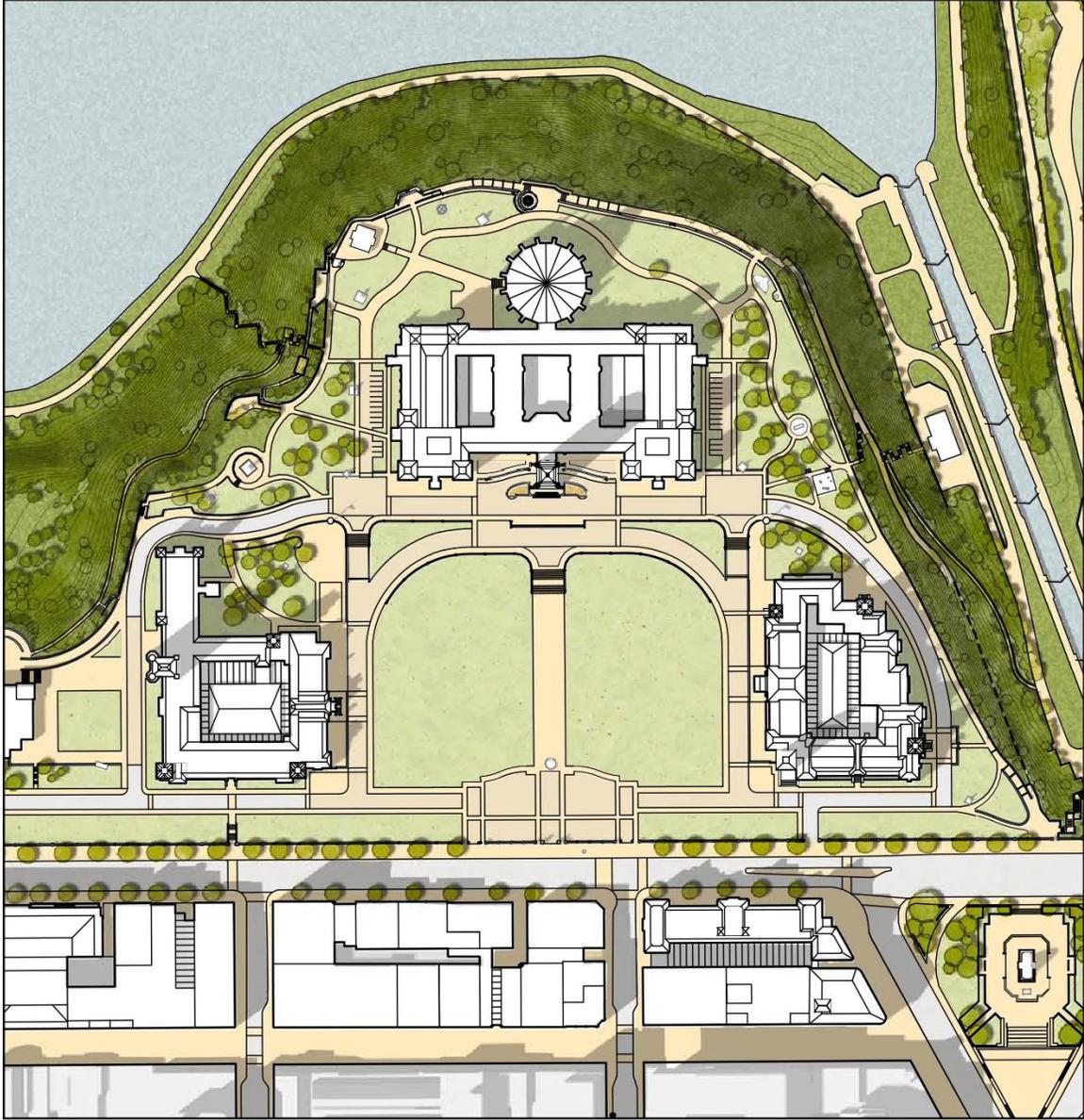
1.2 Guiding Principles (page 8)

Five “Guiding Principles” for the Parliament Hill Welcome Centre were created with the consensus of project stakeholders. As a common vision for the development of the Visitor Centre, the Guiding Principles have been accepted by the Steering Committee and are the foundation upon which strategies are established and explored.

Within the context that citizens have a right of access to the institutions of Parliament, the Parliament Hill Welcome Centre project team was guided by the principles that:

1. Visitors to Parliament should have a positive and pleasant experience;
2. Parliament must operate in an unimpeded manner;
3. Security of place, of occupants and of visitors will be assured.
4. The heritage and symbolic value of Parliament Hill will be respected;
5. The physical characteristics of Parliament Hill will be valued and enhanced.

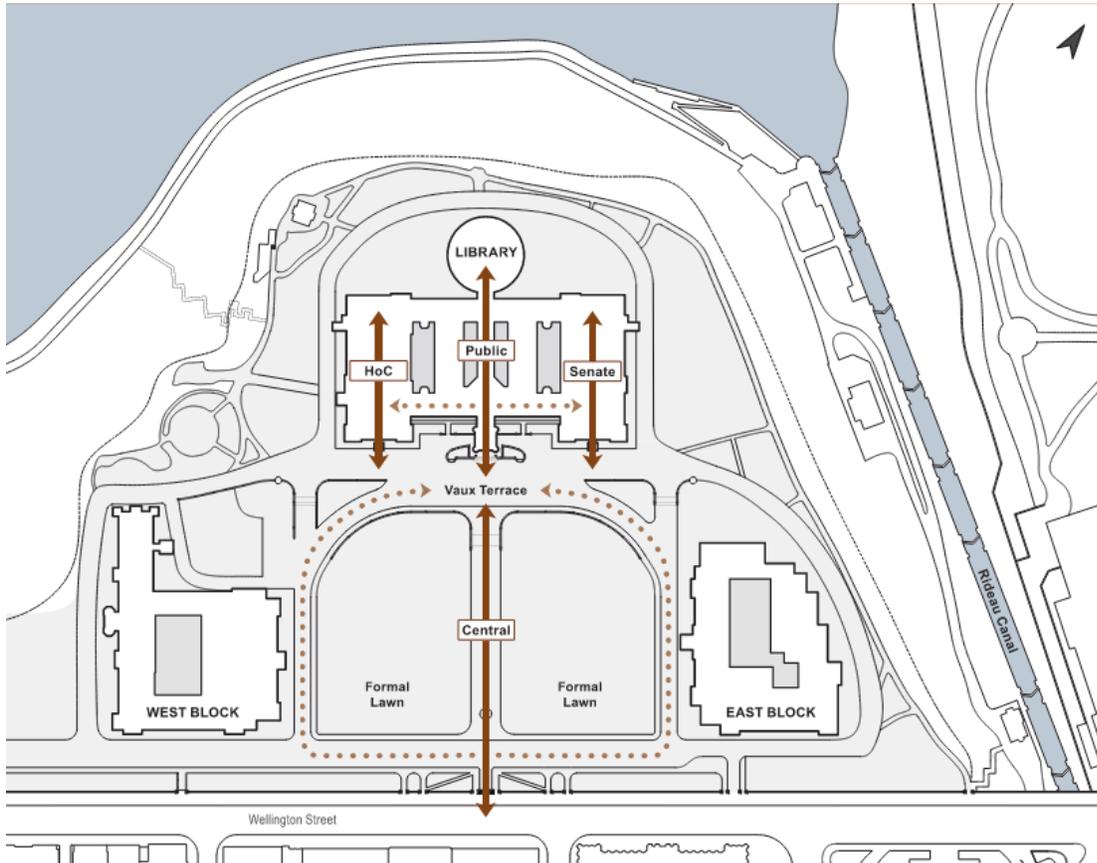
Appendix 3– Site Plan from 2006 LTVP



Appendix B – Central Entrance & Entry Sequence

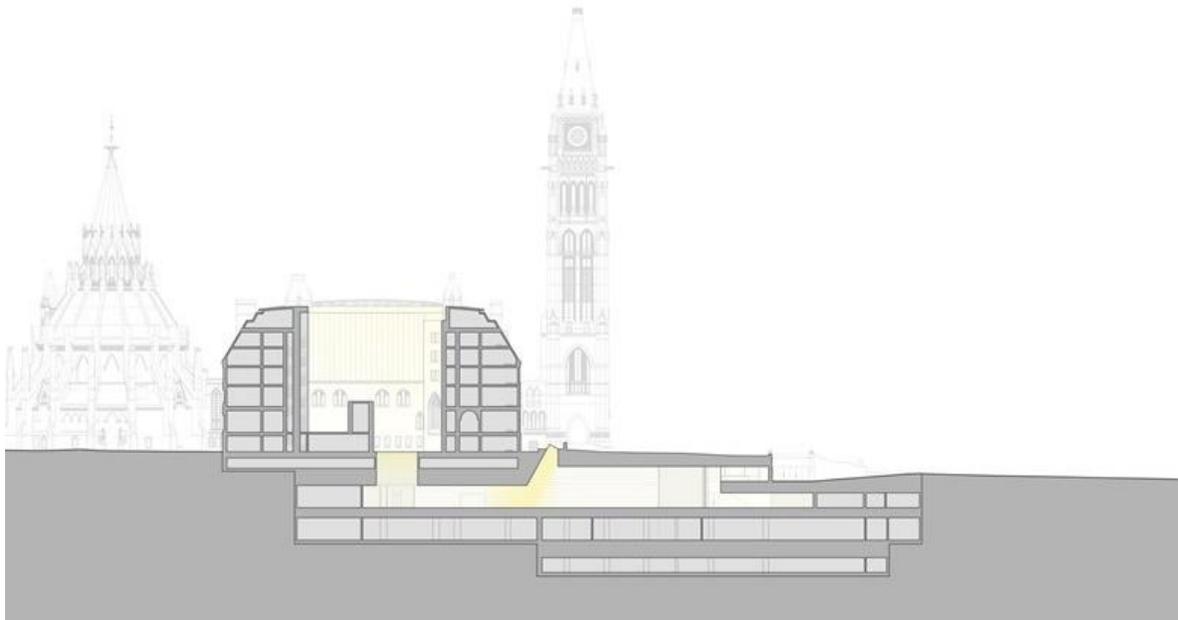


Schematic Design Rendering of new Central Entrance, April 2022

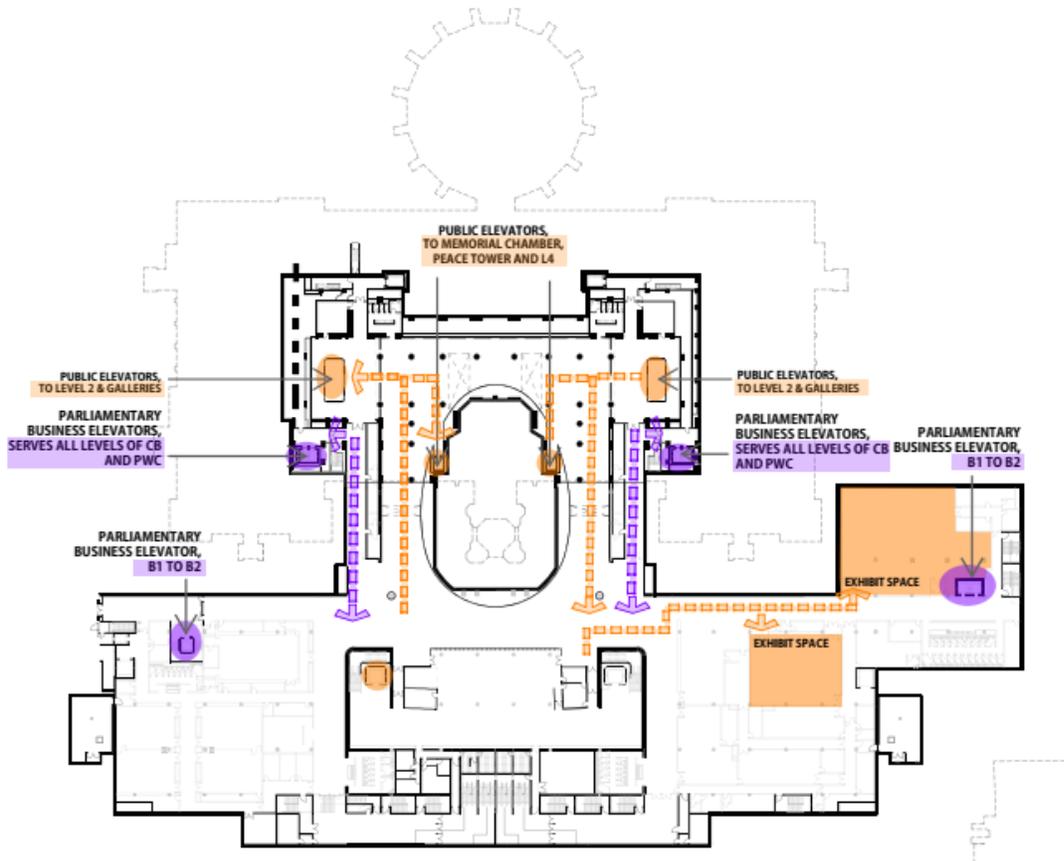


Site plan showing the principal axes of Centre Block and Parliament Hill.

Appendix C – Parliament Welcome Centre Section and Level B1 Floor Plan



Section through the Parliament Welcome Centre and west light court showing new entry sequence.



Parliament Welcome Centre Level B1 floor plan with new entry sequence.

Appendix D – Centre Block Roofline Renderings



Existing view of Centre Block from Centennial Flame.



Proposed view of Centre Block from Centennial Flame.



Existing view of Centre Block from South-East gate.



Proposed view of Centre Block from South-East gate.



Existing view from the Canadian Museum of History looking toward Library of Parliament.



Proposed view from the Canadian Museum of History looking toward Library of Parliament.



NATIONAL CAPITAL COMMISSION
COMMISSION DE LA CAPITALE NATIONALE

August 31, 2022

Andrew Wisniowski
Project Director, Design and Approvals
Centre Block Rehabilitation Project
Public Services and Procurement Canada (PSPC)
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RE: FLUDTA REVIEW – CENTRE BLOCK REHABILITATION PROGRAM (CBRP) 100% SCHEMATIC DESIGN SUBMISSION

Dear Mr. Wisniowski,

NCC staff have reviewed the 100% Schematic Design (SD) package for the above-noted project submitted by PSPC on April 20, 2022, which included the following:

- The approach to the new Entry to Parliament through the PWC and the CB internal courts, in line with the endorsed Independent Design Review Panel (IDRP) design option.
- The approach to the integrated roof design for the existing Centre Block (CB) building.
- A comprehensive Schematic Design Report providing an overview of the scope, design process, regulatory context and reviews, project vision as well as the project requirements that guide the schematic design. The Report also presents the Heritage Conservation Approach and Schematic Design Response for the major architectural, mechanical, electrical, and plumbing, and structural components.
- A Conservation Management Plan with responses to previous FHBRO comments.
- An 80-page drawing appendix.

In addition to the 100% Schematic Design package submitted, NCC staff also participated in the following meetings related to the submission:

- April 7, 2022: Touchpoint meeting to discuss upcoming 100% SD submission
- April 27, 2022: PSPC/CENTRUS walk through of 100% SD submission
- June 9, 2022: Independent Design Review Panel (IDRP) Design Narrative Presentation
- August 18, 2022: Federal Heritage Buildings Committee (FHBC) 100% SD presentation

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Canada

FLUDTA Comments

Based on the NCC staff review of the above, we are pleased to provide the following comments broken down by category.

1. General

- 1.1. The design vision presented at the IDRPs and FHBC meetings provided a good analysis of the original design for Centre Block by Pearson and Marchand. The proponent team should enhance this design vision by more clearly expressing the design intent for the integration and interaction between the existing architecture and the proposed new interventions, as per the CBRP NCC Performance Criteria #3, which states that:

The Proponent must demonstrate that the Proposal integrates physically, visually, and symbolically the historic and contemporary cultural values. To meet this criterion the design option must:

- a. accommodate new layers of design and iconography that represent contemporary cultural values and rituals without replacing the historic cultural values; and*
 - b. reinforce the symbolic and political role of the place in the context of an evolving Canadian society.*
- 1.2. The design principles presented at the IDRPs and FHBC meetings read more like project goals, or overall project objectives. The proponent team should make edits to or expand upon these design principles to include design-related objectives (i.e.: principles related to proportion, balance, symmetry/asymmetry, materiality, etc.). Design principles for the lighting approach – specifically, the intended experiential and ceremonial qualities of the proposed lighting – must also be included.

2. Central Entrance

- 2.1. It should be noted that the hierarchical axiality of the original entry sequence that included the Queen's Gate as the point of departure, the main entrance under the Peace Tower, the Confederation Hall as the arrival point and the Hall of Honours connecting to the final focal point of the Library of Parliament, is altered by the underground access and entry sequence through the PWC. Unfortunately, this is one of the trade-offs of modern security requirements and universal accessibility challenges.
- 2.2. The design development of the entrances into the below-grade PWC (on both sides of the Vaux stairs) should be informed by, and compatible with the approach to Phase 1 of the Visitor Welcome Centre Complex (VWCC). More specifically, as it relates to the design of the entry arches and the incorporation of new stonework into the heritage Vaux Wall.
- 2.3. The entry and exit strategies for the various users of the PWC and CB building (Parliamentarians and guests, business visitors, and members of the public) should continue to be informed by capacity simulations that determine population loads during average and peak movement scenarios. Specifically, simulations related to entry and exit times would be useful. This will ensure that security and movement /traffic implications can be addressed in the design, rather than after construction.

- 2.4. The intuitiveness and clarity of the Enhanced Entry Sequence should continue to be developed, such that reliance on wayfinding can be minimized as much as possible. For example, if the intention is for users to enter to the left of the Vaux stairs, and exit on the right side, how will this be obvious without relying on signage?
- 2.5. While it is understood that grading revisions to the formal lawn are required to accommodate a universally accessible central entrance, the design of the forecourt should maximize the amount of space that is flat to gently-sloped and suitable for the traditional uses of the Parliamentary lawn (celebration, gathering, protest, events, etc.).

3. Parliament Welcome Centre (PWC)

- 3.1. The proponent team should integrate the design character of the proposed below-grade PWC with the character of the existing Phase 1 VWCC, both on the exterior and in the interior expression.
- 3.2. The design character of the Centre Block should serve to guide the development of the design of the PWC, especially in terms of the architectural forms, art and iconography, structural expression, richness of details, varied patterns and hierarchical use of noble materials to distinguish uses of space.
- 3.3. The treatment of the interior of the PWC – including the pattern and scale of interior finishes, finish materials, skylight detailing, and ceiling design at Level B1 – should be further developed in the next design phase. Particularly, the proponent team should develop a decorative program that is on par with the rich details of the existing Centre Block. Proposed details should speak to the craftsmanship, symbolism, and quality present in the original building without trying to replicate it. For example, consider collaborating with the Dominion Sculptor for ways to integrate artwork into new masonry work.
- 3.4. There seems to be little connection between the ovoid shape at the centre of Level B1 and the existing Centre Block / Peace Tower foundation at the present stage of design. Clear design vision is required to justify the ovoid shape and explain its relationship to the existing Centre Block. Until then, it remains difficult to evaluate this element of the design.
- 3.5. Similarly, the material treatment of the curved wall of the ovoid form will be an important component for evaluation in the next phase of design.

4. East & West Light Courts

- 4.1. The Proponent must reconcile the geometry and visual expression of the proposed skylight glazing in the east and west light courts in the next design phase. In particular, the proponent team should consider how the skylight geometry relates to the geometry of the existing façades that are being enclosed.
- 4.2. The proposed circular elevators and angled staircases in the east and west light courts appear to be disconnected from the existing rectilinear geometry of the courtyards being enclosed. Clear design intention is required to justify the contrast in both materiality and form between the proposed new elements and the existing context.

5. High-Heritage Interiors

- 5.1. The Universal Accessibility design approach should continue to be developed, with a particular focus on impact reduction and/or mitigation on the existing CB building and its heritage value.
- 5.2. The removal and potential replacement of the existing furniture in the House of Commons Chamber will inevitably result in a net-loss of heritage value and character within the space. While we recognize the intention to accommodate additional Members of Parliament (MPs) and improve universal accessibility, the proponent team may reconsider the evolving need for MPs to be physically present in the Chamber in the context of recent remote-working due to the Covid-19 pandemic. Additionally, the proponent team may consider ways of achieving universal accessibility in a manner that adapts the existing furniture elements, in lieu of replacement.
- 5.3. Similarly, the proponent team may consider retaining the existing telephone booths in the government lobby spaces, rather than removing them. The removal of this element is irreversible and will impact the heritage character of the space. The proponent team may consider ways of adapting these elements as an alternative option (for example, could it be reconfigured as a quiet room/ pod for making phone calls, charging personal devices, etc.?).

6. MEC Integrated Roof Addition

- 6.1. The submission includes a series of roofline renderings providing a visual comparison of the existing historic roofline and the new roofline with the proposed roof addition. The renderings demonstrate that the legibility of the historic roofs and roofline, notably the horizontal datum and the prominence of the Peace Tower, are generally maintained. The other vertical elements of the roof, and their interrelationships, are also maintained.
- 6.2. It is understood that while some impact to the roofline is unavoidable, the mechanical upgrades and the integrated roof addition are the result of minimizing physical impacts to the High Heritage spaces on the interior.
- 6.3. The proponent team should continue to develop the geometry of the integrated roof addition, as well as develop a clear design narrative expressing the reason for the contrast between the curved skylight geometry and the historic mansard massing of the existing copper roof.
- 6.4. The proponent team should develop a plan to minimize and control light spillage from the east and west light courts after dark. For example, are louvres or integrated shades being proposed?

7. Landscape

- 7.1. NCC staff will provide a complete set of comments following receipt of the Centre Block Rehabilitation Landscape SD submission. It is anticipated that the materiality and detailing of the paved entry area, the grass treatment, and the exterior lighting should be carefully developed in the next design phase.
- 7.2. Options for a sustainable approach to lawn maintenance (watering) should be considered in the next design phase.

- 7.3. It is essential that the Parliamentary forecourt be kept free of all visible mechanical, electrical, security and other support infrastructure associated with the below-grade PWC, as per the NCC Performance Criteria #2, which states that:

*The Proponent must demonstrate that the Proposal preserves the character-defining elements of **simplicity approaching austerity** of the Parliamentary Lawns. To meet this criterion the design option must:*

(...)

b. maintain the Parliamentary Lawns and central Vaux Walls uncluttered from utilitarian and service infrastructure such as emergency exits and service signs, louvers, shafts, guardrails, barriers, mechanical equipment, security huts, sun shades, etc.;

c. limit surface infrastructure to the absolute minimum. (...)

- 7.4. It is expected that seating opportunities should integrate seamlessly into the surrounding landscape, and freestanding benches and site furniture should be avoided.
- 7.5. The treatment of the landscape on the east side of Centre Block (between Centre Block and East Block) will be an important component for evaluation in the next phase of design.