



NATIONAL CAPITAL COMMISSION
COMMISSION DE LA CAPITALE NATIONALE

No.	2017-P129
To	Board of Directors
Date	2017-11-23

For DECISION

Subject/Title

- Federal Land Use and Design Approval – Parliamentary Precinct – Centre Block (CB) Rehabilitation – Guiding Capital Interests

Purpose of the Submission

- To seek approval of the NCC Guiding Capital Interests for the Centre Block Rehabilitation Project in the Parliamentary Precinct.

Recommendation

- THAT the Federal Land Use and Design approval for the Guiding Capital Interests for the Centre Block Rehabilitation Project in the Parliamentary Precinct be granted.
- THAT the preparation and signature of the Federal Land Use and Design Approval document for the Guiding Capital Interests be delegated to the Executive Director, Capital Planning Branch.

Submitted by:

Daniel Champagne, Executive Director, Capital Planning Branch

Name

Signature

1. Authority

- *National Capital Act*, section 12

2. Project Description

Background

- The Parliamentary and Judicial Precincts Area Site Capacity and Long Term Development Plan (LTVP) (2006 Update) provides the strategic direction for a 25-year program of work to upgrade the deteriorated heritage assets in the Parliament Precinct and provide new facilities to meet the accommodation requirements of the Parliamentary Partners;
- Much of the LTVP is based on providing alternate accommodation for parliamentary partners in order to empty Centre Block for approximately a 10-year extensive rehabilitation;
- It is estimated that major rehabilitation works are needed. With the completion of the Government Conference Centre (GCC) and West Block (WB), Centre Block will be emptied to allow the start of its rehabilitation.

NCC Guiding Capital Interests

- NCC Staff developed the NCC Guiding Capital Interests to constitute the basis for the Land Use and Design Review of all interventions that will require federal approval under the *National Capital Act* in the context of the Centre Block Rehabilitation project;
- These interests are of critical importance and would be identified as priorities to be addressed by the Proponent in the development of the project and throughout the various approval stages of the design;
- For every intervention, NCC staff will evaluate the proposal against these principles. When the principles are addressed in an acceptable manner, the intervention will be recommended for approval and the federal approval submissions and documents will be structured following the same NCC Guiding Capital Interests;
- Since the construction phase will last more or less 10 years, which is beyond what is considered temporary, NCC staff identified interests that are specific to the implementation period and others applicable to the final project. (Refer to Appendix 1).

NCC goals for the rehabilitation of the Centre Block

- Ensure an effective, efficient and timely management and process for all approvals required to enable the CB Rehabilitation Project;
- Ensure that the NCC resources and expertise are well invested;
- Allow flexibility and fluidity of the approval process;
- Be a value-added partner in achieving design excellence for the Capital.

3. NCC Staff Analysis / Risks and Mitigations Measures

Issues:

- In order to be able to meet the implementation deadline, as project delivery model, PSPC will be using a “Construction Management” model. This model provides the opportunity to call bids sequentially, thus saving time by permitting a start on construction before all documentation is completed. In other words, this model involves a phased construction approach using multiple tender packages for each project, tendered at different times.

Mitigation:

- Multiple Level 2 approvals have to be issued towards the end of the design development phase in order to enable the beginning of the work before the final design is submitted and the main Level 3 approval is delivered.

Risk	Likelihood	Impact	Planned Response
Risk that NCC cannot meet the proponent’s timetable resulting in delay to project delivery.	Medium-High	Major	FLUDA Framework meshing NCC and FHBRO timeline requirements and PSPC’s project schedule has been developed. A human resource strategy is being developed to secure 2 additional resources for 5 years.

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: Be a value-added partner in support of Canada’s Capital Region.
- Government priorities
- NCC 2017-2067 Plan for Canada’s Capital
- NCC 2005 Core Sector Plan, 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.*”
- Long Term Vision Plan (LTVP 2006 update) – Guiding Principles (see Appendix 3)

5. Consultations and Communications

- The ACPDR reviewed the NCC Guiding Capital Interests at the October 2016 meeting.

6. Next Steps

- October and December 2017 - ACPDR presentation - CB Construction Site Layout.
- January 2018 – Board of Directors presentation – CB Construction Site Layout.
- 2019 to 2022 – CB design review phase (NCC/FHBRO/Board)

7. List of Appendices

Appendix 1 – Proposed Guiding Capital Interests

Appendix 2 – Excerpt of the October 2016 ACPDR Minutes.

Appendix 3 – LTVP 2006 Update – Guiding Principles

8. Authors of the Submission

Daniel Champagne, Executive Director, Capital Planning Branch (CP)

Lucie Bureau, Director, Long-Range Planning and Federal Approvals, CP

Sandra Candow, Chief, Federal Approvals, CP

Rita Tadi, Senior Architect, Design and Land Use, CP

Proposed NCC Guiding Capital Interests
High level principles

Parliament Hill is the Capital of Canada's premier symbol and visitor attraction. This Precinct is to be planned, protected and interpreted as the symbolic and democratic heart of the nation.

The Centre Block (CB) is the centerpiece of the Parliamentary Precinct. It is a national and international landmark, the primary focus of the Capital Core Area. While an essential setting for the work of Parliamentarians and staff, the site is also the preeminent gathering space for public expression and celebration, as well as a place of quiet reflection.

The following overarching principles and considerations are to guide the approach to the rehabilitation of the Centre Block:

- a. Change within the Parliamentary Precinct must be managed to strike the best balance possible between the evolving functional needs of all users and an overriding commitment to preserve the historic, environmental and symbolic primacy of the site.
- b. All interventions to the Centre Block and its surrounding must respect and acknowledge the overarching importance of this site, and ensure design excellence in all aspects of life cycle management and investment. Site and building renovations and modifications must be designed in a manner compatible with the surrounding architecture and cultural landscape. All development should protect and enhance the architectural and heritage integrity of the buildings, landscape and setting, in recognition of the site's symbolic importance.
- c. Plans for the Centre Block and associated works must be in harmony with the natural and physical landscape of the Precinct. Physical and functional relationships of the Centre Block with surrounding built and landscape elements must be enhanced wherever possible.
- d. The Parliamentary Precinct and the Centre Block site must ensure a secure environment, while maintaining, to the extent feasible, a high level of accessibility to the site and legibility of the planned works, to enable Canadians to continue to understand the significance of its symbols and witness democracy close at hand.
- e. Representations and interpretations of Canada's indigenous peoples are to be protected and accessible in the context of the project, and efforts made to enhance this representation wherever possible, in both temporary and permanent installations.

**Proposed NCC Guiding Capital Interests
During Construction**

1. Visitor Experience, Public Access and Communications

- 1.1. Preserve the quality of the visitor experience and the sense of place to the extent possible during construction.
- 1.2. Limit the use of federal lands required for construction staging and temporary operations to the minimum required to execute the program and ensure necessary mitigation measures are applied to reduce visual and functional impacts.
- 1.3. Ensure safe visitor access to key destination points and public spaces, to the extent possible on Parliament Hill during construction.
- 1.4. Develop a universally accessible route consistent with CAN/CSA-B651 Universal Accessibility Standard or a similarly high standard, to allow public access to all areas remaining accessible and to allow access to the maximum amount of attractions on the Hill during construction.
- 1.5. Provide public amenities on site and ensure that the Visitor Welcome Centre Phase 1 remains accessible during operating hours.
- 1.6. Provide appropriate temporary signage and wayfinding for easy and safe pedestrian access.
- 1.7. Ensure that a proper communication strategy is put in place whenever paths are closed to allow visitors to navigate the site. Communicate through all means possible, the project progress and the schedule in order to allow Canadians to learn what is happening and share the experience of the renewal of the seat of Parliament.
- 1.8. Identify and implement opportunities for interpretation of the CB construction project on site to the extent possible during construction. Encourage other groups within PSPC to enhance the visitor experience on sites adjacent to the Centre Block. (e.g. 90 Wellington, Former U.S. Embassy).
- 1.9. Make best efforts to maximize open access to public areas outside the hoarded spaces or on-site maintenance operations without compromising security requirements.
- 1.10. Address construction challenges in a manner that adds to visitor interest on the Hill.

2. Commemorations and Events

- 2.1. Work with Canadian Heritage to find an alternate site for Canada Day celebrations after 2018-2019 until the end of the construction period, if required.
- 2.2. Allow the sound and light show to continue to offer visitors an experience within the Capital Realm whether on Parliament Hill or on an adjacent site.
- 2.3. Ensure that best efforts are made to temporarily relocate monuments and commemorations on Parliament Hill as required for construction.
- 2.4. Ensure that public access to monuments and commemorations be provided to the extent possible during construction of CB with special attention to the quality of visitor experience.
- 2.5. Examine opportunities for nation building through the relocation of the activities and events (e.g., the Books of Remembrance in the Peace Tower could be relocated within Ottawa or they could tour the country, exceptionally hold the police memorial ceremony elsewhere in Ottawa or Canada).

3. Design Excellence

- 3.1. Use temporary site planning to create interest for visitors in the ongoing construction work.
- 3.2. Take advantage of the hoarding and scaffolding tarps on Centre Block to contribute to the animation of Parliament Hill and cultivate public pride and engagement in the ongoing construction work. Hoarding and tarping should be of a high quality commensurate with this important place in the Capital, by day and by night. For example, typical high quality tarps may be a trompe-l'oeil.
- 3.3. Involve Canadian Heritage in the development of temporary interpretive elements across the construction site.

4. Heritage Conservation

- 4.1. Develop appropriate conservation approaches for the buildings and landscape elements on Parliament Hill. Interventions should be consistent with the Standards and Guidelines for the Conservation of Historic Places in Canada and with FHBRO recommendations.
- 4.2. Demonstrate sensitive collection management with appropriate storage, preservation and long-term safety and sustainability of the heritage elements affected by the works.
- 4.3. Ensure compliance with the updated archaeological potential map and guidelines of the Centre Block.

5. Environmental Protection and Sustainability

- 5.1. Minimize the amount of artificial light at night to reduce light pollution provided that health and safety regulations are applied.
- 5.2. Ensure that the project complies with the principles of environmental sustainability identified in the Federal Sustainable Development Strategy for Canada 2016-2019.
- 5.3. Ensure that best efforts are made to protect mature healthy trees of non-invasive species located on Parliament Hill, the forested escarpment and inside hoarded areas.

Proposed NCC Guiding Capital Interests
Final Project

6. Planning and Framework Compliance

- 6.1. Ensure that Parliament Hill continues to inspire Canadians, meet the needs of government, and reflect and respect the role, significance, natural environment and heritage of the Capital.
- 6.2. Ensure compliance with Federal and NCC Plans and Policies applicable to Parliament Hill.
- i. Parliamentary and Judicial Precincts Area Site Capacity and Long Term Development Plan - 2006 Update*
 - ii. 2012 Baseline Implementation Strategy and Guidelines*
 - iii. 1999 Landscape Master Plan for Parliament Hill*
 - iv. NCC Plan for Canada's Capital, 2017 to 2067*
 - v. NCC 2005 Core Area Sector Plan*
 - vi. NCC 2007 National Capital View Protection*
 - vii. NCC 2009 Hoarding Standards for Confederation Boulevard*
 - viii. NCC 2015 Design Guidelines for Lighting*
 - ix. NCC Capital Illumination Plan – Principles in progress*
 - x. PSPC 2015 Parliamentary Precinct Exterior Lighting Master Plan*
 - xi. FHBRO Treasury Board Policy on the Management of Real Property*
 - xii. Updates to above plans as they are completed*

7. Design Excellence

- 7.1. Ensure that the quality of Planning, Design and Execution for all the components of the Proposal are commensurate with the location and the cultural heritage of Parliament Hill, and reflect best practices in the fields of urban planning, architecture, landscape architecture, urban design, sustainability, universal accessibility and heritage conservation.
- 7.2. Ensure that new design elements in architecture, landscape architecture and urban design, demonstrate a positive integration with the existing and its surroundings in matters of scale, proportion and materiality.
- 7.3. Reinstate the landscape following the 2012 Baseline Implementation Strategy and Guidelines and the approved 1999 Landscape Plan. All areas affected by the Centre Block project must be reinstated accordingly, including the reduction of asphalt and surface parking.
- 7.4. Ensure that the design of exterior lighting combines functional safety with visual excellence, and minimizes environmental effects and complies with the NCC's Capital Illumination Plan.

8. Heritage Conservation

- 8.1. Protect and enhance the heritage values and character-defining elements of buildings and the cultural landscape of Parliament Hill as a National Historic Site of Canada and Classified Federal Heritage Site.
- 8.2. Develop measures to ensure the sustained protection and management of archaeological resources in the Centre Block area consistent with the designation of the parliament buildings and grounds as National Historic Sites of Canada.

9. Visitor Experience and Universal Accessibility

- 9.1. Preserve and enhance Parliament Hill and Centre Block as National symbols of Canadian democracy.
- 9.2. Preserve and enhance Parliament Hill as a Capital venue for programming, interpretation and commemorations of national significance and importance.
- 9.3. Achieve the objectives of security installations without compromising the dignity, integrity or environmental qualities of Parliament Hill; and engender a sense of safe but open access to the public.
- 9.4. Incorporate signage and wayfinding elements for all users of the site into the project, and retain and enhance the heritage quality as appropriate.
- 9.5. Provide appropriate shelter for visitors in all weather conditions taking into account security and safety requirements and consistent with Federal and NCC Plans for Parliament Hill.
- 9.6. Appropriately commemorate the temporary use of other buildings by the Senate and the House of Commons (e.g. Museum of Nature housing parliament temporarily between 1916 and 1920).
- 9.7. Comply with CAN/CSA-B651 Universal Accessibility Standard for all buildings.
- 9.8. Ensure that a UA route compliant with CAN/CSA-B651 Universal Accessibility Standard be developed to allow access to all areas accessible to the public.

10. Environmental Protection and Sustainability

- 10.1. Ensure compliance with the federal legislative and regulatory framework (e.g. Canadian Environmental Assessment Act, 2012 (CEAA, 2012), *National Capital Act* and Migratory Bird Convention Act, Species at Risk Act).
- 10.2. Ensure implementation of the Federal Sustainable Development Strategy for Canada 2016-2019.



Canada

Excerpt of the Minutes of the

Advisory Committee
on Planning, Design and Realty

Meeting of October 6 and 7, 2016

Extrait du procès-verbal du

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

Séance des 6 et 7 octobre 2016

**2016-P129e - Parliamentary Precinct – Centre
Block Guiding Capital Interests (C)**

Members received a presentation on the guiding capital interests for the Centre Block project in the Parliamentary Precinct. They provided the following advice:

Principles

There is a need for a clear overarching philosophical and aspirational framework to avoid having technical issues slowing down the project. The principles about design excellence are too general. Philosophical principles would be more useful to the process.

Given the magnitude in scale, the committee will need more information and detail to answer their questions, with an emphasis on upfront planning. The role of the committee and the way the principles will be enforced need to be defined.

The capital interests should be condensed into fewer stronger principles that will go beyond the projected 10 years of the project.

Canadians from across the country should be engaged in the project. It should represent the coming of age of Canada in the world as well as its future.

The example of the Australian House of Parliament was evoked in the discussions, where the original parliament was turned into a museum, and a new parliament was built in the image of the current Australian society and its relationship with its indigenous people.

The multicultural dimension of Canada needs to be reflected. Young architects originally designed the building, a heritage that could be expressed through involving youth in the project.

This project should attest the ways in which Canada

**2016-P129f - Cité parlementaire – Édifice du
Centre – Intérêts directeurs pour la capitale (C)**

Les membres reçoivent une présentation sur les intérêts directeurs pour la capitale pour le projet de l'édifice du Centre de la Cité parlementaire. Ils donnent les conseils suivants :

Principes

Il est nécessaire d'avoir une démarche philosophique d'ensemble et des aspirations claires pour éviter que les éventuels problèmes techniques ne ralentissent le projet. Les principes d'excellence de la conception sont trop généraux. Des principes philosophiques seraient plus utiles dans le processus.

Étant donné l'ampleur du projet, le comité aura besoin de plus de renseignements et de détails pour répondre à ses questions, avec une attention particulière sur la planification préalable. Le rôle du comité et la façon dont les principes vont être appliqués doivent être définis.

Les intérêts de la capitale devraient être résumés en un nombre plus limité de principes plus forts dont la portée ira au-delà des dix ans prévus pour le projet.

Les Canadiens de tout le pays devraient être impliqués dans le projet. Ce projet devrait représenter le passage à l'âge adulte du Canada dans le monde, ainsi que son avenir.

L'exemple du Parlement australien est évoqué lors des discussions, où le parlement original a été transformé en musée, et le nouveau parlement construit à l'image de la société australienne actuelle et de sa relation avec ses peuples indigènes.

La dimension multiculturelle du Canada doit être reflétée. De jeunes architectes ont conçu le bâtiment à l'origine, un patrimoine qui pourrait être exprimé en impliquant la jeunesse dans le projet.

Ce projet devrait témoigner des façons dont le



Canada

2016-P129e - Parliamentary Precinct – Centre Block Guiding Capital Interests (C)

preserves its heritage and the importance of sustainability in Canadian society.

Project Schedule

The project schedule is a critical piece of information for the review of the proposals associated with the project, and should be provided to the committee.

Process

Criteria should be discussed with the committee before the consultants are recruited.

In order to form the right project team, the principles and philosophical approach of the project should be shared with the consultants before they are hired.

The value engineering approach should not be used for this project, as it will lengthen the process and cost more in the end.

Construction Phase

The construction phase should be more aspirational. The Centre Block's centre of gravity will change. The narratives on this project should be about preserving heritage, original construction of the building, aboriginal contribution, etc.

The construction site offers an educational opportunity for the public.

Hoarding should be creative and informative. Plain white, black or green tarps are not acceptable. The hoarding and tarping should tell a story and engage Canadians from across the country. Examples elsewhere in the world should serve as an inspiration.

Winter conditions must be addressed in the guiding principles.

Next Steps

The committee suggested that NCC staff present a report in December to provide more details about the ACPDR's involvement, and the NCC's plan and approach to the project.

2016-P129f - Cité parlementaire – Édifice du Centre – Intérêts directeurs pour la capitale (C)

Canada conserve son patrimoine, et l'importance de la durabilité dans la société canadienne.

Échéanciers du projet

Les échéanciers du projet sont des renseignements essentiels pour l'examen des propositions associées au projet, et ils devraient être fournis au comité.

Processus

Les critères devraient être discutés avec le comité avant que les experts-conseil ne soient recrutés.

Afin de former une équipe de projet adéquate, les principes et la démarche philosophique du projet devraient être transmis aux experts-conseil avant qu'ils ne soient embauchés.

La démarche d'ingénierie de la valeur ne devrait pas être utilisée pour ce projet, car elle risque de ralentir le processus et coûter plus en fin de compte.

Phase de construction

L'étape de la construction devrait être plus ambitieuse. Le centre de gravité de l'édifice du centre va changer. Les récits liés au projet devraient porter sur la conservation du patrimoine, la construction du bâtiment à l'origine, la contribution autochtone, etc.

Le chantier de construction offre une occasion éducative au public.

Les palissades du chantier devraient être créatives et instructives. Les bâches de protection ordinaires blanches, noires ou vertes ne sont pas acceptables. Les palissades et les bâches devraient raconter une histoire et impliquer les canadiens de tout le pays. Les exemples d'ailleurs dans le monde devraient servir d'inspiration.

La situation hivernale doit être abordée dans les principes directeurs.

Prochaines étapes

Le comité suggère que les employés de la CCN présentent un rapport en décembre pour fournir plus de détails vis-à-vis de l'implication du CCUDI, et les plans et la démarche de la CCN quant au projet.



**2016-P129e - Parliamentary Precinct – Centre
Block Guiding Capital Interests (C)**

**2016-P129f - Cité parlementaire – Édifice du
Centre – Intérêts directeurs pour la capitale (C)**

Committee Secretary

Secrétaire des comités

Caroline Bied

**The Parliamentary and Judicial Precincts Area Site Capacity and
Long Term Development Plan (LTVP) (2006 Update)**

1. Symbolic Primacy:

Preserve and Enhance the Symbolic Primacy and the Visual Integrity of Parliament Hill.

Development should respect and reinforce the cohesive order and unified image of the Hill as the focus of the Precinct.

2. Heritage Value:

Respect for the Role and Heritage Value of the Buildings, the Landscape and the Settings as a Symbol of Canadian Democracy.

Development should protect and enhance the architectural and heritage integrity of the buildings, the landscape, and their setting, including their relation to the City, to recognize the symbolic importance of this site.

3. Natural Environment:

Ensure that Development is Sensitive to the Natural Environment of the Site.

Development should clarify and reinforce the distinctive landscapes and topography within the Precinct and respect the environmental capacity of the site.

4. Precinct Boundary:

Establish a Clear Physical Boundary to accommodate all Core Parliamentary Activities and Essential Services.

Core Parliamentary functions – Chamber, Committee, Caucus and Constituency and Regional representation – should be centrally located in a defined area in order to facilitate the work of Parliamentarians, while essential support services must be easily accessible to the lines of business they support. (Enhancing public understanding of the parliamentary process and providing public access to Parliament is also a core activity). Non-essential supporting functions can be located in adjacent areas.

5. Accessibility and Security:

Ensure Balance Between Openness, Accessibility and Security.

Everything reasonable should be done to provide a secure environment for parliamentarians, staff and the visiting public while respecting the special nature of the institution and its importance as an open and accessible venue for Canadians.

6. Patterns of Use:

Incorporate Coherent and Harmonious Patterns of Use within the Site and Surrounding Community.

Facilities should be organized to support the work of Parliamentarians and other users in a hierarchy of space that reflects the relationships among various functions. Development should ensure a coordinated interface between Crown lands and the surrounding community.

7. Interconnections:

Ensure Interconnection of Functions, Services and Buildings.

Appropriate infrastructure should be incorporated to facilitate effective and coordinated security, information technology and communication services, as well as the secure, logical and efficient movement of people and goods throughout the Precinct.

8. Stewardship:

Provide Responsible Stewardship of Resources.

Development and management of the buildings and site should be undertaken using an approach that protects financial investments, ensures the continued viability of existing assets, and preserves the environmental sustainability of the site.