

NATIONAL CAPITAL COMMISSION  
COMMISSION DE LA CAPITALE NATIONALE

<b>No.</b>	2023-P141
<b>To</b>	Board of Directors
<b>Date</b>	2023-01-19

**For** DECISION

### Subject/Title

Revised Site Redevelopment Plan for 45 Boulevard Sacré-Cœur (National Printing Bureau) (2022) – Federal Land Use Approval

### Purpose of the Submission

- To obtain the Board of Directors' land use approval for the revised site redevelopment plan for the 45 Boulevard Sacré-Coeur site.

### Recommendation

- That the revised site redevelopment plan for 45 Boulevard Sacré-Coeur (2022) be approved by the Board of Directors, pursuant to section 12 of the *National Capital Act*, subject to the following conditions:
  - The primary land uses will remain unchanged. This a federal accommodation hub housed in a federal heritage building.
  - Underground parking and other auxiliary uses will also be permitted.
  - This approval does not authorize any construction or demolition activities.
  - No architectural elements are approved at this time.
  - That the Schematic and Developed Designs be submitted to the National Capital Commission (NCC) for review and approval prior to implementation; and
- That the preparation and signature of the federal approval letter associated with this application be delegated to the Vice-President, Capital Planning Branch.

#### Submitted by:

Alain Miguelez, Vice-President, Capital Planning Branch

Name

Signature

## 1. Authority

- *National Capital Act*, section 12.

## 2. Project Description

### Site Context:

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 the Ontario (75%) and Quebec (25%) sides of the National Capital Region. The accommodation strategy was partially prompted by the April 2016 fire at 555 Boulevard de la Carrière in Gatineau which resulted in emergency relocation of DND staff to multiple facilities.

PSPC selected the site at 45 Boulevard Sacré-Coeur (see Appendix A), which includes two federal heritage buildings, for the new “Gatineau hub” because it is the only underutilized Crown-owned site within the downtown area of Gatineau. Both the National Printing Bureau (NPB) and the associated Central Heating and Cooling Plant (CHCP) are “Classified” federal heritage buildings, constructed between 1949 and 1956 to the designs of celebrated architect Ernest Cormier.

The 45 Boulevard Sacré-Coeur site is located in the northern portion of the Capital core area along the northern edge of the Ville de Gatineau’s Downtown District on the Island of Hull. The site has an area of approximately 125,000 square metres (12.5 hectares); it is bounded on the north by Autoroute 5 and to the east by the residential area of Boulevard Maisonneuve and Rue Laurier, which generally consist of low-rise residential along with office buildings, hotels and some taller condo and apartment buildings. On the west side, the site is bounded by low rise residential and a small commercial zone, one of the few commercial venues in the area. There is also a high school and a fire station. The area to the south of the campus is largely an established residential area, which includes a mix of low-rise houses and tall apartment buildings.

### Previous Approvals:

A Site Redevelopment Concept Plan for the NPB complex at 45 Boulevard Sacré-Cœur was approved by the NCC Board of Directors in October of 2020. The approval was granted for the change in Land Use and Site Development Concept. This past approval was preceded by two presentations to the Advisory Committee on Planning, Design and Realty (ACPDR) in February 2020 and August 2020 as well as a review of intervention report prepared by the Federal Heritage Buildings Review Office (FHBRO) in August 2020. Prior to this, in 2018, the NCC approved the allocation of secure functions to an

annex building on the north side of the NPB. This annex was intended to be demolished as part of both the 2020 and the current proposals.

### **Project Description:**

The previous Site Redevelopment Concept Plan approved by the NCC consisted of two 12-storey towers located symmetrically behind the NPB building, consistent with the Beaux-Arts planning principles of the site and building (see Appendix C). Original design elements were integrated in the Proposal such as the formal forecourt, open spaces surrounding the building, the axial symmetry of the building and site, the reinstatement of the historic spray pond, and the views of the historic CHCP building. The existing NPB loading dock (an element of low heritage value) was to be demolished to create a highly transparent “conservatory” that would act as a meeting space, facilitate movement through the site, open views of the CHCP, and provide a more secure configuration. The CHCP and a portion of the landscaped area of the site were to be used by the Modernized Gatineau Energy Centre (MGEC).

The proposed concept planned to reduce surface parking by pursuing a modal split of 40% single-occupant vehicle and 60% other modes and reallocating the 2,300 parking spaces required for the site to a stacked parking structure at the back of the site.

Several project parameters have changed since the NCC approved the Site Redevelopment Concept Plan in October 2020. Based on these changes, PSPC has developed an updated Site Redevelopment Plan (2022) that covers land use and massing in both near-term and long-term scenarios. Major changes from the 2020 proposal include:

- The relocation of the Energy Services Acquisition Program (ESAP) CHCP. The ESAP CHCP it is now proposed as a new building on the adjacent property to the east, displacing the previously proposed Material Handling/Service Centre. This Schematic Design for the MGEC was presented to ACPDR concurrently on August 25, 2022 and approved by the Board of Directors in October 2022.
- The relocation of above ground Parkades to an underground facility. The two 3-storey parkades originally above ground were relocated underground for long-term implementation. In the near-term, “green” surface parking lots are proposed on either side of the NPB’s CHCP.
- A new underground material handling facility is proposed to the north of the CHCP equipped with a loading dock and generators zone.
- The addition to the historic CHCP was removed. This heritage structure will be occupied and will contribute to the vitality of the site and proposed plaza.
- The two proposed 12-storey office towers will be built at a later date. According to revised PSPC program for the site the demand for office tower accommodation has been moved to the long-term phase.

- A new addition of a fourth-floor mechanical penthouse is proposed on the roof of the NPB building. Ernest Cormier's 1950 elevation drawings for the NPB included a penthouse which was never implemented.

Land Use and Massing Design principles for the 2022 proposal can be summarized as:

- Compact built form in an integrated, healthy, connected, community campus.
- Balanced and symmetrical buildings and site features that break from the symmetry the further they are from the NPB.
- Open character of site so the NPB and CHCP buildings are seen as "Pavilions in the Landscape".
- Axial and layered site circulation in both axes which take advantage of opportunities provided by neighboring properties.
- High performance sustainable zero-carbon campus with discreet integrated security.

An earlier iteration of the Site Redevelopment Concept Plan (2022) and the Heritage and Conservation Approach for Land Use and Massing were presented to the Federal Heritage Building Committee (FHBC). The FHBC issued a review letter to the Proponent that included recommendations related to land use and massing.

Major elements of the Site Redevelopment Concept Plan (2022) that were modified from the earlier iteration in response to the FHBC recommendations include:

- Provided both near and long-term site redevelopment plans.
- Eliminated a stand alone building north of the CHCP in favour of incorporating the program into the NPB and an underground material handling facility.
- Proposed the addition of a fourth-floor mechanical penthouse to the NPB.
- Extended Beaux-Arts design principles to the landscape of the site including the forecourt, surface parking and circulation routes.

### **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 (2017) and Canada's Capital Core Area Sector Plan (2005).

#### **City Planning Context:**

The Proposed Site Redevelopment Plan is aligned with federal sustainability objectives in terms of densification of federal employment nodes, re-purposing of existing federal buildings and enhancement of federal presence in the core area, especially on the Ville de Gatineau side.



PSPC has established a working relationship with the Ville de Gatineau to address the project interface with the urban environment with regard to transportation and servicing. The project will have an impact on current traffic and the densification of employment will generate more circulation. A key area of continued discussion with the Société de transport de l'Outaouais (STO) and OC Transpo is determining the appropriate transit service level (frequency and connections) for the site to enable PSPC and the tenant departments to meet the aggressive modal split target. The outcome of the transportation survey and eventual transportation demand management (TDM) study will help inform the discussion with the transit authorities and the City.

### **Neighbourhood Character:**

This Site Redevelopment Plan (2022) does not include mixed-use development since the placement of the buildings on this site, as “pavilions in the landscape”, do not provide the opportunity to establish a street frontage with active neighbourhood-serving uses reachable on foot along the sidewalk. It is not anticipated that any corrective action will be taken at this time to reintegrate the building-footprint component of this site into a continuous urban fabric that melds with the neighbourhood. The monumental architectural statement of the NPB building and its governmental role allow it to continue playing the role of a distinct built element that remains detached from the surrounding urban fabric. However, a key element of the Plan is to provide public and accessible open spaces for low-impact and passive recreation.

- Moving into the design phase, the Proponent should achieve urban integration of the modernized site within its context (adjacent urban fabric) including improving cycling and pedestrian paths and seamless connectivity with existing networks.
- The NPB's presence on Boulevard Sacré-Cœur should be reinforced through enhancing the landscape design of the front lawn to make it more inviting to the public. A lighting strategy to showcase the building features while providing a safe, walkable environment will also be essential to the success of the urban integration.

### **Planning and Design:**

The Site Redevelopment Plan (2022) is comprised of two phases, one is near-term with a focus on the rehabilitation of the heritage classified buildings, while the long-term targets redevelopment/intensification for the site. The implementation timeline for the long-term phase is uncertain.

- The Proposed Plan will address the rehabilitation of two heritage “Classified” buildings in its initial phase, recapitalizing significant federal assets.
- With the delayed implementation of the two 12-storey towers, the interim proposal offers an opportunity to improve site connections between the NPB, the MGEC, and surrounding neighbourhood through landscape design. Landscape design

should contribute to the principle of “pavilions in the landscape” and mitigate the heat island effect created by large flat paved surfaces.

- While the two above-grade parkades are no longer proposed, the near-term plan includes surface parking on the footprint of the future office towers. Tree covering ratio and design layout must be integrated with the heritage character of the site and with the Federal Sustainable Development Strategy.
- The site mobility strategy promotes sustainable and active mobility and pedestrian circulation between points of interest across the site.
- Moving into the design phase, the Proponent must achieve design integration of finish materials, lighting, and urban furnishings with the historic and new architecture and landscape.
- The new mechanical penthouse proposed on the roof of the NPB building will require careful consideration of massing, design and materiality. This will also be subject to a formal review of intervention by the FHBRO to assess the compatibility of this addition with the heritage character defining elements of the “Classified” building.
- The proposal is advocating for an open site design approach with security measures implemented at building access points and using integrated landscape design features to provide appropriate stand-off distances for vehicles.

### **Sustainability:**

- The project is targeting a net zero building rating for new facilities and towers. The NPB itself will only seek a LEED Silver designation due to heritage property limitations.
- The project is aiming to demonstrate leadership in federal site design resiliency by providing for a well-planned multi-modal transportation plan.
- The project environmental assessment needs to address in future studies site issues like wind tunnel effects, heat island effect, management of invasive species and sustainable landscape design features.
- Landscaping proposal is required to provide a tree management plan for existing trees as well as the proposed design and ensure it compliments the heritage character of site and buildings.

PSPC’s proposal for the revised site redevelopment plan for the 45 Boulevard Sacré-Coeur site (2022) was presented to the NCC’s ACPDR on August 25, 2022. The committee encouraged PSPC to further develop the landscape proposal to introduce more green elements, remove barriers to public access and improve pedestrian circulation through the site, especially paying attention to the north side and east-west links to the MGEC site.

Future areas to be further developed by PSPC and which NCC staff will continue to monitor include:

- Review of spatial relationships between the proposed new buildings, major landscape elements and the existing heritage “Classified” NPB and CHCP buildings. Special consideration should be given to the short-term proposed massing versus the long-term one.
- Coordination of site implementation of both PSPC’s proposals for the NPB and the MGEC in terms of mobility, spatial and visual connections, and integrated landscape design of both sites.
- Provision of sustainable modes of transportation to and on site, including a clear transit service plan signed by the relevant transit authorities confirming levels of service to be provided, and site frontage redesign to integrate transit stops and connections.
- Ensure high-quality landscape design for the site, especially for the short-term proposal to ensure a resilient and sustainable landscape that is compatible with the site’s heritage buildings.
- Develop architectural design guidelines for the future proposed towers and podia that are compatible with the proposed heritage conservation strategy for the two heritage buildings on site.

#### 4. Strategic Links

- NCC Plans:
  - Plan for Canada’s Capital, 2017–2067 (2017)
  - Canada’s Capital Core Area Sector Plan (2005)
  - NCC Corporate Plan (2022-2023 to 2026-2027)
    - Priority 2: Plan, rehabilitate, and revitalize key assets and transportation networks in the National Capital Region.
- Federal Government Initiatives:
  - Pan-Canadian Framework on Clean Growth and Climate Change
  - Federal Sustainable Development Strategy
  - Greening Government Initiative
- Municipal plans and projects:
  - Gatineau Secondary Plan (Programme Particulier d’Urbanisme – PPU 2009) implementation, including rapid transit and pedestrian connections.

#### 5. Consultations and Communications

- PSPC is working with the Ville de Gatineau, the STO, and OC Transpo on this Proposal.

- PSPC broader Indigenous engagement is being managed at the Associate Deputy Minister (ADM) level at PSPC, and PSPC has determined that there is no duty to consult on this Proposal.
- PSPC may consider issuing communications to nearby residents and businesses to notify them of the Proposal once it is further developed.

## 6. Next Steps

- PSPC to present Schematic Design of the Rehabilitation of the NPB and Redevelopment of the Site to the FHBRO for comment.
- PSPC to present to the ACPDR the Schematic Design for the Rehabilitation of the NPB and Redevelopment of the Site in the spring/summer of 2023.
- NCC Board of Directors approval for the Schematic Design of the NPB and Redevelopment of the Site in fall/winter of 2023.

## 7. List of Appendices

- Appendix A – Site Location and Map
- Appendix B – ACPDR comments from August 2022
- Appendix C – Previous Proposal (2020)
- Appendix D – Revised Proposal (2022)

## 8. Authors of the Submission

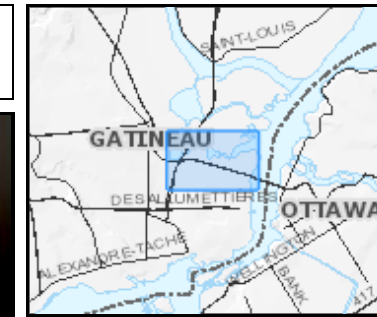
Alain Miguelez, Vice-President, Capital Planning Branch (CP)

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

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

Mazen Kandalaf, Senior Architect, Design Land Use, Federal Design Approvals, FAHA, CP

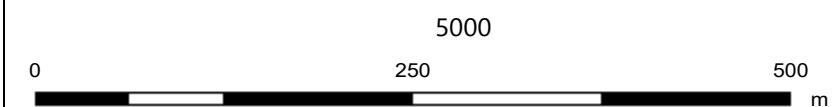




Legend | Légende



National Capital Commission



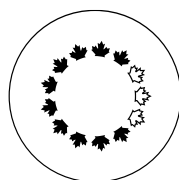
2022-07-27

Disclaimer: The NCC does not guarantee this geospatial information to be accurate, current or complete. The map is only intended for use as a general reference. Any use to the contrary is the responsibility of the user and such use is at the user's own risk.

Dégagement de responsabilité: La CCN ne garantit pas que l'information géospatial soient exacte, actuelle ou complete. La carte est pour référence générale seulement. Toutes utilisations contraires est la responsabilité de l'utilisateur et à ses propres risques.

Notes





## NATIONAL CAPITAL COMMISSION COMMISSION DE LA CAPITALE NATIONALE

Excerpt of the Minutes of the

Advisory Committee  
on Planning, Design and Realty

Meeting of August 25, 2022

Extrait du procès-verbal du

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

Séance du 25 août 2022

2022-P141 Updated Site Redevelopment  
Plan (2022) for 45 Boulevard Sacré-  
Coeur (National Printing Bureau Site)

2022-P141 Plan de réaménagement du  
site (2022) mis à jour pour le 45,  
boulevard Sacré-Cœur (site de l'édifice de  
l'Imprimerie nationale)

Members received a presentation on the Updated Site Redevelopment Plan (2022) for 45 Boulevard Sacré-Coeur (National Printing Bureau Site). They provided the following comments:

### Landscaping

- Incorporating landscape into the contemporary design of the building in a subtle manner is encouraged.
- Bringing additional green space and seasonality to the courtyard to increase its use.
- Consider the wooded area and wild landscape for the north side of the site.
- Consider low impact development into the landscape (materiality, bioswale).
- Consider including additional low evergreen vegetations to enhance the building and serve as a cushion of support during winter months.
- Creating an inclusive landscape between the pinch point of the parking and the Gatineau interface is recommended.

Les membres assistent à une présentation sur le plan de réaménagement du site (2022) mis à jour pour le 45, boulevard Sacré-Cœur (site de l'édifice de l'Imprimerie nationale). Ils font les commentaires suivants :

### Aménagement

- Intégration subtile du paysage dans la conception contemporaine du bâtiment est encouragée.
- Ajouter des espaces verts et une saisonnalité à la cour pour augmenter son utilisation.
- Considérer la zone boisée et le paysage sauvage du côté nord du site.
- Envisager un développement à faible impact sur le paysage (matérialité, rigole).
- Considérer l'ajout de conifères supplémentaires, pour améliorer le bâtiment et servir de coussin de soutien pendant les mois d'hiver.
- La création d'un paysage inclusif entre le point de pincement du stationnement et l'interface de Gatineau est recommandée.

2022-P141 Updated Site Redevelopment Plan (2022) for 45 Boulevard Sacré-Coeur (National Printing Bureau Site)

- Suggestion to outline areas where fencing is required and ensure it is integrated in the landscape design all while being compatible with heritage conservation design.

Symmetry

- Important to carry the symmetry of the building throughout the North and the South side.
- Impact of the parking found on the right side of the building on the overall symmetry of the site.

Function

- Important transition of humanity into the interpretation of the heritage and ensuring this space is enjoyable outside of working hours.
- Consider the use of materiality to demark a pedestrian walkthrough and removing the fence to ensure permeability to draw the population towards the site.
- Concerns raised with respect to the addition of a traffic light facing the residential neighbourhood. This will bring supplementary traffic to the area and goes against the original geometry plan.
- Improve the east-west pedestrian site connection from residential neighbourhood, as well as to the MGEC site and CEGEP.

Roof

- Concerns that the green roof will not be visible from the street.
- Further discussions regarding the dark outlines on the roofline in correlation with the green roof is anticipated.

Committee Secretary

ERIKA DOUAIRE

2022-P141 Plan de réaménagement du site (2022) mis à jour pour le 45, boulevard Sacré-Cœur (site de l'édifice de l'Imprimerie nationale)

- Suggestion de délimiter les zones où une clôture est requise et de s'assurer qu'elle soit intégrée dans l'aménagement paysager tout en étant compatible avec la conception pour la conservation du patrimoine.

Symétrie

- Important de porter la symétrie du bâtiment sur tout le côté nord et sud.
- Impact du stationnement retrouvé du côté droit du bâtiment sur l'ensemble de la symétrie du site.

Fonctionnement

- Transition importante de l'humanité dans l'interprétation du patrimoine et s'assurer que cet espace est agréable en dehors des heures de travail.
- Envisager l'utilisation de la matérialité pour délimiter un passage piétonnier et retirer la clôture pour assurer la perméabilité afin d'attirer la population vers le site.
- Préoccupations soulevées concernant l'ajout d'un feu de circulation face au quartier résidentiel. Cela apportera un trafic supplémentaire à l'espace et va à l'encontre du plan de géométrie d'origine.
- Améliorer la liaison est-ouest du site piétonnier avec le quartier résidentiel, ainsi qu'avec le site CEMG et le CÉGEP.

Toiture

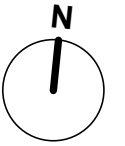
- Préoccupations que le toit vert ne soit pas visible de la rue.
- D'autres discussions concernant les contours foncés sur la ligne de toiture en corrélation avec le toit vert sont prévues.

Secrétaires des comités

Appendix C - Previous Proposal (2020)  
Annexe C - Proposition précédente (2020)

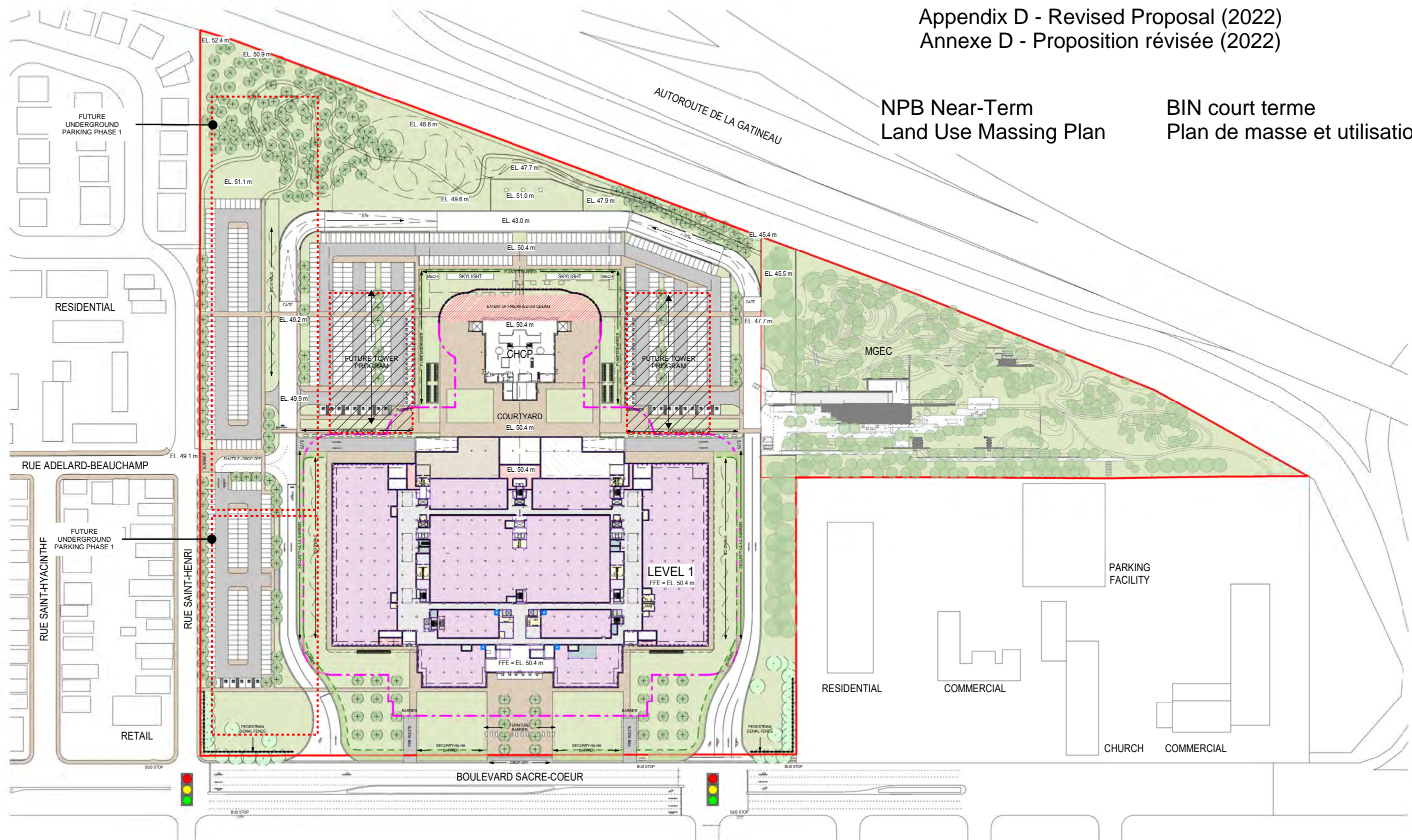




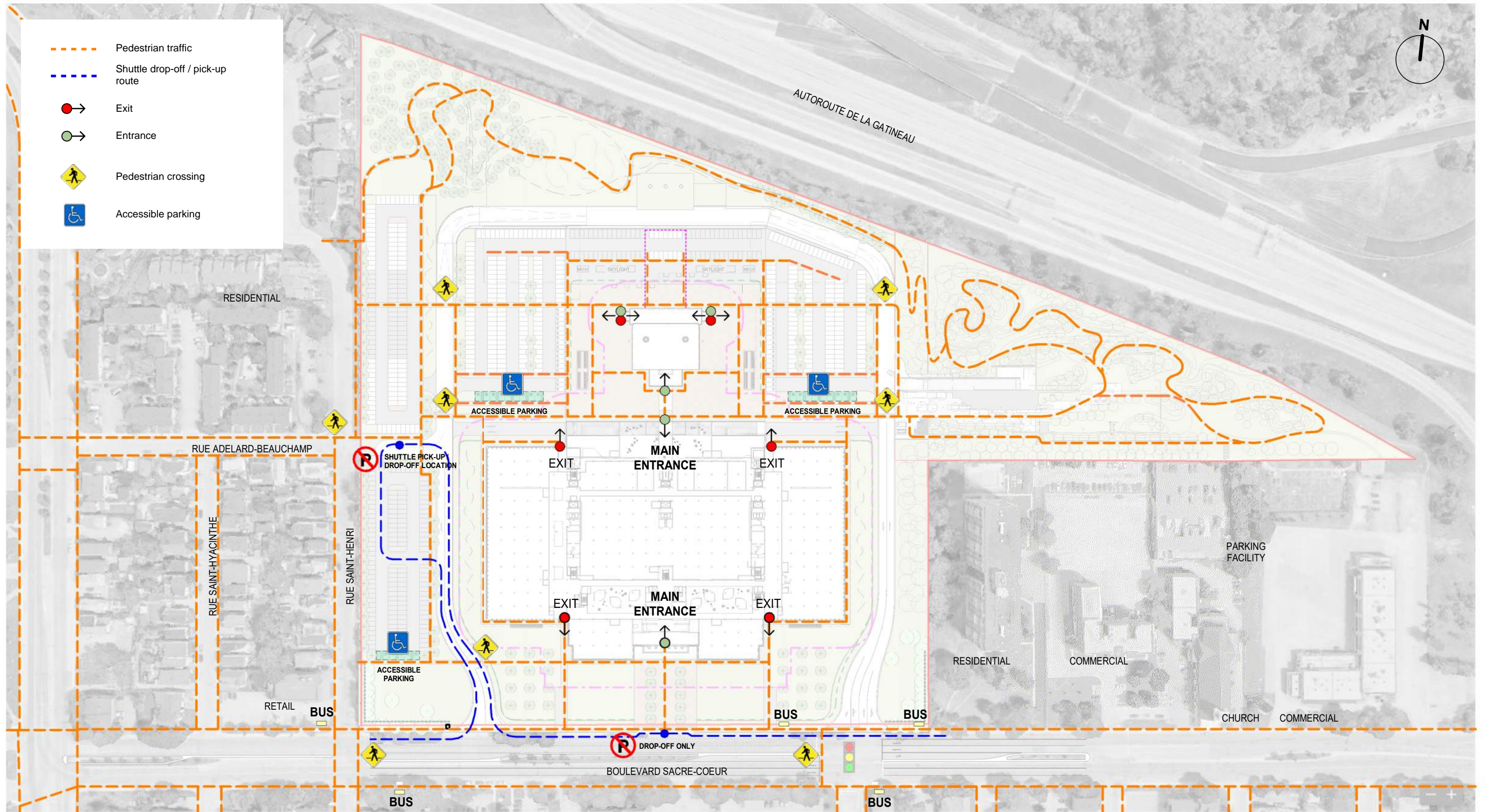


NPB Near-Term  
Land Use Massing Plan

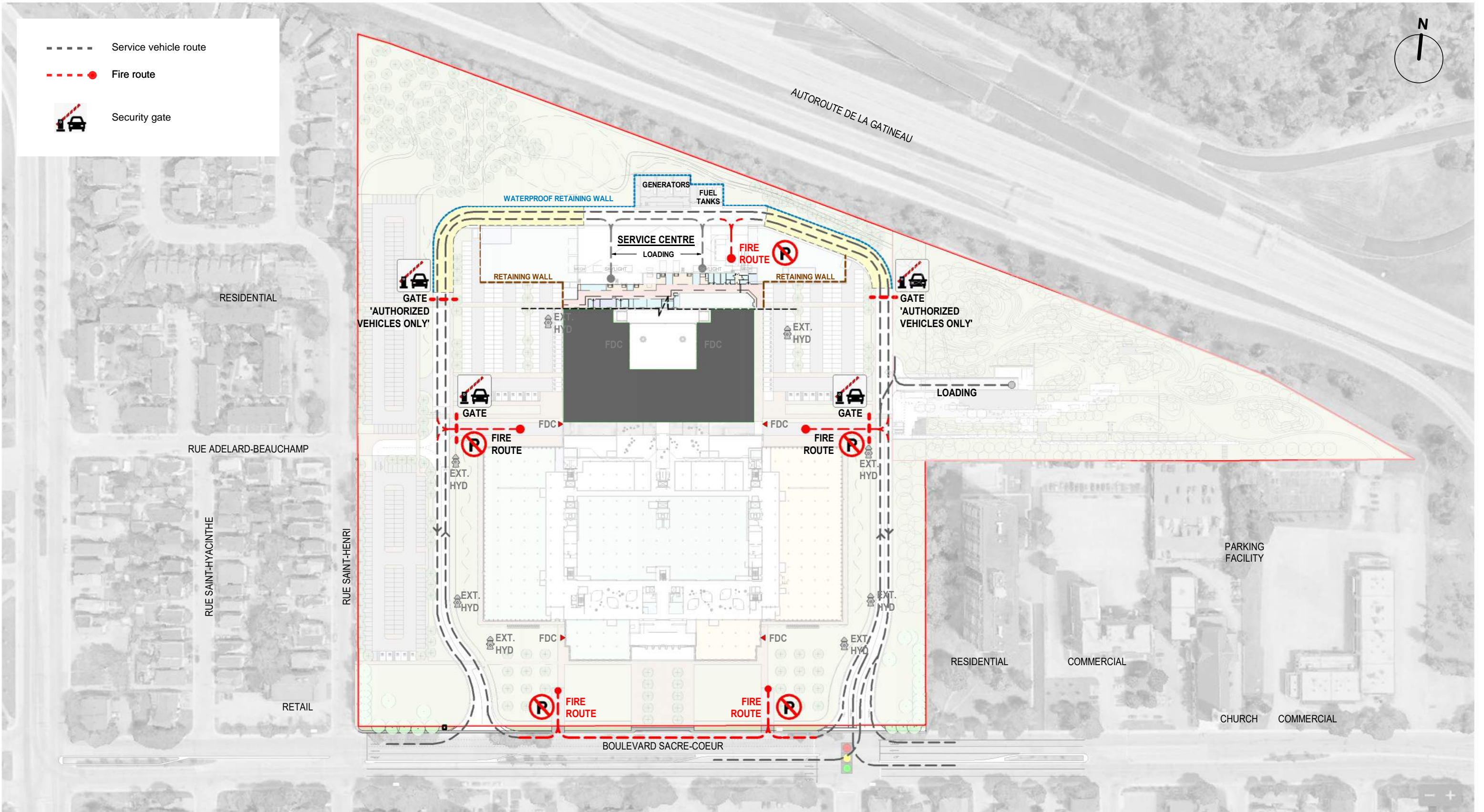
BIN court terme  
Plan de masse et utilisation du sol



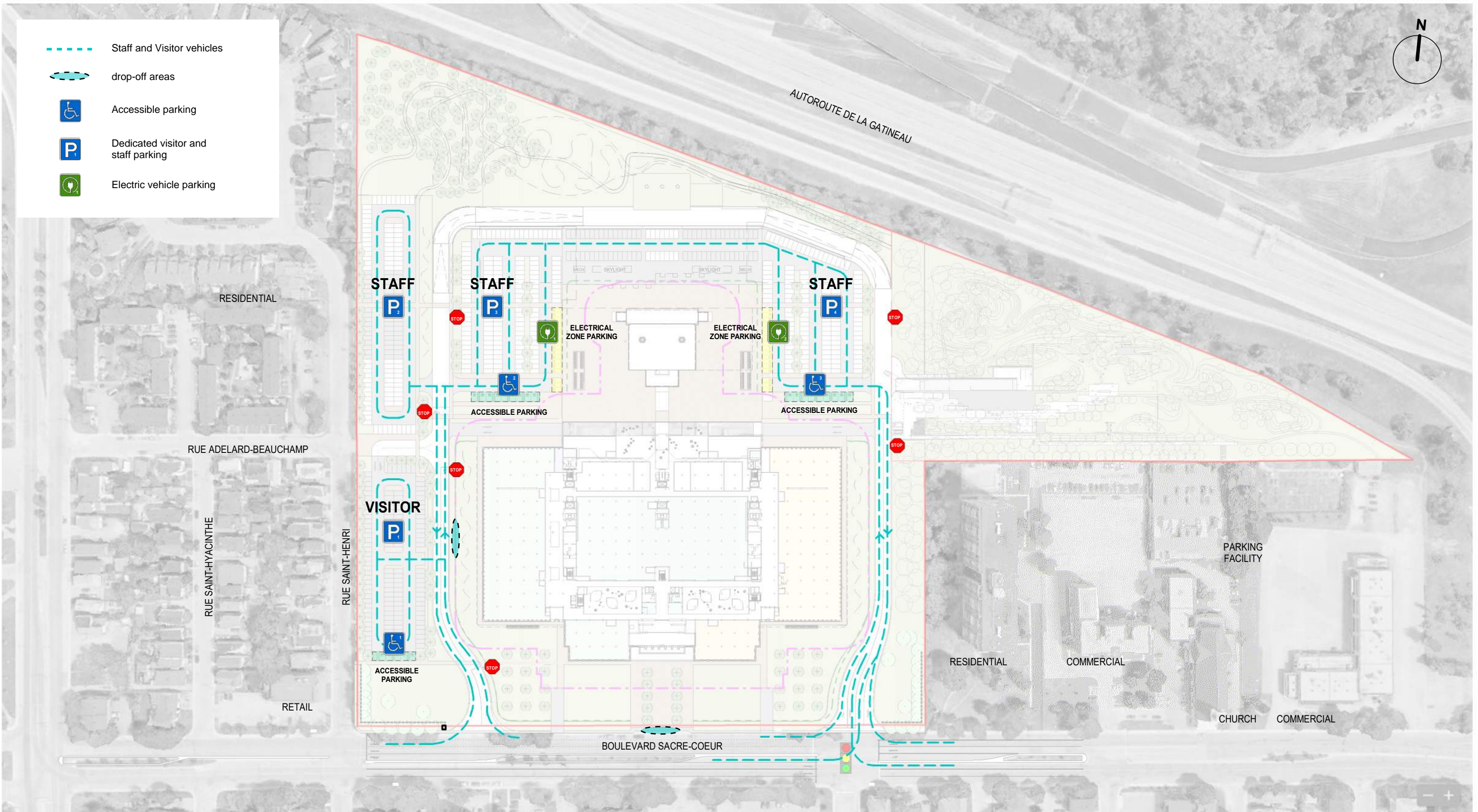




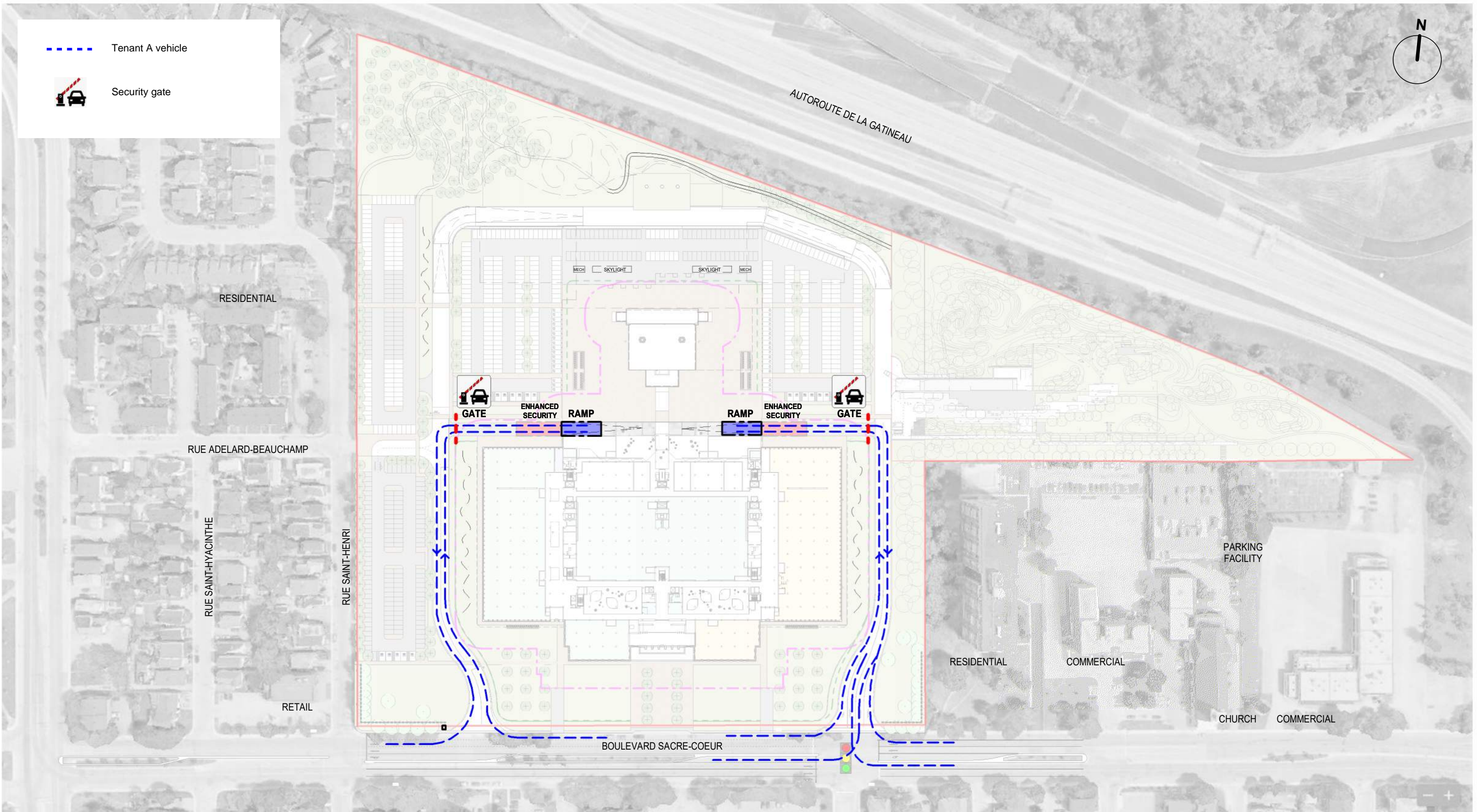




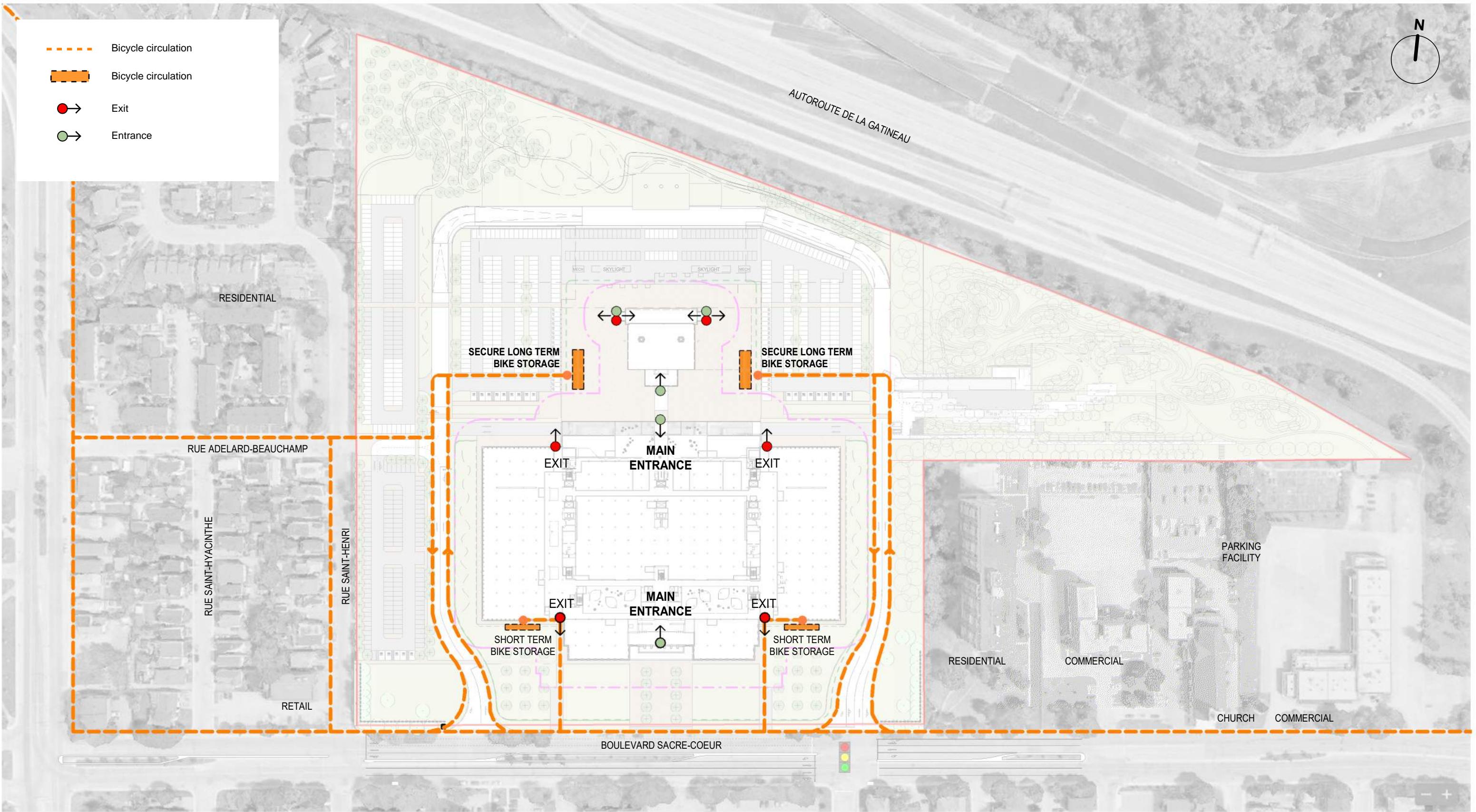




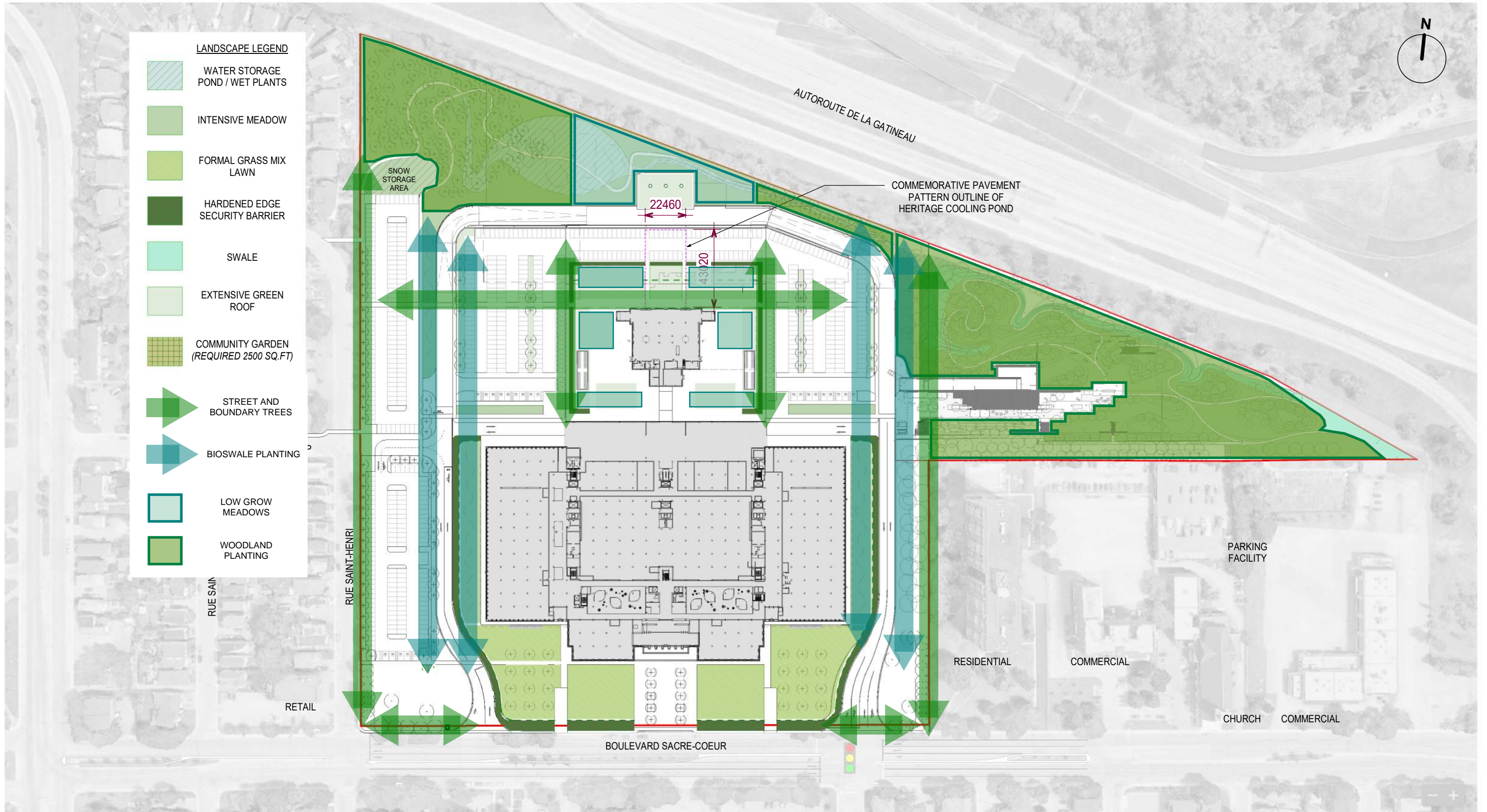




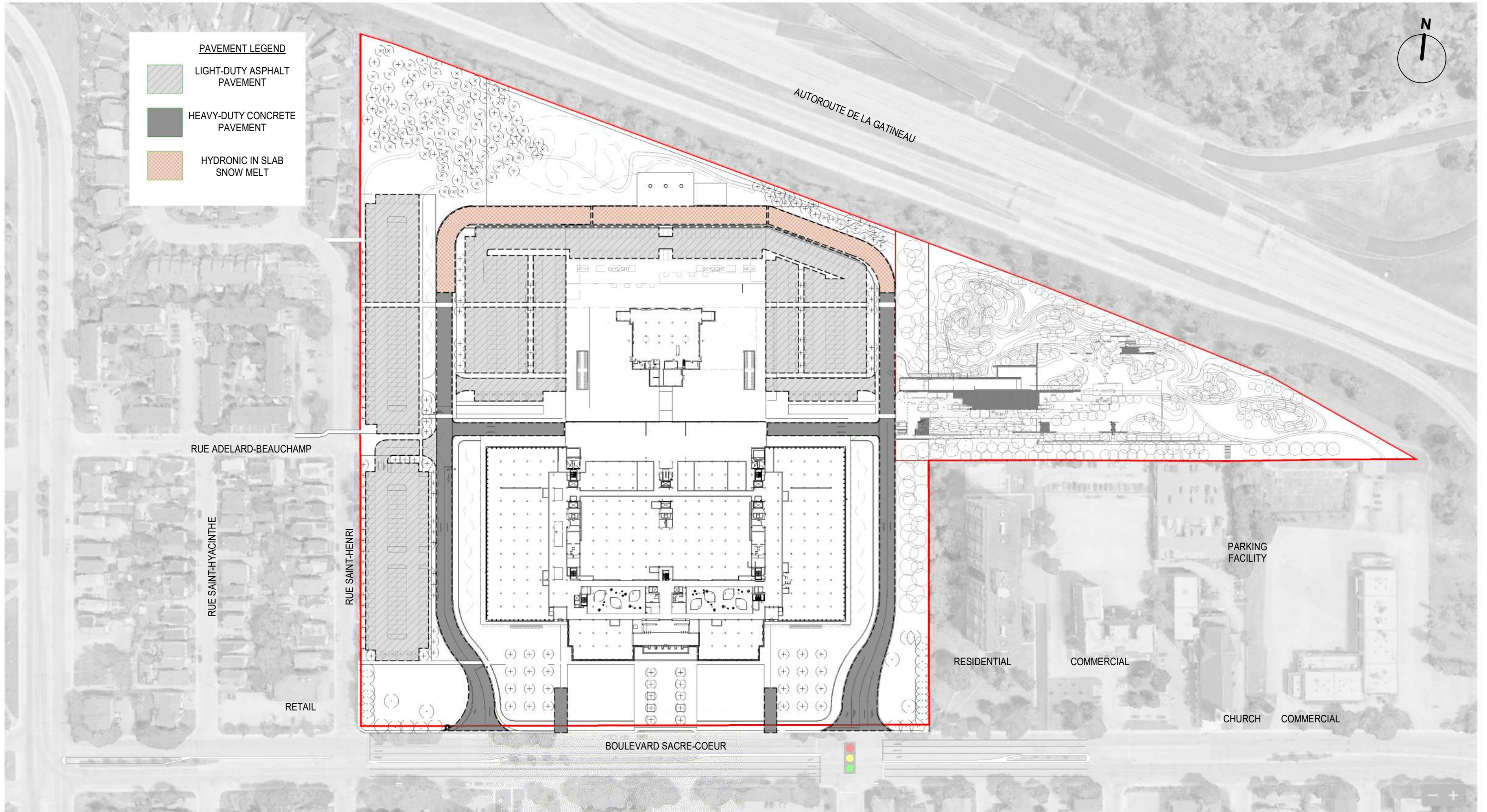




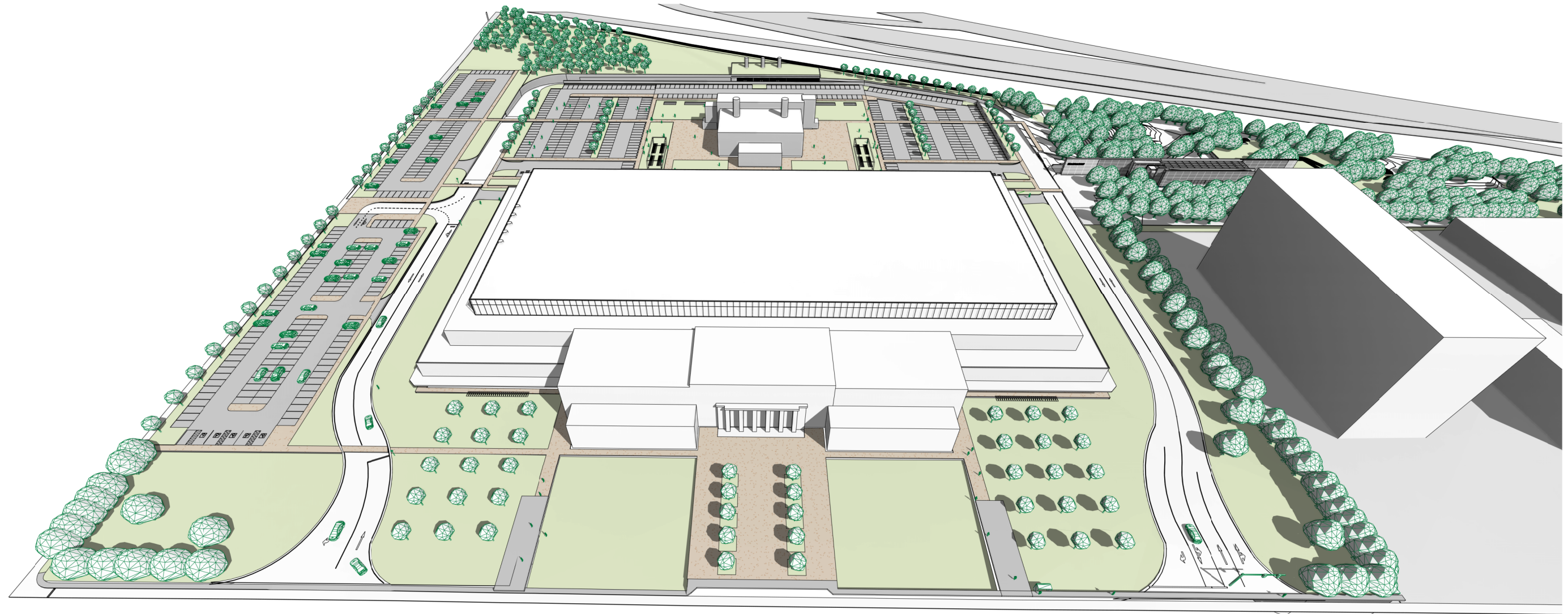












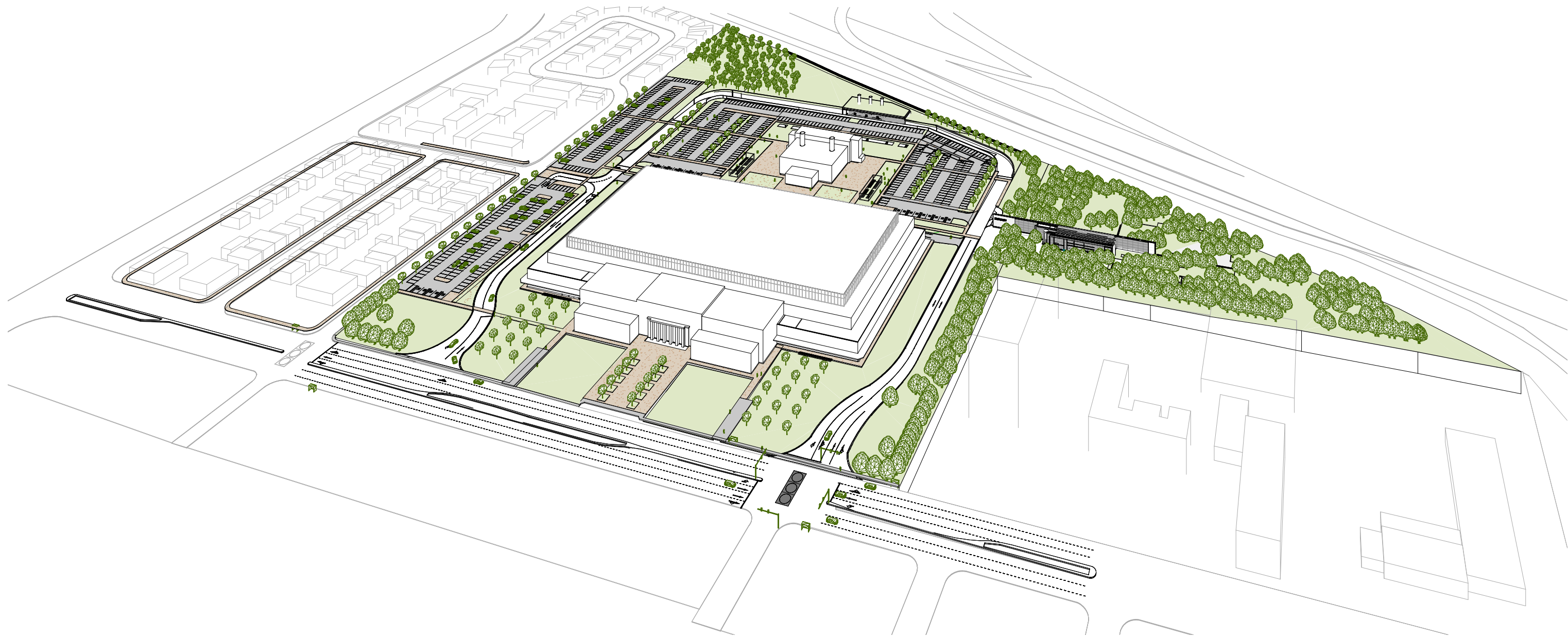
NATIONAL STANDARD OF CANADA - CSAB651		
RECOMMENDED NUMBER OF DESIGNATED PARKING SPACES		
NUMBER OF DESIGNATED PARKING...	NUMBER OF DESIGNATED ACCESSIBLE...	PROPOSED REQUIRED
2-50	1-3	
51-100	2-4	
101-200	4-8	
201-300	5-10	
301-500	6-12	12
Over 500	6-12 PLUS 1-3 FOR EVERY 100 SPACES OVER 500	600 = 3 700 = 3 APPROX 730 = 2
TOTAL REQUIRED		12 + 8 = 20

PARKING SCHEDULE - ACCESSIBLE + EVSE		
PARKING LOT	TYPE	COUNT
2.6 x 5.2m EVSE		
STANDARD PARKING SPACE	2.6 x 5.2m EVSE	34
3.4 x 5.6m ACCESSIBLE SPACE		
ACCESSIBLE PARKING SPACE	3.4 x 5.6m ACCESSIBLE SPACE	23
TOTAL ACCESSIBLE + EVSE PARKING		57

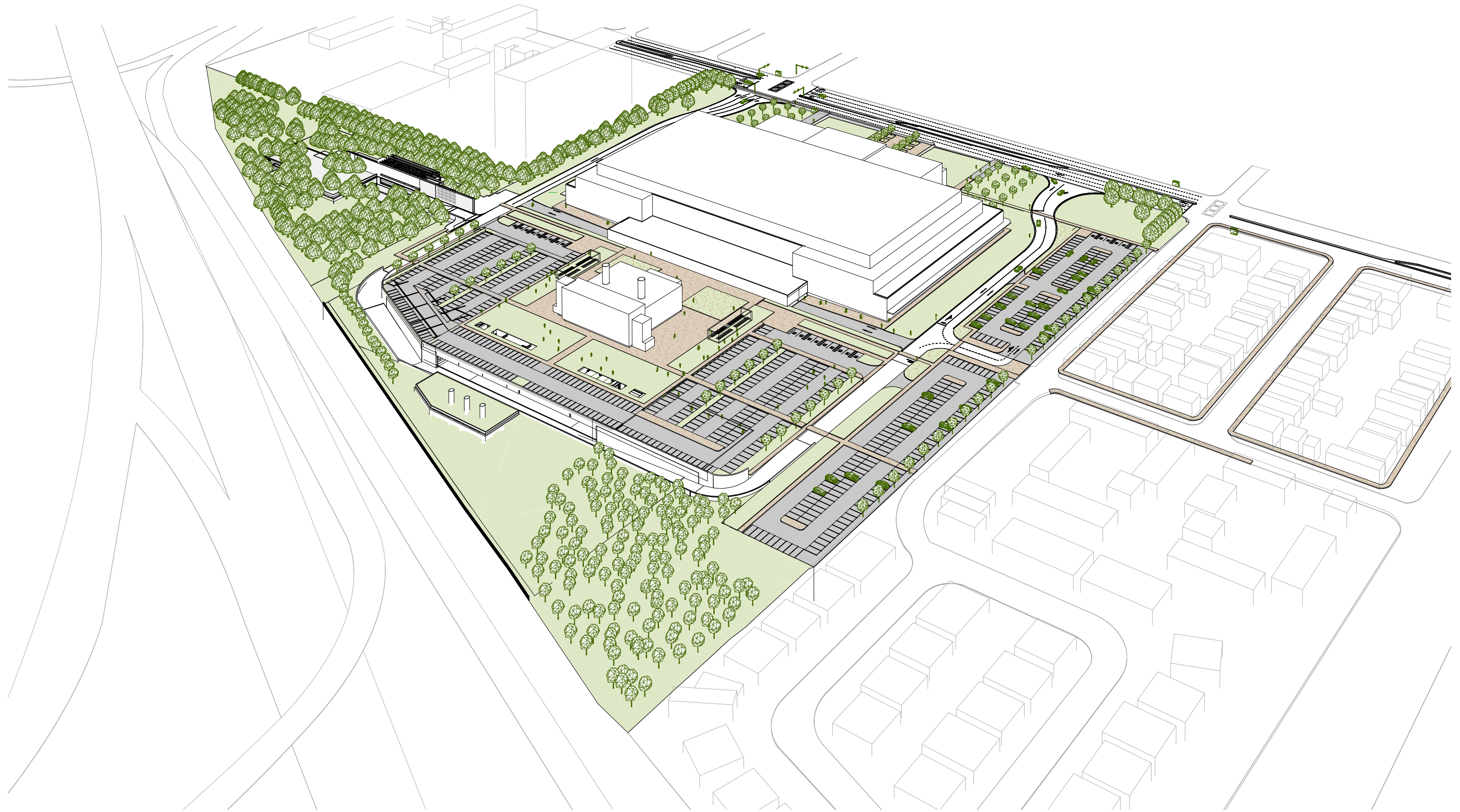
PARKING SCHEDULE - END STATE 1		
PARKING LOT	TYPE	COUNT
CHCP EAST LOT		
STANDARD PARKING SPACE	2.6 x 5.2m	169
STANDARD PARKING SPACE	2.6 x 5.2m EVSE	17
ACCESSIBLE PARKING SPACE	3.4 x 5.6m ACCESSIBLE SPACE	9
		195
CHCP WEST LOT		
STANDARD PARKING SPACE	2.6 x 5.2m	191
STANDARD PARKING SPACE	2.6 x 5.2m EVSE	17
ACCESSIBLE PARKING SPACE	3.4 x 5.6m ACCESSIBLE SPACE	9
		217

EXTERIOR BICYCLE PARKING		
STALL TYPE	TIME OF USE	COUNT
Horizontal Bike Parking	LONG TERM	120
Horizontal Bike Parking	SHORT TERM	60
TOTAL SITE BICYCLE PARKING		180

NORTH-WEST LOT		
STANDARD PARKING SPACE	2.6 x 5.2m	141
		141
SOUTH-WEST LOT		
STANDARD PARKING SPACE	2.6 x 5.2m	129
ACCESSIBLE PARKING SPACE	3.4 x 5.6m ACCESSIBLE SPACE	5
		134
TOTAL SITE PARKING		687







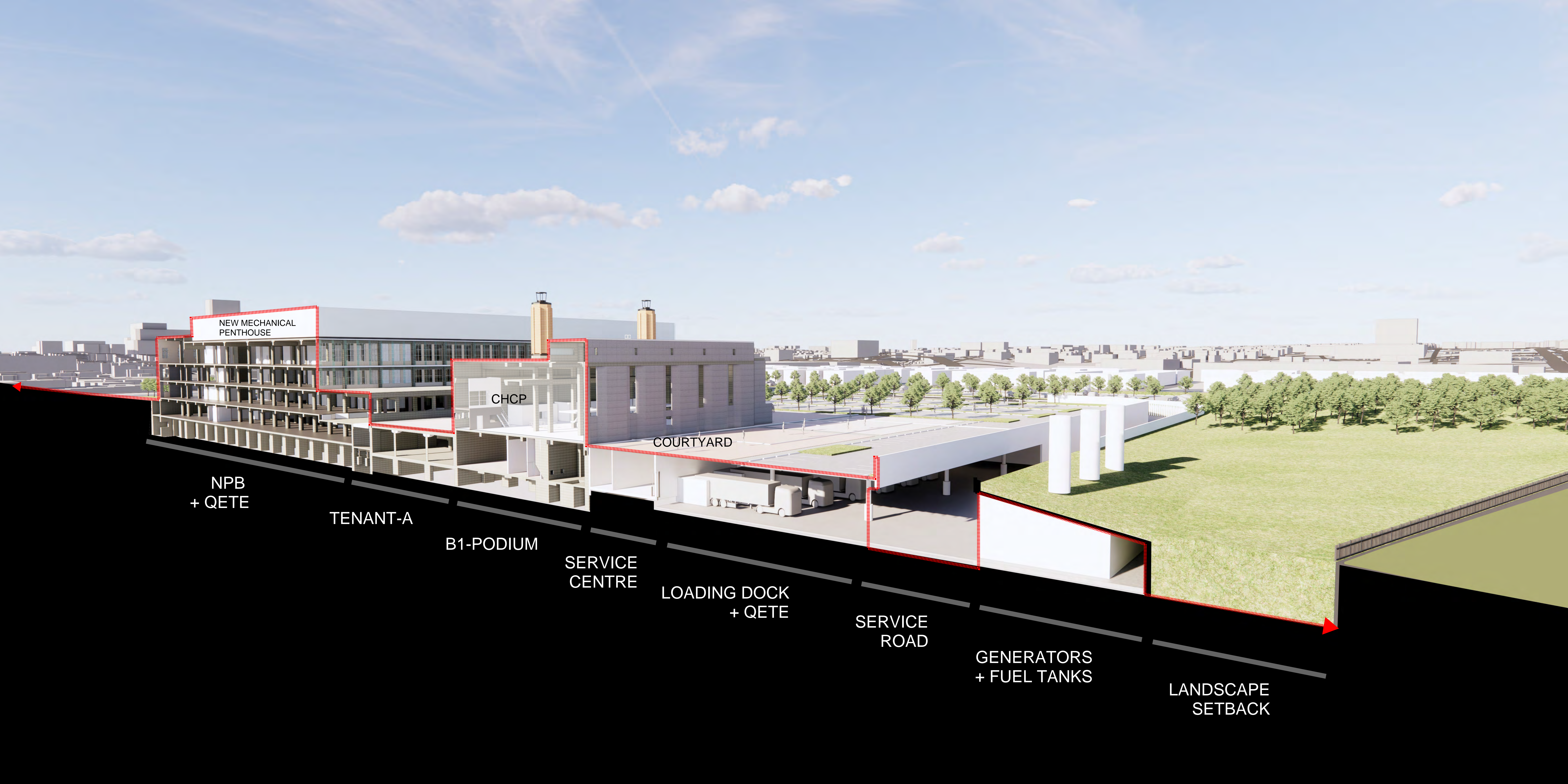
45 SACRE-COEUR PROJECT

WEEKLY REVIEW  
2022/10/26

0.0 SCALE: 1:2000 100m

3D VIEW\_END STATE 1\_SE





NEW MECHANICAL  
PENTHOUSE

CHCP

COURTYARD

NPB  
+ QETE

TENANT-A

B1-PODIUM

SERVICE  
CENTRE

LOADING DOCK  
+ QETE

SERVICE  
ROAD

GENERATORS  
+ FUEL TANKS

LANDSCAPE  
SETBACK



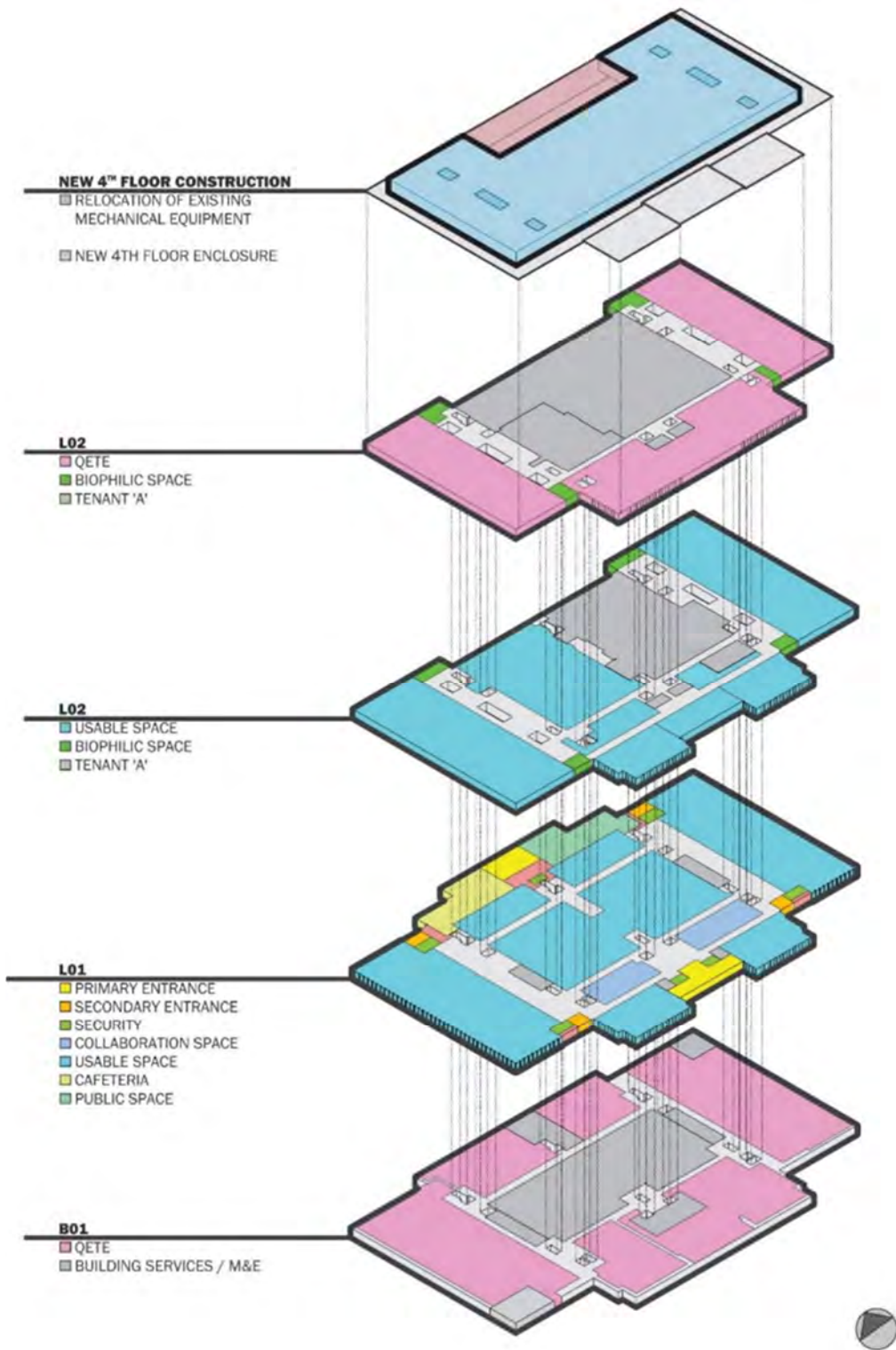


Figure 110: Stacking diagram (not to scale)