NATIONAL CAPITAL COMMISSION  
COMMISSION DE LA CAPITALE NATIONALE

<b>No.</b>	2022-P260
<b>To</b>	Board of Directors
<b>Date</b>	2022-10-04

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

Building Envelope Replacement Project for Les Terrasses de la Chaudière at 15 and 25 Rue Eddy, 1 Promenade du Portage, and 10 Rue Wellington in Gatineau by Public Services and Procurement Canada ("PSPC") – Federal Design Approval

**Purpose of the Submission**

- To obtain Federal Design Approval (FDA) from the Board of Directors of the National Capital Commission (NCC) for the developed design of the Building Envelope Replacement Project for Les Terrasses de la Chaudière (LTDLC) complex.

**Recommendation**

- That the FDA for the Developed Design of the Building Envelope Replacement Project for LTDLC be granted by the Board of Directors, pursuant to Section 12 of the *National Capital Act*, subject to the following conditions:
  - No site planning, urban design or landscape architectural elements are approved at this time. The Site Master Plan, once developed, must be submitted to the NCC for review and approval.
  - No further projects for LTDLC will be considered for approval until the Site Master Plan has received NCC approval.
- That the preparation and signature of the FDA letter be delegated to the Vice-President, Capital Planning Branch.

**Submitted by:**

Alain Miguelez, Vice-President, Capital Planning Branch  
Name

A handwritten signature in black ink, appearing to read "Alain Miguelez", written over a horizontal line.

Signature

## 1. Authority

*National Capital Act*, Section 12.

## 2. Project Description

### Project Context

Public Services and Procurement Canada (“PSPC” or the “Proponent”) initiated a rehabilitation and building envelope replacement project for Les Terrasses de la Chaudière (LTDLC) complex in 2017 and obtained National Capital Commission (NCC) federal design approval in June 2019. This project was intended to address an immediate health and safety hazard posed by the advanced deterioration of the brick façade resulting in falling debris, installation of temporary overhead protection, and restricted use of the courtyards (emergency exit only).

The overall rehabilitation of the complex (not currently funded or submitted to the NCC) will provide workplace accommodations that will meet the requirements of the Federal Sustainable Development Strategy and address the long-term urban and site plan requirements, for 11,000 federal employees of the following federal organizations:

- CIRNAC – Crown-Indigenous Relations and Northern Affairs Canada
- PSPC – Public Services and Procurement Canada
- ISC – Indigenous Services Canada
- SSC – Shared Services Canada
- CRTC – Canadian Radio-Television and Telecommunications Commission
- PCH – Canadian Heritage
- CTA – Canadian Transportation Agency

The LTDLC complex, built between 1976 and 1978, is composed of four office towers located in heart of Gatineau’s downtown (Island of Hull). These towers vary in height from 7, 9, 19 to 28-storeys, and are linked by a retail concourse. With a total rentable area of over 142,000 m<sup>2</sup>, it accommodates approximately six thousand full time staff, making it one of the largest federal office complexes in Canada. The LTDLC complex was a realisation of the federal promise to invest in Gatineau’s downtown and its local economy by inserting an important federal employment hub into its fabric.

The site does not form part of the National Interest Land Mass (NILM) and has not been identified to hold significant heritage interest. However, the buildings are positioned in a strategic location in the Capital. The site is part of the urban fabric of downtown Gatineau where ‘Town meets Crown’ and is adjacent to Rue Laurier which forms part of Confederation Boulevard. In addition to Place du Portage, the LTDLC have significant presence in the Capital’s silhouette and contributes to define the skyline of Gatineau.

In recent years, this section of downtown Gatineau has been undergoing a significant urban transformation through multiple federal rehabilitation projects and the advancement of Zibi's adjacent development. In addition, Boulevard Alexandre-Taché, a designated capital scenic entry, is planned to receive a tramway station in accordance with the Société de transport de l'Outaouais's (STO) transit plan. Once completed, the intersection of Rue Eddy and Boulevard Alexandre-Taché will become a critical transportation node, servicing existing large federal employment hubs in the sector and reinforcing the Rue Eddy–Booth Street connection between north and south shores of the Ottawa River.

### **Previous Approvals**

The first approval was granted by the NCC's Board of Directors in November 2017 for a conceptual design for a recladding project. Two years later, the NCC's Advisory Committee on Planning, Design, and Realty (ACPDR) reviewed an updated architectural design concept that featured a cross laminated timber (CLT) paneling system and the Board of Directors granted Federal Design Approval to the revised design in June 2019.

The ACPDR comments on the 2019 proposal indicated that in order to break down the massive appearance of the complex, it should appear as a series of buildings, through varied architectural expression (size of windows, balance of opaque and glazing, and careful variation of materials). This advice has guided the development of the design of the current Proposal (2022).

Following the 2019 Board of Directors approval, PSPC commissioned a technical design review to further assess the constructability, durability and cost of the proposed CLT paneling system. The report concluded that the proposed new envelope would not achieve the technical requirements of a Nordic latitude resulting in liability risks and potential cost overruns. Following that report, PSPC terminated the procurement contracts and cancelled the project.

In 2021, PSPC restarted the project with new consultants for a revised design scope and budget. In parallel, PSPC commissioned a feasibility study for the recapitalization of the complex under a separate contract with different consultants. The feasibility study was intended to inform options for envelope replacement in advance of a Site Master Plan and full recapitalization project that has yet to receive Treasury Board approval.

### **Project Objectives**

PSPC's previous design package submitted to the NCC in 2019 included the following project objectives:

- Enhance pedestrian experience
- Contribute to economic vitality

- Creating an exciting work environment
- Promote design excellence
- Support sustainability and durability

In contrast, the current project objectives as outlined in the Design Development Report submitted by PSPC in March 2022 are the following:

- Health and safety
- Cost management
- Schedule control
- Envelope performance
- Project delivery
- Sustainable development

In addition, the significant shift in project objectives was accompanied by a significant change in project scope.

### **Project Scope**

The previous design submitted to the NCC in 2019 bundled all the following tasks under one project umbrella and it included the following:

- Rehabilitation of envelope
- Ground floor modification
- Rooftops sky gardens
- Mechanical rooftop rehabilitation

In contrast to the previous scope, PSPC decided to split the scope into multiple projects per the list below:

- Building envelope replacement (current proposal)
- Site Master Plan feasibility study (completed)
- Modernisation of the interiors as per new Government of Canada workspace standards
- Renew base building systems
- Repair of parking garage
- Redevelopment of the site
- Seismic upgrades

After analyzing PSPC's revised project scope and objectives, NCC staff requested the proponent to prepare a Site Master Plan to integrate architectural design and planning objectives at different scales. The Site Master Plan would address the unique challenges and opportunities of the site including land uses, entrances, foot flows, traffic, transit,

upcoming STO tram corridor, active mobility, universal accessibility, weather protection, commercial and retail, street-level animation, integration of open inner courtyards with the public realm, integration of the complex with downtown Gatineau and other federal buildings, prevailing winds, sun/shadows, servicing and material handling.

Following NCC staff request, PSPC has completed a gap analysis in preparation for the procurement of consulting services to develop the Site Master Plan. PSPC concurred with NCC staff that the Site Master Plan shall inform the subsequent phases of intervention however, due to the current envelope conditions, requested NCC review and approval of the envelope replacement. The proposed architectural design vision for the envelope was developed as to not compromise future Site Master Plan's objectives.

### **Project Description**

The recladding of the complex is primarily limited to replacing the existing façade between the second and top floors of each building. Replacement of the building envelope at the ground floor level is not included with the exception of Block 300 (1 Promenade du Portage). PSPC is delaying implementation of that work pending the completion of the Site Master Plan.

The new envelope proposal consists of variation of curtain wall systems to serve two purposes: breaking down the masses of the complex as per previous ACPDR comments and meeting various facades orientation and performance criteria. The proposed material palette is limited to two main elements: glass and ceramic panels. Four types of triple glazed curtain wall system (A, B, Bb, C) are proposed to break-up the megablock massing, and ceramic panels are proposed in podiums as a tactile material to integrate with the surroundings at a pedestrian scale in keeping with the historic fabric of Gatineau's downtown. The specific colours and textures of the materials have been narrowed to a range of compatible options which will be validated through large-scale on-site mock-ups.

Since this scope of work does not involve modifying the essential massing of the complex, the skyline profile will remain similar in silhouette to the existing conditions. Changing the cladding to the various curtainwall types will, however, have a significant impact on its impression within the Gatineau context.

Conceptually, the design was conceived as a theatre set backdrop at an urban scale. The design alters the impression of the entire complex from a monolithic data punch card to a more vibrant and diverse metropolis of activities and businesses and create a hallmark on the city skyline. Like a change of scenes on a theatre set, the new backdrop will also change people's perception of the entire LTDLC complex. The design vision is to have the tallest tower elements read as a new, quiet glass backdrop while the podiums as low-rise village blocks and the foreground Zibi building designs will be the celebrated actors on the riverfront stage.

### 3. NCC Staff Analysis

The proposal is subject to the following NCC planning framework:

- The Plan for Canada's Capital, 2017–2067 (2017) calls for the NCC to work with federal and municipal partners to transform existing employment areas into more lively workplaces that are better integrated into their surroundings, with a specific mention of federal presence on Confederation Boulevard and downtown Gatineau.
- Increased employment density in a location that is currently well-served by transit responds to key sustainability objectives in the NCC's Canada's Capital Core Area Sector Plan (2005) and the NCC's Sustainable Development Strategy, 2018–2023 (2018). PSPC by the end of all projects planned for LTDLC is aiming to increase employment occupancy from 6,500 to 11,000 occupants.
- The Capital Illumination Plan, 2017–2027 (2017) as it identifies LTDLC in sector 8 as a "major visual landmark" that should enhance the nightlife quality in downtown Gatineau.

NCC staff review examined the proposal for the Envelope Replacement Project with a focus on the following main points:

#### **Urban Integration**

LTDLC's location is the west edge of the federal block spanning from Rue Victoria to the east all the way to Rue Montcalm to the west. Therefore, the site is an important junction between three important urban axis: Boulevard Alexandre-Taché, which turns into Rue Laurier/Confederation Boulevard and creates a seamless connection between federal buildings; the Chaudière bridge connecting Rue Eddy and downtown Gatineau to Booth Street, the Canadian War Museum and LeBreton Flats in Ottawa; lastly, Promenade du Portage, which is the pedestrian urban artery that links the federal blocks from Rue Victoria to Rue Montcalm. Thus, the project needs to capitalise on this exceptional location by using its site to form a truly open and inviting public realm.

The intersection adjacent to the LTDLC's site will undergo a transformation once the plans for the STO tramway station are implemented. Subsequently, the relationship between pedestrians/cyclists/transit users and vehicular flow will only intensify. Therefore, careful attention to how the perimeter of the building on the ground floor level will interact with activities on the streets will be required.

Furthermore, the feasibility study for the recapitalization of the complex did not expand on the role the inner courtyard of LTDLC will play in the urban connectivity of the site and if it would facilitate a clear connection to the proposed tramway station on Boulevard Alexandre-Taché. In light of PSPC's plans to nearly double the employment capacity at LTDLC, a design that is well-integrated with transit will be essential.

In order to address these considerations and gaps in the current proposal, NCC staff have required that PSPC initiate a Site Master Plan for the complex.

PSPC in response to that requirements has provided the following:

- A gap analysis to identify the missing elements of the recently completed feasibility study which served as a base for the development of Terms of Reference that will be utilized to retain the services of Consultants for the development a Site Master Plan in accordance with the NCC's requirements.

The Site Master Plan will be submitted to the NCC at various stages of its development (33%, 66%, and 99%) for review and comments and will also be presented to the ACPDR at 33% and 66% stages.

### **Public Realm**

The Proposal, due to its limited scope, does not elaborate on how this federal investment will improve existing conditions except by addressing safety issues associated with the existing envelope and modifying a few entrances to be more universally accessible (central entrance on Rue Eddy between 15 and 25 buildings, south-east entrance of 15 Rue Eddy, 25 Rue Eddy Wellington entrance, 10 Rue Wellington entrance, and 1 Promenade du Portage).

### **Architectural Design**

The proposed design approach of expressing the lower building masses as blocks with some tactile, porcelain exterior claddings or accompanied by porcelain framing elements allows the renovation to sit comfortably in its Gatineau context. The idea of expressing the lower six or eight floor masses as local urban blocks responds to the street scale is compatible with the massing of the new Zibi developments just south of the site. Large size porcelain tiles were chosen for their durability and sustainability qualities, as an alternative to natural stone. Natural stone and brick were considered but the recladding work presents technical challenges related to the structural support/anchoring system which made those options not feasible. The porcelain cladding will achieve an excellent pairing with the new curtainwall glazing as they will be installed on the same structural support system.

Keeping the taller masses of the towers as fairly quiet glass envelope designs will allow LTDLC to be an appropriate backdrop from the southern side of the Ottawa River. The goal is to have the towers sit as elegant office towers and not sculptural focal points in the National Capital Region. This approach to design takes into consideration the ACPDR comments by attempting to address the urban context at different scales.

Another key design issue is the compatibility of proposed building envelope finishes with the existing brick masonry at the ground level. The brick columns at ground floor may

remain for several years after this envelope replacement is completed so compatibility of materials and colours with the brick masonry is essential. The design team have investigated colour compatibility through a series of renderings to inform the final selection which will be validated through mock-ups. The final colour of the porcelain and glass spandrels will sit comfortably alongside the existing brick until it is ultimately upgraded. Alternatively, the existing brick masonry could be painted to better blend with the tones of the new materials until it is replaced.

Lighting (interior and exterior) is not part of this project scope. PSPC, in response to the NCC's request, retained lighting designers to create an illumination feasibility study to set design parameters for the interior perimeter zones to ensure compatibility of interior illumination with the complex viewed from the outside.

### **Environment and Sustainability**

PSPC has submitted a written sustainability strategy for the future recapitalization of the LTDL complex including proposed energy efficiency targets and compliance with the Federal Sustainability Development Strategy policies regarding climate change resiliency and carbon footprint.

Federal Sustainable Development Strategy requirements are also addressed by the current proposal through:

- Optimizing energy efficiency and minimize energy use required;
  - Current proposed envelope energy model highlights a 10% energy improvement compared to existing.
- Providing durability, resilience and adaptability;
  - The new envelope assembly is designed with a service life of 40 years.
- Identifying acoustic requirements or concerns;
- Minimizing waste during construction and improving the building from material selection;
- Minimizing any impact on indoor air quality resulting from the construction work;
- Ensuring the design of the envelope meets bird collision mitigation strategies.

## **4. Strategic Links**

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



- Capital Illumination Plan, 2017–2027 (2017)
- NCC Sustainable Development Strategy, 2018–2023 (2018)
- Municipal Planning & Urban Design framework:
  - Plan d'Urbanisme 530-2021
  - Programme particulier d'urbanisme du centre-ville (2021) – Annexe G

## 5. Consultations and Communications

- Engagement with the Ville de Gatineau to confirm compatibility of rehabilitation of LTDLC with the City's Programme particulier d'urbanisme du centre-ville and to facilitate a sequence of building permit applications for construction.
- The proponent is coordinating with OC Transpo/STO. Transit integration will be addressed in the Site Master Plan in advance of full rehabilitation of the complex.
- No Indigenous engagement has been undertaken by PSPC. The scope of the project has not triggered the duty to consult process.
- PSPC is in continuous engagement with federal and local complex tenants regarding project progress.

## 6. Next Steps

- Fall 2022 – Mobilization and NCC review of construction mock-ups
- December 2022 to July 2026 – Construction
- Winter 2023 – Submission of draft Site Master Plan by PSPC
- Spring 2023 – ACPDR presentation of the 33% Site Master Plan

## 7. List of Appendices

- Appendix A – Location Map
- Appendix B – ACPDR comments 2022
- Appendix C – Building Plans and Renderings
- Appendix D – Materials Palette

## 8. Authors of the Submission

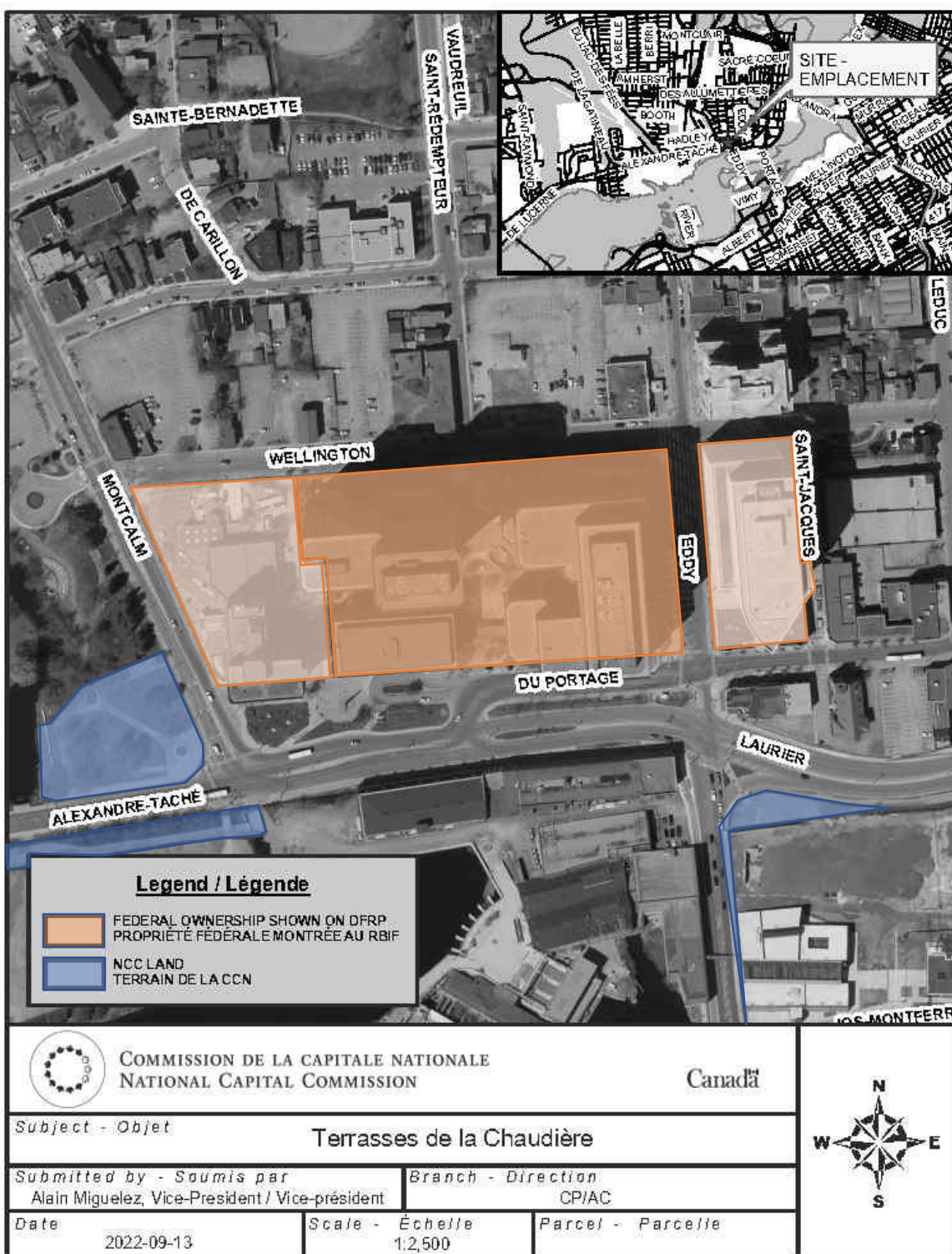
Alain Miguelez, Vice-President, Capital Planning Branch (CP)

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

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

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

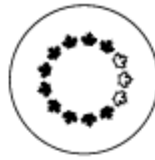
## Appendix A – Location Map



## Appendix B – ACPDR Comments 2022

Protected A

Protégé A



### NATIONAL CAPITAL COMMISSION COMMISSION DE LA CAPITALE NATIONALE

Excerpt of the Minutes of the

Advisory Committee  
on Planning, Design and Realty

Meeting of May 19, 2022

Extrait du procès-verbal du

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

Séance du 19 mai 2022

2022-P260 Building Envelope  
Replacement Project for Les Terrasses  
de la Chaudière Complex (LTDLC)  
Design Development by Public Services  
and Procurement Canada (PSPC) –  
Federal Design Approval

2022-P260 Élaboration du design du Projet  
de remplacement de l'enveloppe de  
bâtiment du complexe Les Terrasses de la  
Chaudière par Services publics et  
Approvisionnement Canada (SPAC) —  
Approbation fédérale du design

Members received a presentation on the Building Envelope Replacement Project for Les Terrasses de la Chaudière Complex (LTDLC) Design Development by Public Services and Procurement Canada (PSPC) – Federal Design Approval. They provided the following comments:

#### Facade

- Elegance of towers is appreciated.
- Opportunity to recycle the old brick.
- Concerns regarding the colour of the towers and the impact on the Gatineau skyline. Suggestion to create further distinctions between buildings.
- Concerns expressed with respect to the darker colours on the lower part of the towers and potential impacts on ground level.
- Ensure to create nuances between the upper and lower floors of the towers.

Les membres assistent à une présentation sur l'élaboration du design du Projet de remplacement de l'enveloppe de bâtiment du complexe Les Terrasses de la Chaudière par Services publics et Approvisionnement Canada (SPAC) — Approbation fédérale du design. Ils font les commentaires suivants :

#### Façade

- L'élégance des tours est appréciée.
- Possibilité de recycler l'ancienne brique.
- Préoccupations concernant la couleur des tours et l'impact sur la silhouette de Gatineau. Suggestion de créer plus de distinctions entre les bâtiments.
- Préoccupations exprimées concernant les couleurs plus foncées sur la partie inférieure des tours et les impacts potentiels au niveau du sol.
- Assurer de créer des nuances entre les étages supérieurs et inférieurs des tours.

2022-P260 Building Envelope  
Replacement Project for Les Terrasses  
de la Chaudière Complex (LTDLC)  
Design Development by Public Services  
and Procurement Canada (PSPC) –  
Federal Design Approval

2022-P260 Élaboration du design du Projet  
de remplacement de l'enveloppe de  
bâtiment du complexe Les Terrasses de la  
Chaudière par Services publics et  
Approvisionnement Canada (SPAC) —  
Approbation fédérale du design

#### Sustainability

- Materiality may impact energy performance.
- Effectiveness of the building's energy performance will be critical over the next fifty years.
- Consider the integration of green elements to distinguish the building as sustainable and energy efficient (i.e., green roofs, terraces, tree planting).

#### Urban integration

- New bicycle path connection to site and to existing cycling trails in Gatineau.
- Suggestion to lower the number of bus stop surrounding the buildings and better integration of these stops into site perimeter.

#### Consultation

- Encourage collaboration with the City of Gatineau for the development of the public space surrounding the complex.

#### Changement Climatique

- La matérialité peut avoir un impact sur la performance énergétique.
- L'efficacité de la performance énergétique du bâtiment sera critique au cours des cinquante prochaines années.
- Envisager l'intégration d'éléments verts pour distinguer le bâtiment comme étant durable et économique en énergie, par exemple des toits verts, terrasses, plantation d'arbres.

#### Intégration urbaine

- Nouvelle connexion de piste cyclable au site et aux pistes cyclables existantes à Gatineau.
- Suggestion de réduire le nombre d'arrêts d'autobus autour des bâtiments et une meilleure intégration de ces arrêts dans le périmètre du site.

#### Consultation

- Encourager une collaboration avec la Ville de Gatineau pour l'aménagement de l'espace public entourant le complexe.

Committee Secretary

Secrétaire des comités

ERIKA DOUAIRE



## Appendix C – Building Plans & Renderings



Portage Bridge view – Day



Portage Bridge view – Night



Boulevard Alexandre-Taché view – Day



Boulevard Alexandre-Taché view – Night





Nepean Bay view – Day



Nepean Bay view – Night



Rue Montcalm view – Day



Rue Montcalm view – Night





Rue Eddy view – Day



Promenade du Portage view – Night



1 Promenade du Portage view – Day



1 Promenade du Portage close-up – Day





Rue Laurier view – Day

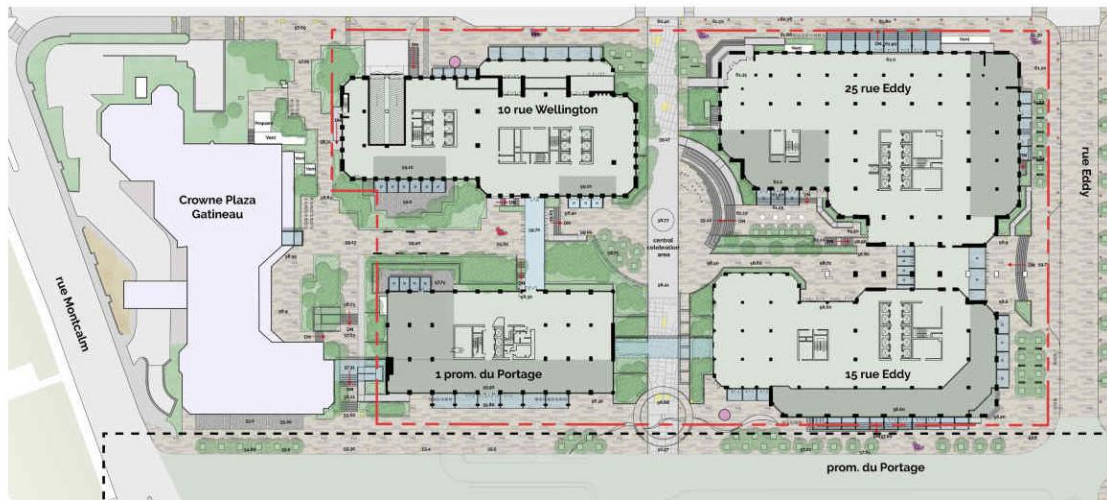


Boulevard Alexandre-Taché and Rue Eddy close-up – Day



Les Terrasses de la Chaudière aerial view – Day

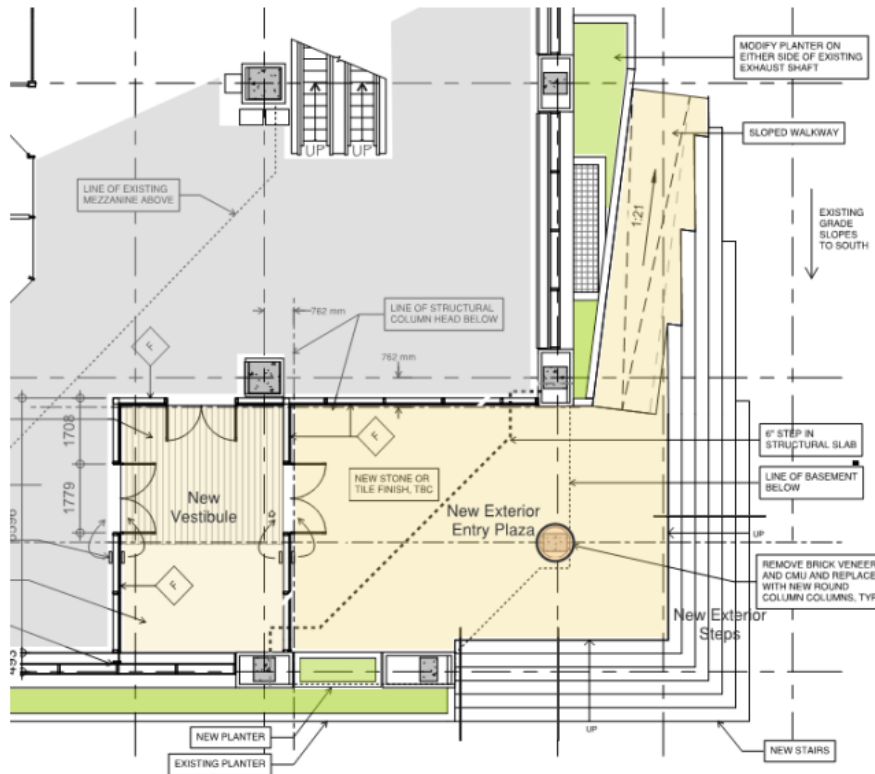




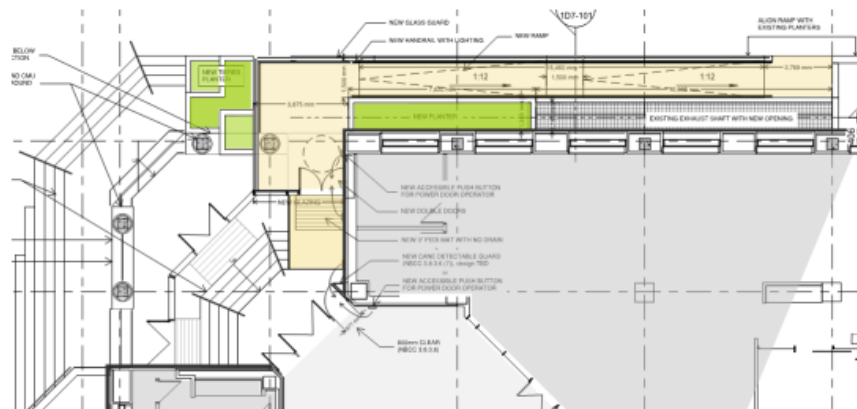
Les Terrasses de la Chaudière ground floor plan



Les Terrasses de la Chaudière main massing and courtyard access points

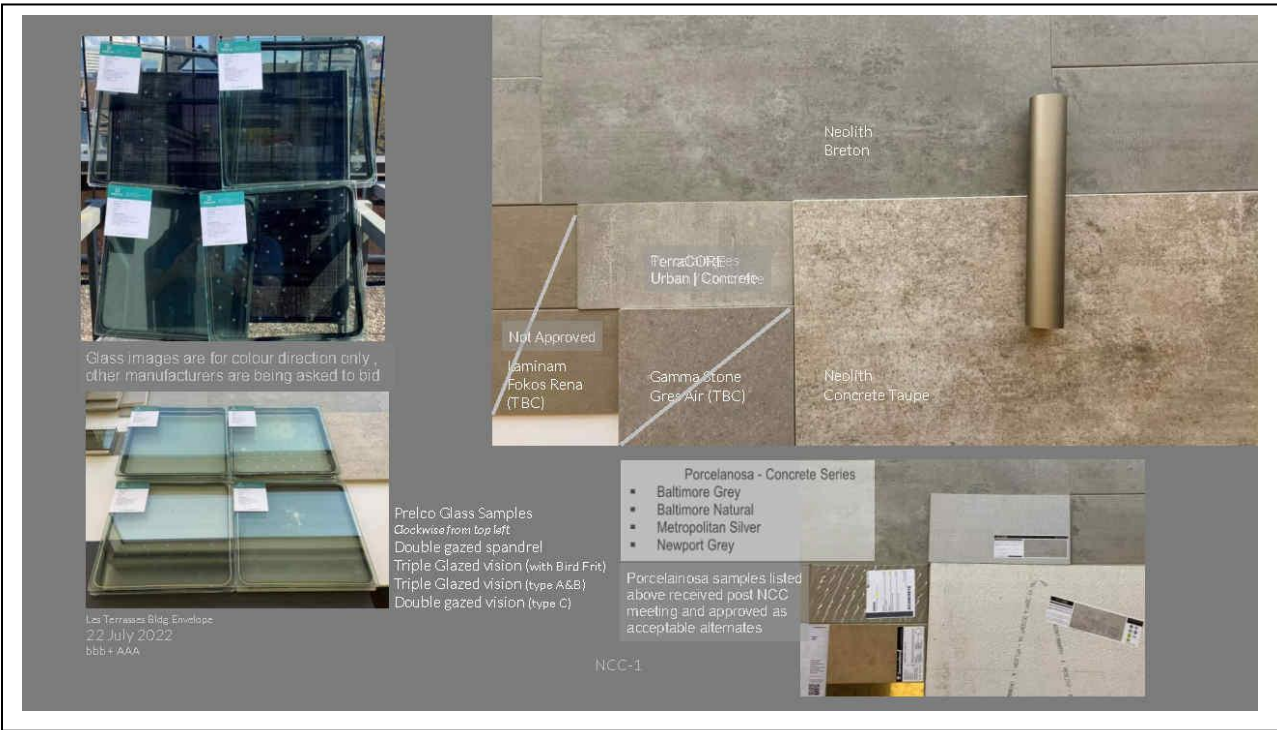


15 Rue Eddy south-east entrance proposal



25 Rue Eddy north-west entrance proposal

# Appendix D – Materials Palette



Les Terrasses de la Chaudière – Initial Proposed Materials Palette



Les Terrasses de la Chaudière – Final Control Samples