

NATIONAL CAPITAL COMMISSION
COMMISSION DE LA CAPITALE NATIONALE

No.	2023-P285
To	Board of Directors
Date	2023-06-22

For DECISION

Subject/Title

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

Summary

- To seek Federal Land Use and Design Approval (FLUDA) for the 100% Landscape Schematic Design (excluding surface parking) for the Centre Block Rehabilitation Program (CBRP).

Risk Summary

- No significant risks have been identified in relation to this submission's recommendation.

Recommendation

- That the FLUDA for the CBRP 100% Landscape Schematic Design (excluding surface parking) 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 Proponent is to evolve the layout and design of surface parking in compliance with the Plan for Canada's Capital, 2017–2067 (2017) and in consultation with the NCC, and integrate that component into the subsequent project phase.
 - 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

Signature

1. Strategic Priorities

- National Capital Commission (NCC) Corporate Plan 2023-2024 to 2027-2028 – Strategic Direction #1:
 - Foster an inclusive and meaningful National Capital Region of national significance reflective of all Canadians, including Indigenous peoples, and all levels of government.
- NCC Corporate Plan 2023-2024 to 2027-2028 – Strategic Direction #2:
 - Ensure a picturesque and natural National Capital Region, through conserving and enhancing natural assets, cultural landscapes and built heritage under the NCC's stewardship.
- NCC Corporate Plan 2023-2024 to 2027-2028 – Priority #2:
 - Plan, rehabilitate and revitalize key assets and transportation networks in the National Capital Region.

2. Authority

National Capital Act, Section 12.

3. Context

Background

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

The proposal herein is limited to the landscape schematic design of Parliament Hill excluding the surface parking. The Schematic Design for the overall CBRP and below-grade PWC was approved by the Board of Directors in October 2022.

In addition to the individual 'Classified' Federal Heritage Building designations for Centre Block, West Block, East Block, and the Library of Parliament, the Parliament Hill Complex and the Parliament Hill Grounds also hold 'Classified' federal designations under the authority of the *Treasury Board Policy on Management of Real Property*. The Parliament Buildings and the Parliament Hill Grounds are also designated National Historic Sites of Canada under the *Historic Sites and Monuments Act*. The Parliament Hill Grounds represent an excellent Canadian example of urban and institutional landscape design, with its heritage character residing in the relationship between the grounds, the buildings, Wellington Street, and the Ottawa River.

In March of 2020, the NCC developed performance criteria for interventions in the Parliamentary Lawns and Vaux Walls to guide the Proponent in the design of the PWC

and associated entrances, with particular attention to the integration of the PWC within the heritage cultural landscape of the Parliamentary Lawns and the Vaux Walls (refer to Appendix A herein).

The proposed approach to the landscape rehabilitation has been titled 'Canadian Picturesque' and is premised on a cultural landscape approach. It reframes the original picturesque design as a contemporary approach that will modernize landscape systems, improve overall performance, and address the operational needs of Parliament and visitors while conserving the heritage value of Parliament Hill. The rehabilitation proposes to:

- Re-establish lost and eroded unfolding sequences of spaces and experiences and enhance human connections to the land and river, embracing Indigenous ways of knowing.
- Improve sustainability and humanize the landscape, through the introduction of substantial tree and understory plantings.
- Introduce new amenities such as accessible circulation routes, seating, and rest areas across the site.
- Establish new opportunities for storytelling and interpretation around the Formal Lawn and across the Perimeter Plateau.

Scope

The 100% Landscape Schematic Design submission includes:

- A comprehensive Schematic Design Report, including Heritage Conservation Approach and Heritage Impact Assessment for the landscape rehabilitation.
- Schematic design drawing package for Landscape and Site Plan.
- Supporting documentation and information provided in the appendices.

The following design areas were not included in this submission:

- Design details for exterior lighting strategy.
- Design details for signage and wayfinding.
- Landscape design elements requiring greater detail, which will be studied in the design development phase.

A proposal for 109 surface parking lot was included in the submission but will be subject to further revisions before consideration by the NCC's Board of Directors.

The major landscape zones included within the project boundary are: the Wellington Street Edge, the Parliamentary Forecourt, and the Perimeter Plateau. The Escarpment and West Terrace landscape zones are not part of the CBRP project scope. Below is a summary of the proposed work in each of the three major zones.

Wellington Street Edge

- The area between Queen's Gate and South Drive will be regraded to make it universally accessible. New areas of planting and trees are proposed on either side of the Queen's Gate entrance.
- New plantings will be introduced along the steeply sloped area between the Wellington Street Wall and South Drive.
- Trees and benches will be introduced along the south side of South Drive; trees will be spaced ten metres apart, and a large gap on either side of Queen's Gate will ensure key views to Centre, East and West blocks remain uninterrupted.

Parliamentary Forecourt

- The roadway widths of South, East and West Drives surrounding the Formal Lawn will be reduced, while the sidewalks on the lawn side will be widened to accommodate seating and tree planting.
- Trees and benches will be introduced along East and West Drives.
- The path on either side of the Centennial Flame will be widened by five metres.
- Removeable bench seating will be introduced on either side of the central pathway leading to the PWC entrance.
- The Vaux Wall and central stairway will be reinstated and subtly modified with the introduction of a new stone base extending the wall below the existing grade to meet the new PWC entrance.
- On either side of the PWC entry pathways, integrated seating made from natural stone is proposed along the Vaux Wall, framing the edge of the Formal Lawn.
- Above the Vaux Wall, the Vaux Terrace will be renewed with new noble paving materials and flanking planting beds.

Perimeter Plateau

- The design concept for the Perimeter Plateau is called the 'Ribbon'. The undulating form of the Ribbon will create a generous perimeter promenade with a series of unfolding experiences as the promenade widens and narrows in width.
- The Ribbon itself is a continuous, sculpted natural stone wall that is inscribed with stories about Canada and its parliamentary democracy. The Ribbon wall varies in height to respond to adjacent landscaping and will also provide seating at various points, offering opportunities for rest, reflection, and gathering.
- Alongside the Ribbon feature are areas of native planting in tailored compositions as well as a series of winding paths that will invite pedestrians to explore the Perimeter Plateau.
- The entry pathway starting at the Canal Gate will be modified. The existing stepped pathway will be removed and replaced with a universally accessible pathway.

4. Options Analysis / NCC Staff Analysis

Federal Approvals staff has provided advice and guidance to the Proponent during the evolution of the schematic design. Generally, Federal Approvals staff support the current proposal including the “Canadian picturesque” approach, which aims to conserve heritage value and character-defining attributes while responding to contemporary aspirations and weaving new interventions together with the picturesque qualities and design of the site. Additional advice, recommendations and requirements have been communicated to the Proponent and will be addressed during the developed design phase. These include:

- Further refinement of the planting beds in areas surrounding the Parliamentary Forecourt to fully evaluate the effect of these new elements on the distinct functions of the Formal Lawn and Pleasure Grounds.
- In response to NCC comments, the proposed east emergency exit from the PWC originally located along the Vaux Wall was relocated to the north of Canal Lane. The integration of this exit with the Ribbon wall should be further studied in design development.
- Further details related to the proposed trees south of South Drive (species, canopy characteristics, expected tree heights, etc.) are required to evaluate how key views toward Centre Block will be framed and protected.
- The details, geometry, and proportions of the proposed expanded Centennial Flame Plaza, in combination with the sloped PWC entrance pathways, should be refined in the next phase to mitigate the effect of truncating the central path or dramatically altering its geometry.
- The Ribbon should continue to be developed in the next phase, with specific attention to how this element will complement existing stone walls on Parliament Hill and integrate with the existing perimeter fence. Further refinement is needed to ensure that this design element does not dominate the landscape.
- In the next phase of design, the Proponent team must ensure that bike parking infrastructure is located discreetly, in such a way that it will not be visually dominating or negatively impact views toward Parliament.
- The proposal also included 109 surface parking spaces surrounding the existing Centre Block building which represents an increase from the existing 98 spaces and is in direct contradiction with the policy direction outlined in the Plan for Canada’s Capital, 2017–2067 (2017). This Plan calls for the reduction and gradual removal of surface parking in the Parliamentary and Judicial Precincts. The NCC will pursue further discussions with the Proponent to ensure compliance with the planning framework while meeting the programmatic requirements. The surface parking component will be submitted for approval by the NCC’s Board of Directors at a later date.

Planning

From a planning perspective, the proposed Landscape Schematic Design for Parliament Hill is aligned with the following NCC and Government of Canada Plans and Policies:

- 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 Plan for Canada’s Capital, 2017–2067: The rehabilitation of Centre Block 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 Centre Block 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
- Parliament Hill Landscape Plan Implementation Strategy and Guidelines (2012-2013)
- NCC Performance Criteria for interventions in the Parliamentary Lawns and Vaux Wall (2020)

FHBRO Review

The Federal Heritage Building Review Office (FHBRO) reviewed the technical considerations of the Centre Block 100% Landscape Schematic Design submission. In general, the FHBRO has outstanding concerns regarding the ‘Canadian Picturesque’ approach and its compatibility with the existing heritage character of the site.

The FHBRO has made the following recommendations for the next design phase:

- The proposed native plantings around the Perimeter Plateau should respect the function of this distinct landscape in providing contrast with the Formal Lawn and the wild natural cliffs of the escarpment. The design should be informed by a more thorough understanding of the characteristics of the existing site.
- With regards to the proposed trees along East and West Drives and the proposed plantings at the Wellington Street Edge, the original design intent of the uncluttered and formal character of the Formal Lawn should be reinforced in the selection of trees and in mitigating visual impact.
- The design approach for the expanded Centennial Flame Plaza and central axis walkway should consider the formal entry experience and the sense of place and connection between the Centennial Flame and the Queen’s Gate.

- The design of site furnishings, as well as the natural stone seating proposed along the base of the Vaux wall, should be informed by the design vocabulary of the Vaux Wall and the Gothic Revival character of the site.

Independent Design Review Panel

In 2020, the NCC and PSPC agreed to retain an Independent Design Review Panel (IDRP) to guide PSPC and CENTRUS in the development of a design solution for the new PWC including its main entrance and Forecourt landscape.

In collaboration with the Royal Architecture Institute of Canada, the IDRP carried out its mandate and held seven workshops with PSPC, CENTRUS, and the NCC between November 2020 and March 2021.

Through the IDRP process, CENTRUS developed a design option for the PWC, its entrance, and the entry sequence into the historic Centre Block building. The IDRP issued a report on March 31, 2021, endorsing a revised design concept prepared by CENTRUS which was later approved at 100% Schematic Design by the NCC's Board of Directors in October 2022.

The IDRP was retained by PSPC beyond its original mandate to further support CENTRUS during the design development. NCC and FHBRO staff have participated to the IDRP review sessions as observers. These sessions are still ongoing.

While the IDRP does not constitute an advisory committee to the NCC, NCC staff generally concur with the advice provided by the IDRP, which has led to significant improvements in the evolution of design approaches for the Parliamentary Forecourt and the Wellington Street Edge. Furthermore, the IDRP continues to encourage a reduction in parking adjacent to the Centre Block building over time as well as eliminate defined parking spaces, the typical parking lot radii, curbs, islands and other features that make it look and feel like a parking lot.

5. Financial Details

The proposal does not involve a financial contribution from the NCC.

6. Opportunities and Expected Results

The comprehensive rehabilitation of the Parliament Hill landscape provides an opportunity to reinforce the original design intent and rehabilitate the Wellington Street Edge, Parliamentary Forecourt, and Perimeter Plateau landscape zones, so that they meet society's contemporary and future needs. Enhancing the landscape by increasing the level of comfort and access will provide parliamentarians, staff, and visitors with continued access and enjoyment for generations to come. The introduction of trees and naturalized green spaces will also demonstrate Parliament's commitment to sustainability and the environment.

7. Alignment with Government and NCC Policies

The CBRP presents an opportunity to respond to the nation’s social and environmental aspirations for the future, including Indigenization, Accessibility and Inclusivity, and Sustainability. In response to these aspirations and through the introduction of new types of parliamentary and public space, the project prioritizes people and their central role within the nation’s evolving parliamentary democracy.

Components in the Parliament Hill landscape rehabilitation that address the diverse needs of staff and visitors to Parliament Hill include: improved universal accessibility at the Queen’s Gate and Canal Gate locations; new tree plantings to increase shade around the Forecourt; use of sloped pathways wherever possible (use of steps kept to a minimum); and the integration of accessible seating into the Ribbon feature on the Perimeter Plateau. Additionally, new benches located under the proposed trees, with backrests and arms and adjacent space reserved for mobility devices, will accommodate the crowds that visit Parliament Hill and offer more frequent places to rest, helping further the goal of universal accessibility and equity of access.

8. Risks and Mitigation Measures

Risk	Likelihood	Impact	Mitigation Measure
Delay in receiving approval affects project schedule and related PSPC project agreements.	Low	Moderate	Federal Approvals staff continue to work closely with PSPC to resolve outstanding comments identified in this submission, which are expected to be addressed in the next design phase.

9. Public Engagement and Communications

The Proponent continues to consult and engage with stakeholders. The Landscape Schematic Design process has undergone several coordination meetings and working sessions with various internal and external stakeholders:

- Indigenous Engagement: PSPC is committed to engagement with the host Algonquin Anishinabe Nation, as well as other First Nations, Inuit, and Métis across the country. PSPC meets with First Nation, Métis, and Inuk architects on a bi-weekly basis to provide design updates and receive their design feedback.
- PSPC continues to provide the public with regular progress reports and project updates on the Centre Block project via their website, which can be found at the following links:
 - [Quarterly progress report on the Centre Block project: January 1 to March 31, 2023 – Canada.ca \(tpsgc-pwgsc.gc.ca\)](https://www.tpsgc-pwgsc.gc.ca/quarterly-progress-report-on-the-centre-block-project-january-1-to-march-31-2023-canada.ca)
 - [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-canada.ca)

10. Next Steps

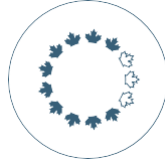
- Summer 2023 – Receive 50% Design Development Package for CBRP and PWC
- Spring 2024 – Receive 100% CBRP, PWC and Landscape Design Development Package
- Fall 2024 – Board of Directors 100% Design Development approval (CBRP, PWC, and Landscape)

11. List of Appendices

- Appendix A – NCC Performance Criteria for interventions in the Parliamentary Lawns and Vaux Walls, March 27, 2020
- Appendix B – Proposed Landscape Plan and Key Renderings, December 2022
- Appendix C – FLUDTA Review Letter – CBRP 100% Landscape Schematic Design Submission, February 2023
- Appendix D – Revised East Exit Strategy, May 2023

12. 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

202–40 Elgin Street, Ottawa, Canada K1P 1C7
ncc-ccn.gc.ca

40, rue Elgin, pièce 202, Ottawa, Canada K1P 1C7
ccn-ncc.gc.ca

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

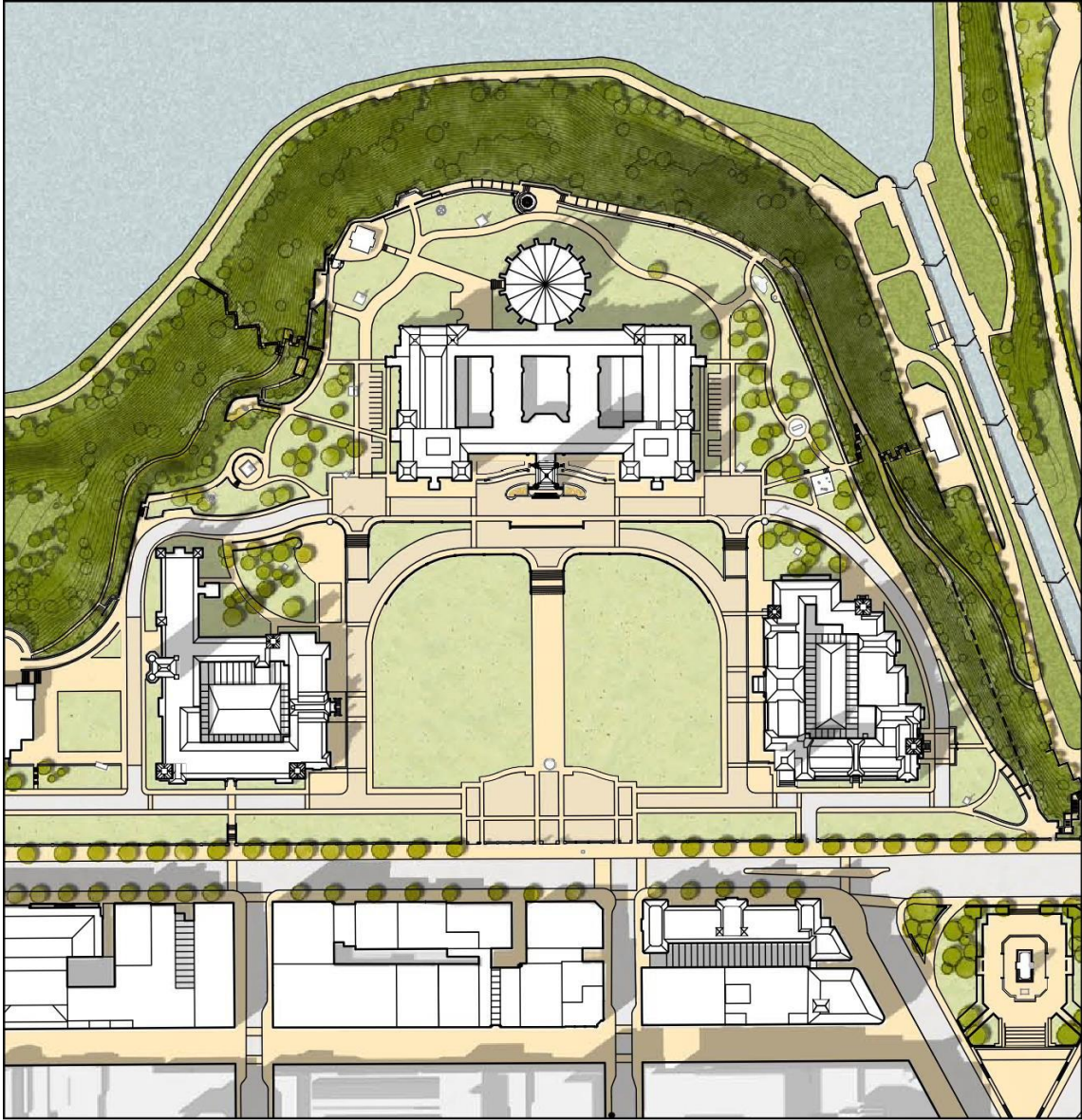
1.2 Guiding Principles (page 8)

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:

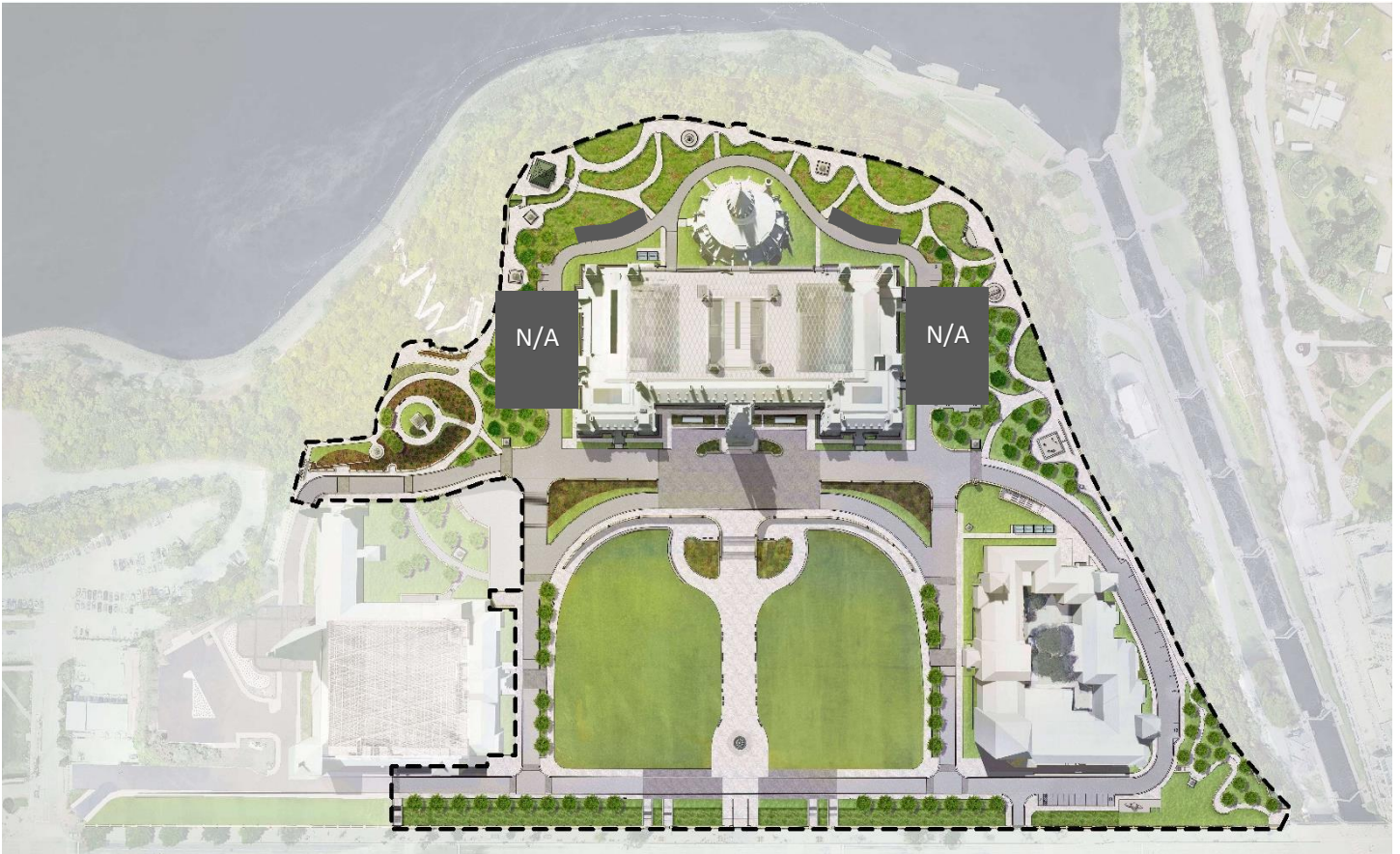
1. Visitors to Parliament should have a positive and pleasant experience;
2. Parliament must operate in an unimpeded manner;
3. Security of place, of occupants and of visitors will be assured.
4. The heritage and symbolic value of Parliament Hill will be respected;
5. The physical characteristics of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

Appendix 3– Site Plan from 2006 LTVP



Appendix B
Proposed Landscape Plan and Key Renderings

Prepared by PSPC (December 2022)



Proposed Landscape Plan (project boundary shown with dashed line). Final number and design of surface parking is excluded from this approval.



Close-up landscape plan of proposed Parliamentary Forecourt.

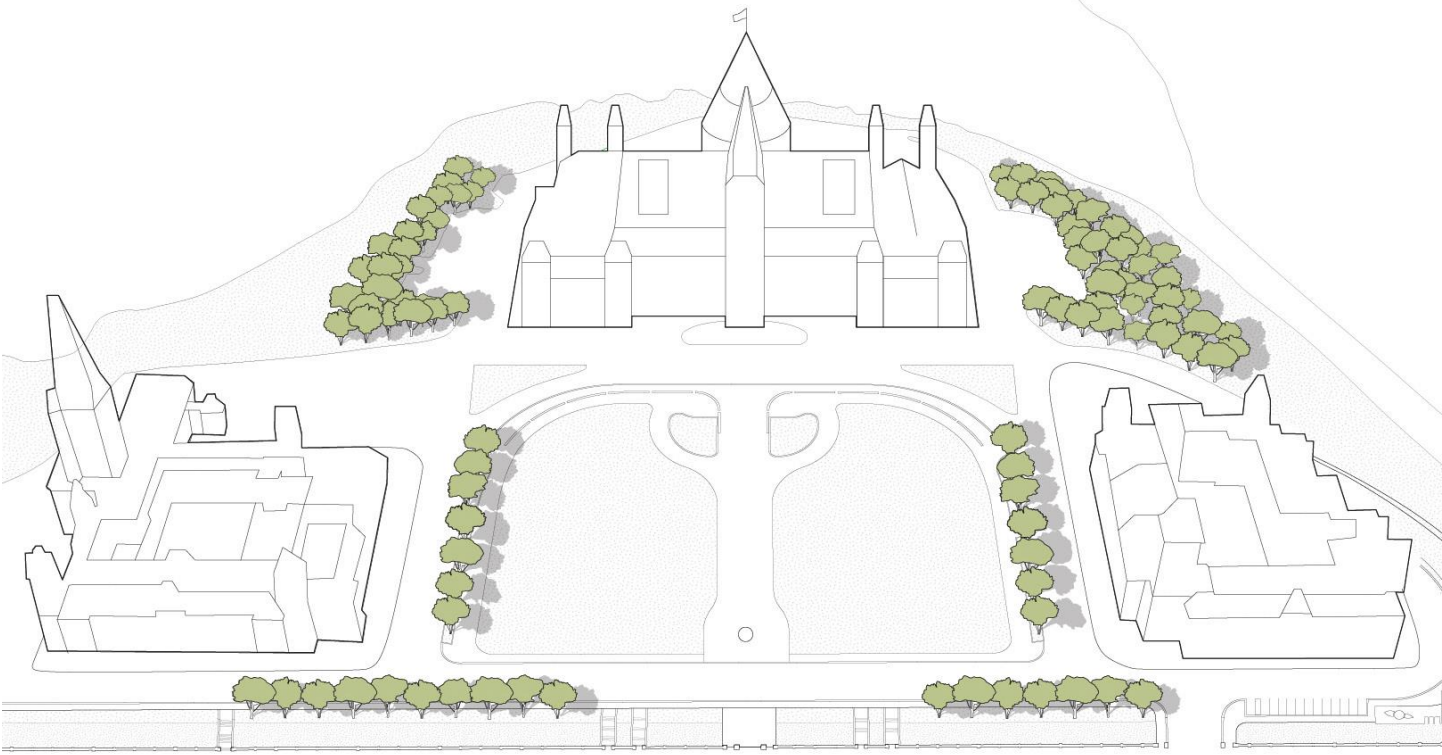
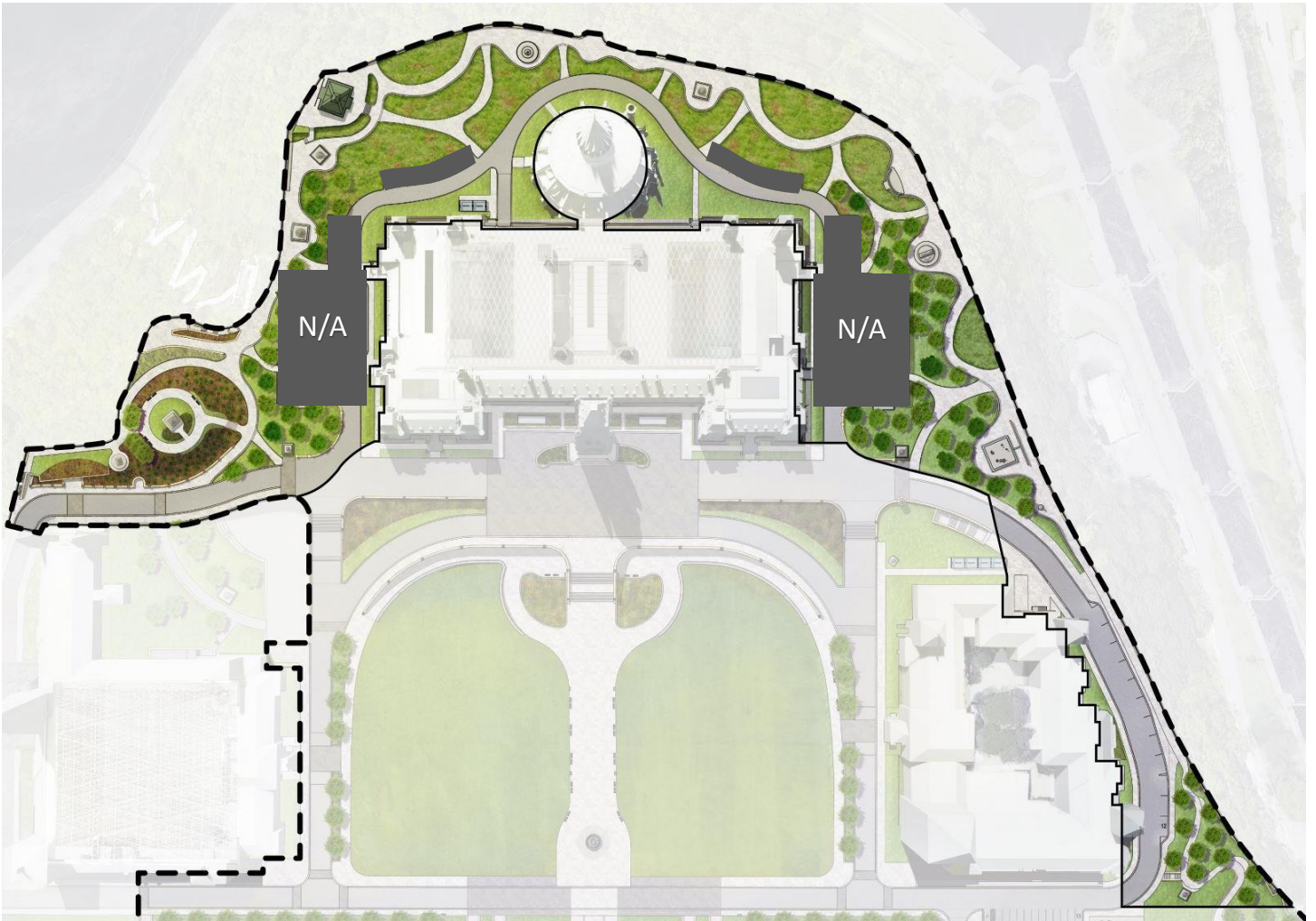


Diagram showing proposed new tree locations.



Close-up landscape plan of proposed Perimeter Plateau. Final number and design of surface parking is excluded from this approval.



Detail landscape plan of proposed accessible Canal Gate entry path.



Bird's-eye-view rendering of proposed landscape rehabilitation, looking north-west.



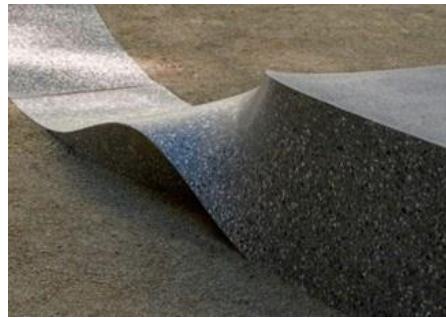
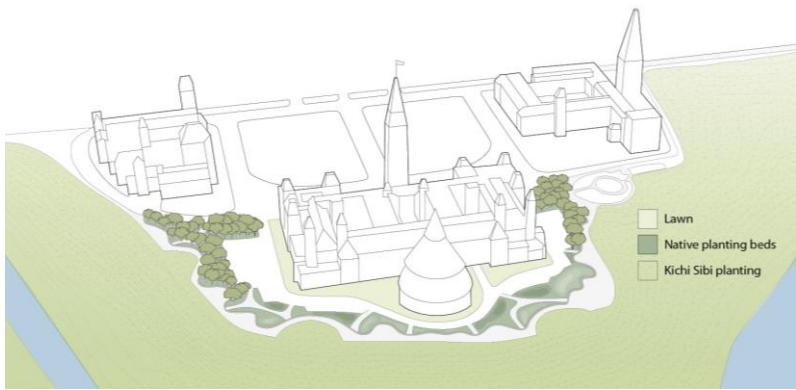
Rendering from Wellington Street wall, looking north toward Centre Block.



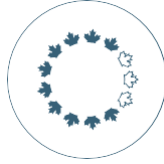
Rendering of West Drive (foreground) with proposed bench seating and new trees, looking east toward East Block (background).



Rendering of the central path (Parliamentary Forecourt) showing proposed bench seating, looking west toward West Block.



Concept renderings and precedent images describing the Ribbon design concept around the Perimeter Plateau.



NATIONAL CAPITAL COMMISSION
COMMISSION DE LA CAPITALE NATIONALE

February 21, 2023

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**RE: FLUDTA REVIEW – CENTRE BLOCK REHABILITATION PROGRAM (CBRP) 100%
LANDSCAPE SCHEMATIC DESIGN SUBMISSION**

Dear Ms. Garrett,

National Capital Commission (NCC) staff have reviewed the 100% Landscape Schematic Design (SD) package for the Centre Block Rehabilitation Program (CBRP) submitted by PSPC on December 20, 2022, which included a comprehensive Schematic Design Report, and a 24-page Landscape & Site Services drawing package. In addition to the design package submitted, NCC staff also attended two Independent Design Review Panel (IDRP) presentations related to the landscape design (July 13, 2022, and December 13, 2022), as well as a walk-through presentation of the 100% Landscape SD submission with PSPC and CENTRUS (December 13, 2022).

Before NCC staff can recommend the landscape schematic design for approval to our Board of Directors, a revised 100% Landscape SD submission must address the comments outlined in the following pages. Specifically, NCC staff are looking for modifications to be made to the current proposed surface parking surrounding the existing Centre Block building (refer to *Section 4.0 – Perimeter Plateau & Parking*), as well as supplemental information and/or modifications related to the central pathway and east emergency exit (*Section 2.0 – Parliamentary Forecourt*), and the expanded Centennial Flame Plaza (*Section 3.0 - Wellington Street Edge & Proposed Centennial Flame Plaza*).

FLUDTA Comments

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

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Canada

1. General Comments & Design Approach

- 1.1. In general, NCC staff support the proposed “Canadian picturesque” approach, which aims to conserve heritage value and character-defining attributes while responding to contemporary aspirations and weaving new interventions together with the picturesque qualities and design of the site.
- 1.2. The notion of “humanizing” the landscape is still unclear and suggests that the existing landscape is not “humane”. The Proponent should define this term more clearly and identify what additional elements are required to achieve the intended effect (i.e., is it the need for more shade, more seating / rest opportunities, etc.?).
- 1.3. NCC staff appreciates that the Proponent Team has adopted the definition of cultural landscape from the NCC’s 2004 *Cultural Landscape Guide*. This guide was recently updated and is now entitled *Working with Cultural Landscapes – a Guide for the National Capital Region*; however, the definition of a cultural landscape remains unchanged.
- 1.4. The cultural landscape approach for the Centre Block landscape is well-articulated, not only in terms of layers of meaning and history, but also in the thematic approach that is described (land, people, storytelling, and journey).
- 1.5. The Proponent should clarify what is meant by “adequate lighting levels” and better define the requirements to achieve this target. While there is an intent to enable better inclusiveness and accessibility, there is also a desire to retain a certain ambience and composition in accordance with the *Lighting Plan for the Parliamentary Precinct*. Consideration should also be made for existing programming on the Hill, such as the *Sound and Light Show*, that would be affected by changing light levels.
- 1.6. The storytelling devices within the landscape, such as the proposed inscriptions in the stone Ribbon wall and the flush paving band surrounding the formal lawn, would benefit from following the Centre Block’s sculpture program model of being planned for in advance, and produced over time as bespoke elements with a sensitive, craftsmanship quality. The storytelling devices should not rely on repeated decorative patterning that is applied as a layer throughout the landscape.

2. Parliamentary Forecourt

- 2.1. In general, NCC staff support the intention of adding more planting beds in the areas surrounding the Parliamentary Forecourt (for example, at the Wellington Street edge, between the central stair and the new PWC entry pathways, tree planting along the East and West drives, etc.). However, this does have the effect of blurring the functions of the “Formal Lawn” and “Pleasure Grounds”, which should continue to remain distinct. The proponent must demonstrate how the proposed new planting beds and trees will support the formal nature of the Parliamentary Forecourt in order to meet Criteria #2 of the *CBRP NCC Performance Criteria* related to simplicity of design, which states that the design must:

(...)
f. *preserve accessibility and clarity of the three distinct landscapes: the formal Lawns, the picturesque pleasure grounds and the wild escarpment.*

- 2.2. The submission document states that an emergency exit from the PWC is required to the east of the central staircase between Centre Block and East Block. NCC staff does not support the proposed location and current design of this exit. It is understood that a supplemental document detailing the rationale for the emergency east exit is forthcoming; the proponent must demonstrate that alternate design solutions were explored, and demonstrate why, for instance, this exit could not open onto the proposed surface parking location further north on the site. The proposed exit does not meet the *CBRP NCC Performance Criteria #2* related to simplicity of design, 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:*

(...)

c. *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, sunshades, etc.;*

d. *limit surface infrastructure to the absolute minimum. (...)*

- 2.3. Is there data to support the requirement for seating along the central pathway? This may have the unintended effect of encouraging residents and visitors to gather and linger, rather than reinforce the objective of the formal entry sequence. Considering bench seating is being proposed along the East, West, and South Drives, and integrated seating is being proposed along the Vaux wall, the NCC does not support removeable site furniture along the central pathway, as it does not meet the *CBRP NCC Performance Criteria #2* related to simplicity of design (cited above in comment 2.2).

3. Wellington Street Edge & Proposed Centennial Flame Plaza

- 3.1. In addition to the preliminary diagram demonstrating the impact of the proposed trees on either side of Queen's Gate on the views toward Parliament from Wellington Street (Figure 5-8 in the submission document), the Proponent Team should demonstrate in more detail how the key views toward Centre Block will be framed and protected. The Proponent should also provide further details related to proposed species, canopy characteristics, expected tree heights, etc. Until then, it remains difficult to evaluate this element of the design.
- 3.2. Is there data to support the requirement to expand the area surrounding the Centennial Flame? Based on the description in the submission document, the congestion caused by large groups gathering around the Centennial Flame occurs during peak visitor periods, and not on a consistent basis. If this is the case, it is not clear that the expanded plaza is fully justified.
- 3.3. The NCC understands expansion of the Centennial Flame Plaza was part of the LTVP; however, in combination with the sloped PWC entrance pathways, the proposed plaza expansion further detracts from the central axiality and simplicity of the existing central pathway. Furthermore, the proportions of the Parliamentary Forecourt are affected by the addition of both the PWC entry pathways and the proposed plaza expansion, which has the cumulative effect of truncating the central path.

- 3.4. It is the NCC's position that the central path should maintain a consistent width from South Drive to the PWC entrance. If the requirement to expand the Centennial Flame Plaza is justified, the Proponent Team should consider relocating the Centennial Flame further south (similar to what is proposed in the LTVP) in the next phase of design to accommodate this.

4. Perimeter Plateau & Parking

- 4.1. The NCC does not support the proposed amount of parking on Parliament Hill, which represents a significant increase over the 28 spaces planned for in the LTVP. NCC staff would not recommend the 100% Schematic Landscape Design for approval without significant changes in the absence of a comprehensive rationale validating the proposed parking scheme. The Proponent must provide the following additional information:
 - c. Breakdown of assigned parking spots in the current 100% SD proposal (i.e. names and/or ridings of MPs, Senators, and staff) and their office location (Centre Block or elsewhere);
 - d. Complete count of parking spots within the Parliamentary Precinct per sector;
 - e. Previously conducted and/or updated parking studies and inventory of off-site parking availability within a two-block radius, demonstrating a clear lack of options and taking into account reduced overall demand from current hybrid-work conditions prevailing downtown;
 - f. Recommendations from HoC and SoC accommodations to improve existing shuttle services on the Hill;
 - g. Phase-out plan to reduce surface parking in the Precinct.
- 4.2. It is not clear how the Ribbon element will connect or integrate with the existing perimeter fence. Is the intention for the perimeter fence to remain in its current state, or will the fence be broken in certain spots where it intersects with the path of the Ribbon?
- 4.3. How will the proposed Ribbon wall complement the existing stone walls on Parliament Hill? It should be context sensitive with the heritage walls in the landscape with an emphasis on being compatible and subordinate.
- 4.4. There is a concern that the Ribbon wall will become ubiquitous within the Pleasure Grounds, with the risk of this element dominating the landscape. The Proponent Team should consider the possibility of a non-continuous Ribbon wall in the next phase of design. This could include the selective use of undulation and varying heights that could disappear and reappear along the path.
- 4.5. The submission document mentions improvements to the existing cycling infrastructure on the Hill, including weather-protected bike parking nodes near key building entrances. In the next phase of design, the Proponent Team must ensure that bike parking infrastructure is located discreetly, in such a way that it will not be visually dominating or negatively impact views toward Parliament.
- 4.6. During the Design Development phase, NCC staff recommend that the Proponent Team discuss the commemoration program on Parliament Hill with Canadian Heritage, particularly in the context of the location of new and reintroduced monuments around the perimeter plateau.

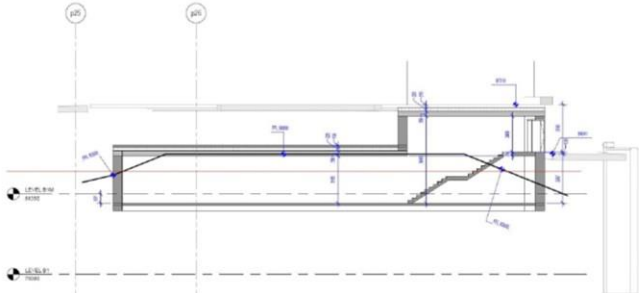
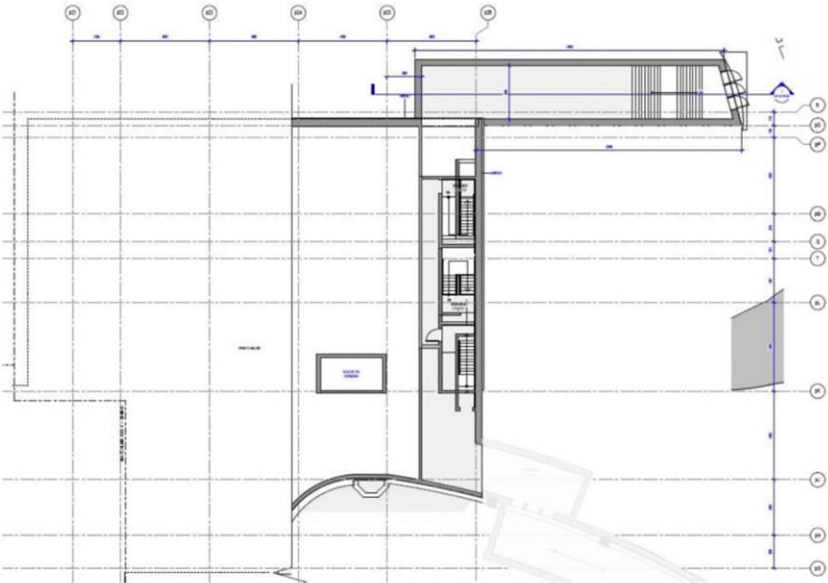
Appendix D

Revised Emergency East Egress Strategy

Prepared by PSPC (May 4, 2023)



Architectural Plan



Section

