



NATIONAL CAPITAL COMMISSION  
COMMISSION DE LA CAPITALE NATIONALE

<b>No.</b>	2019-P213
<b>To</b>	Board of Directors
<b>Date</b>	2020-04-23

**For** DECISION

### Subject/Title

Schematic Design for Asset and Workplace Renewal of Place du Portage III (PDP III) Complex – Phase 1

### Purpose of the Submission

To obtain Federal Land Use and Design Approval (FLUDA) of the 66% Schematic Design for Phase 1 of the Asset and Workplace Renewal of the PDP III Complex

### Recommendation

- That the FLUDA for the 66% Schematic Design of Phase 1 of the Asset and Workplace Renewal of the PDP III Complex be granted, pursuant to Section 12 of the *National Capital Act*, subject to the following conditions:
  - That the Developed Design be subject to separate federal review and approval (level 3).
  - That Phase 2 of the project be subject to separate federal review and approval (level 3).
- That the preparation and signature of the FLUDA document for Phase 1 Schematic Design of the Asset and Workplace Renewal of the PDP III Complex and associated components be delegated to the Vice President, Capital Planning Branch.

#### Submitted by:

Pierre Vaillancourt, A/Vice President, Capital Planning Branch  
Name

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Signature

## 1. Authority

*National Capital Act*, section 12.

## 2. Project Description

### Context

Located in the City of Gatineau's downtown core, at the foot of the Portage Bridge and across the Ottawa River from Parliament Hill (see Appendix A), the PDP III Complex is owned by Public Works and Procurement Canada (PSPC). The Complex is comprised of nine (9) towers, commercial areas, two basement levels, and a tri-level underground parking garage that accommodates 1,670 vehicles. The towers are grouped into three (3) cores that define the massing: Towers A1&2 have eighteen and fifteen floors, Towers B1&3 have twelve and ten floors, and Towers C1&2 have twelve and nine floors. Tower D is a three-story bridge over Maisonneuve Boulevard. The Complex is connected to a conference centre, other government buildings (PDP I&II) and a major transit hub via Place d'Accueil (see Appendix B).

The PDP III Complex is a 'Recognized' federal heritage building built between 1973 and 1978. It is a visual landmark due to its imposing presence at the edge of the Ottawa River, and it bridges a main entry into the City of Gatineau and Province of Quebec. The Complex is located on National Interest Land Mass (NILM), in the Capital Core Area Sector, and has a prominent presence on Confederation Boulevard and in the City of Gatineau skyline, as seen from the Parliamentary and Judicial precincts.

### Project Scope

This proposal seeks to renew and update the Place du Portage III Complex, increasing the number of full-time employees (FTEs) from 4,773 to about 6,800, representing approximately a 40% increase in density. The PDP III vision is "Bridging people, place and communities". PSPC's project goals are as follows: Updating base building systems, creating a modern, smart, fully accessible, sustainable, and inclusive workspace, promoting workers' health and well-being, contributing to a low carbon government by attaining LEED Silver Certification, transforming the Complex from a barrier to a gateway, and implementing an Indigenous strategy.

The proposal consists of two phases (see Appendix C). Phase 1, the subject of this submission, includes building envelope replacement and base building rehabilitation, as well as redesign of the public realm along the South face of the building. Phase 2 involves a complete redesign of the public realm on the North side of the building and the improvement of urban East-West connections through demolition of the Place d'Accueil Complex. Phase 2 will proceed once further information is available regarding the rehabilitation of the PDP I&II Complexes and the City of Gatineau's transit plans for Maisonneuve Boulevard.

## Schematic Design

The proposed 66% Schematic Design calls for three (3) main changes to the building and site, while maintaining key heritage characteristics:

1. Redesign of the podium element and building access to increase the prominence of the civic access on Laurier Street, build in universal accessibility, and increase visual permeability between the building and public realm.
2. Landscape redesign to increase natural elements and improve accessibility and legibility of the site.
3. Building envelope renewal, including new concrete cladding of vertical circulation cores and a new curtain wall system that emphasizes the lightness of the original structure.

The renewed buildings will be primarily office spaces, with retail at the ground floor level in public areas.

## Project Timeline

The proposal was presented to the ACPDR for review of the 66% Schematic Design in February 2020 (see Appendix D). For Phase 1 of the project, PSPC is aiming to complete the Schematic Design by Spring 2020 and the Developed Design by the end of 2020. Interior demolition began in Winter 2020, with Phase 1 construction to begin in 2021. The schedule for Phase 2 will be coordinated with municipal transit plans.

## 3. NCC Staff Analysis / Risks and Mitigations Measures

### Alignment with NCC Initiatives and Policies:

- The Plan for Canada's Capital (2017-2067) 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 Place du Portage.
- The NCC is designing a new public park on its lands adjacent to the Kruger Complex. The PDP III renewal landscaping will tie into this new park, linking the adjacent downtown to the riverfront. NCC will be supporting coordination between the two design teams.
- Increased employment density at a downtown federal employment node that is currently well-served by transit, and for which plans exist to improve the transit offering, responds to key sustainability objectives in the NCC's Core Area Sector Plan and Sustainable Development Strategy.
- Further collaboration at the developed design stage will ensure that the proposed changes to building access and landscaping along Laurier Street will respect the NCC's Confederation Boulevard guidelines and Capital View Protection measures.

The Schematic Design for the landscape and redesigned entrance on Laurier Street create new opportunities for exceptional views of the National Symbols.

**Contribution to Public Realm and Municipal Objectives:** The existing Complex creates a barrier between the riverfront and the downtown core of Gatineau and appears to offer no services or amenities to the public. Increasing the permeability and universal access of the Complex podium and connecting the landscape to the riverfront represents a major improvement to the urban fabric of the sector. The City has identified key principles in its secondary plan (Programme particulier d'urbanisme – PPU) that the proposal could support, including: continuous animation of Laurier Street, increased entrances onto the sidewalk, transparency of buildings at street level, a mix of uses, showcasing of heritage, creation of a gateway to the City/Province, and creation of new functional public spaces. The project will also tie into City of Gatineau and Société de Transport de l'Outaouais (STO) projects to renew and redesign Laurier Street and build new rapid transit corridors along Laurier and Maisonneuve streets.

**Heritage:** With the Federal Heritage Building Review Office (FHBRO)'s support, PSPC worked with heritage conservation experts on the approach to modernize the building while respecting heritage and contemporary values of the building in the areas of landscape, urban integration, exterior architecture, and interior architecture. From a landscape and urban perspective, the proposal effectively maintains the building's heritage status as a landmark with its distinctive shape on the skyline and a Complex designed to be integrated with those around it to create an urban gateway/plaza. In terms of the building's architecture, lightness of the façade including the material palette and the original megastructure components such as the podium, exposed elements, and building massing were identified as key elements to be preserved.

#### **Addressing ACPDR comments:**

- Site Plan integration – PSPC is working closely with the City of Gatineau and other projects in the area to ensure appropriate integration. In addition, the second phase of the PDP III project will be coordinated with a potential new transit corridor on Maisonneuve Boulevard.
- Entrance treatment – The proposed design increases the prominence and legibility of the primary building entrance by bringing it forward and down to street level. PSPC is considering the weather protection element and will present a proposed approach to address this aspect at the Developed Design stage.
- Indigenous perspective – PSPC continues to engage with relevant Indigenous groups to determine appropriate integration of Indigenous perspectives, presence and needs into the building and landscape designs and functions. For example, a sacred space multi-use room, which will be available for Indigenous ceremony, is being integrated into the project, and conversations are ongoing to partner on Indigenous art integration into the new Complex.
- Transportation – PSPC has committed to supporting green and active transportation as well as integration with transit through building features and the

Phase 2 redesign of the public square. A transportation demand management study is currently underway, and appropriate measures will be integrated into the developed design (see Risks and Mitigation below).

- Sustainability – PSPC will be seeking LEED Silver certification through the developed design of this project, which will include major improvements to envelope efficiency compared to the existing. The ACPDR comments with regards to exceeding requirements in the area of energy efficiency, including employing solutions such as triple glazing and photovoltaic units, will not be incorporated as they do not represent an effective investment given the availability of low cost, zero-emission energy in Quebec. PSPC will however continue to explore options for the building envelope and will seek to optimize energy efficiency while accounting for budget as they proceed into the Developed Design stage.
- Landscape Plan – Considerations raised by the ACPDR, such as soil levels and species selection, will be accounted for at the Developed Design stage of the project.

### **Risks and Mitigation:**

**Risk 1:** PSPC's Transportation Demand Management (TDM) study is still underway. There is heavy reliance on municipal planning efforts and transit investments to support increased employment density at this node. Ensuring that new trips generated by the increased employment density can be accommodated will be a key factor in the success of this project.

#### **Mitigation measures:**

- PSPC is working closely with transit providers and the City of Gatineau to coordinate the project with municipal transit plans.
- NCC approval of the Schematic Design will include a condition that PSPC must complete a transportation demand management study and incorporate appropriate measures in the Developed Design.

**Risk 2:** The project proceeding in two (2) phases could mean that the Place d'Accueil redevelopment, which is the core urban component required to integrate the Complex with the surrounding urban fabric, is unduly delayed.

#### **Mitigation measures:**

- PSPC has committed funds to Phase 2 of the project.
- The two-phase approach of the project will improve the project's urban integration by coordinating with the new transit infrastructure, still to be defined.

## **4. Strategic Links**

- NCC Capital Planning Framework:
  - Plan for Canada's Capital (2017 to 2067)
  - Capital Core Area Sector Plan (2005)

- Canada's Capital Views Protection (2007)
- Sustainable Development Strategy (2018-2023)
- Kruger Park Development
- Zibi development
- STO transit plans
- Ville de Gatineau planning initiatives:
  - Programme particulier d'urbanisme (PPU)
  - Redesign of Laurier Street

## 5. Consultations and Communications

- PSPC is working closely with the City of Gatineau.
- PSPC is implementing an Indigenous inclusion strategy that includes engagement with key Indigenous stakeholders, such as employees using the building.
- A public engagement strategy has yet to be identified by PSPC.

## 6. Next Steps

- Selective internal demolition underway – Winter/Spring 2020
- ACPDR for Phase 1 Developed Design review – August 2020
- NCC Board for Phase 1 Developed Design approval – Fall 2020/ Winter 2021 (TBC)

## 7. List of Appendices

Appendix A – Location Map

Appendix B – PDP III Context Map

Appendix C – PDP III Proposal Phases and Tower Identification

Appendix D – Excerpt of draft February 27, 2020 ACPDR meeting minutes

Appendix E – Schematic Design Overview

## 8. Authors of the Submission

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