NATIONAL CAPITAL COMMISSION
COMMISSION DE LA CAPITALE NATIONALE

No.	2019-P191
To	Board of Directors
Date	2019-06-20

For DECISION**Subject/Title**

West Memorial Building Rehabilitation

Purpose of the Submission

- To obtain Concept Design Approval for the proposed West Memorial Building Entry, Landscape, and Exterior Illumination, at 344 Wellington Street, in Ottawa.

Recommendation

- THAT the Concept Design for the Public Entry, Landscape, and Exterior Illumination of the West Memorial Building be approved, pursuant to section 12 of the *National Capital Act*, subject to :
 1. The Developed Design being submitted to the NCC staff for review and to the NCC Board for approval;
 2. The Memorial Landscape being presented for NCC review and approval as a separate Level 3 project; and
- THAT the signature of the Federal Approval for the Concept Design of the West Memorial Building be delegated to the Executive Director, Capital Planning Branch.

Submitted by:Daniel Champagne, Executive Director, Capital Planning Branch
Name_____
Signature

1. Authority

National Capital Act, section 12

2. Project Description

This project will revitalize a memorial building the government built to honour Canadians who served their country during the Second World War. The project will update the building to accommodate the daily operations of all occupants of the Supreme Court of Canada Building during its rehabilitation, who will occupy the West Memorial Building (WMB) from 2023 to 2028. The project, which is being managed by Public Services and Procurement Canada (PSPC) includes:

- The major rehabilitation of heritage fabric, including exterior walls, windows and interior finishes;
- The major rehabilitation of mechanical, electrical and life safety systems;
- A seismic upgrade to current building code requirements;
- The interior fit-up for occupants of the Supreme Court of Canada Building;
- A new building entrance, exterior illumination and landscape updates.

Once the Supreme Court of Canada Building is rehabilitated, the interior of the West Memorial Building will be fit-up as long-term office space for future federal government occupants.

The NCC approved the Concept Design for part of the project within the building footprint in April 2019, with the condition that landscape interventions and the building entry, including the Visitor Pavilion form part of a subsequent federal approval. This submission represents the results of the continued study of these elements by the proponent and their architects and designers. ACPDR reviewed and commented on these parts of the project in May 2019. ACPDR also reviewed the developed design for the portion of the project that was already approved at the same meeting in May. Comments are provided in Appendix D.

Key objectives of the project are summarized on p. 14 of Appendix B. On the sustainability front, the proponent has confirmed they will be meeting commitments that align with green initiatives such as the Energy Services Acquisitions Program and the Federal Sustainable Development Strategy.

The West Memorial Building was designated by the Federal Heritage Building Review Office (FHBRO) as a Classified Federal Heritage Building. A commemorative sculpture by Ivan Mestvovic, to honour the WWII veterans is located in front of the Memorial Colonnade. The two buildings are major components in Jacques Gréber's master plan for the national capital. The proponent has confirmed that the memorial and its landscape will form part of a subsequent project, to be initiated in fall 2019.

The West and East Memorial Buildings are excellent examples of Modern Classicism; the design has elements that are strongly associated with this era, including stepped volumes, flattened details, tall shallow piers between windows and overall austerity of design. The axial symmetry of the buildings' siting, on the other hand, recalls Beaux-Arts design principles, which are evident in the interior planning.

3. NCC Staff Analysis / Risks and Mitigations Measures

Federal Heritage Building Committee (FHBC) Review

- The project was reviewed by the FHBC in April 2019, and received the following comments, a draft summary is attached as Appendix C:
 - The proposed rehabilitation of the WMB is an opportunity to conserve the heritage character of the building, and the project management team (PMT) is encouraged to take the long term use of the site into account in decisions.
 - Support the fact that the Memorial Colonnade and Canadian Phalanx memorial will be addressed in a subsequent project.
 - FHBC thanked the team for bringing design concepts forward that internalize the entry and security functions; through the review process the team was encouraged to design for security functions within the building rather than creating an 'entry pavilion'.
 - FHBC supported the 'colonnade' scheme, but made recommendations for the 'terrace' scheme should it move forward.

NCC Staff Analysis

- ACPDR's agreement that the project can continue to be reviewed during developed design by FHBRO and NCC staff is appreciated and will help the proponent meet their project timelines. Refer to Appendix D.
- NCC staff look forward to working with the proponent during developed design to address NCC comments related to the hierarchy of the new main entrance as well as FHBRO comments.
- NCC staff look forward to working with PSPC and stakeholders including Veterans Affairs and the City of Ottawa on the proposal for the Memorial.

4. Strategic Links

- NCC Mandate: To set the long term urban planning direction for federal lands; and guide and control the use and development of federal lands in Canada's Capital Region.
- 2019-2020 to 2022-2024 Corporate Plan – Strategic Directions, Priorities and Guiding Principles: "Foster an inclusive and meaningful National Capital Region of national significance through strong relations with the public, Indigenous peoples and all orders of government." Corporate Priority 4: "Initiate, renew and

communicate land use plans, and provide timely and effective coordination of federal land use and design in the National Capital Region.”

- NCC Plan for Canada’s Capital, 2017 to 2067:
 - *“The NCC will promote the quality of design to ensure the creation of responsive, accessible, enduring and responsible places, buildings, structures and landscapes over time.”*
- Core Area Sector Plan, 2005:
 - *“...manage the federal accommodations and facilities that support the administrative functions of the federal government in ways that are sustainable, effective and efficient.”*
 - *“Promote a comprehensive approach to the preservation of built heritage [...] in the Core Area.”*
- Parliamentary Precinct and Judicial Precincts Area Site Capacity and Long Term Development Plan (LTVP) 2006 Update:
 - “Change within the Parliamentary Precinct needs to occur in a way that balances the evolving functional needs of [users] with the overriding commitment to preserve the historic, environmental and symbolic primacy of the site.”

5. Consultations and Communications

- FHBRO Review of Intervention has been initiated.
- City of Ottawa municipal coordination and discussions with Sparks Business Improvement Area have been initiated.
- Veterans Affairs’ comments were sought and received. They will be engaged on the upcoming Memorial landscape project.

6. Next Steps

- NCC Board for Developed Design Approval – September 2019

7. List of Appendices

Appendix A – Location Map

Appendix B – Project Design Summary Presentation

Appendix C – FHBRO Recommendation Summary, April 2019

Appendix D – Draft excerpt of the minutes of the ACPDR meeting, May 16-17, 2019

8. Authors of the Submission

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

Isabel Barrios, Director, Federal Approvals, Heritage & Archaeological Programs, CP

Jason Hutchison, Acting Chief, Federal Approvals, CP

Christopher Hoyt, Senior Architect, Design and Land Use, CP

SCHEDULE "A" / ANNEXE <<A>>

PSPC - SUPREME COURT
OF CANADA
SPAC - COUR SUPRÊME
DU CANADA

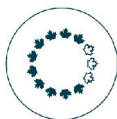
PSPC - LIBRARY AND
ARCHIVES CANADA
SPAC - BIBLIOTHÈQUE ET
ARCHIVES CANADA

PSPC - EAST MEMORIAL
BUILDING
SPAC - ÉDIFICE
COMMÉMORATIF DE L'EST

PSPC - WEST MEMORIAL
BUILDING
SPAC - ÉDIFICE
COMMÉMORATIF DE L'OUEST

Legend / Légende

- PSPC LAND
TERRAIN SPAC
- NCC LAND
- CONFEDERATION BOULEVARD
BOULEVARD DE LA CONFÉDÉRATION



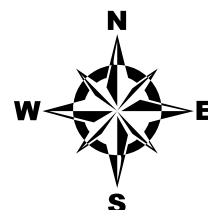
NATIONAL CAPITAL COMMISSION
COMMISSION DE LA CAPITALE NATIONALE

Canada

Subject - Objet WEST MEMORIAL BUILDING, 344 Wellington Street, Ottawa, ON
ÉDIFICE COMMÉMORATIF DE L'OUEST, 344 rue Wellington, Ottawa, ON

Submitted by - Soumis par D. CHAMPAGNE, Executive Director / Directeur général
Branch - Direction CP / AC

Date 2018-11-09
Scale - Échelle 1:3,500
Parcel - Parcelle



APPENDIX #1

SUMMARY OF RECOMMENDATIONS:

- #1 Sustainability** (*Recommendation: November 2018 and April 2019*)
 - It is recommended that an overall sustainable heritage conservation approach that reuses the existing building fabric as much as possible be implemented. The FHBRO would like more detail related to sustainability measures, in particular as they pertain to future proofing the building, spray foam insulation and photovoltaic panels.
- #2 Vacant Spaces** (*Recommendation: November 2018*)
 - It is recommended that when appropriate, FHBRO submissions should include information about considerations, treatments, and interventions that will affect vacant spaces within the building.
- #3 Exterior Security Installations** (*Recommendation: November 2018 and April 2019*)
 - It is recommended that any exterior security installations are in keeping with the Long Term Vision Plan for the Parliamentary Precinct, the façade of the “ensemble,” and take design cues from other installations on Wellington Street.
- #4 Landscaping** (*Recommendation: November 2018 and April 2019*)
 - It is recommended that landscape elements be used to animate the space. The PMT is encouraged to seek plantings that enhance the memorial theme of the ensemble, such as poppies and exclusively Canadian species.
 - The FHBC would like to see a comprehensive landscape plan, including details related to exterior security installations, for the ensemble of the West Memorial Building, East Memorial Building, and the connecting Memorial Colonnade.
- #5 Lighting Approach** (*Recommendation: November 2018 and April 2019*)
 - It is recommended that a comprehensive exterior lighting plan be developed that enhances the character-defining elements of the building and enhances the symmetry of the triad.
- #6 Windows and Doors** (*Recommendation: November 2018*)
 - It is recommended that the full scope of the window and door rehabilitation and/or replacement be described. This should include a hierarchy of the heritage value of these elements. The preferred approach should ensure a cohesive approach that respects the character of the “ensemble” of East and West Memorial Buildings.

#7 Cohesive Exterior Approach (*Recommendation: April 2019*)

- It is recommended that the responses to recommendations #3, #4, #5 and #6 be developed to enhance the symmetry of the triad ensemble.

#8 Security Screening Entrance (*Recommendation: November 2018 and April 2019*)

- It is recommended that when developing entry schemes, further analysis be undertaken to determine how Allward and Gouinlock understood Beaux Arts design principles and used them in designing the building's original entrances and circulation routes.
- It is recommended that the Colonnade Scheme be revisited with the client. The PMT is encouraged to further develop the Colonnade theme in keeping with the recommendations of the FHBC.
- If the Terrace Scheme is to move forward, the PMT is asked to develop and present a strategy for the canopy, including materiality, size, structure, symmetry with East Memorial Building and potential connection to the existing building.

#9 Dynamic Buffer Zone (*Recommendation: November 2018 and April 2019*)

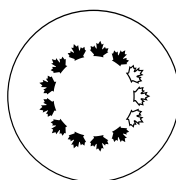
- It is recommended that building science analysis be undertaken, including energy modelling, to ensure the long-term conservation of the character defining materials of the building envelope. The FHBRO would like a presentation and submission on this analysis.

#10 Enclosed Courtyards and Grand Hall (*Recommendation: November 2018 and April 2019*)

- It is recommended that further detail regarding the proposed Acoustic installation and the lighting plan for the Grand Hall be developed in keeping with the austere elegance of the space.
- Further detail on the support mechanisms for the skylights and how these will impact the heritage fabric of the building is requested.

#11 Seismic Upgrades (*Recommendation: November 2018*)

- It is recommended that all seismic upgrades respect the *Standards and Guidelines*, ensuring minimal intervention and compatibility and distinguishability.



NATIONAL CAPITAL COMMISSION COMMISSION DE LA CAPITALE NATIONALE

Excerpt of the Minutes of the

Advisory Committee
on Planning, Design and Realty

Meeting of May 16 and 17, 2019

2018-P191 - West Memorial Building
Rehabilitation (C)

These minutes have not been approved yet.

Members received a presentation on the West Memorial Building Rehabilitation. They commended the team for a clear and detailed presentation that integrated most of the previous comments. They gave the following advice:

Entrance

- The character and hierarchy of the new main entrance need to be enhanced.
- Architectural detailing could be added (to mimic what has been done inside for the entrance to the courts) in order to create a grand entrance. Stones that are removed should be numbered and put in storage.
- The staff entrance still feels like the main entrance and signage may not resolve the issue.
- More seating should be provided outside the new entrance, as well as shade for those waiting outside.
- Visitors could be guided across the street towards amenities in the current Supreme Court park.

Extrait du procès-verbal du

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

Séance des 16 et 17 mai 2019

2018-P191 - Réhabilitation de l'Édifice
commémoratif de l'Ouest (C)

Ce procès-verbal n'a pas encore été approuvé.

Les membres reçoivent une présentation sur la réhabilitation de l'édifice commémoratif de l'Ouest. Ils félicitent l'équipe pour une présentation claire et détaillée qui intègre la plupart des commentaires précédents. Ils donnent les conseils suivants :

Entrée

- Le caractère et la hiérarchie de l'entrée principale doivent être améliorés.
- On pourrait ajouter des détails architecturaux (pour imiter ce qui a été fait à l'intérieur pour l'entrée vers les cours) afin de créer une entrée grandiose. Les pierres qui seront retirées devront être numérotées et entreposées.
- L'entrée du personnel donne encore l'impression d'être l'entrée principale, et il se peut que la signalisation ne résolve pas ce problème.
- On devrait offrir plus de places assises à l'extérieur de la nouvelle entrée, ainsi que de l'ombre pour ceux qui attendent dehors.
- On pourrait guider les visiteurs de l'autre côté de la rue vers les commodités du parc de l'actuelle Cour suprême.

2018-P191 - West Memorial Building
Rehabilitation (C)

2018-P191 - Réhabilitation de l'Édifice
commémoratif de l'Ouest (C)

These minutes have not been approved yet.

Ce procès-verbal n'a pas encore été approuvé.

Universal Accessibility

- An elegant ramp should be considered instead of stairs.
- The existing corner UA access to the staff entrance needs better integration with the new scheme.

Chandelier

- An artist could be commissioned to design the acoustic chandelier.
- The solution should be efficient, elegant, and accessible for required maintenance.

Mechanical Elements

- They should be perfectly integrated to the roof and not be visible from within the building or from neighbouring streets.

Committee Secretary

Caroline Bied

Accessibilité universelle

- On devrait envisager une rampe élégante au lieu d'escaliers.
- L'actuel accès AU à l'entrée du personnel nécessite une meilleure intégration avec le nouveau plan.

Chandelier

- On pourrait commander le design d'un chandelier acoustique à un artiste.
- La solution doit être efficace, élégante, et accessible pour l'entretien nécessaire.

Éléments mécaniques

- Ils doivent être parfaitement intégrés au toit et ne pas être visibles de l'intérieur de l'édifice ni des rues avoisinantes.

Secrétaire des comités