NATIONAL CAPITAL COMMISSION  
COMMISSION DE LA CAPITALE NATIONALE

<b>No.</b>	2021-P213
<b>To</b>	Board of Directors
<b>Date</b>	2021-01-21

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

Developed Design for the Place du Portage III Asset and Workplace Renewal project (PDP3 AWR) – Stage 1

**Purpose of the Submission**

To obtain Federal Land Use and Design Approval (FLUDA) for the Developed Design of Stage 1 of the Place du Portage III Asset and Workplace Renewal (PDP3 AWR) project.

**Recommendation**

- That the FLUDA for the Developed Design of Stage 1 of the Place du Portage III Asset and Workplace Renewal (PDP3 AWR) project be granted, pursuant to Section 12 of the *National Capital Act*, subject to the following conditions:
  - That Stage 2 of the project be subject to separate federal review and approval process (level 3).
- That the preparation and signature of the FLUDA document for Stage 1 Developed Design of the Place du Portage III Asset and Workplace Renewal (PDP3 AWR) project and associated components be delegated to the Vice President, Capital Planning Branch.

**Submitted by:**Kalen Anderson, Vice President, Capital Planning Branch  
Name

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

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 Place du Portage III Complex is owned by Public Services 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 boulevard Maisonneuve. Tower E is a stepped structure at the back of Towers A and B, giving on to Place d'Accueil. 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 for details of the complex.

The complex, which was built between 1973 and 1978 to the designs of David & Boulva and Dimakopoulos, with Urbaplan, was designated as a 'Recognized' Federal Heritage Building in 2019. Due to its imposing presence at the edge of the Ottawa River, the complex is a visual landmark. It also bridges a main entry into the City of Gatineau and the Province of Quebec. The complex, which is partially located on "National Interest Land Mass" (NILM) in the Capital Core Area Sector, has a prominent presence on Confederation Boulevard and in the City of Gatineau skyline, as seen from the Parliamentary and Judicial precincts.

### Project Scope

PSPC is undertaking the Place du Portage III Asset and Workplace Renewal (PDP3 AWR) project to recapitalize the asset and increase the number of full-time employees (FTEs) by at least 45%. The PDP3 AWR vision is "Bridging people, place and communities" to integrate the federal government's functional and operational program requirements with the context of the urban fabric of the National Capital Region. The proposed design aims to preserve the building's Megastructure and Brutalist architectural features, while executing demolition, abatement, major structural undertakings and revisiting the exterior urban design. The design for the PDP3 AWR addresses the proximity to the Ottawa River, the urban environments and the established community and culture of Gatineau, while also creating an opportunity for Indigenous engagement and inclusion.

PSPC's project objectives fall into three categories: inclusivity, building integrity and sustainability.

1. To promote inclusivity, and to attract and retain high quality employees, PSPC will maximize universal accessibility, and showcase a workplace of the future that supports innovation, employee health and well-being, collaboration and flexibility.
2. PSPC is improving building integrity by upgrading systems to meet the newest federal standards. Work to date has considered design excellence and best practice principles, showcases Canadian ingenuity, and is being coordinated and implemented in conjunction with the City of Gatineau, considering adaptability with future development including new residential neighbourhoods and transit service.
3. PSPC's sustainability objectives include targeting LEED Gold certification, reducing the complex's carbon footprint, building in flexibility to connect to the Energy Services Acquisition Program (ESAP) in the future, and supporting revitalization of the surrounding urban environment.

### Developed Design

The proposed Developed Design calls for three (3) main changes to the building and site:

1. Redesign of the podium element and building entrances to improve pedestrian access across the site, build in universal accessibility, and increase visual permeability between the building and public realm.
2. Landscape redesign to create new gathering spaces, increase natural elements and improve accessibility and legibility of the site and connections between downtown Gatineau, rue Laurier, and the Ottawa River.
3. Building envelope replacement, including new concrete cladding of vertical circulation cores and a new curtain wall system.

The design of the envelope has reached the 99% developed design stage, and the plans for the interior architecture and public spaces are at the 75% developed design stage. Key updates to the project since the NCC approved the schematic design in spring 2020, include:

- The project will target LEED Gold certification. The project was previously seeking LEED Silver equivalency.
- Completed mobility study:
  - Modal split target (40% transit and active modes / 60% automobile).
  - Informed reconfiguration of ground floor spaces to reduce walking distances from transit.
  - Addition of at-grade visitor bicycle parking and employee bicycle storage.
  - Recommendations for Stage 2 potential reconfiguration of transit hub.
- Ground floor elements have been reconfigured:
  - All stairs and grade changes have been removed from the rue Laurier entrance, and the interior accessible route from this entrance has been simplified.

- A new entrance at grade has been added, facing the corner of rue Laurier and boulevard Maisonneuve to provide direct access to the C towers.
  - The ground floor spaces of the B towers facing onto the corner of rue Laurier and boulevard Maisonneuve will have transparent glazing and house active uses, such as amenity spaces for employees.
- Addition of an illumination concept.
- Changes to the tower envelope to address ACPDR comments, including increased visual prominence of horizontal elements and using glass with improved thermal performance.
- Changes to the podium structure:
  - Addition of canopies at building entrances.
  - Some currently exposed concrete structural elements will be enclosed behind an extension of the curtain wall system.
  - The massing will be simplified to reduce energy loss.
- Update to landscape concept to represent Canadian natural environments.
- Changes to the interior public spaces and atrium to tie in with the updated landscape concept and restore the “interior street” intention in the atrium.

## Project Timeline

Work on the complex will be comprised of two stages. Stage 1 (PDP3 AWR), 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. Stage 2 would be future work to address the public realm on the north side of the building and would proceed at a date yet to be determined. Stage 2 will depend on the implementation of Gatineau’s new transit system.

Stage 1 (PDP3 AWR) is split into two phases.

- Phase 1 would begin in summer 2021 and address the Western towers (C1, C2, D and B3), as well as the common base building systems. It is expected to be completed in 2023.
- Phase 2 would take place from 2023 to 2026 and address the Eastern towers (A1, A2, B1, B2, and E) as well as the landscape.

The NCC Board approved the 66% Schematic Design in April 2020 (see approval conditions in Appendix C). PSPC is targeting design completion (99%) for all parts of the project in February 2021. Construction would begin in summer 2021.

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

### 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 and setting.
- The City of Gatineau has identified key principles in its secondary plan (Programme particulier d'urbanisme – PPU) that the proposal could support, including: continuous animation of rue Laurier, 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 tie into City of Gatineau and Société de Transport de l'Outaouais (STO) projects to renew and redesign rue Laurier and build new rapid transit corridors along rue Laurier and boulevard Maisonneuve.

**Heritage:**

- With the Federal Heritage Building Review Office (FHBRO)'s support, PSPC worked with heritage conservation experts on a heritage conservation approach.
- As the FHBRO Heritage Character Statement for the building was only provided in June 2020, the heritage conservation approach was based on an interim heritage character statement developed by the heritage consultant.
- The proposed design generally applies the Standards and Guidelines for the Conservation of Historic Places in Canada (2010) but includes alterations and removal of some character-defining elements, where required, to meet the project objectives and address severe deterioration.
- The proposed design retains key heritage features related to the building's massing, its relation to the landscape and broader capital region, its functional design, and the integrated art program. It also overlays contemporary values (e.g. accessibility standards, energy efficiency targets) and makes changes to the original design, where required, to integrate these values.

**Addressing NCC comments and conditions of schematic design approval:**

- The design effectively addresses and incorporates key recommendations from NCC staff and the Advisory Committee on Planning Design and Realty (ACPDR), including:
  - The building envelope has been revised to meet higher energy standards, incorporate bird-friendly design, better reflect the horizontality of the original design and provide human-scale visual interest.
  - The new public realm spaces have been reviewed to meet the highest standards of accessibility and provide clear intuitive connections and comfortable rest spaces for users.
  - The interventions to rue Laurier were reviewed to ensure a pedestrian-priority environment, as required in the Confederation Boulevard guidelines.

- The proponent has demonstrated progress towards meeting all the conditions of the schematic design approval (April 2020), and NCC staff believe that the 99% design submission will meet or exceed all associated requirements.
  - NCC staff will review and sign off on the 99% developed design drawings prior to issuing the FLUDA document.
  - Key outstanding elements to be confirmed in the 99% developed design plans include details of the exterior lighting concept, public art integration, and integration of security features within the public realm.
- See Appendix C for details of ACPDR comments and approval conditions.

**Linked projects:***Kruger Park Development*

- A new public park is planned for NCC lands adjacent to the Kruger Complex.
- NCC staff will work with PSPC and the Kruger team to provide a safe and comfortable cycling and pedestrian connection between the PDP3 project and the new Kruger Park.

*STO public transit system new high capacity corridor*

- The STO is planning a new high capacity transit connection from the western sector of Gatineau to Ottawa, which will pass through, or adjacent to, the PDP3 complex.
- Confirmation is pending on whether the connection would be exclusively a rail or a rail and bus system. NCC staff has requested that PSPC ensure flexibility in their design to accommodate whichever final transit option is selected.
- The current hubs at Place d'Accueil and Terrasses de la Chaudière would be maintained. The STO has also confirmed that a new hub would be developed on rue Laurier in front of Place du Portage IV (near the Zibi development).
- PSPC is waiting for a decision on the vocation of boulevard Maisonneuve to proceed with Stage 2 of the project: addressing the north side of the PDP3 complex (Place d'Accueil and Place Aubry).

**4. Strategic Links**

- Supports Corporate Priority 4 (2020/21 – 2024/25): “Develop and communicate land use plans and provide timely and effective coordination of federal land use and design in the National Capital Region.”
- 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.
- 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 *Capital Core Area Sector Plan* and *Sustainable Development Strategy*.

- The landscape and urban design respect the NCC's Confederation Boulevard guidelines and Capital View Protection Plan measures. The public realm creates new opportunities for people to enjoy exceptional views of the National Symbols.

## 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.
- The project was posted on the Impact Assessment registry for 30 days in fall 2020. No comments were received.

## 6. Next Steps

- NCC staff review of final drawings and specifications (99% developed design) – February 2021
- Construction start – Summer 2021

## 7. List of Appendices

Appendix A – Location Map

Appendix B – PDP3 Context Map and Tower Identification

Appendix C – Excerpt of November 26, 2020 ACPDR meeting minutes and Schematic Design Approval Conditions

## 8. Authors of the Submission

Kalen Anderson, Vice President, Capital Planning Branch (CP)



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

Martin Barakengera, Chief, Federal Land Use & Transaction Approvals (CP)

Marion Gale, Senior Land Use Planner, Federal Land Use & Transaction Approvals (CP)

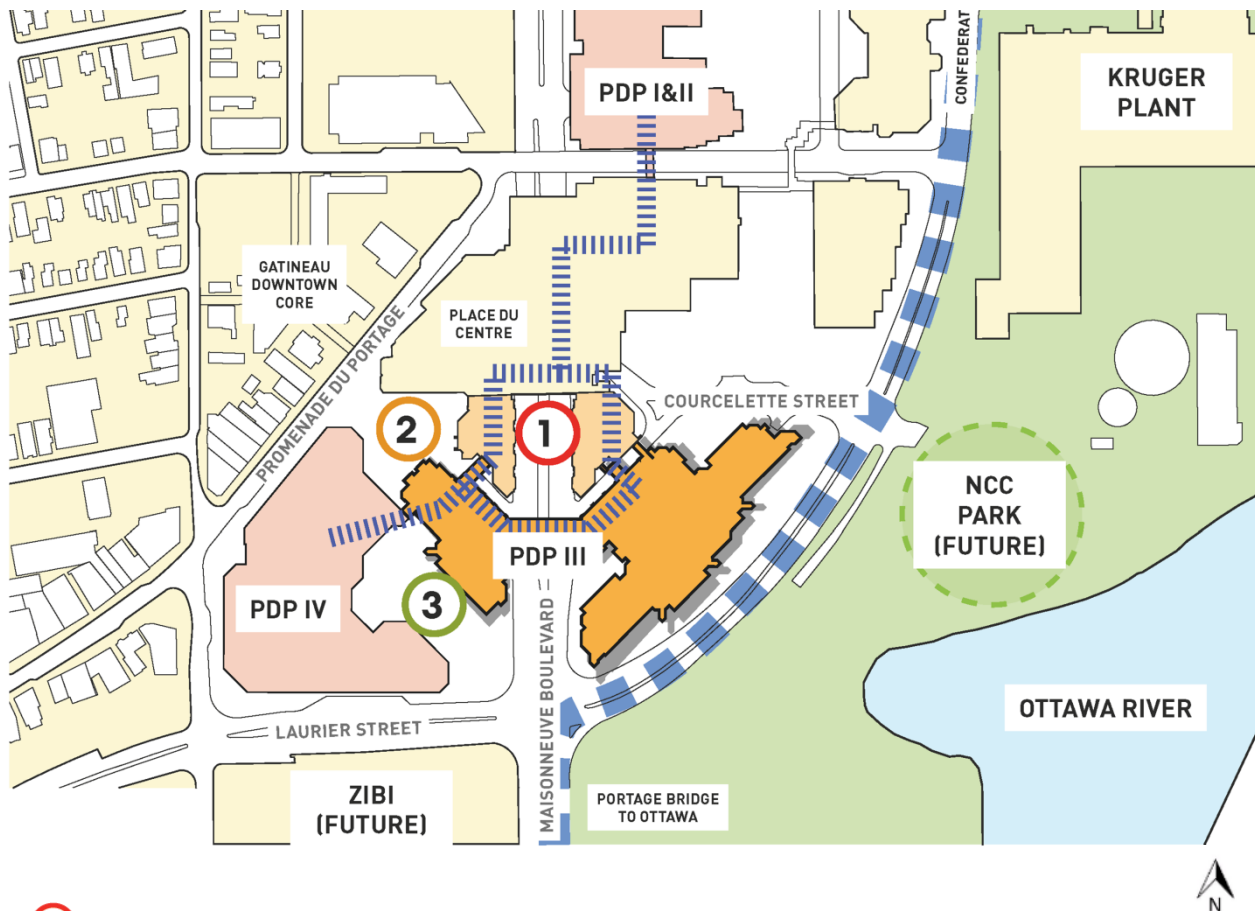
## Appendix A – Location Map



-  Confederation Boulevard
-  Place du Portage III Complex





**Appendix B – PDP III Context Map, Proposal Phases and Tower Identification**

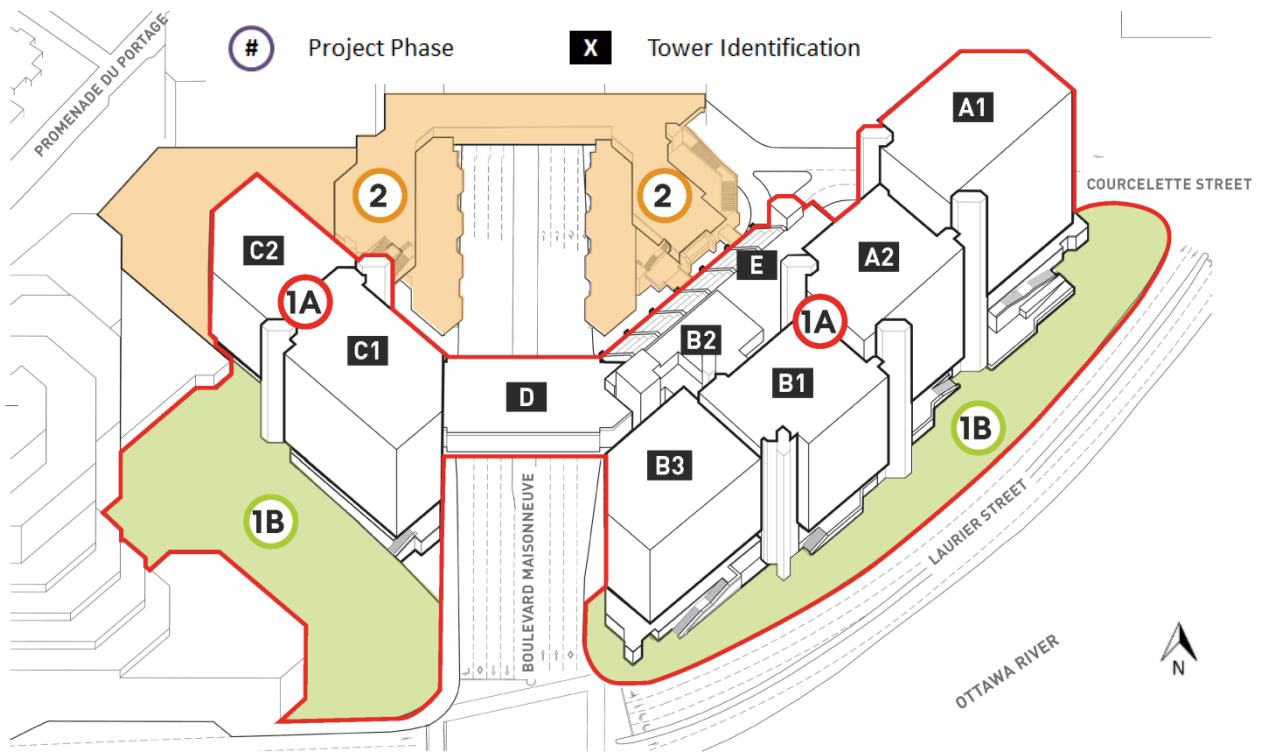
① Place d'Accueil

② Place Aubry

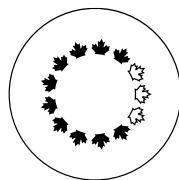
③ Wooded Area

Interior Pedestrian Connection  
between PDP I, II, III, IV

Confederation Boulevard



View of south face of existing building



## NATIONAL CAPITAL COMMISSION COMMISSION DE LA CAPITALE NATIONALE

Excerpt of the Minutes of the

Advisory Committee  
on Planning, Design and Realty

Meeting of November 26 and 27, 2020

2020-P213 - Developed Design for Asset  
and Workplace Renewal of Place du Portage  
III (PDP3) Complex – Phase 1 (C)

The committee has not approved these minutes yet.

Members received a presentation on the developed design for asset and workplace renewal of Place du Portage III Complex – Phase 1. They provided the following comments:

### Overall

- Members appreciated responses to previous comments, including:
  - the opening of the podium;
  - more transparency and human scale.
- Attention should be focused on the experience of the building's façade from afar to match the improved human-scale pedestrian experience at grade.

### Architecture

- Horizontal elements should be emphasized to keep the essence of the original complex, as recognized by FHBRO.

Extrait du procès-verbal du

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

Séance des 26 et 27 novembre 2020

2020-P213 - Conception détaillée de la  
rénovation des actifs et des lieux de travail du  
complexe Place du Portage III (PDP III) –  
Phase 1 (C)

Le comité n'a pas encore approuvé ce procès-verbal

Les membres assistent à une présentation sur la conception détaillée de la rénovation des actifs et des lieux de travail du complexe Place du Portage III – Phase 1. Ils font les commentaires suivants :

### Ensemble

- Les membres apprécient les réactions aux commentaires précédents, y compris :
  - l'ouverture du basilaire;
  - plus de transparence et d'échelle humaine.
- On devrait concentrer l'attention sur l'expérience de la façade du bâtiment de loin pour l'harmoniser avec l'expérience améliorée à l'échelle humaine au niveau de la rue.

### Architecture

- On devrait souligner les éléments horizontaux pour conserver l'essence du complexe original, tel qu'il est reconnu par le BEÉFP.

2020-P213 - Developed Design for Asset  
and Workplace Renewal of Place du Portage  
III (PDP3) Complex – Phase 1 (C)

2020-P213 - Conception détaillée de la  
rénovation des actifs et des lieux de travail du  
complexe Place du Portage III (PDP III) –  
Phase 1 (C)

The committee has not approved these minutes yet.

Le comité n'a pas encore approuvé ce procès-verbal

- The bridge over Maisonneuve could be even lighter, alleviating the sense of heavy barrier.

- Le pont au-dessus de Maisonneuve pourrait être encore plus affiné, pour atténuer l'impression de barrière.

Landscape

Aménagement paysager

- Street trees on the east side of Laurier are appreciated.
- The curvilinear design on the West side seems forced, especially when we observe the effect of the inner partition wall on the plaza.
- The pathway makes sense if the destination can be seen, since there is little reason to venture in that space – added visual connection to Place Aubry is excellent.

- On apprécie les arbres de rue du côté est de Laurier.
- La conception curvilinéaire du côté ouest semble forcée, en particulier lorsqu'on observe l'effet de la cloison interne sur la place.
- Le sentier a du sens si la destination peut-être entrevue, puisqu'il existe peu de raisons de s'aventurer dans cet espace – la connexion visuelle à la place Aubry qui a été ajoutée est excellente.

Public Transit

Transport en commun

- Once the transit plans are finalised, public transit will need to be fully integrated with the complex, beyond just bus shelters.

- Une fois que les plans de transport en commun auront été finalisés, le transport en commun devra être entièrement intégré au complexe, au-delà des abris d'autobus.

Committee Secretary

Secrétaire des comités

CAROLINE BIED

## Extract of Spring 2020 Schematic Design Approval Conditions

### **APPROVAL AND CONDITIONS**

FEDERAL LAND USE AND DESIGN APPROVAL FOR THE SCHEMATIC DESIGN FOR ASSET AND WORKPLACE RENEWAL OF PLACE DU PORTAGE III (PDP3) IS HEREBY GRANTED, PURSUANT TO THE NATIONAL CAPITAL ACT, SUBJECT TO THE FOLLOWING CONDITIONS:

### **GENERAL CONDITIONS**

- 1.1 The final developed design of the Proposal is to be prepared and submitted by the Proponent to the NCC for review as a Level 3 project and, when satisfactory, approval, prior to construction.
- 1.2 The developed design submitted for approval is to be consistent with the designs and plans submitted as part of this Schematic Design approval.
- 1.3 The NCC, in approving any plans, drawings and/or specifications, is not making any representations, nor is the NCC undertaking any responsibility of engineering, architectural or landscape architectural nature; the Proponents and the Contractor hereby assuming all such liability and risk.
- 1.4 The Proponent must satisfy the requirements of all other regulatory authorities and comply with all applicable laws and regulations related to the design of the Proposal.
- 1.5 Any related project or second phase of the Proposal that addresses the public spaces on the North side of the building is to be submitted to the NCC for review, and when satisfactory, approval, prior to construction.

## **LAND USE CONDITIONS**

- 2.1 Ground floor and other public access lower level areas are to have primary land uses of retail and/or restaurant. Passive uses such as office or storage are not permitted on lower levels.
- 2.2 Upper levels are to have a primary land use of federal accommodations, including office space.
- 2.3 In preparation for the developed design approval, the Proponent will undertake such transportation studies and modelling as are required to:
  - (a) define a target modal split for anticipated daily travel volumes to and from the site,
  - (b) develop appropriate design and programmatic elements to manage transportation demand so as to achieve the aforementioned target, and
  - (c) inform the elements of site design required to accommodate anticipated pedestrian and vehicular movements.

## **DESIGN CONDITIONS**

- 3.1 The issues raised by the ACPDR (see Appendix C) must be resolved to the satisfaction of the NCC Board through the developed design approval process.
- 3.2 The developed design of both the architecture and landscape is to achieve a high quality ‘in the round’ that responds to the location of the proposal in the Capital Core Area and fronting onto Confederation Boulevard. In particular, it should respect the guidance and requirements outlined in the following documents:
  - (a) Standards and Guidelines for the Conservation of Historic Places in Canada (2010),
  - (b) Confederation Boulevard Guidelines (2011), and
  - (c) Canada’s Capital Views Protection (2007).
- 3.3 In preparation for the developed design approval, the Proponent will participate in design discussions and workshops with key partners, including the City of Gatineau and the NCC, as relates to adjacent projects such as the Laurier Street redesign and Kruger Park development to ensure these projects are accounted for in the developed design.

## **LANDSCAPE CONDITIONS**

- 4.1 Details of landscape design, including soil levels, species selection/planting list, retention of existing trees, creation of habitat, choice of materials and other related considerations are to be defined as part of the developed design approval.
- 4.2 In anticipation of the developed design approval process, the Proponent should ensure that the proposed landscape design:
  - (a) provides a comfortable and attractive environment for users in all seasons,
  - (b) includes winter-adapted vegetation, with particular regard for selecting salt and drought tolerant species adapted to urban settings near roadways, and
  - (c) incorporates Indigenous perspectives.

## **LIGHTING**

- 5.1 As part of the developed design approval, the Proponent must submit a lighting concept which respects the Capital Illumination Plan (2017-2027).
- 5.2 The lighting concept for the exterior of the building shall be developed under sustainable development principles, including bird and species at risk friendly design, and be responsive to site's location on Confederation Boulevard and within the Gatineau skyline.
- 5.3 Landscape lighting should be used to enhance safety and security on site, and promote the use of exterior spaces.

## **PUBLIC ART**

- 6.1 As part of the developed design approval, the Proponent will provide further details regarding the public art components of the project, including incorporation of Indigenous perspectives and art, as appropriate.

## **ENVIRONMENTAL CONDITIONS**

- 7.1 The Proponent will undertake an Impact Assessment per the *IAA* as part of developed design approval.

## **HERITAGE AND ARCHAEOLOGICAL CONDITIONS**

- 8.1 The project will adhere to the *Standards and Guidelines for the Conservation of Historic Places in Canada* (2010).

## **LAND USE / DESIGN / ENVIRONMENTAL MONITORING**

- 9.1 Monitoring of these conditions will be responsibility of the NCC Federal Approvals Manager.

## **REAL ESTATE TRANSACTION**

- 10.1 No conditions apply.

<b>ACCESS TO INFORMATION ACT</b>
The Proponent acknowledges and understands that the NCC is subject to the provisions of the <i>Access to Information Act</i> and may, as a result of a request under that Act, be required to release this Approval, or any other documents arising out of, or related to, this Approval.