NATIONAL CAPITAL COMMISSION COMMISSION DE LA CAPITALE NATIONALE		**No.**	2023-P268
		To	Board
For	DECISION	**Date**	2024-04-18

Subject/Title

National Printing Bureau Rehabilitation – 45 Boulevard Sacré-Coeur, Gatineau – 100% Schematic Design

Summary

- The purpose of this submission is to obtain approval for the 100% Schematic Design of the rehabilitation of the National Printing Bureau (NPB) and Central Heating and Cooling Plant (CHCP) buildings by the National Capital Commission's (NCC) Board of Directors.
- The NPB and CHCP are "Classified" federal heritage buildings and will be rehabilitated and retrofitted to accommodate Government of Canada tenants with special purpose and/or security requirements.
- Building on the Site Master Plan (approved January 2023), the Schematic Design identifies:
    - the rehabilitation treatments for the NPB and CHCP and the elements requiring replacement;
    - the addition of a new penthouse to the NPB;
    - construction of a new connected podium and underground "Service Centre" facility; and,
    - renovation and retrofit of the interior spaces to support conversion for the anticipated Government of Canada tenants, including special purpose spaces, secure functions, science labs and related office accommodations.
- No construction is being recommended for approval at this time. Following the Schematic Design approval and project approval, the Developed Design stage will be initiated. Outstanding NCC comments and the site landscape will be addressed in the next stage.

Risk Summary

- There are no risks to the National Capital Commission (NCC) associated with the schematic design stage of this external project.

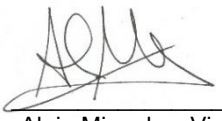
Recommendation

- That the Federal Land Use Approval (FLUA) for National Printing Bureau Rehabilitation – 45 Boulevard Sacré-Coeur, Gatineau – 100% Schematic Design be granted, pursuant to section 12 of the *National Capital Act*, subject to the following conditions:

- That the Proponent address the recommendations of the Federal Heritage Buildings Committee (FHBC), provided on August 4, 2023, to the satisfaction of NCC staff, at the Developed Design stage.
- That the Proponent submit the required information and implement the direction provided by NCC staff in the letter “Re: ACPDR and NCC Staff Comments for IAMIS 25558 - 45 Sacré-Coeur Boulevard (National Printing Bureau) Site Redevelopment - 100% Schematic Design” on October 30, 2023.

- That the preparation and signature of the FLUA documents be delegated to the Vice-President, Capital Planning Branch.

Submitted by:



Alain Miguelez, Vice-President, Capital Planning Branch

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 – Priority #2:
  - Plan, rehabilitate and revitalize key assets and transportation networks in the National Capital Region.
- NCC Corporate Plan 2023-2024 to 2027-2028 – Priority #4:
  - Demonstrate national leadership in achieving an environmentally sustainable and climate-resilient National Capital Region.
- Federal Government initiatives:
  - Pan-Canadian Framework on Clean Growth and Climate Change
  - Federal Sustainable Development Strategy, 2022–2026 (2022)
  - Greening Government Initiative

2. Authority

National Capital Act, section 12.

3. Context

Project Background

The Proposal affects a site owned by Public Services and Procurement Canada (PSPC or the "Proponent") located at 45 Boulevard Sacré-Coeur (see Appendix A), in the Capital Core Area, along the northern edge of the Ville de Gatineau's Downtown District on the Island of Hull. The site has an area of approximately 100,300 square metres (10 hectares). The 45 Sacré-Coeur site has two "Classified" federal heritage buildings: the National Printing Bureau (NPB) and the associated Central Heating and Cooling Plant (CHCP) that were constructed between 1949 and 1956 to the designs of Ernest Cormier. The NPB was built to be the printing facility for the Queen's Printer. Over time, it has been occupied by numerous federal departments, including high-security tenants.

The proposal is for a renovation and retrofit of the NPB to accommodate new and existing Government of Canada tenants with special purpose and/or security requirements, as well as science labs and associated office spaces. Tenants will likely include the Parks Canada and Canadian Conservation Institute Cultural Heritage Sciences program. The 45 Sacré-Coeur site was selected because it is a Crown-owned facility and the existing buildings and site can accommodate the functional and operational requirements of the prospective tenants.

The scope of work also includes the rehabilitation of the CHCP, site improvements, rationalization of services and landscape. The future use of the CHCP is still under consideration. Within the approved Site Master Plan, space is being reserved at the rear of the NPB for the addition of two new office towers in the longer-term (not included within the current proposal; approved by the NCC's Board of Directors in January 2023 – see Appendix B).

The project is currently paused at the conclusion of the schematic design stage as PSPC confirms budget, tenants (and therefore functional requirements), and schedule for the rehabilitation works. It is therefore possible that significant changes will be made to the proposed design through the developed design stage, both to address NCC comments and updated functional requirements.

The 100% Schematic Design was also reviewed by the Federal Heritage Buildings Review Office (FHBRO) and was most recently presented to the Federal Heritage Buildings Committee (FHBC) on June 21, 2023. FHBC recommendations were received on August 4, 2023, and will be integrated at the developed design stage.

Related approvals

The Site Master Plan (approved January 2023) establishes the basic structure and functions of the site to inform the current proposal and potential future long-term projects. The approved master plan includes removal of an annex building on the north side of the NPB that houses secure functions (approved in 2018). The demolition of the recent annex is required to support the accommodation of the secure functions alongside new tenants (annex functions to be relocated into the proposed underground Service Centre) and rehabilitation of the NPB, CHCP and surrounding site in keeping with the proposed heritage conservation approach.

PSPC is currently constructing the Modernized Gatineau Energy Centre (MGEC) as part of the Energy Services and Acquisition Program (ESAP) on the adjacent site (to the east), which includes a large public park. The MGEC 99% Developed Design was approved by the NCC's Board of Directors in April 2023. Access to the MGEC site from Boulevard Sacré-Coeur and utility servicing will be shared with the 45 Sacré-Coeur site. Landscaping is being coordinated across the two sites to enable a continuous pedestrian experience for the public accessing the outdoor amenity areas. The MGEC project is using a portion of the 45 Sacré-Coeur site as a temporary construction area, which resulted in the removal of trees and the lost trees are to be compensated as part of the implementation of the 45 Sacré-Coeur rehabilitation project.

Proposal (100% Schematic Design)

The proposal focuses on a rehabilitation of the NPB and the CHCP buildings that will bring them up to code, ensure barrier-free access to all spaces, and implement the GC workplace philosophy and government targets, while preserving or restoring their heritage character defining elements. The rehabilitation will address the interior and exterior of the

buildings. Upgrades and modifications to the site landscape, while included in the scope of the rehabilitation project, are not presented as part of this approval (Schematic Design stage). They will be further reviewed for alignment with key government policies, heritage conservation efforts and tenant security requirements before being recommended for approval at the Developed Design stage.

Proposal objectives:

Heritage:

- Respect and integrate the 'Classified' heritage designation established for the NPB and the CHCP buildings.
- Maintain the pavilion form of the NPB and the CHCP buildings so that all the facades can be viewed prominently from a distance.
- Rehabilitate all character-defining elements original to the site and its buildings such as the NPB and the CHCP building envelopes, interior terra cotta walls, prominent original interior spaces and finishes, etc.
- Maintain and respect the homogeneous material palette and industrial rectilinear character of the buildings.

Sustainability:

- Transform the 45 Sacré-Coeur from a poorly performing, energy consuming site to net-zero carbon, relying on ESAP MGEC clean energy supply. The National Printing Bureau is currently the second-largest GHG emitter is PSPC's portfolio.
- Modernize the building systems to meet today's standards of safety, energy performance, reduced water consumption and occupant wellness.

Accessibility and community:

- Provide universal accessibility.
- Support Indigenous reconciliation through design, as well as inclusion of specialized facilities for welcoming and analysing cultural artifacts through the Cultural Heritage Sciences program.

Security:

- Provide a long-term security enterprise solution and accommodation for scientific organizations through integration of unobtrusive security features within the buildings and site landscape.
- Focus on security requirements that may strengthen the international perception of Canada as a credible and trusted security partner and lead to improved national security outcomes for Canadians.

- Centralize the provision of security and scientific requirements to reduce costs (reduce need to replicate highly-specialized requirements in multiple locations).
- Provide segregated and secure material handling space.

Building Rehabilitation:

The interior work for the NPB will be a primary treatment of rehabilitation to transition the building from a primarily industrial space to a people-oriented space that can be adapted for a variety of uses including offices and laboratory-type spaces. High heritage spaces and character defining elements such as the main entry hall, wood-panelled offices and the terra cotta block walls will be retained and repaired, with the main entry hall becoming once again the primary entrance for users coming from the south. New north-south circulation corridors will be added within the heart of the building, while respecting the axial symmetry of the building plan.

At the schematic design stage, it is planned that the interior work for the CHCP will be limited to base building upgrades, including the decommissioning of existing mechanical and electrical equipment (no longer required for ESAP) and heritage rehabilitation. Interventions would ensure the CHCP structure is effectively conserved and ready for eventual occupancy by a tenant and function yet to be determined, while retaining flexibility. A potential tenant use of the CHCP has been proposed, and if confirmed, the interior treatment of the CHCP will be revised in the developed design stage.

The exterior work will use a combination of rehabilitation conservation treatments, and some replacement of original elements. The majority of the existing original fabric (granite-clad walls, NPB exterior curtain wall and cast stone of the CHCP chimneys, many of the windows including the exterior curtain wall) will be rehabilitated and repaired, including reversal of unsympathetic additions or modifications, such as restoring the central main entrance as the primary building access and adding universal accessibility features, and replacing non-original doors with new aluminum-framed doors that match the original design intent. Modification of the existing structures and replacement of some of the fabric of the NPB and CHCP will focus on increased energy efficiency of the buildings through added insulation and replacement of the window systems or portions thereof where reuse cannot meet the energy efficiency targets.

New additions:

A fourth-floor penthouse that is stepped back from the existing building facade will be added to the NPB building to house mechanical equipment. The massing of the penthouse will be refined at the developed design stage once tenancy service requirements are confirmed.

- The addition is inspired by the penthouse included in Ernest Cormier’s 1950 elevation drawings for the NPB that were never implemented. It will replace the existing multiple small mechanical penthouses on the roof, and only two elevator mechanical rooms will remain above the penthouse.

- The proposed cladding is perforated aluminum panels. Use of aluminum pays homage to its pioneering use in the windows and curtain walls of the heritage building while having an updated finish to meet contemporary needs and durability. The aluminum panel perforation or digital cutting would potentially incorporate Indigenous design references or other collaborative storytelling with the building's users and/or local community. The penthouse graphic will be defined in the developed design stage.
- The size of the penthouse has been minimized by locating some of the mechanical equipment in the basement level.
- New skylights will also be added at the existing roof level to allow daylight infiltration to the interior north-south circulation spines within the building.
- Structural upgrades of the existing building roof will be required to support the penthouse and anticipated snow loading.

The NPB Annex built in 2018 will be demolished, and the existing material handling area at the rear of the NPB will be converted into a new programmatic space available to the building users and a new north pedestrian entrance located on the main building axis. The materiality and detailing of the north entrance will be developed with the intention of creating a distinguishable and subordinate intervention.

A new 1,925-square metre underground/podium Service Centre is proposed to the north of the NPB, extending under the CHCP. The Service Centre will house material handling and testing facilities. Emergency generators and fuel tanks will also be housed underground, north of the Service Centre.

- The Service Centre provides unified and interconnected services to the NPB and the CHCP at basement level.
- The visible parts of the Service Centre (podium structure) will use concrete and aluminum panel cladding, green roof systems, and reflective or high-albedo surfaces.
- Two above grade ventilation shafts for the Service Centre are proposed on either side of the northern edge of the CHCP, and the generator building will have three above-grade exhaust stacks distributed symmetrically from the centreline of the CHCP.
- The visual impact from the highway of at or above grade structures will be studied and design approaches identified during the developed design stage to minimize negative impacts to the heritage landscape.

4. NCC Staff Analysis

The 100% Schematic Design proposal generally meets the requirements and objectives of applicable NCC plans and government policies with a high-quality heritage conservation approach. PSPC has confirmed their intent to address outstanding requirements and recommendations related to site plan, landscape, architecture and environment to the satisfaction of the NCC through the Developed Design process.

<u>Alignment with NCC Plans:</u>

Plan for Canada's Capital, 2017 to 2067 (2017)

- The site improvements and rehabilitation of the existing federal heritage buildings will support the long-term integration of the site with its context and the urban fabric of the community. There is a plan to make site amenities and the rehabilitated lobby space publicly accessible to improve the interface and quality of experience for the surrounding community.
- Rehabilitation of key buildings within the Capital Core Area to enable long-term location of federal departments, crown corporations and agencies within this sector, and inner-urban transit-oriented sites in particular.
- Security measures will be landscape-integrated and at the building edge, meeting the security requirements of the tenants while maintaining the open character of the site.
- The rehabilitation of federal heritage buildings will contribute positively to the character of the Capital.

Canada's Capital Core Area Sector Plan (2005)

- The proposal is aligned with the federal land use of "Federal Accommodation (Office and Research Facilities)" and encourages the location of federal agencies and departments in the Core Area.
- Rehabilitation of the existing buildings to provide additional office space supports the government policy guideline of locating approximately 25% of federal employees in the Quebec portion of the National Capital Region.
- Heritage considerations are balanced with the need to create healthy, safe and functional environments through targetted replacement of features that cannot be rehabilitated to meet modern standards, improvement of interior spaces such as penetration of natural light deeper into the floorplate and addition of key structures such as improved building entrances, a mechanical penthouse and new material handling facility. These interventions are designed so as to limit detrimental impacts to character-defining elements of the heritage buildings.
- The rehabilitation focuses on enhancing the energy efficiency of the buildings.
- The proposal includes public amenities and contributions to the public realm, and has the potential to provide an opportunity to the future tenants for public presentation or interaction through on-site information, art and interpretation in the rehabilitated NPB lobby, building architecture and/or landscape.

<u>Conditions for Developed Design</u>:

As the project was paused at the end of the Schematic Design stage, outstanding NCC and FHBRO comments will be integrated through the Developed Design stage. The Schematic Design approval letter would therefore include conditions requiring the following aspects of the project to be addressed or refined at the developed design stage.

- Development of a landscape design proposal to include:

  - Appropriate heritage conservation approach focusing on the landscape, and integrated with the rehabilitation of the buildings;
  - Improved sustainability features, including retention and expansion of the existing tree canopy;
  - High-quality public access to and community use of the site and adjacent MGEC site; and,
  - Consideration of views and experience from the highway to the North and community to the west.
  - Consideration of implementation timelines in the design, including planning for interim conditions and transition of the landscape to the intended end state (e.g. limiting non-essential tree removal).
- Integration and refinement of sustainability and ecological features:
  - Validation of the plan to achieve net zero emissions by 2050 and to meet climate change resiliency requirements per the Strategic Assessment of Climate Change
  - Onsite stormwater management
  - Transportation Demand Management programs and policies
  - Mitigation of heat island effects, including reduction of dedicated vehicular spaces (e.g. drive aisle width)
  - Integrating bird-safe design features to the site and building
- Refinement of the Indigenous representation in the architecture and landscape
- Application of the Standards and Guidelines for the Conservation of Historic Places in Canada, and resolution of FHBC recommendations
- Application of GBA+ Analysis results in the architecture and landscape design

5. Financial Details

- This is an external project. Therefore, financial details are not available.

6. Opportunities and Expected Results

- PSPC’s redevelopment of the 45 Sacré-Coeur site will support the implementation of key policies and objectives identified in the NCC’s planning framework, as well as the rehabilitation of two ‘Classified’ federal heritage buildings.

7. Alignment with Government and NCC Policies

- An Environmental Effects Evaluation will be completed for this project as part of the determination under the *Impact Assessment Act* in the developed design stage of the project.
- The Proposal is aligned with the *Federal Sustainable Development Strategy*, 2022–2026 (2022), which PSPC is responsible for following.
- Gender-based Analysis Plus assessment will be required as part of the developed design stage.

8. Risks and Mitigation Measures

Risk	Likelihood	Impact	Mitigation Measure
Implementation of design changes to address NCC requirements and recommendations identified at the schematic design stage. A proponent would typically be expected to address relevant comments prior to schematic design approval, however due to the project being paused, no changes could be incorporated following the August 2023 ACPDR presentation. There is a risk that the comments will not be effectively addressed during the developed design stage.	Low	Moderate	1. NCC staff provided comments to inform future stages of design and submission requirements in Fall 2023. NCC staff expectations regarding the design development stage were acknowledged by PSPC. 2. The schematic design approval letter will include conditions requiring outstanding requirements and recommendations to be addressed. 3. The developed design will not be recommended for approval until the outstanding requirements and recommendations have been addressed.

9. Public Engagement and Communications

- PSPC has been working closely with the Ville de Gatineau, the Société de transport de l'Outaouais (STO) and OC Transpo on the studies required for the project and its effective integration into the road and transit networks and community fabric. A presentation to the Ville de Gatineau will be provided once project approval is received.
- PSPC will be hosting an open house and a public consultation process after the project approval is received.

- Indigenous engagement on the project has been initiated and will continue through design development:
    - Engagement via a potential tenant group with elders from local Indigenous communities, including a tour of the NPB building.
    - The design and future construction management services includes an Indigenous Benefits Plan and participation of Indigenous firm(s).

10. Next Steps

- October 2024 – Anticipated Project Approval
- Spring 2025 onwards – Design Development project stage

11. List of Appendices

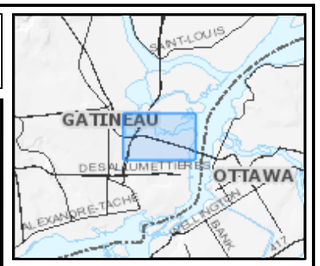
- Appendix A: Location Map
- Appendix B: Approved Site Plan
- Appendix C: Images of the Proposal

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
- Nicole Howard, Senior Architect, Federal Design Approvals, FAHA, CP
- Marion Gale, Senior Land Use Planner, Federal Land Use and Transactions Approvals, FAHA, CP

National Capital Commission
Commission de la capitale nationale

Site 45 Sacré-Cœur Site



Legend | Légende

45 Sacré-Coeur

MGEC Site
Site du CEGM

Notes

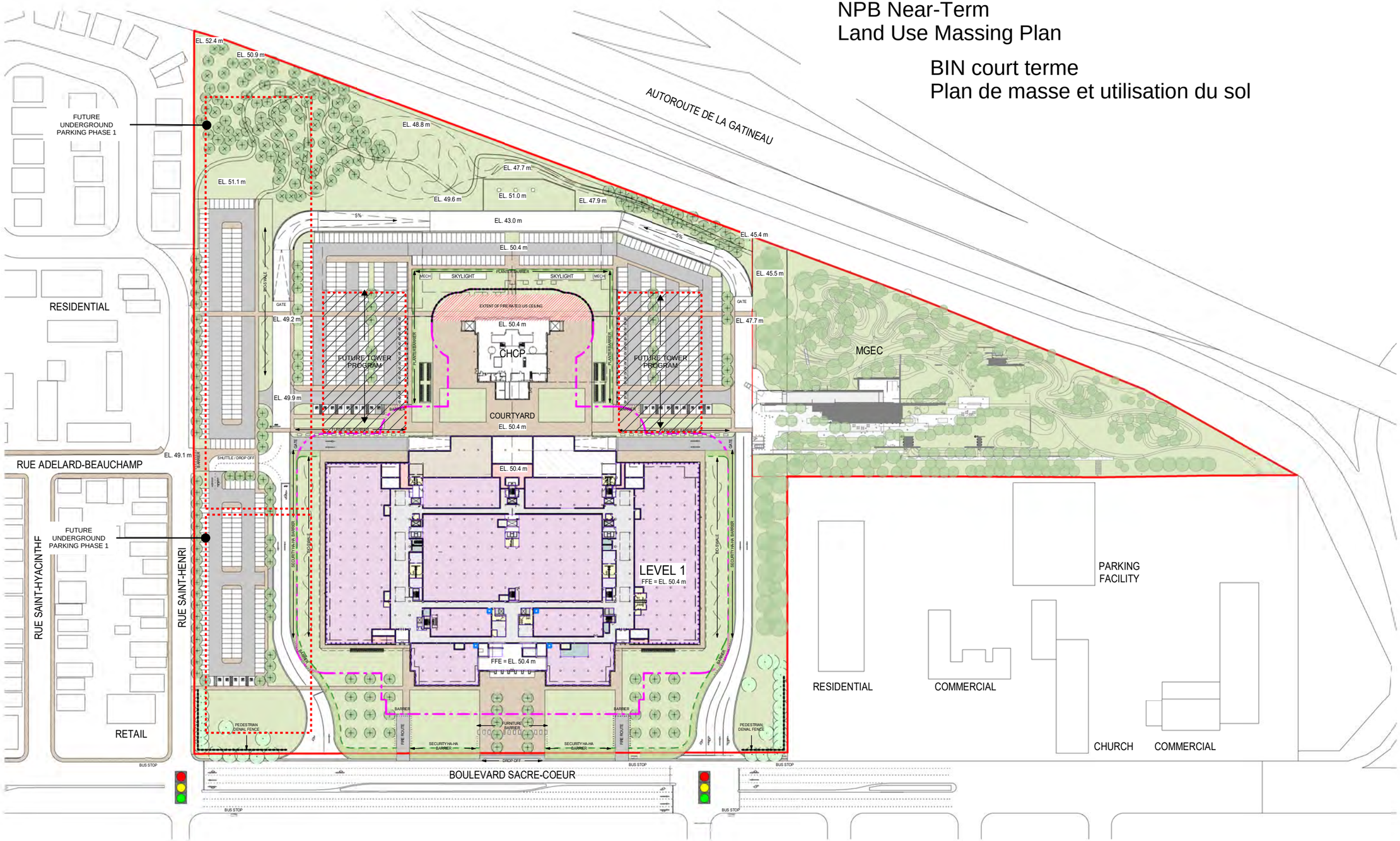
5000

0 250 500 m

2022-07-27

NPB Near-Term
Land Use Massing Plan

BIN court terme
Plan de masse et utilisation du sol



45 SACRE-COEUR PROJECT

WEEKLY REVIEW
2022/10/31

0.0 SCALE: 1:2000 100m

LEVEL 1_END STATE 1

NORR DMArchitectes

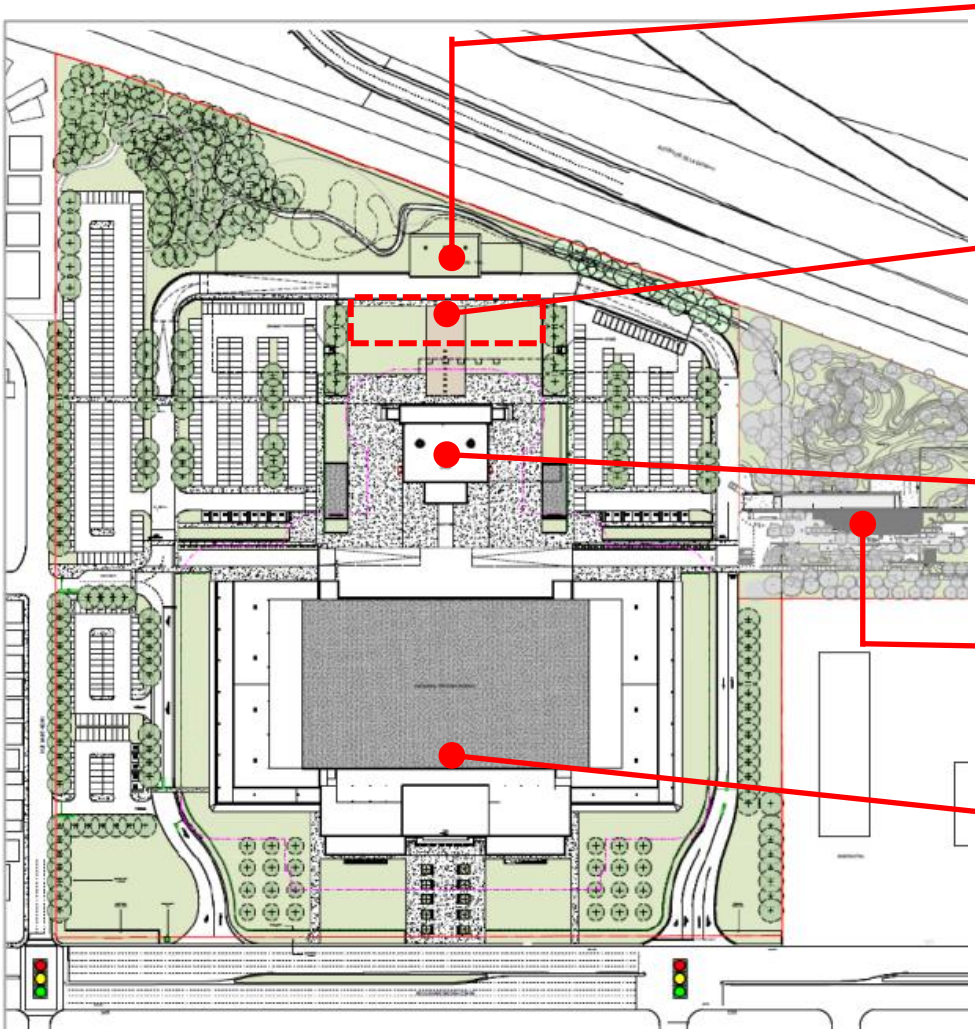
Public Services and Procurement Canada | Services publics et Approvisionnement Canada

ST-A2-01

Appendix C – Images of the Proposal
Annexe C – La proposition en images

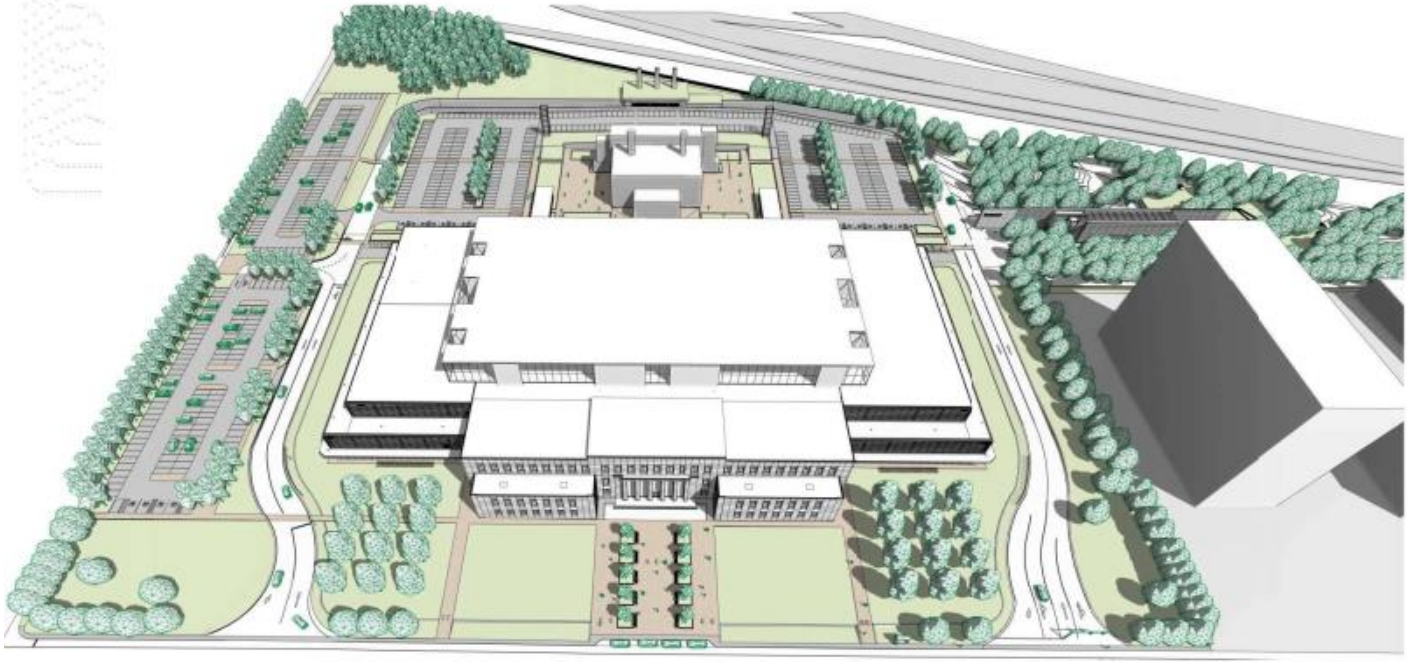
Aerial view of existing National Printing Bureau | Vue aérienne actuelle de l'imprimerie nationale

Overview – Planned interventions for current phase | Aperçu général – Interventions planifiées pour le stade actuel

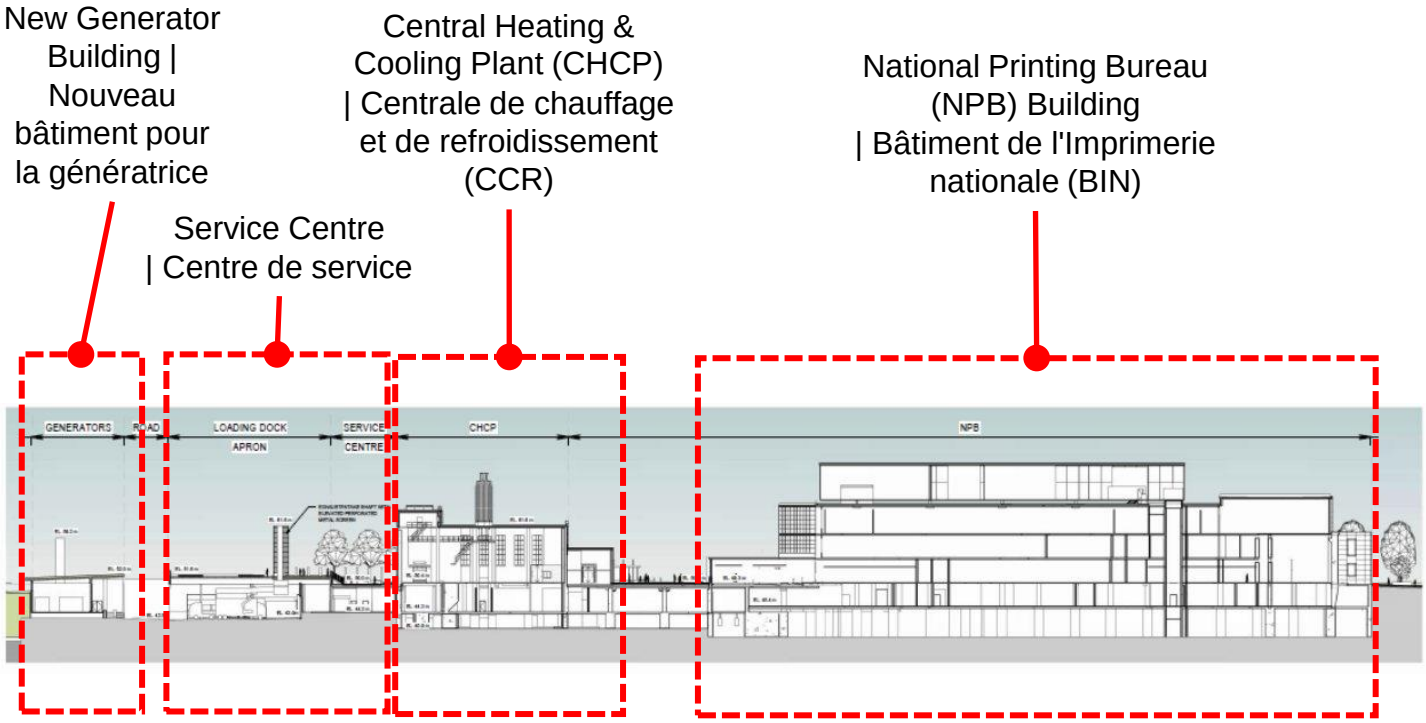


Site Plan | Plan du site

Overview | Aperçu général



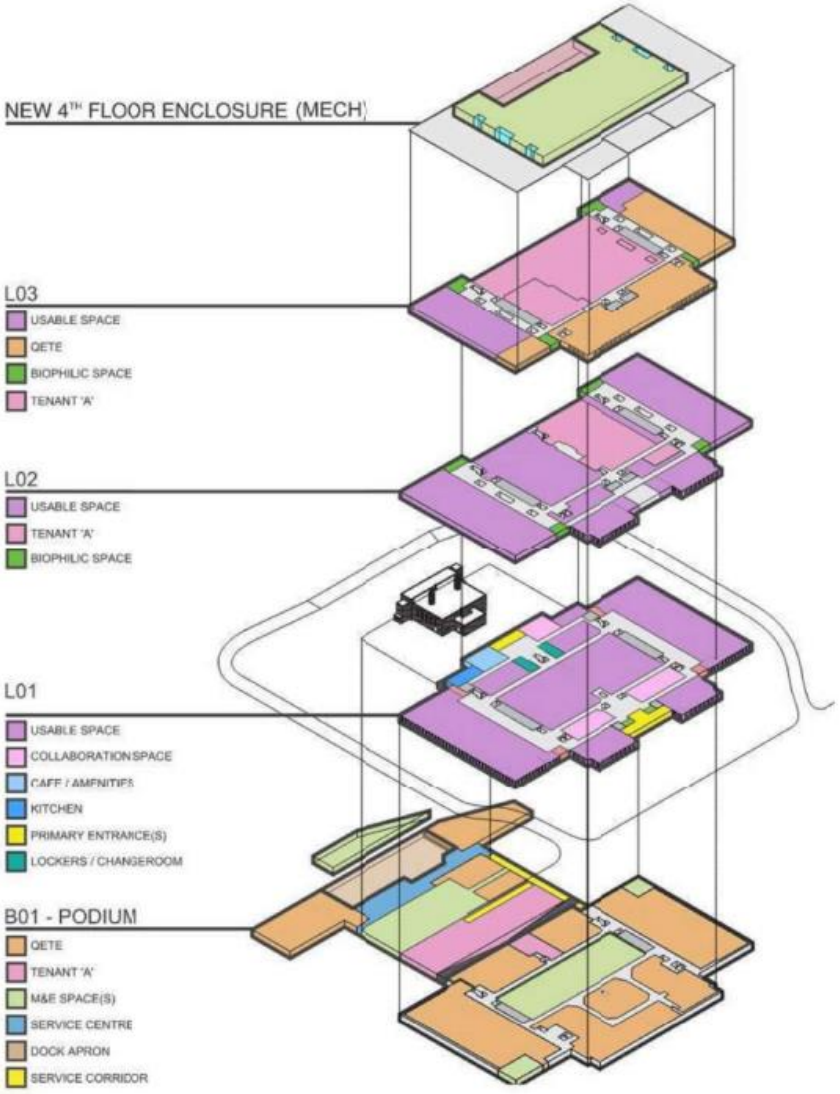
Axonometric view of overall proposal looking north
| Vue axonométrique de l'ensemble du projet en regardant vers le nord



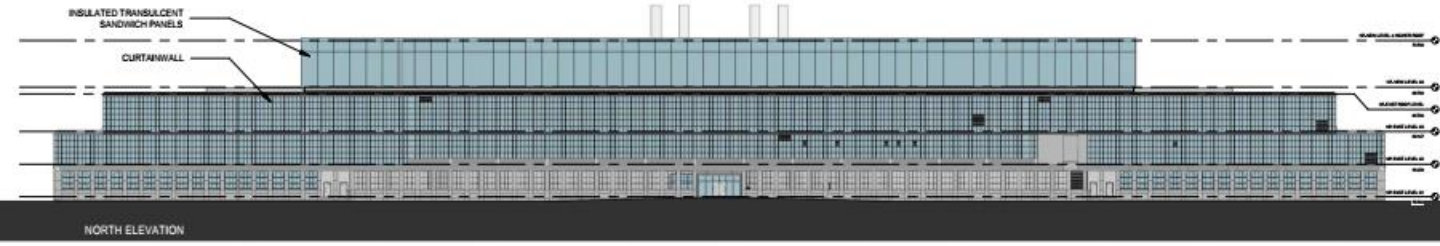
South – North Cross section | Sud – Coupe transversale nord

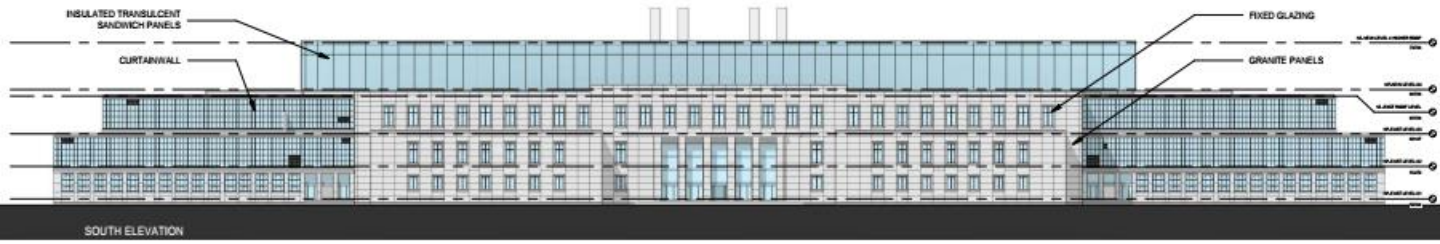
Architecture

Potential Functional Program | Programme fonctionnel potentiel



4th Floor Mechanical Penthouse | Édicule mécanique au 4ème étage





45 SACRE-COEUR PROJECT

ISSUED FOR 100% SDR
2023/04/14

NPB
NORTH & SOUTH ELEVATIONS

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Public Services and Procurement Canada | Services publics et Approvisionnement Canada

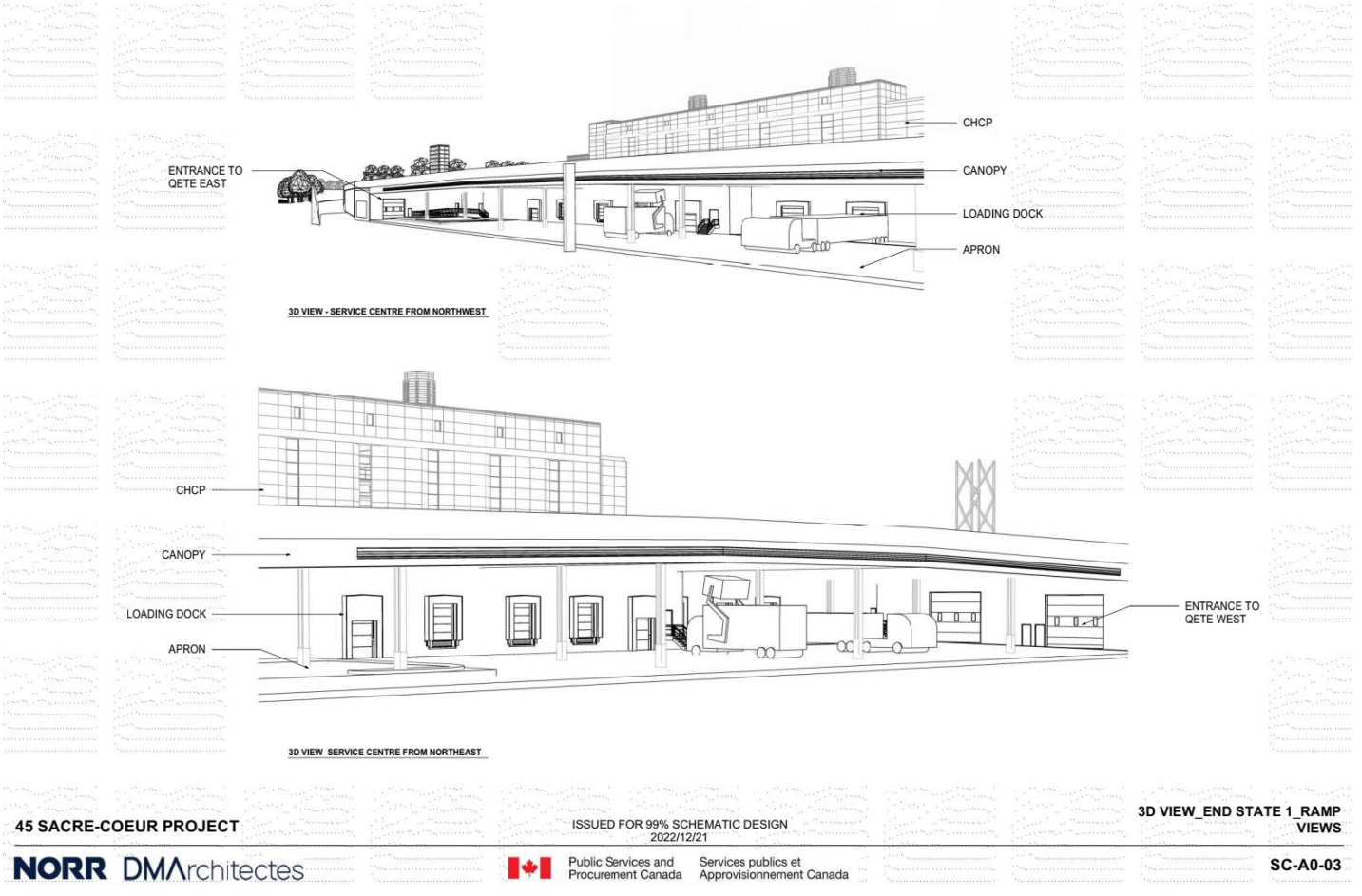
NP-A8-01

NPB North and South Elevations | Élévations nord et sud du BIN

4th Floor Mechanical Penthouse | Édicule mécanique au 4ème étage

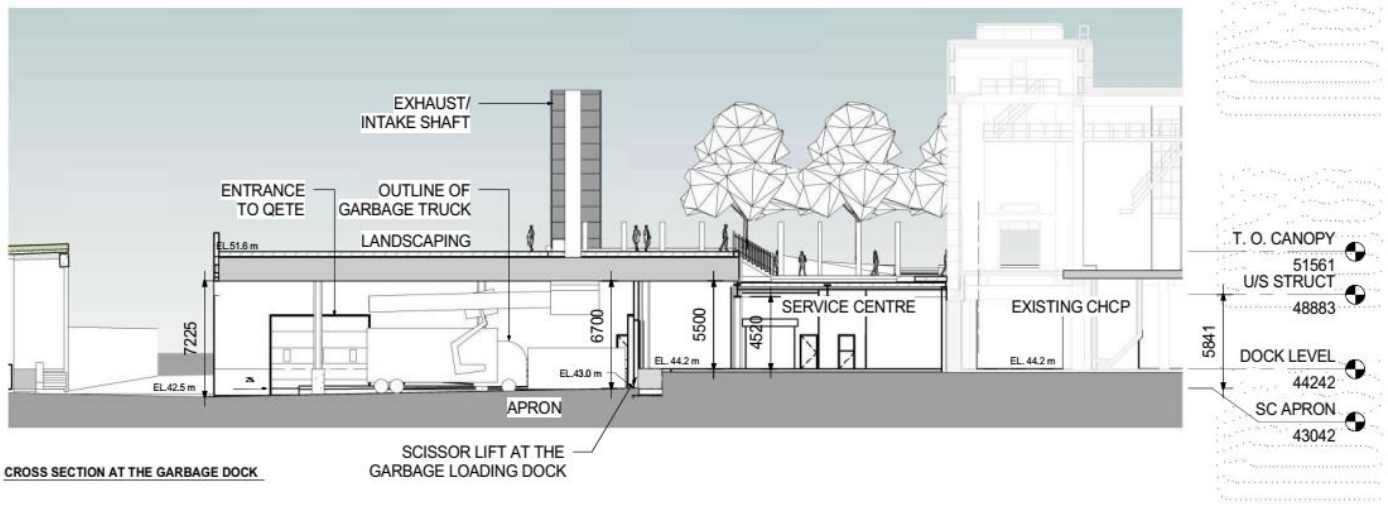
NPB East and West Elevations | Élévations est et ouest du BIN

Service Centre Loading Dock | Quai de chargement du centre de service



View from North of below-grade loading docks | Vue du nord des quais de chargement sous le niveau du sol

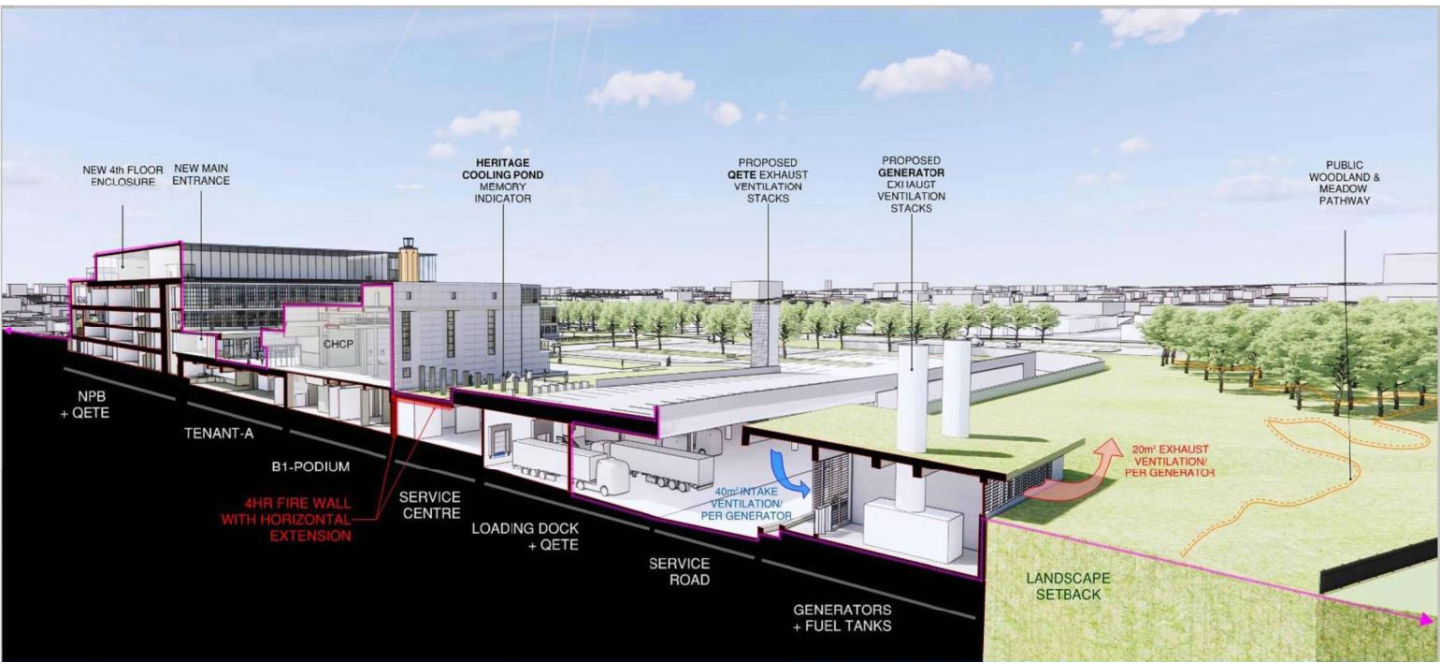
Service Centre Loading Dock | Quai de chargement du centre de service



CROSS SECTION AT THE GARBAGE DOCK

Section of Loading Dock and Service Centre | Section du quai de chargement et du centre de service

Service Centre Loading Dock | Quai de chargement du centre de service



Building Section | Section des bâtiments

Rendered Views – Résultats visuels

Rendered view from South-West on Sacré-Coeur | Vue rendue du sud-ouest sur Sacré-Coeur

South Main Entrance to NPB | Entrée principale sud du BIN

Rehabilitated Central Walkway. Source: *NORR-DMA*

Accessibility Ramps at Main Entrance. Source: *NORR-DMA*.

Proposed Benches along Central Walkway. Source: *NORR-DMA*

Northern Portion of Site | Section nord du site

Rendered views from North | Résultats visuels du nord

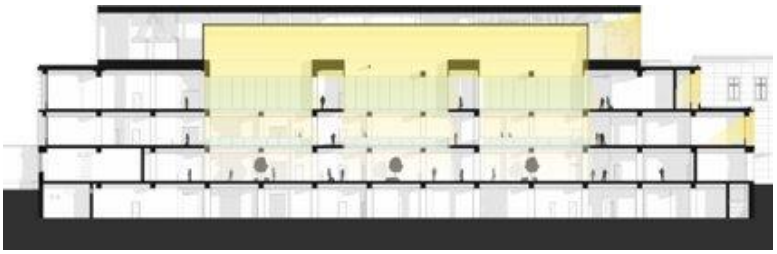
View from West of CHCP and New NPB North Main Entrance | Vue de l’ouest de la CCR et nouvelle entrée principale nord du BIN

Key Interior Spaces | Principaux espaces intérieurs

Lightwells in main circulation atrium – Puits de lumière dans le vestibule de circulation principal

South main entrance – Entrée principale sud

North main entrance – Entrée principale nord



Section through main circulation atrium – Section à travers le vestibule de circulation principal

Rendered view from North-West | Résultat visuel du nord-ouest