

Parliamentary and Judicial Precincts Area

# Site Capacity and Long Term Development Plan



2006 Update

Public Works and Government Services Canada . du Toit Allsopp Hillier

Diamond and Schmitt . McCormick Rankin . Goldsmith Borgal . Schollen+Company . Weaymouth+Associates



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# Executive Summary

This section can be read as a self-contained summary of the plan; which is then dealt with more thoroughly in the main report.

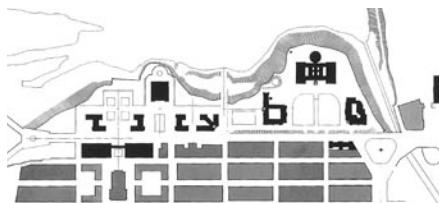
## Introduction

This Development Plan provides the essential direction for a major multi-phase 25-year program to upgrade the deteriorated buildings and landscape, and add much needed accommodation for those national institutions which together form the Parliamentary and Judicial Precincts Area.

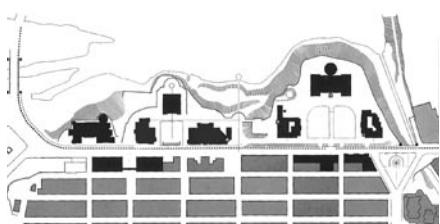
Implementing the Plan will meet the operational requirements of the institutions, preserve the heritage character of perhaps the most memorable composition of buildings in Canada; repair the degraded parts of the place; and take full advantage of the magnificent qualities and potential of the site.

The essence of the Plan is a set of planning and design principles that give direction to the extensive design work which will follow. They are crafted to endure over the 25-year life of the enterprise. They are straightforward enough to give unambiguous direction to future designers so that individual works will fit into the larger composition, yet they provide sufficient scope for creative interpretation by future design teams.

The Plan includes a demonstration in the form of plan drawings and digital model, to assist in visualising the meaning and intention of the planning and design principles.



i. Greber Plan, 1950



ii. Parliamentary Precinct Area Plan, 1987

## Learning from Past Plans

This plan, like its predecessor in 1987, is built on an analysis of the strengths and weaknesses of past planning efforts.

The original three-buildings-and-lawn plan for the Hill was outstandingly successful and it would be folly to substantially modify it. Proposals for the western plateau have followed three broad stylistic categories: a Beaux Arts “Campus” idea after the Federal Triangle in Washington, a gothic picturesque approach of free-standing buildings after the Hill, and the short-lived modernist matrix plans of the late 60’s and 70’s.

Greber’s plans of 1938 and 1950 are of particular significance because they articulated the picturesque compositional order which plays such an important part of this magnificent place, of which this generation of Canadians is privileged to be steward.

## Plan Implementation

The planning and design principles are to be followed in future designs, but are not intended to provide detailed architectural briefs for specific projects. Many of the topics covered by the principles will require independent detailed study.

Design guidelines, based on and expanding those principles which apply to a particular project, are required to form part of each design brief.



iii. Aerial view of the Precincts Area

## Summary of Planning and Design Principles

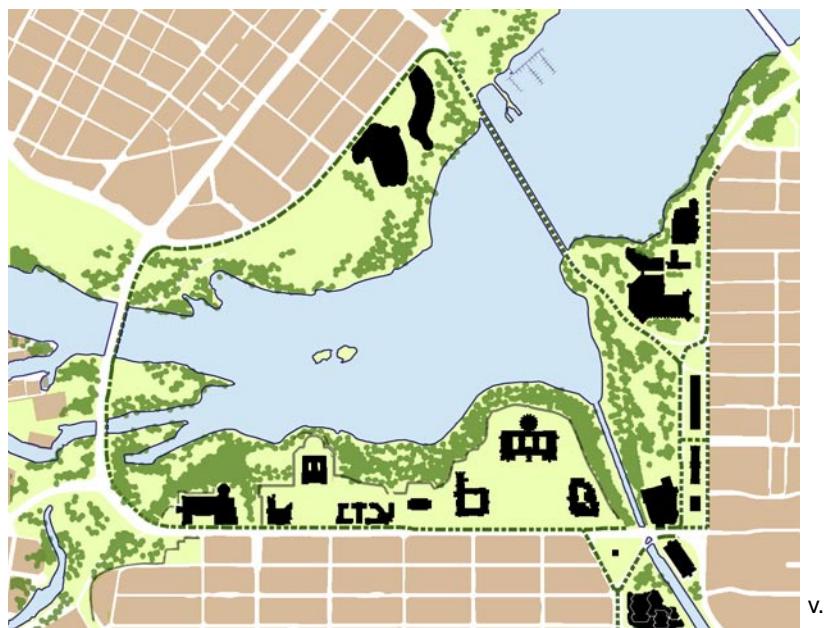
The Plan seeks to protect and build upon the special and remarkable qualities which characterize the Precincts and their setting at the centre of the National Capital. These special qualities reflect a unique and identifiable *Genius Loci* or “Spirit of Place”.

The foundations of the plan are the planning and design principles which extend and expand upon the characteristic qualities of this place.

***The Urban Setting:  
The Central Capital Landscape  
focused on the Ottawa River,  
framed by built-up city edges.***

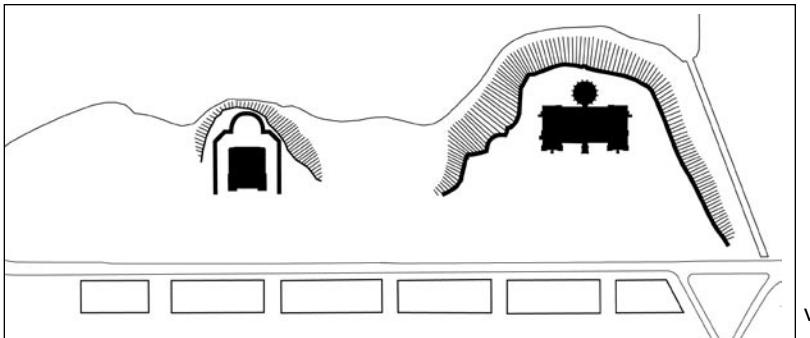


iv.



v.

Parliament Hill is the centre-piece of an urban composition comprised of a broad-scaled, river-focused landscape within which are sited the Nation's most important institutions. This Central Capital Landscape is framed by the built-up edges of the cities on both sides of the river and the ring of ceremonial routes - Confederation Boulevard. The picturesque compositions of free-standing buildings set in the landscape, contrast with the street-wall buildings on the regular pattern of streets and blocks. The design of the new buildings and landscapes should reinforce these patterns.

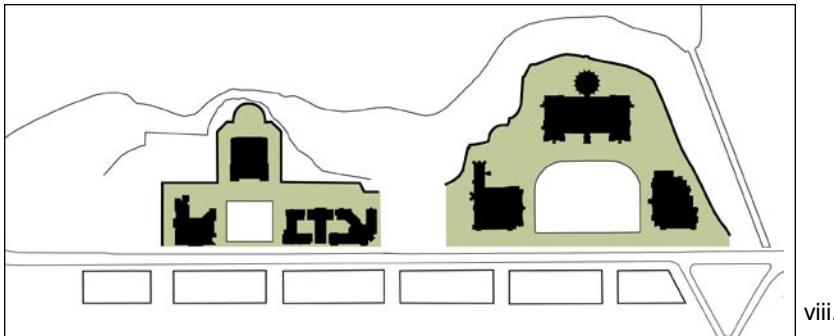


**Two Primary Symbols on Promontories**



vii.

The visual power of the two riverside promontories crowned by the Centre Block and the Supreme Court should be fully protected and supported in any new development.

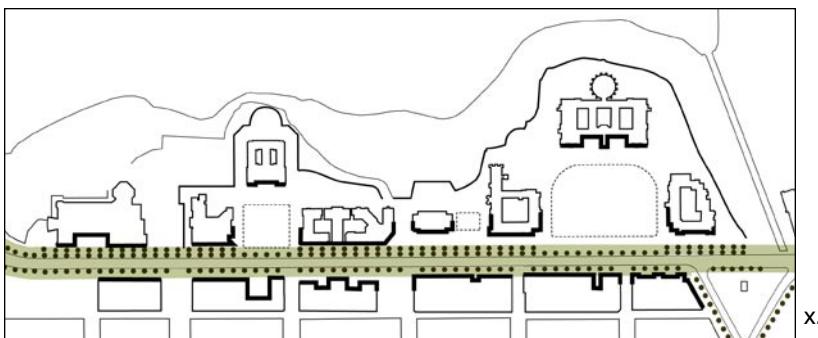


**Two Building Triads focused on Central Lawns**



ix.

New development should consolidate the three-part compositions. On the Hill, additions should be kept below the terrace or within courtyards. On the Western Plateau, a new pavilion should complete the Judicial Triad.



**Confederation Boulevard**



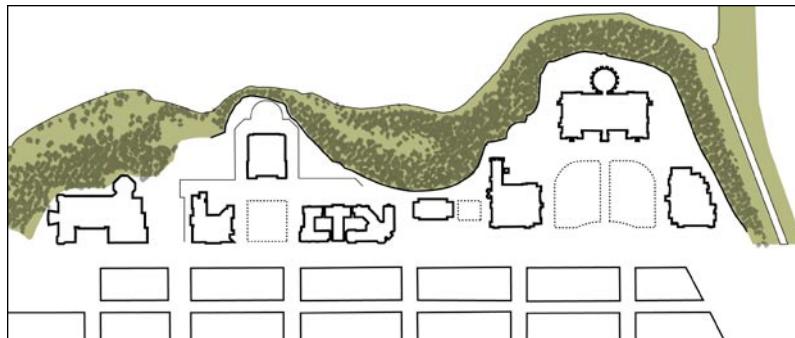
xi.

The Wellington Street portion of Confederation Boulevard is the principal frontage street. The buildings and public spaces should be designed to formally address the Boulevard.

## ***The Encompassing Wild Escarpment***



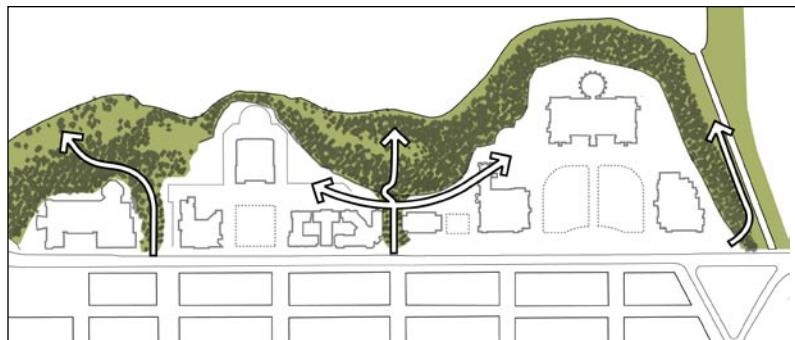
xii.



xiii.

The heavily vegetated escarpment slopes which encompass three sides of the Precincts are an essential part of the national symbolic image. They should be reshaped, restored and reforested to ensure long-term sustainability.

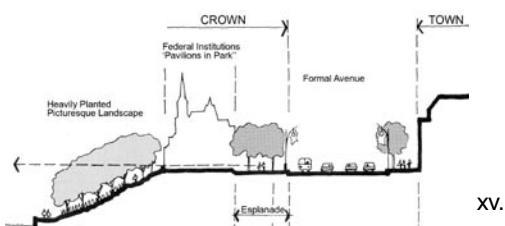
## ***Improved Pedestrian Links***



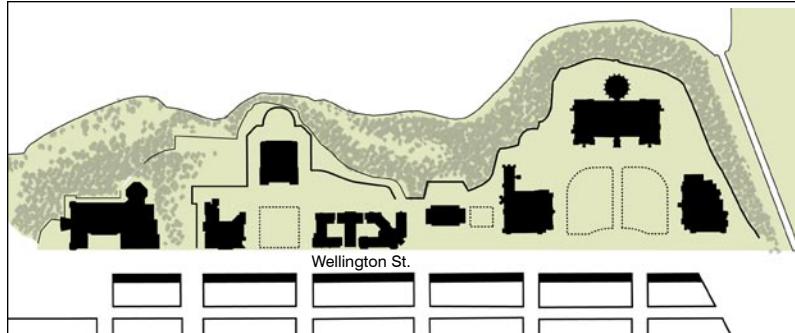
xiv.

A new Pedestrian Promenade should connect the Hill to the western part of the Parliamentary Precinct, and strong pedestrian routes, coupled with major landscape improvements, should connect Wellington Street, down the escarpment to the River.

## ***Pavilion Buildings in a Landscape framed by a Street-Wall***

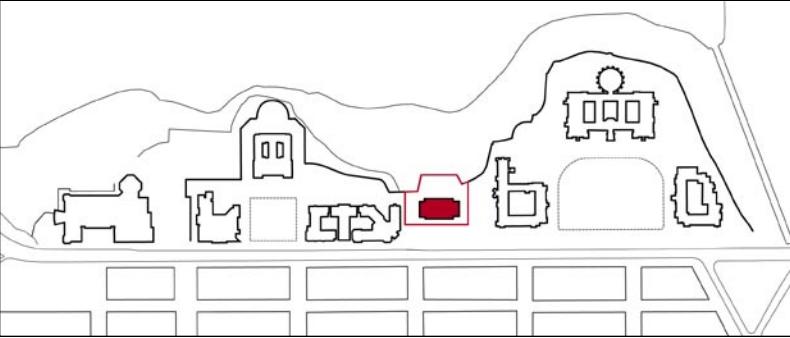


xv.



xvi.

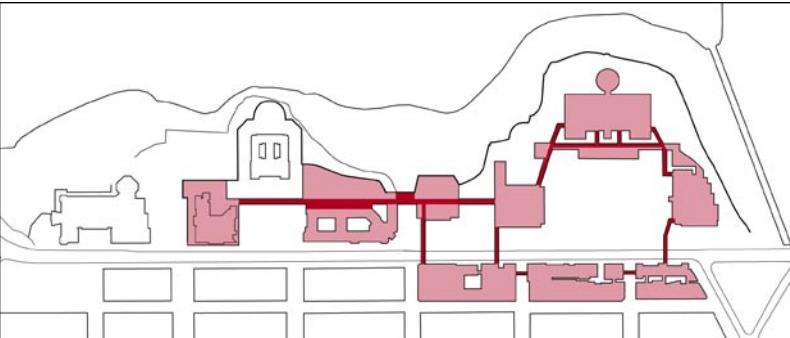
New buildings north of Wellington Street should follow the essential pattern of the existing pavilions, designed to be seen "in-the-round" within an open landscape. In contrast, buildings on the south side should maintain a relatively consistent street-wall edge.



### **A New Pavilion Building**

xvii.

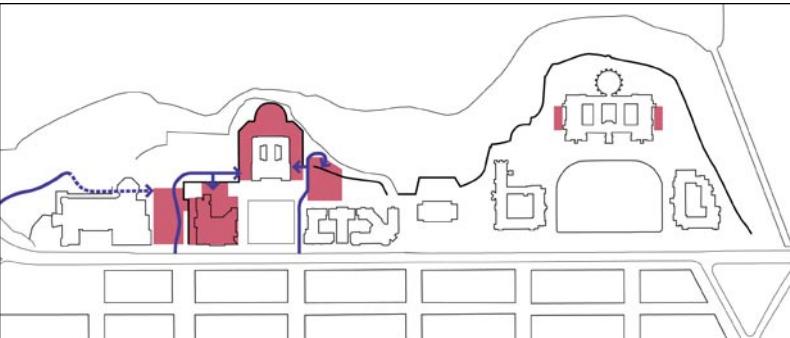
An additional intermediate Pavilion should be subordinate in scale to the principal Triads while capitalizing on the special opportunities of the site at the head of the reshaped valley.



### **Interconnected Buildings**

xviii.

All Parliamentary buildings should be interconnected to provide comfortable barrier-free, indoor pedestrian access and to support the essential distribution of goods and building operations.

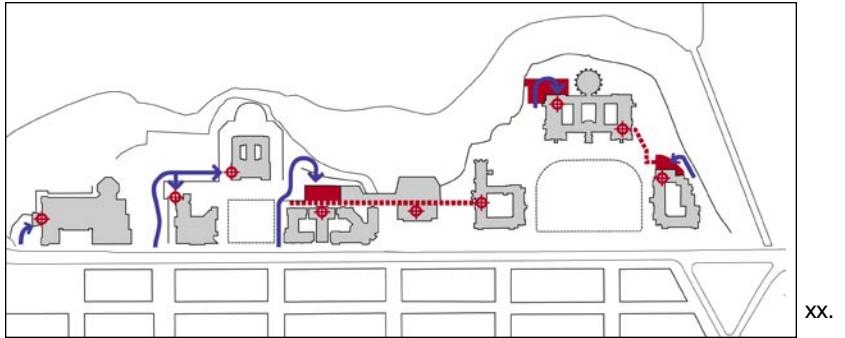


### **Replacement of Surface Parking**

xix.

Most surface parking should be removed from the plateau and replaced with underground structures. Parking should be conveniently located but separated from core parliamentary functions and accessed outside the security boundary.

## **Materiel Handling Facilities**



xx.

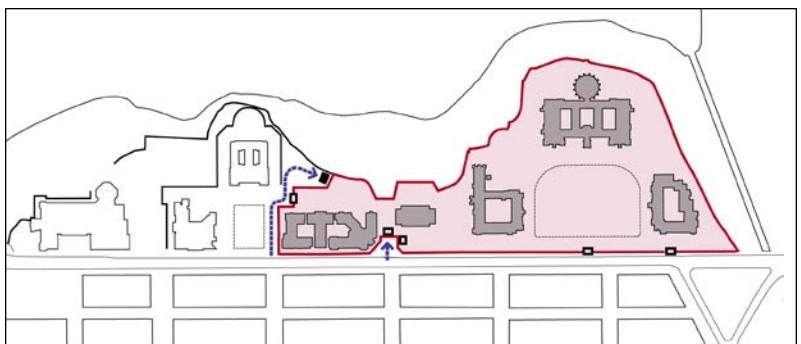
A central loading dock and underground distribution system should serve the west part of the Parliamentary Precinct, including the West Block. Independent but connected materiel handling facilities should be provided in other buildings on the Plateau.

## **Security Boundary**



xxi.

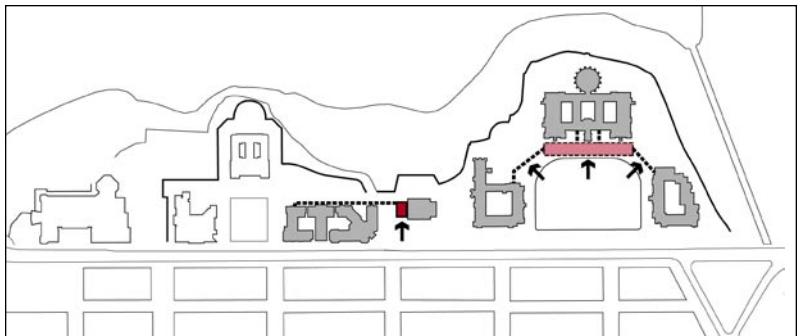
Similar to the present Hill fences, the gated fences around the Hill should be extended to enclose the Parliamentary Precinct.



xxii.

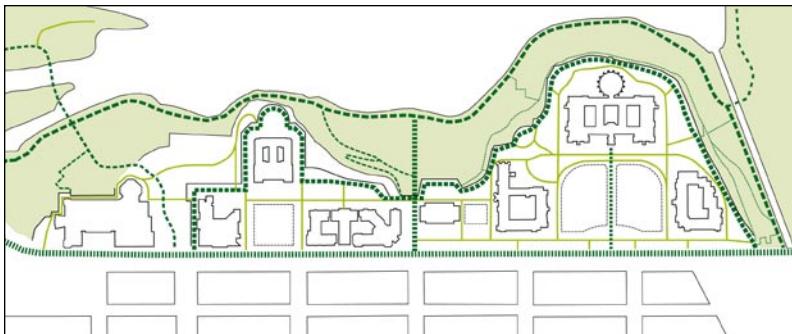
The Parliamentary Precinct should be secured unobtrusively by perimeter, decorative fencing with pedestrian gates, open and uncontrolled except at times of high security alert. Vehicular access should be limited by controlled entrances at Elgin, Bank and Kent Streets, and with vehicle screening provided north of Vittoria Way.

## **Visitor Reception and Screening**



xxiii.

A Visitor Welcome Centre including visitor services and pedestrian screening should be established adjacent to the Centre Block, together with a reception and screening facility for the west part of the Parliamentary Precinct.

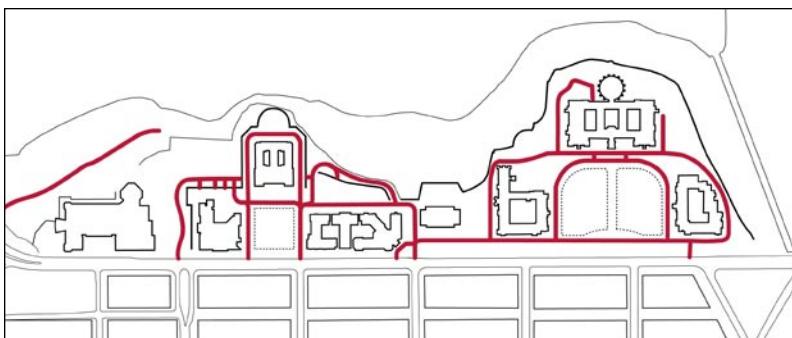


#### **Pedestrian Circulation**



xxv.

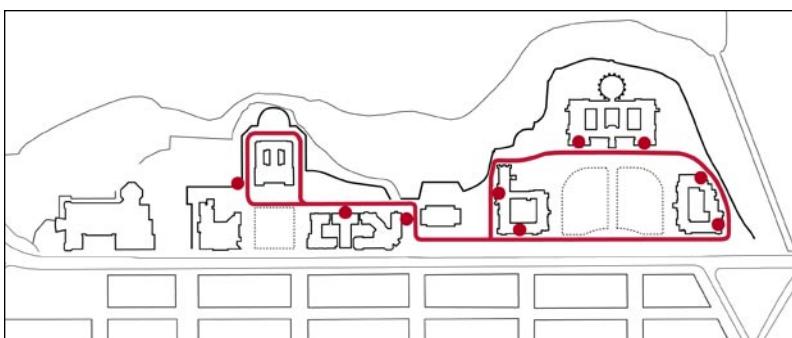
The pedestrian paths should be upgraded and extended to include: Lovers' Walk, a continuous route on the escarpment rim, trails to the river and along water's edge, and connecting links between destinations for parliamentarians, staff and visitors.



#### **Vehicular Circulation**

xxvi.

The roadways within the Precincts should be reconstructed to merge more fittingly into the green plateau landscape. They should be reduced in width and designed to reflect their role as mixed pedestrian and vehicular surfaces.



#### **Precinct Transit**



xxviii.

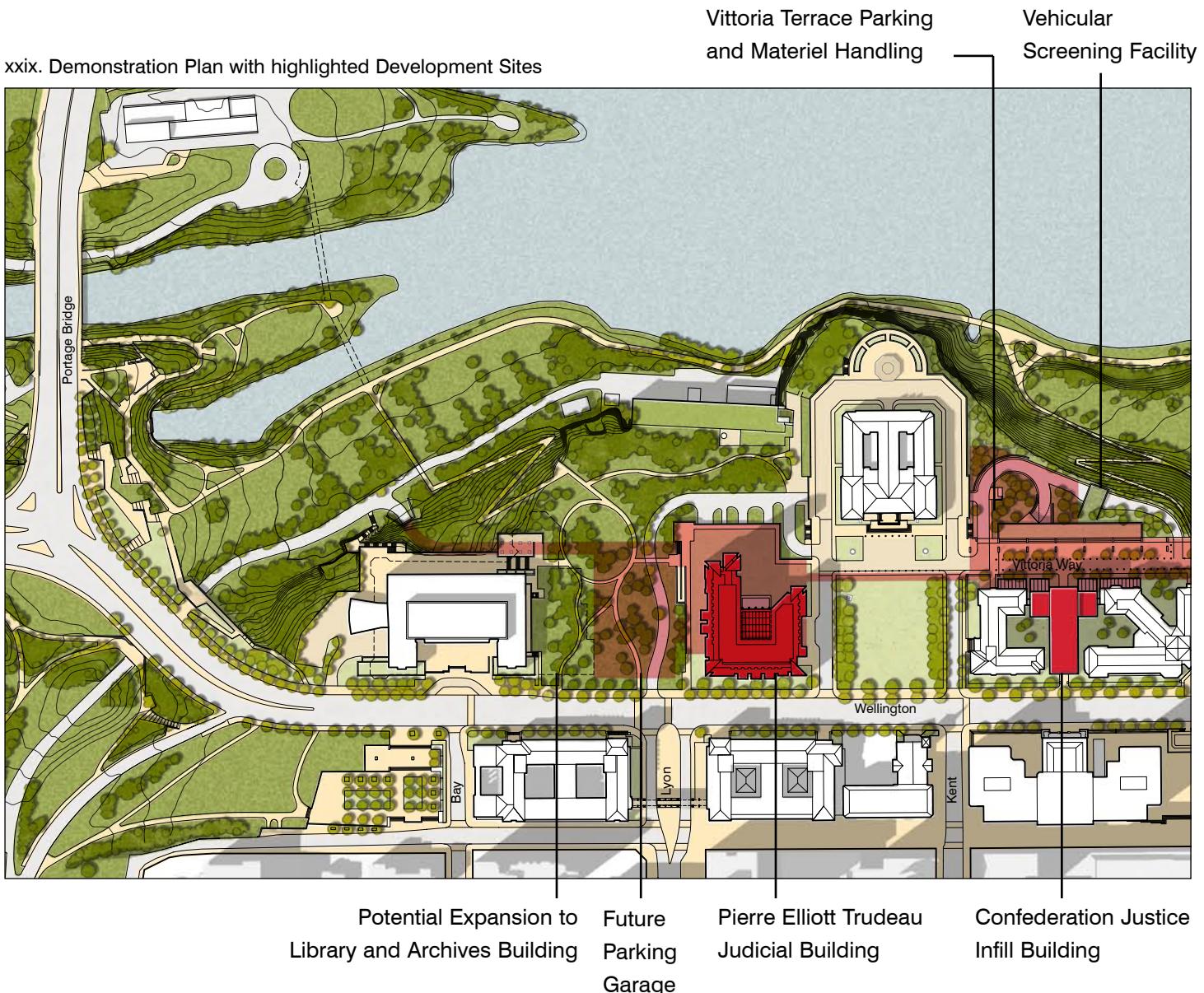
Improved Senate and House of Commons on-site transit services should link the various building and parking destinations. Well designed sheltered waiting areas within buildings or kiosk structures should also be provided.

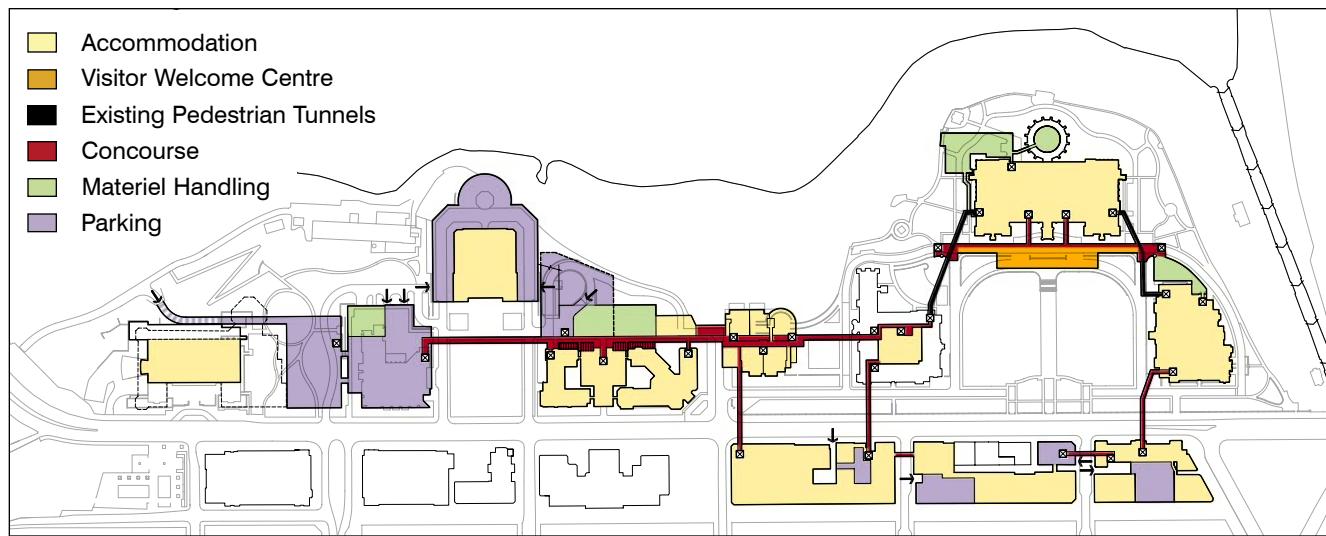
# Demonstration Plan

The Demonstration Plan illustrates one way in which the planning and design principles might be realized. It identifies a number of potential development sites, and illustrates built form which is within the environmental carrying capacity of the site.

New development is arranged to make a positive contribution to the total composition of the Precincts, while avoiding negative impact on the landscape. Those functions which cannot be accommodated without compromising the visual integrity of the place are located underground. There are thus two plans for the site: one above ground and prominently displayed, the other below ground, at concourse level, and mostly out of sight.

xxix. Demonstration Plan with highlighted Development Sites



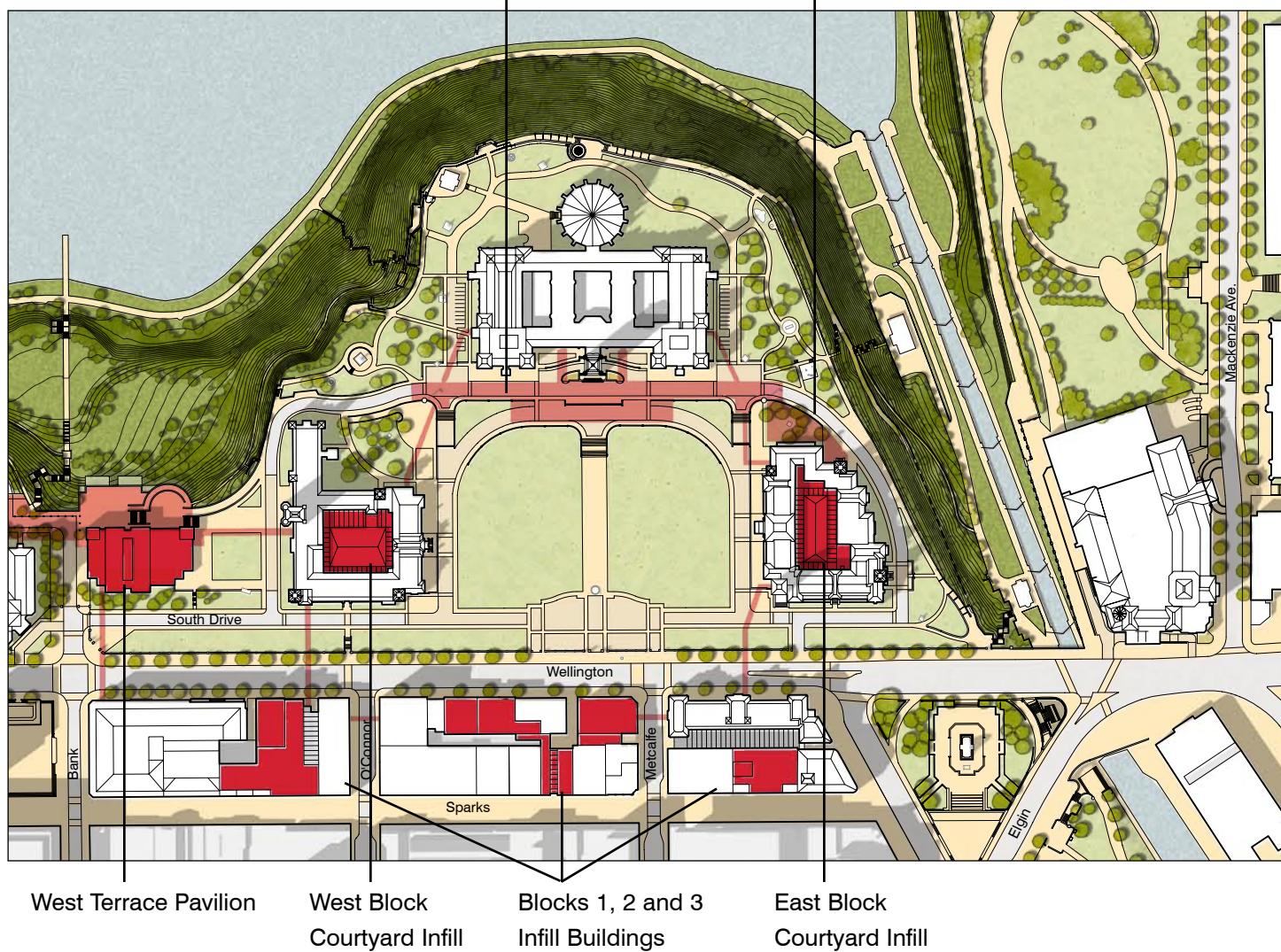


xxx. Concourse Plan

Visitor Welcome Centre

East Block

Underground Services



The design initiatives result in an architectural and landscape composition which builds on the topographical, landscape and architectural strengths of the site while rectifying the deficiencies.

The naturalized or “wild” landscape encircles three sides of both promontories, penetrating between them to establish its presence at Wellington Street, and to permit access to the river. Buildings on each promontory are arranged as a triad of pavilions focused on a formal central lawn or square. Between the promontories, the West Terrace Pavilion takes advantage of the views into the escarpment forest, to the river and the Gatineau Hills beyond. It has a base which is “of the escarpment”, at the head of the Bank Street Valley, and a pavilion superstructure that sits on the plateau.

The topography of the Bank Street Valley is reshaped to emphasize the concave aspect of the valley, and to integrate the base terrace of the West Terrace Pavilion.

The result of these interventions is a clear reading of a primary promontory (Parliament Hill), a secondary promontory (The Judicial Triad), and a pair of flanking elements – the Library and Archives to the west and the Chateau Laurier to the east.

The building façades on the south side of Wellington Street, at the edge of the city fabric, contain and distinguish the composition by acting as a contrast or foil to it.

**Building Projects:** Restoration of the Centre, West and East Blocks; Infill of the West and East Block courtyards; Rehabilitation of Confederation Building; Infill between the Confederation and Justice Buildings and within Blocks 1, 2, and 3 south of Wellington; a West Terrace Pavilion at the head of the Bank Street Valley; and the Pierre Elliott Trudeau Judicial Building.

**Underground Projects:** Visitor Welcome Centre; Parking; Materiel Handling Facilities; and Linking Concourses.

**Landscape Projects:** Implementation of the approved Parliament Hill Landscape Plan; escarpment rehabilitation and reforestation; Bank Street Valley restoration and reforestation; surface parking removal; Pedestrian Promenade; West Terrace; Vittoria Terrace; Vehicle Screening Facility; Lyon Street Valley; and Cliff Street Area rehabilitation.



xxxi. Aerial view of the Precincts Area



xxxii. Digital Model of the Precincts Area Demonstration Plan



**Parliamentary and Judicial Precincts Area**

**Site Capacity and Long Term Development Plan**



# Introduction

This section introduces the Development Plan, describes the study area, and notes the importance of the site's planning history.

# Introduction

## **Technical Terms**

**Development Plan:** *The full content of this report, which guides future building, landscape, security measures, circulation and servicing design on the site.*

**Guiding Principles:** *Philosophical terms of reference for the Development Plan endorsed by the Parliamentary Buildings Committee.*

**Planning and Design Principles:** *The essence of, and enduring directives of the Development Plan.*

**Demonstration Plan:** *An illustration of how the Principles could be implemented in built form.*

**Design Guidelines:** *A set of general directives about architectural quality and physical parameters such as heights and setbacks, within which a future designer should fit a given building design. Guidelines for each implementing project will be prepared as part of its design brief.*

**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.*

The centre of Canada's Capital is blessed with a remarkable pattern of landform, vegetation, buildings and streets which combine to make it a distinctive and memorable place. Yet many of the buildings and much of the site have suffered from decades of deferred maintenance.

Public Works and Government Services Canada, in service to and consultation with the Senate, House of Commons, Library of Parliament, Supreme Court, Federal Courts Administration Services, and Library and Archives Canada, is embarking on a major multi-phase, 25-year program to upgrade the deteriorated buildings and landscape, and add much needed accommodation for those national institutions which together form the Parliamentary and Judicial Precincts Area.

The role of this Development Plan is to guide and coordinate the site planning and physical interdependencies of this complex undertaking. It does so in ways which meet the operational requirements of the institutions, preserve the heritage character of perhaps the most memorable composition of buildings in Canada; repair the degraded parts of the place; and take full advantage of its magnificent qualities and potential. The site, its users, and the Canadian public deserve parliamentary buildings and landscapes of the highest quality. The Plan sets out to compose the site features in a simple and cost-effective arrangement, building first and foremost on the qualities and character of this unique place.

The approach is to marry workplace and national symbol, function and character, history and future, to their mutual benefit, and in practical ways, with grace but without posturing.

The essence of the Plan is a set of planning and design principles that give direction to the extensive design work which will follow. These planning and design principles are fundamental. They are crafted to endure over the 25-year life of the enterprise. They are straightforward enough to give unambiguous direction to future designers so that individual works will fit into the larger composition, yet they provide sufficient scope for creative interpretation. The principles can therefore be implemented in several ways, particularly in terms of style. The future design of each component building, landscape, earthwork, road, or path should be evaluated by means of these principles.



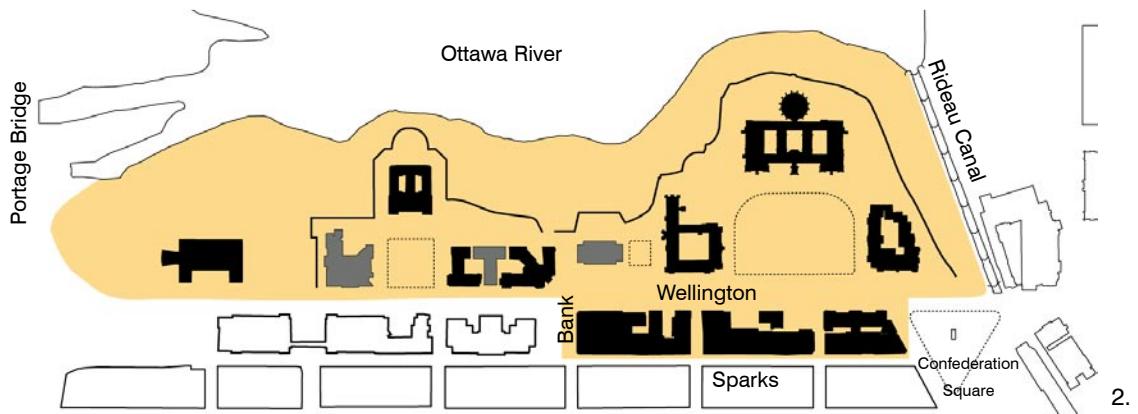
1. Aerial view of the Precincts Area

To give further clarity to the planning and design principles, the Plan includes a demonstration in the form of plan drawings and digital model, which illustrates one possible way to implement them. The Demonstration Plan can also be used to evaluate future proposals, particularly in their site planning, but it is not meant to be followed slavishly. Rather, the function of the Demonstration Plan is to provide guidance and to help the reader visualize the meaning and intention of the principles.

The Development Plan updates and expands the *Parliamentary Precinct Area Urban Design Guidelines and Demonstration Plan for Long Range Development* prepared in 1987 for PWGSC and the NCC, and partially amended in 1997, 1999, 2002, and 2004. It is consistent with and fits within a framework of plans for the National Capital, in particular the *Core Area Sector Plan*, which sets the general planning policy for the area. Its role within this framework is to provide specific development guidance for the site.

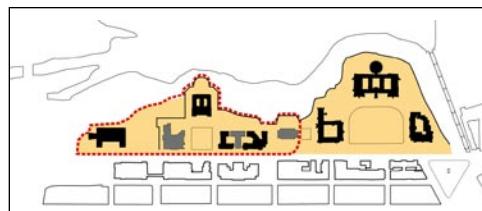
## Study Area and Place Names

The Study Area lies between Wellington Street and the Ottawa River from the Portage Bridge to the Rideau Canal, and south of Wellington Street to Sparks Street between Bank Street and Confederation Square. The land is occupied by Parliament, the Library of Parliament, the Supreme Court, the Courts Administration Services, and the Library and Archives Canada.

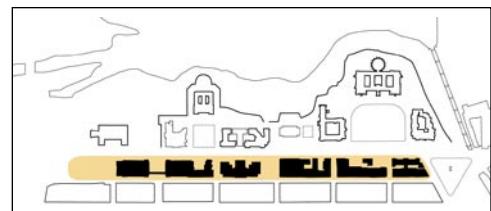


The geographic territory of the study area is a high plateau, bounded by the steep escarpment, overlooking the Ottawa River. It is clearly the centrepiece and focus of the National Capital Region, yet its sense of territory is sufficiently ambiguous that there is no commonly accepted name to describe this entire area.

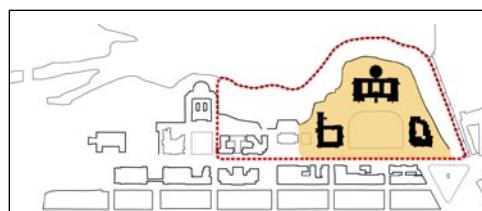
The diagrams below identify the place names most commonly used in the Development Plan.



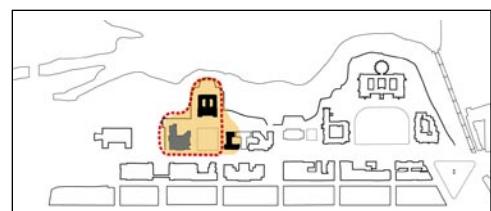
3. Capital Plateau (Western Plateau dashed)



4. South of Wellington



5. Parliament Hill or Upper Plateau  
(Parliamentary Precinct dashed)



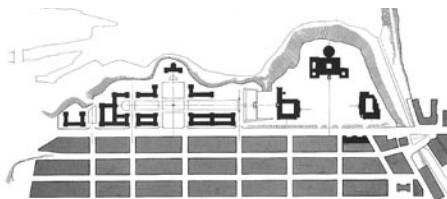
6. Judicial Triad (Judicial Precinct dashed)

## Learning from Planning History

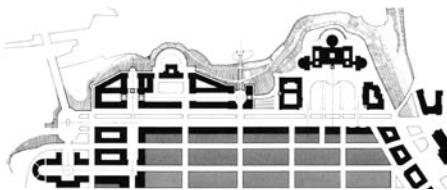
This Plan is an update of the 1987 *Parliamentary Precinct Area Plan*, as modified by the 2001 *Long Term Vision and Plan Urban Design Study*. A fundamental aspect of that plan, and now this one, is an analysis of the strengths and weaknesses of past planning efforts. This analysis, now updated, is contained in Appendix B. A full understanding of the rationale of the planning proposals requires a review of the appendix.

In broad terms, the original three-building-and-lawn plan for the Hill was outstandingly successful, and although there were at least two attempts to modify it (Holt in 1915 and a later modernist proposal for replacing the West Block), they were not acted upon. It is the western plateau that has been the area of most variation in proposals. They have followed three broad stylistic categories: a Beaux Arts “Campus” idea after the Federal Triangle in Washington, a gothic picturesqure approach of free-standing buildings after the Hill, and the short-lived modernist matrix plans of the late 60’s and 70’s.

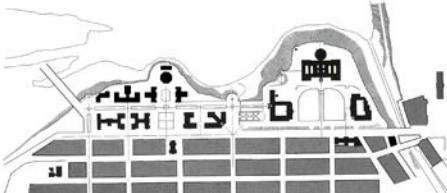
Greber’s plans of 1938 and 1950 are of particular significance to this Development Plan. While he did not coin the descriptive phrases of “Crown and Town” or “Pavilions in a Landscape” used to describe the *genius loci* or spirit of the place so central to the current Plan, he did articulate the picturesque compositional order behind these phrases. This order plays an important part of what is such a memorable and magnificent place, of which this generation of Canadians is privileged to be steward.



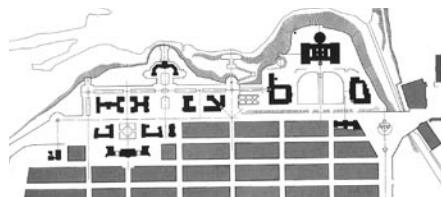
7. Todd Plan, 1912



8. Holt and Bennett Plan, 1915



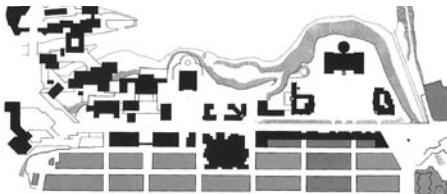
9. Wright and Adams Plan, 1920



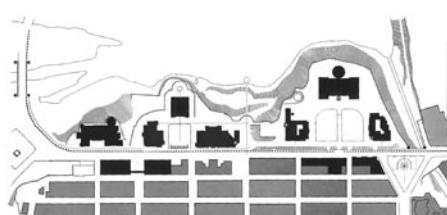
10. Greber Plan, 1938



11. Greber Plan, 1950



12. NCC Core Area Plan, 1971



13. Parliamentary Precinct Area Plan, 1987

## The Vision and Guiding Principles

Parliamentary Precinct Stakeholders Workshops conducted in November 1999 and January 2000 culminated in a vision for the long-term development of the Parliamentary Precinct, as follows:

*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 pre-eminent 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.*

**Symbolic Primacy:** *Preserve and Enhance the Symbolic Primacy and the Visual Integrity of Parliament Hill.*

Development should respect and reinforce the cohesive order and unified image of the Hill as the focus of the Precinct.

**Heritage Value:** *Respect for the Role and Heritage Value of the Buildings, the Landscape and the Settings as a Symbol of Canadian Democracy.*

Development should protect and enhance the architectural and heritage integrity of the buildings, the landscape, and their setting, including their relation to the City, to recognize the symbolic importance of this site.

**Natural Environment:** *Ensure that Development is Sensitive to the Natural Environment of the Site.*

Development should clarify and reinforce the distinctive landscapes and topography within the Precinct and respect the environmental capacity of the site.

**Precinct Boundary:** *Establish a Clear Physical Boundary to accommodate all Core Parliamentary Activities and Essential Services.*

Core Parliamentary functions – Chamber, Committee, Caucus and Constituency and Regional representation – should be centrally located in a defined area in order to facilitate the work of Parliamentarians, while essential support services must be easily accessible to the lines of business they support. (Enhancing public understanding of the parliamentary process and providing public access to Parliament is also a core activity). Non-essential supporting functions can be located in adjacent areas.

**Accessibility and Security:** *Ensure Balance Between Openness, Accessibility and Security.*

Everything reasonable should be done to provide a secure environment for parliamentarians, staff and the visiting public while respecting the special nature of the institution and its importance as an open and accessible venue for Canadians.

**Patterns of Use:** *Incorporate Coherent and Harmonious Patterns of Use within the Site and Surrounding Community.*

Facilities should be organized to support the work of Parliamentarians and other users in a hierarchy of space that reflects the relationships among various functions. Development should ensure a coordinated interface between Crown lands and the surrounding community.

**Interconnections:** *Ensure Interconnection of Functions, Services, and Buildings.*

Appropriate infrastructure should be incorporated to facilitate effective and coordinated security, information technology and communication services, as well as the secure, logical and efficient movement of people and goods throughout the Precinct.

**Stewardship:** *Provide Responsible Stewardship of Resources.*

Development and management of the buildings and site should be undertaken using an approach that protects financial investments, ensures the continued viability of existing assets, and preserves the environmental sustainability of the site.

## Plan Implementation

The Plan will be implemented through a series of architectural and landscape works each the subject of further study or design in its own right.

**Building Projects:** Restoration of the Centre, West and East Blocks; Infill of the West and East Block courtyards; Rehabilitation of Confederation Building; Infill between the Confederation and Justice Buildings and within Blocks 1, 2, and 3 south of Wellington; a West Terrace Pavilion at the head of the Bank Street Valley; the Pierre Elliott Trudeau Judicial Building; and Cliff Street Plant Sustainability upgrade.

**Underground Projects:** Visitor Welcome Centre; Parking; Materiel Handling Facilities; and Linking Concourses.

**Landscape Projects:** Implementation of the approved Parliament Hill Landscape Plan; escarpment rehabilitation and reforestation; Bank Street Valley reshaping, restoration and reforestation; surface parking removal; Pedestrian Promenade; Commemoration Sites; West Terrace; Vittoria Terrace; Security measures and infrastructure; Lyon Street Valley; and Cliff Street Area rehabilitation.

**Design guidelines:** Expansion of the planning and design principles which apply to each particular project, required to form part of its detailed design brief.

# Planning and Design Principles

This section provides a set of principles that are intended to resolve and integrate the many competing requirements of the plan: the need to provide inspiring and efficient workplaces in a heritage setting; to meet individual needs within an enhanced total composition; to have an open, accessible public experience in a secure site; and to provide meeting rooms, offices, visitor facilities, parking, deliveries, river access, outdoor amenities, and linkage between buildings, roads and paths that make up this multifaceted environment, all in a coherent pattern.

The principles should endure over time; they attempt to be firm about the essentials yet flexible about the means of achieving them. Future designers, working with them, have both the flexibility and the responsibility for creatively bringing them to fruition.

## Environmental Capacity and Development Potential

The quantity and organization of built form in this Plan has been determined by “the environmental capacity” of the site. This idea contains two propositions: first, that the architectural, topographical, and landscape characteristics of the site (the environment) have great value and should be nurtured, and second, that too much development will erode these qualities (when the capacity is reached).

The idea of limits deals only with the quantity of built form. Quality is also important. As well as asking how much is too much, it is important to also ask, how much new development, and of what kind, should be added in order to realize the site’s full symbolic and functional value? The Plan is concerned not only with protecting existing site values, but with the additions needed to reach the site’s full environmental potential.

To arrive at an understanding of the capacity threshold and point of highest value, the first step is to identify those characteristics that give such evocative power to the unique architectural and landscape composition of Parliament Hill and the surrounding territory. The next step is to design new development to incorporate and expand upon these characteristics.

What Parliament Hill achieved when it was first developed, and what this plan now seeks to repeat in current terms, is the combination of:

***The celebration of national symbols,***

and

***The accommodation of practical functions.***

The approach is to marry workplace and national symbol, function and character, history and future, not through compromise to any of these, but rather to their mutual benefit.

The planning and design principles which follow deal with different aspects of the two objectives of *celebration* and *accommodation*. These principles articulate the specific urban design strategies for the Precinct Area, and deal with ways in which additional building space can be maximized within an optimal organization.

## 1. Urban Morphology



14. The Heart of the Capital: a wild river, surrounded by national institutions set in parkland and contained by the streets and blocks of the city

***The design of buildings and landscapes in the Parliamentary and Judicial Precincts Area should strengthen and reveal the urban patterns of the centre of the capital.***

The foundation of any plan for the Precincts is the capital's urban morphology: the remarkable pattern of landform, vegetation, buildings and streets, which combine to make a distinctive and memorable place.

When viewed from the air, the heart of the Capital Core can be seen as a great space focused on the river, enclosed by the built-up cities of Gatineau and Ottawa. It has gently sloping land on one side and dramatic escarpments on the other, upon which are sited the Nation's major institutions. It is a space one comes across with dramatic impact after moving through the surrounding city. It is a space which provides breathtaking views of the buildings it contains.

There are two broad counterbalancing components of the urban morphology – a river-centred landscape and the framing edges of the built-up cities.

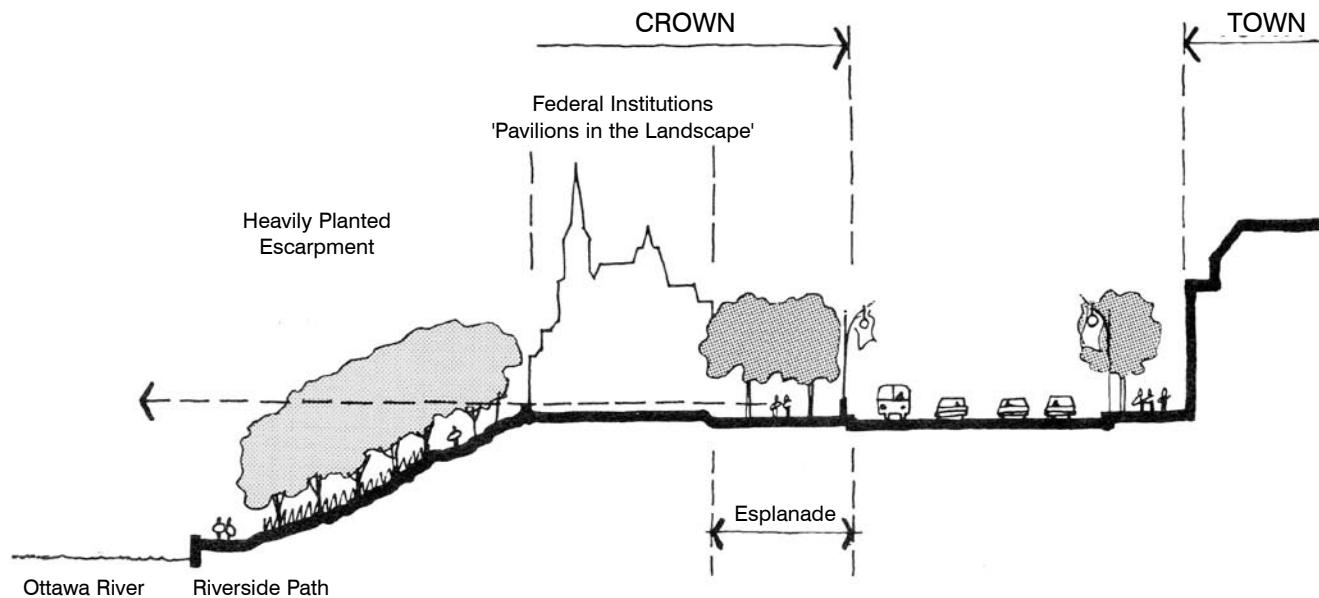
The forms of the buildings, circulation routes and landscapes of the river-related space are predominantly picturesque. The buildings are individual objects, designed in the round to be seen from all directions, with space and landscape between them. Buildings combine to make architectural groupings and the landscape acts as an organizing matrix, defining and connecting the outdoor spaces.

By contrast, the bounding city fabric is made up of orthogonal grids of the streets and city blocks which deflect to align with bends in the Ottawa River. The city blocks typically are edged by buildings with street-related façades, which combine to form the spatial walls of the streets. In contrast to the generous green and flowing landscape of the river-related central space, the outdoor spaces of the city fabric are the more enclosed and compact spaces of streets, arcades, forecourts, squares and courtyards.



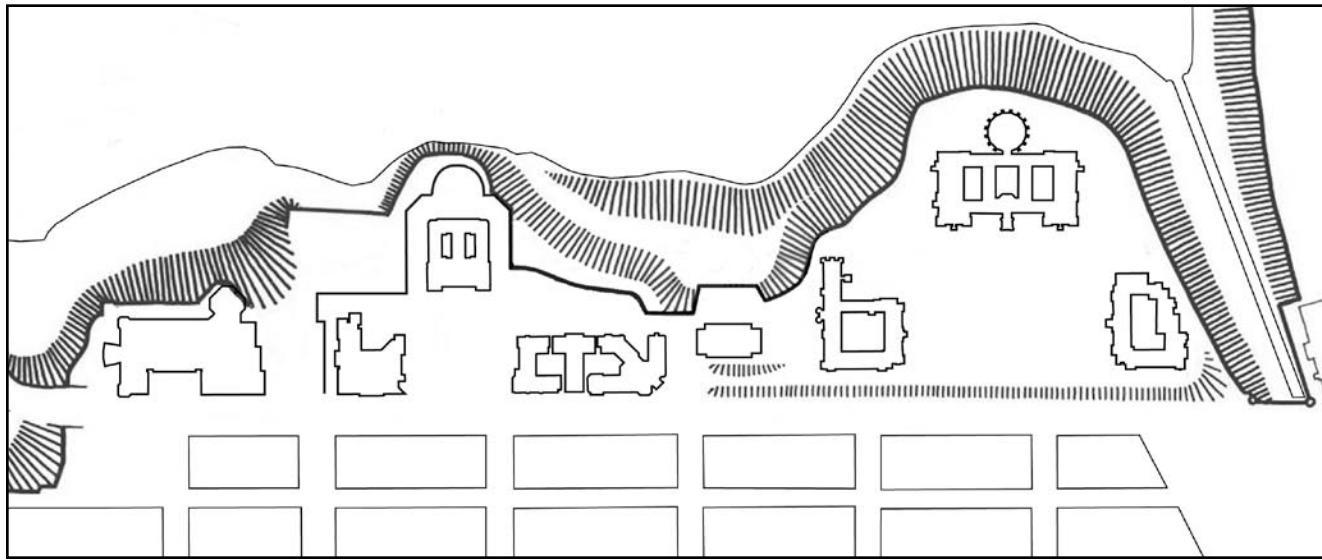
15. Urban Composition of the Heart of the Capital

These special and remarkable qualities characterize the centre of the National Capital. They distinguish this place from all others and reflect an identifiable "Sense of Place". The specialness of this place stems from a synergetic combination of natural landscape and the urban interventions which have both responded to and reshaped the landscape. The ongoing development of the Precincts should strengthen, enhance and reveal the constituent parts of this unique synergy, which in short can be called the picturesque "Crown" and the orthogonal "Town".



16. Prototypical cross section of Wellington Street

## 2. Land Form

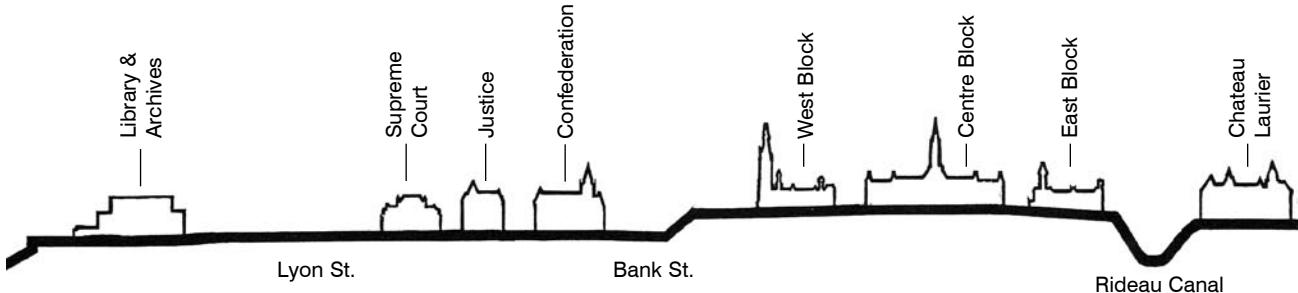


17. Land Form

***The pronounced topography of the Precincts should be clarified and reinforced.***

The topographical base of the Parliamentary and Judicial Precincts Area provides both a literal and figurative foundation upon which to plan future development. Although it has been considerably altered by successive generations of construction and filling operations, the land form retains most of its original qualities, as shown in early maps, such as the one of 1857 (facing page).

The basic form is a stepped plateau bounded on the east and west by major valleys, with two promontories, separated by a smaller valley, now modified by landfill. The eastern promontory, the Hill, is the higher and more pronounced of the two, and provides the elevated terrace for the Centre Block and the Library of Parliament. The lower western promontory is crowned by the Supreme Court which is set above the natural terrain on an architectural podium.



18. East-West section of the Capital Plateau

The promontories and the valleys should continue to be fundamental influences on site planning. The valleys should play a crucial role in providing access between river and plateau.

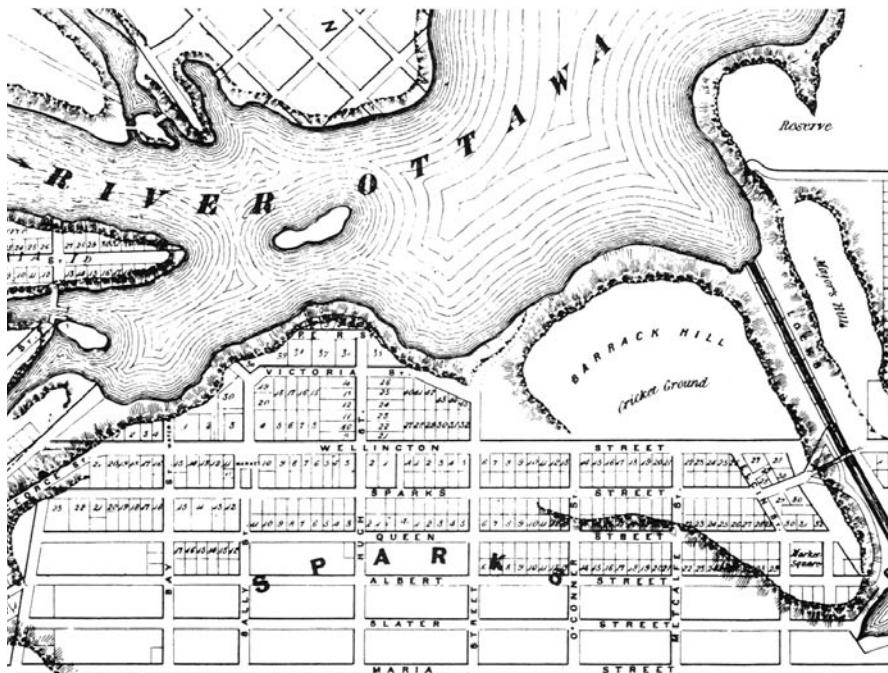
The abrupt slope or step between Parliament Hill and the western plateau, located at the “Bank Street Valley” is another notable topographic influence on design. This slope extends the main escarpment around the west side of Parliament Hill to Wellington Street and is an important factor in the perception of “Hill”.

Another significant attribute which influences site planning is the unusual condition created by the tilt of Parliament Hill which produces a slope up towards the river. This results in the short but steep slope between Wellington Street and the Parliamentary Lawns, and a second slope, resolved by the Vaux Wall, from the lawn to the Centre Block terrace.

The Supreme Court promontory is tilted the other way, resulting in lawns which slope down gently toward the edge of the plateau. Accordingly and in contrast to the elevated Centre Block, the base of the Supreme Court is lower than Wellington Street.



20. From Wellington Street, the Plateau slopes up to Parliament, but down to the Supreme Court

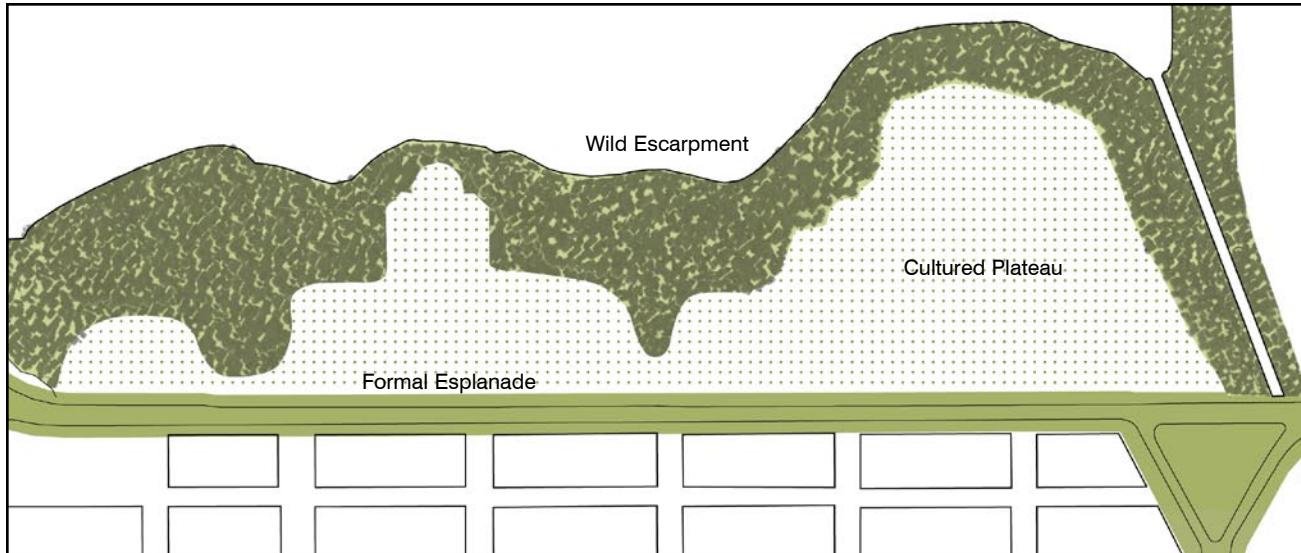


19. The original topography as depicted in 1857



21. The Hill in 1876 (C-15971)

### 3. Landscape Types



22. Landscape Types

***The landscape should be developed in accordance with three distinct types – the “Wild” escarpment and valley lands, the “Cultured” plateau, and the “Ordered” Ceremonial Route.***

The topographical base is clothed in a vegetated landscape of three types: escarpment, plateau and ceremonial street, and this distinctiveness contributes greatly to the evocative image of the place.

Landscape and architecture are indivisible in defining the character of the Precincts. The Ottawa River and the forested slopes of the Capital Plateau capped by the steeply pitched copper roofs and the Gothic spires is a composite image firmly set in the popular Canadian imagination. On the plateau, the simple grass planes of the Parliamentary Lawn and St. Laurent Square, both open to Wellington Street, symbolize common meeting grounds.

Yet while the robust frame of the simple and powerful design of the Precincts remains in place, the quality of the landscape has deteriorated over the years and has been seriously compromised in places. The construction of surface parking lots and widened driveways on the top of the plateau has been particularly destructive to the landscape, as has the land-filled areas at the riverside and mid-level of the escarpment.

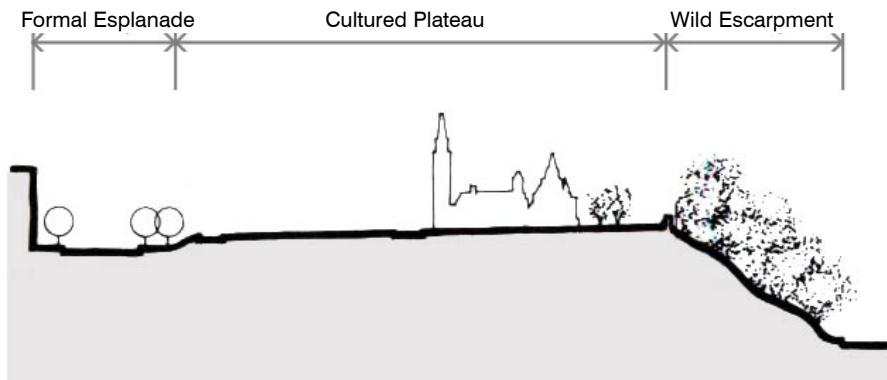
Some remedial landscape work has been undertaken and more is planned. Further development, as it occurs, should be directed towards rehabilitation and giving greater clarity, shape, and dignity to the constituent parts of the landscape pattern.

## The Wild Escarpment



23. View of the escarpment from the Portage Bridge

The “wild” escarpment is a powerful contributor to the picturesque image of buildings and spires rising majestically from “untamed” nature. It is also one of the few visible reminders of the land’s pre-urban history. This image should be nurtured and reinforced through the urgently required programme of slope rehabilitation and reforestation using a mix of indigenous deciduous and coniferous trees and understorey plantings. Pathways on the valley and escarpment slopes should be designed to appear as insertions into the forest, and open areas should appear to be cleared meadows.



24. Section showing the different Landscape Types

## The Cultured Plateau



25. The cultured landscape of the Parliamentary Lawn



26. A metal fence along the edge of the escarpment contains the plateau landscape

The landscape of the plateau is controlled and ornamental, providing a formal and cultured setting for buildings which are clearly dominant over nature. At the plateau edge, the “wild” escarpment is confidently held in check by the stone and metal fence extending along the top of the bluff.

The cultured landscape is characterized by an easily traversed ground plane. The grade is composed of paved surfaces and greensward which contains individual trees or clumps and planting beds reflecting the previous Victorian-style gardens. The plateau landscape should be organized in a clearly defined structure of two parts: formal lawns surrounded by driveways, which act as the foci of the two promontories and the redeveloped forecourt to the Mackenzie Tower; and the interstitial pastoral landscape which extends to the abrupt escarpment edge.

## The Formal Esplanade



27. The ordered pattern of trees and street furniture along the north side of Wellington Street

Wellington Street has been redeveloped as a ceremonial route (Confederation Boulevard). It is flanked on the Crown side by a Grand Esplanade which has the linear formality of street trees and the ordered patterns of paving and “urbane” street furniture.

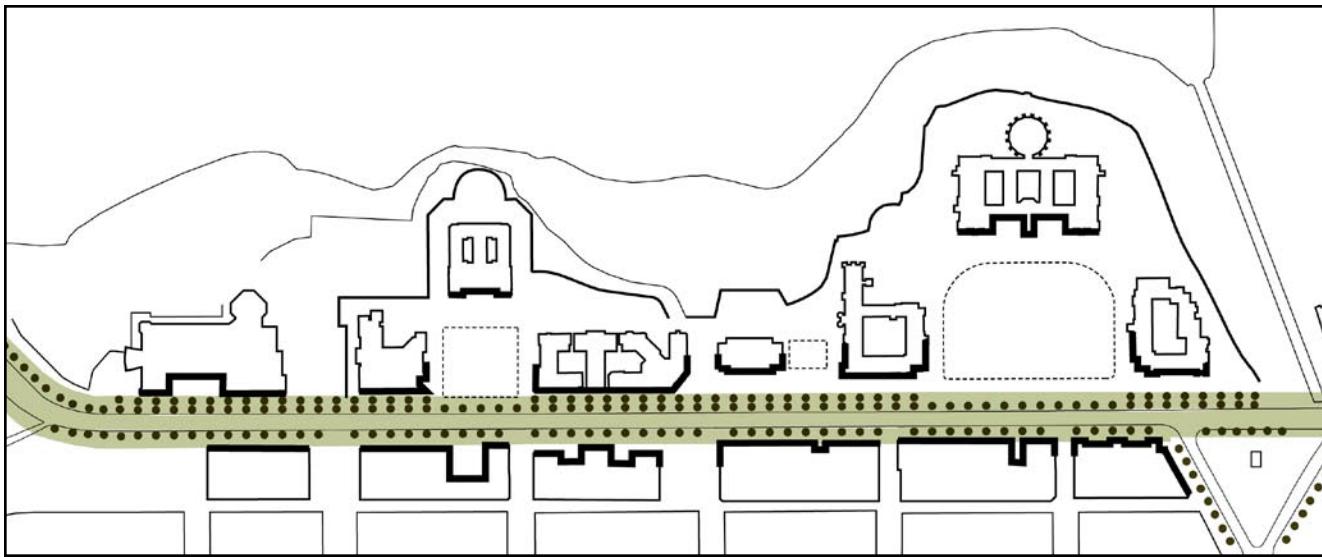
As the principal pedestrian promenade and a strong visual connector between different parts of the Crown territory, it is important to maintain the continuity of the Esplanade. Breaks or changes in the rhythm of the streetscape elements should occur only at places of high symbolic importance, such as in front of the Parliamentary Lawn or at St. Laurent Square.

Any new perimeter security fence, built along the north side of the Wellington Street Esplanade, should be designed and located to ensure the protection of the existing trees.



28. Wellington Street c. 1930  
(PA-56924)

#### 4. A Confederation Boulevard Address

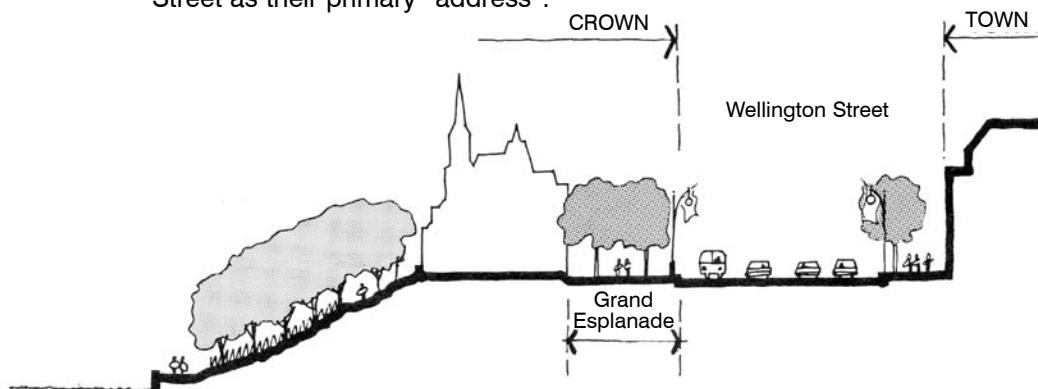


29. A Confederation Boulevard Address

***The buildings and landscapes should respond to Confederation Boulevard as their primary means of “address”.***

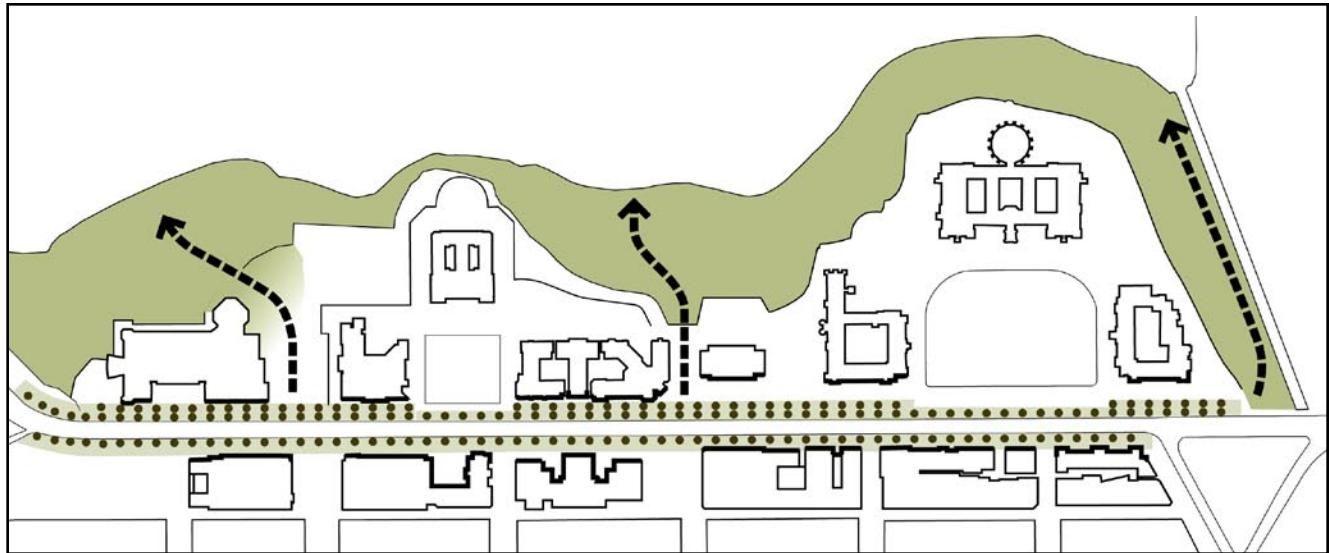
The ring of ceremonial routes - Confederation Boulevard - acts as a major binding element of the capital core composition, located between the downtown city blocks and the Crown institutions set within the river-related landscape. On the inner side of the Ceremonial Ring, the Grand Esplanade borders the Crown territory, designed to provide a distinctive pedestrian promenade connecting the national institutions on both banks of the Ottawa River.

The ring, particularly the Wellington Street section, is the premier avenue of the National Capital – the country’s “main street”. This role is supported if the buildings and major forecourt spaces of the Parliamentary and Judicial Precincts Area, on both sides, acknowledge Wellington Street as their primary “address”.



30. Prototypical cross section of Wellington Street

## 5. Strong Connections to the River



31. Strong Connections to the River

**Pedestrian connections to the river from the Grand Esplanade should be improved at the Bank Street Valley and on the west side of the Judicial Precinct.**

From Wellington Street and many parts of the plateau, the presence of the river can only be inferred from sightings of the trees which mark the top of the escarpment. Good pedestrian access to the river is limited to the Rideau Canal and the Library and Archives building. A more circuitous route through parking areas is also available at the Bank Street Valley.

Together with the reintroduction of “wild” vegetation and the formalization of the plateau edge, the Bank Street Valley should be remodelled to provide both a direct sequence of stairs and a meandering pathway to the riverside.

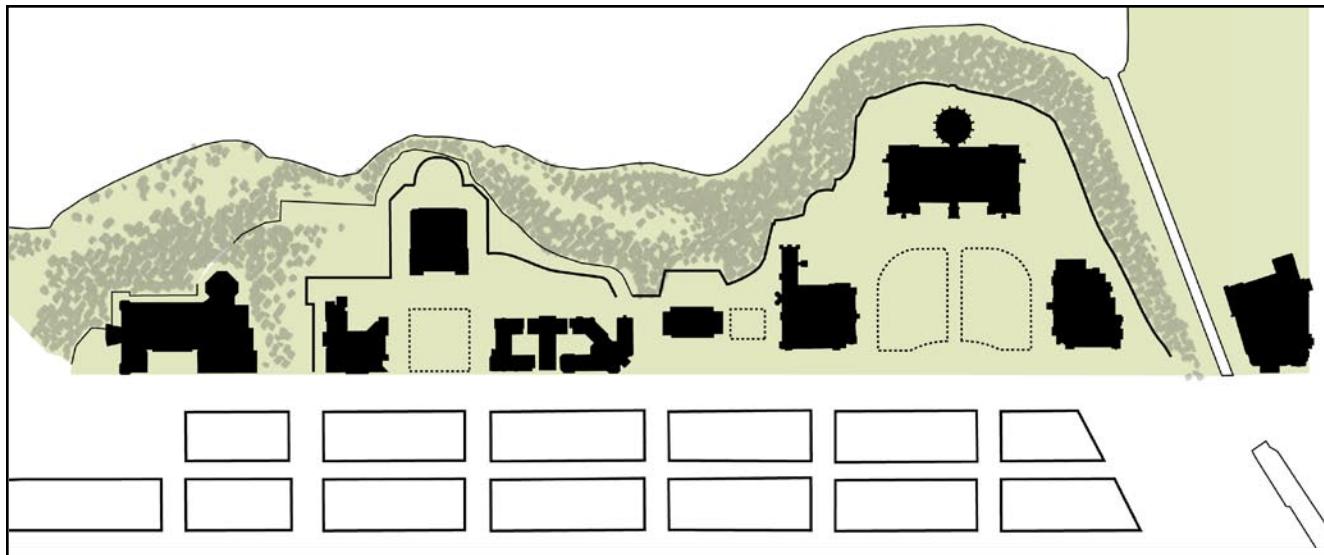
The provision of a major pedestrian access route to the river within a constructed “Lyon Street Valley” coincides with the objective of improving the legibility of the judicial promontory. The landscape should be reshaped to formalize the plateau rim, provide the link between the top and bottom of the escarpment, and extend the wild woodland toward Wellington Street.

These new pedestrian connections will bring the river experience closer to Wellington Street and will effectively tie together the three pedestrian path systems: the river edge, the plateau rim, and the Wellington Street Esplanade.



32. Links between the plateau and the riverside should be improved

## 6. Pavilions in a landscape



33. Pavilions in the Landscape

***All new development in the Capital Plateau should be designed to support and reinforce the primary image of pavilions, seen in the round, within an open landscape.***

The Parliamentary area's unique and wonderful sense of place is, to a great extent, the product of the way the buildings are placed in relation to each other, to the site and to the constructed landscape which connects them.

The concept of "pavilion" buildings set in an open landscape was initiated by the construction of the first parliamentary buildings and associated site works. To a considerable extent, their example has been closely followed by the subsequent construction on the west plateau. The Supreme Court is a counterpoint to the Centre Block; its forecourt is an echo of the Parliamentary Lawns. The Confederation Building and the Justice Building in combination, and the Library and Archives Canada maintain clear "object" building formats, while they also address Wellington Street. The Chateau Laurier, although not functionally part of the Crown composition, maintains the pattern and helps to connect Major's Hill Park to the larger Crown territory.

The landscape flows between and connects the pavilions. Clearly defined spaces are framed by a combination of buildings and landscape elements, yet these spaces are not completely contained; they maintain a continuum of “field” which in one sense binds together and in another sense holds apart the autonomous architectural “objects”.

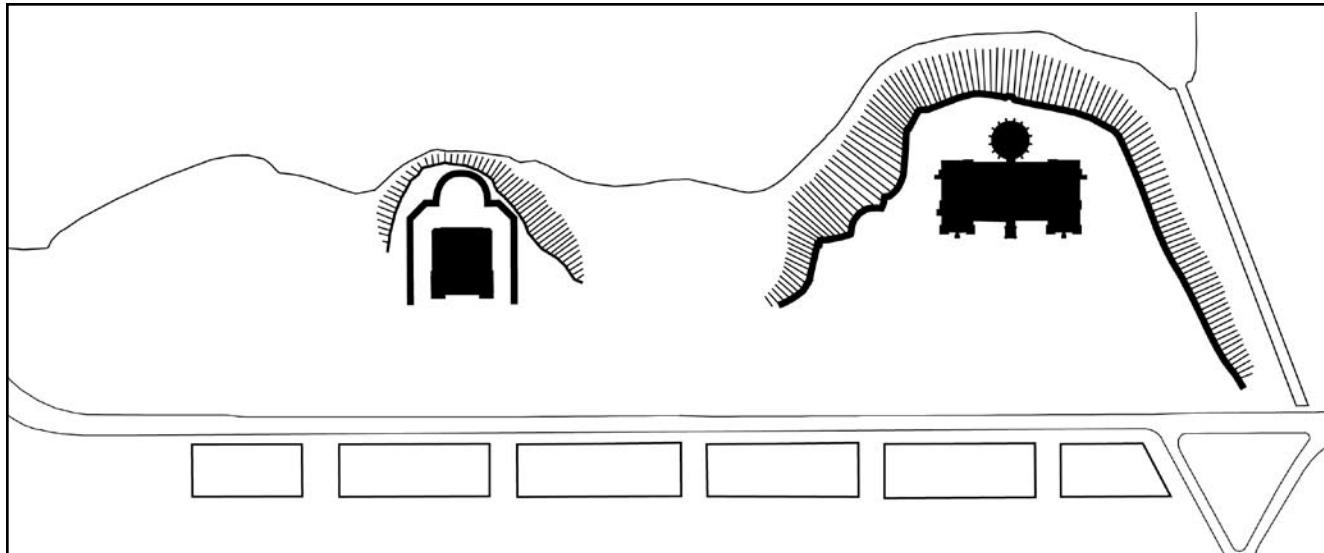
While buildings on the plateau form groups, they are widely spaced and clearly separated from one another. Orthogonally, the buildings rarely overlap. This orthogonal separation of buildings produces a free flow of space between buildings and thereby supports a clear reading of them as autonomous “pavilions”.

Any new construction on the plateau must follow this basic pattern.



34. View of the Centre Block and the Library from within the landscape of Major's Hill Park

## 7. Primary Symbols and Promontories



35. Primary Symbols and Promontories

***The symbolic primacy and visual dominance of the Centre Block and the Supreme Court, each crowning their respective promontories, should be protected and supported by any new development.***

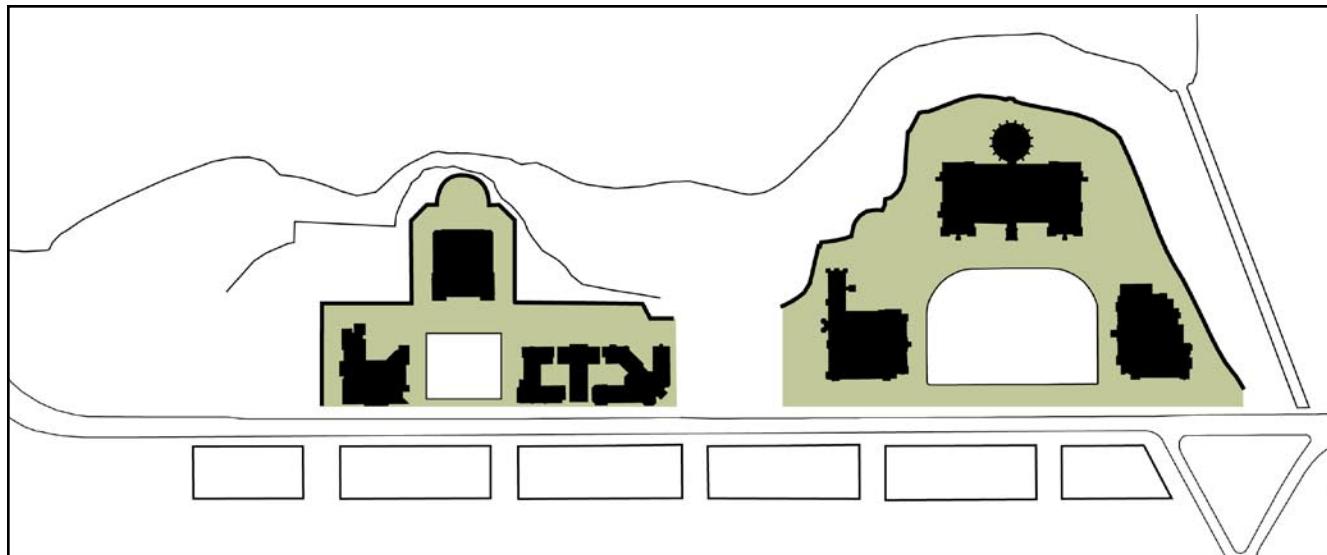
The visual power of Parliament Hill stems from the crown-like composition of the Centre Block, Peace Tower and Library of Parliament sited at the head of the highest promontory, making it the primary symbol of the National Capital.

The Supreme Court, sited on the lower western promontory, achieves similar visual and symbolic prominence. The two together combine to more striking advantage than either on their own. The current composition of secondary buildings all currently work to reinforce this visual character, and all future development should not compete with the visual dominance of the primary symbols.



36. The promontories are clearly visible from the river

## 8. Two Building Triads



37. Two Building Triads

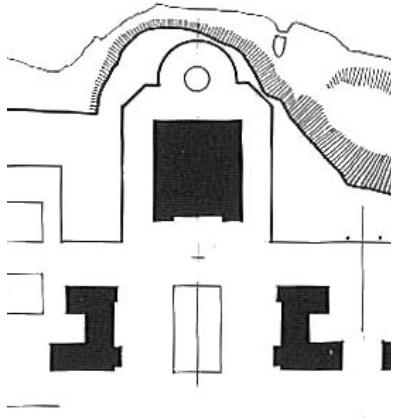
***The compositional structure of the Capital Plateau as two building triads should control future development.***

At issue in this environmental capacity plan is the number, size and organization of additional buildings which can reasonably be accommodated on the site. Much of the resolution of this issue lies in the clear reinforcement of the two primary national institutions on the plateau; Parliament and the Supreme Court. This is best accomplished by enhancing their pre-eminent positions on the two promontories, supported by flanking buildings which address each frontal lawn, and thereby establish a three-part building composition in each case.

**Parliament Hill** must retain its primacy. It has an easily grasped and memorable image, yet it is a place of considerable design complexity and subtlety. It is made up of the balanced but asymmetrical composition of the three “civic gothic” buildings set around the Parliamentary Lawns. This architectural composition is set on the highest part of the riverside plateau and is encompassed by the wild wooded slopes on the north, west and east and by the grassed slope and the Wellington Street wall to the south.



38. The western flank of the Hill c. 1890 showing the Old Supreme Court and the greenhouses by the West Block.



39. Judicial Area: tripartite building composition proposed in Greber Plan of 1950

The Hill's visual power and clarity of image is due not only to the quality of the buildings, but also to its edges. The north and east flanks are adjacent to the steep slopes leading to the river and canal. The south is set by the slope to Wellington Street. These edges are so obviously crucial to the visual integrity of the Hill, that they may be considered safe from visually disruptive development. The part of the Hill most vulnerable to disruption is its western flank, between the West Block and the Confederation Building. The base of the slope was the previous site of two-storey buildings, originally designed as government workshops and successively transformed into the Supreme Court and greenhouses, an art gallery, and an RCMP guard house, until they were demolished in 1946 for a parking lot; presently occupied by the vehicle screening facility. It is a prime location for expansion of parliamentary facilities. However, the role of the western flank is critical in defining the prominence and integrity of Parliament Hill. Development should be sufficiently modest and integrated into the landform to protect the legibility and symbolic power of the Hill.

A **Judicial Triad** should be completed by the construction of a building on the west flank (Pierre Elliott Trudeau Judicial Building), the improvement of the central square and the reorganization of the surrounding landscape.

The Greber Plan of 1950, followed by the 1987 Plan, proposed a tripartite building composition for the judicial area, similar to Parliament Hill, with the three buildings focused onto a central square open to Wellington Street. The principal element of the composition, the Supreme Court, like the Centre Block, is centred on its promontory and set well back from Wellington Street. The Justice Building flanks the eastern side. It provides a strong built edge and frontage to the square. The Pierre Elliott Trudeau Judicial Building is currently proposed to complete the enclosure on the west side.

An infill building between the Confederation and Justice buildings is another prime place for accommodation. As gothic buildings, the two are uncomfortably tall for a style which elsewhere is predominantly horizontal; the infill works to mitigate this anomaly.

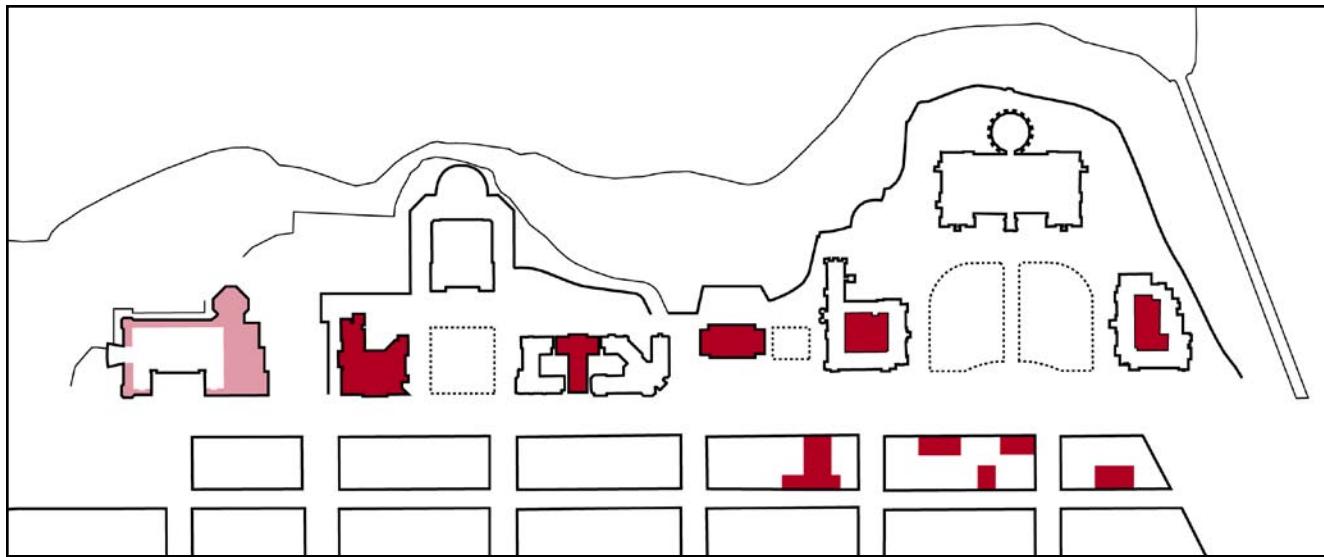
**Clear Plateau Perimeter:** A defining feature of the existing buildings is that they are set back from the edges of the plateau promontories upon which they are sited. This maintains a reading of buildings set on a high “plate”, giving the composition much of its picturesque power by clearly distinguishing the plateau from the wild landscape of the escarpment slopes. In some cases the condition has been artificially enhanced, such as at the Supreme Court and the Library and Archives Canada, where the “plate” has been extended as a terrace or podium.

This condition is an important aspect of the site’s value, and should be retained. At the western end of the plateau (i.e., at the Lyon Street Valley), where the combination of less dramatic natural topography and land filling have resulted in an ambiguous relationship between building and land form, it may be appropriate to artificially manipulate the terrain to achieve a clearer reading.



40. The sharp edge between plateau and escarpment

## 9. Additional Accommodation



41. Additional Accommodation

**New above-ground building accommodation should be limited to places and built forms which are within the environmental capacity of the site and enhance the spirit of the place.**

### West and East Block Courtyard Infill

Construction within the courtyards and below the roofs of the West and East Blocks retain the visual integrity of the site. It is an appropriate way to provide additional floor space. Attention should be given to the provision of natural light at the interface between the existing building and the new addition.

### Blocks 1, 2 and 3

There are several opportunities for infill development and sensitive redevelopment in the federally-owned blocks of the south side of Wellington Street. Built form and protection of views are governed by policies of *Canada's Capital Core Area Sector Plan*, June 2005. The *Sector Plan* policies are supported by the *City of Ottawa Official Plan Policy* with details of setbacks and building height limits provided in the *City of Ottawa Zoning By-law*.

Through the *National Capital Act*, the NCC is responsible for coordinating development on federal lands in the National Capital Region, and any proposals for Blocks 1, 2, and 3 are subject to review and approval of the NCC. For more details, see the South of Wellington section of the Demonstration Plan description.

## West Terrace Pavilion

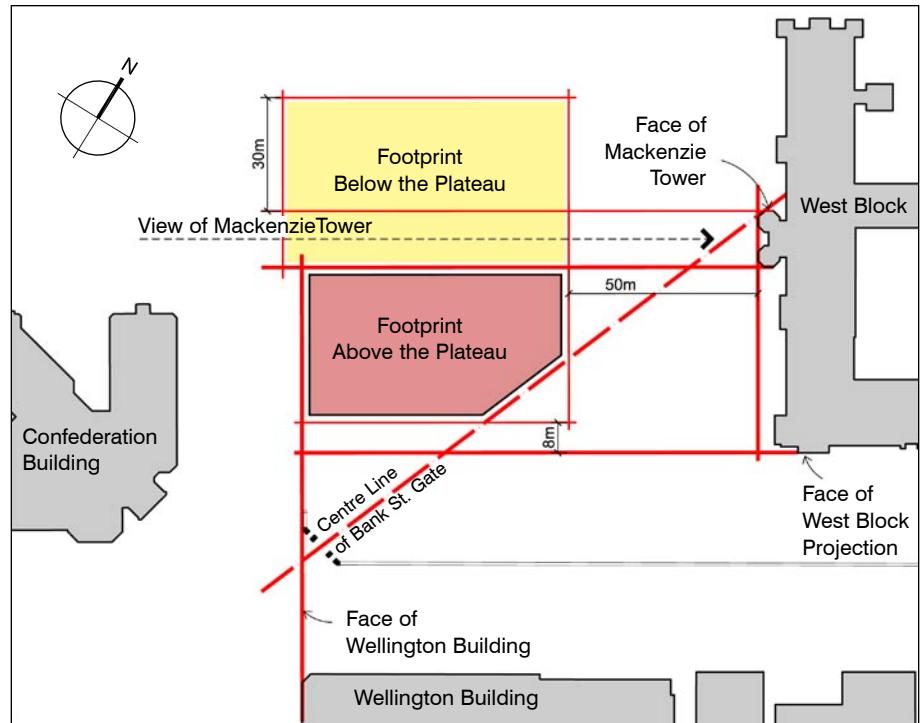
A central, subsidiary pavilion should mediate the Upper and Lower Plateaus, integrated into the Valley Head and embracing views of Quebec and the River. Its bulk should be limited, shaped so that it is clearly subsidiary to the West Block and the Confederation Building. Terraces below the plateau ground level can provide views to the valley, river and Gatineau landscape in a way which respects and reinforces the reading of the escarpment edge and the valley's wild landscape. At the separation between the two promontories, is a place where building and landform should be integrated and assist in linking the upper grounds with the lower river landscape.

A building in this location represents a particular challenge and opportunity. It requires a modest massing and architectural expression which maintains a clear reading of the land form and which does not compete with the massing of the West Block and Confederation Building or the gothic architectural character of the precinct.

Its façades must respond to four different situations: **on Wellington** – as a subsidiary pavilion integrated with the sloping edge of the West Terrace; **on Bank Street** – as a street-edge building, with a major public forecourt and entrance; **at the head of the Bank Street Valley** – as a terraced outlook to the river with two distinct components: a base set below the lower plateau that belongs to the escarpment, and a pavilion set back from the edge of the escarpment ; **and on the West Terrace** – as a formal frontage to the entrance forecourt framed by the West Block and the Mackenzie Tower.

The footprint *above the plateau* i.e above the level of Bank Street should remain within the following governing lines:

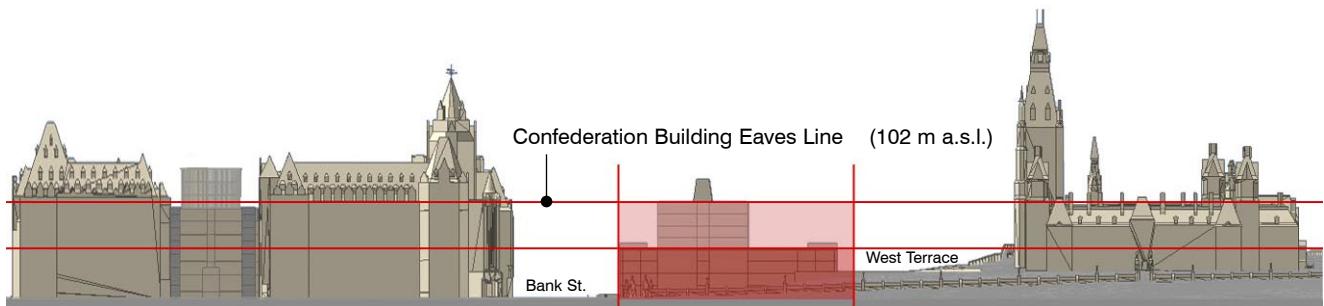
- **North** - A line extending the south face of the Mackenzie Tower to permit clear views of the tower along its western axis.
- **West** - A line extending the west façade of Wellington Building to permit clear views of the Bank Street Valley and river banks from Wellington Street.
- **South** - A line 8 meters north of south façade of West Block to encourage a primary reading of the West Block and to provide for planting that extends from Bank Street.
- **Southeast** - A line from the centre of the Bank Street Gate to the north face of the Mackenzie Tower.
- **East** - A line 50 meters west of the west face of the Mackenzie Tower.



42. Guidelines for the West Terrace Pavilion

The footprint *below the plateau* should not exceed 30 meters north of the north face of the Mackenzie Tower. Any built form below the plateau should integrate with the valley land form. While it would be compositionally more successful at one storey below the plateau, the built form should not exceed two stories. The character of the northern façades should reflect the essential qualities of the escarpment.

The height *above the plateau* should not exceed the eaves line of the Confederation Building, 102 meters above sea level. The upper half of the building envelope should only be partially filled i.e. less than 50%, so as to create a fitting silhouette. Very slender decorative elements may penetrate the height limit, subject to view analysis. Taller elements fit better into the composition if they are closer to the Confederation Building.



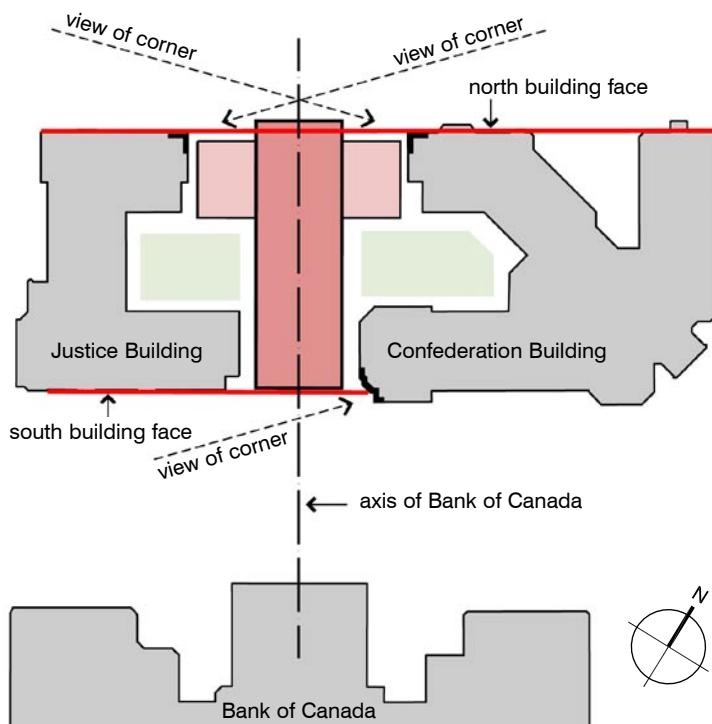
43. South Elevation showing the height limits of the West Terrace Pavilion in relation to the Confederation Building and the West Block

## Confederation/Justice Infill Building

An infill building between the Confederation and Justice buildings will not compromise the visual integrity of the site, and could improve it if handled as an integrating element. In doing so it will establish a horizontal massing more in keeping with the gothic form of buildings on the Hill.

The massing should be subsidiary to the Confederation and Justice Buildings. A taller element should be on axis with the Bank of Canada, and its north face should be aligned within two or three meters of the existing main building faces. Building wing connections should be set back to reveal the corners of the adjacent buildings. The south face should align with the south face of the Justice Building. The interior courtyards should be preserved and landscaped, but can include underground accommodation.

The height of a central element should not exceed the roof line, while the height of the connecting wings should match the eaves line.

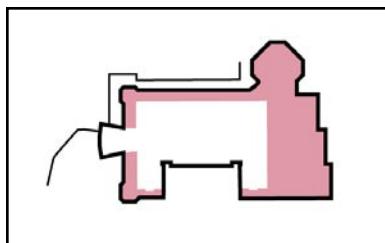


44. Guidelines for the Confederation/Justice Infill Building

## Federal Courts

A west-flanking building to the Judicial Triad is a critical enhancing element to the site composition. The proposed PETJB fills this role. It has been designed to implement a set of guidelines with the following main features:

- **East** frontage approximately the same width as the Justice Building, and set on a line equidistant from the central axis of the Supreme Court.
- **South** frontage on line with the Justice Building and of sufficient length to balance both flanks to the Square.
- **Height** sufficient to act as a visual balance to the Justice Building.
- A **Vertical Element** to act as a visual stop or counterweight to the Mackenzie Tower axis.



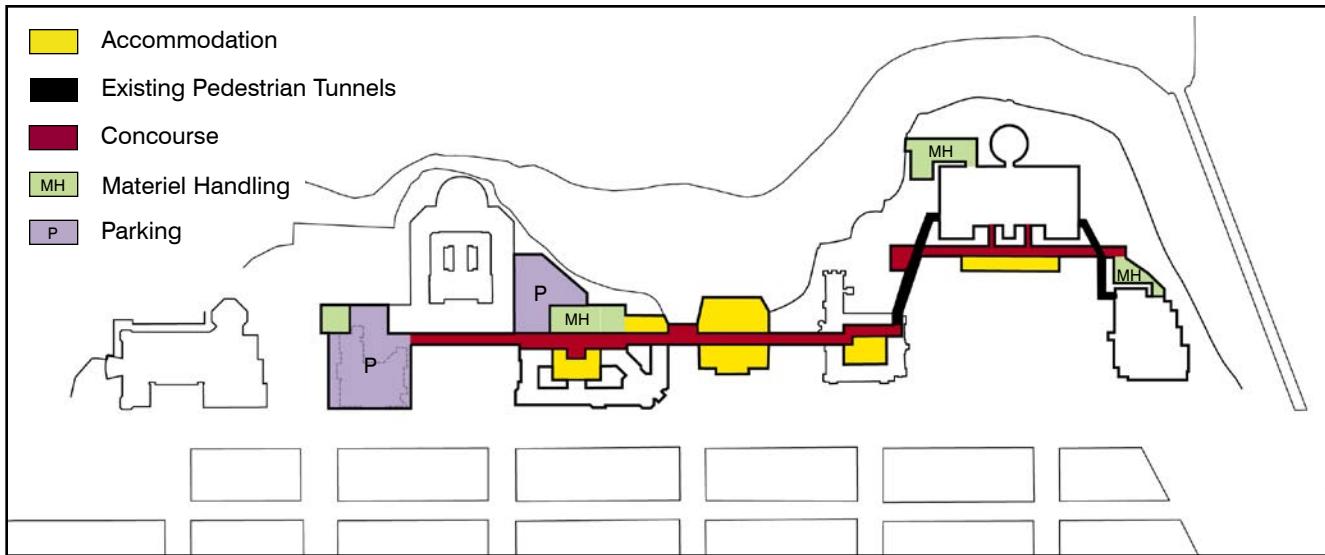
45. The potential expansion footprint to the Library and Archives Building

## Library and National Archives

There is at present no program for expansion of this building, and its detailed study is not part of the Development Plan. However, in the longer term, this site should play its part in meeting the central objectives of the Plan.

The built form should be within site capacity and contribute to an optimum composition. To do this, the footprint can extend midway between the east flank of the present building and the west side of the PETJB. The form should reflect balanced asymmetry, in particular an element to the north which will complete a three-part composition with the Library of Parliament and the National Gallery atrium. It should be a pavilion in the sense that each side is a front face, particularly the one to the west on the brow of the escarpment facing LeBreton Flats.

## 10. A Connecting Concourse Spine



46. A Connecting Concourse Spine

**A pedestrian concourse system should connect existing and proposed buildings and act as a new circulation focus for committee rooms and common parliamentary facilities.**

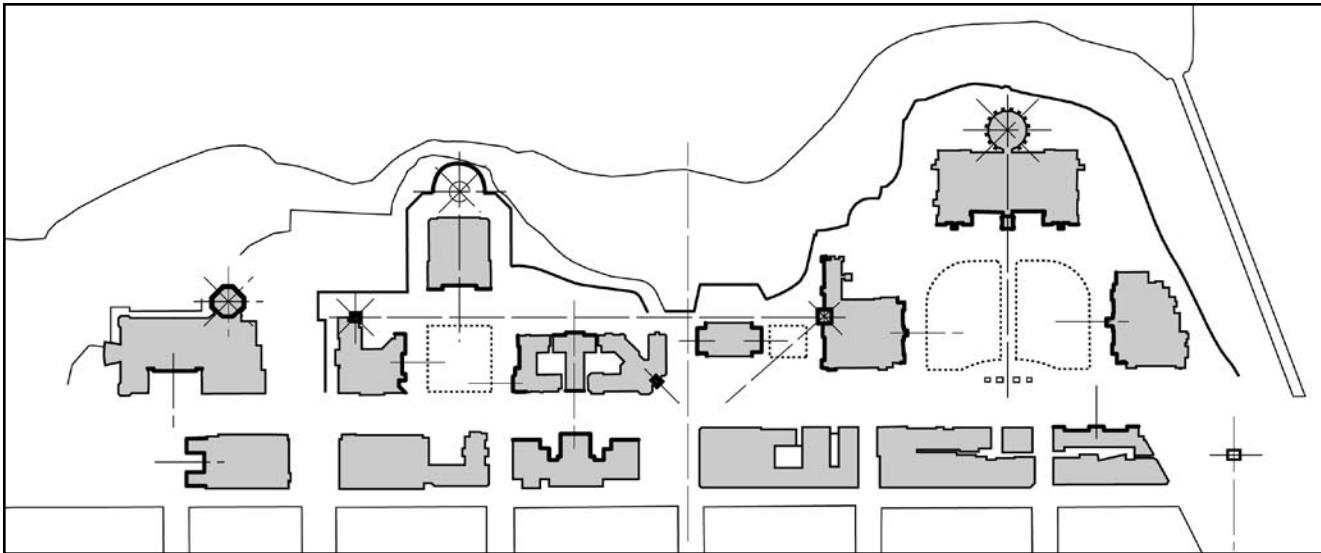
The operation of business in the Parliamentary Precinct should be secure and efficient. This requires that buildings housing parliamentary offices, committee rooms and chambers be linked together under cover. A below grade concourse will allow for easy movement of parliamentarians and staff and will facilitate security control, without interfering with the heritage character of the precinct. It should be designed for both pedestrians and electrically-powered vehicles, connecting all accommodation, parking and service destinations.

These concourses, unlike the existing pedestrian tunnels, should be spacious and have access to daylight wherever possible, and to the outdoors where intersecting with the head of the Bank Street Valley. Aboveground, projections should be minimized so as to not impact the visual quality of the heritage landscape.



47. A discreet skylight reveals the view towards the dome of the Texas Capitol building from the below-grade concourse.

## 11. Balanced Asymmetry



48. Balanced Asymmetry

***Future development should conform to the established pattern of asymmetrical yet balanced compositions.***

The compositional relationships of the buildings of the Capital Plateau are predominantly asymmetrical. They are ordered by picturesque principles rather than by axial motifs. Yet there is considerable formality and composed balance, and there are many instances of localized symmetry.

In a prime example of asymmetrical balance, each of the three buildings on Parliament Hill is different, separate and autonomous, with the Centre Block dominant through size and its elevated site. The Peace Tower and south façade of the Centre Block establishes a strong, formal and symmetrical composition, but the East and West Blocks are balanced asymmetrically about the central axis. They are equidistant from the axis and have equal set-backs from Wellington Street, but their façades to both the lawn and the street are unequal, and their principal entrances across the lawn are not aligned.

The Peace Tower axis is projected across the landscape by the terrace steps and flanking walls, the central walkway, the Memorial Flame and the Queen's Gate. But it has no influence on the arrangement of buildings on the south side of Wellington Street. In keeping with the composition's

picturesque design principles, the group is approached obliquely from Elgin Street and Confederation Square or Metcalfe Street; not along the axis. This approach is in clear contrast to the axial symmetry of Washington where the architectural influences are Neo-Classical rather than Picturesque and Neo-Gothic.

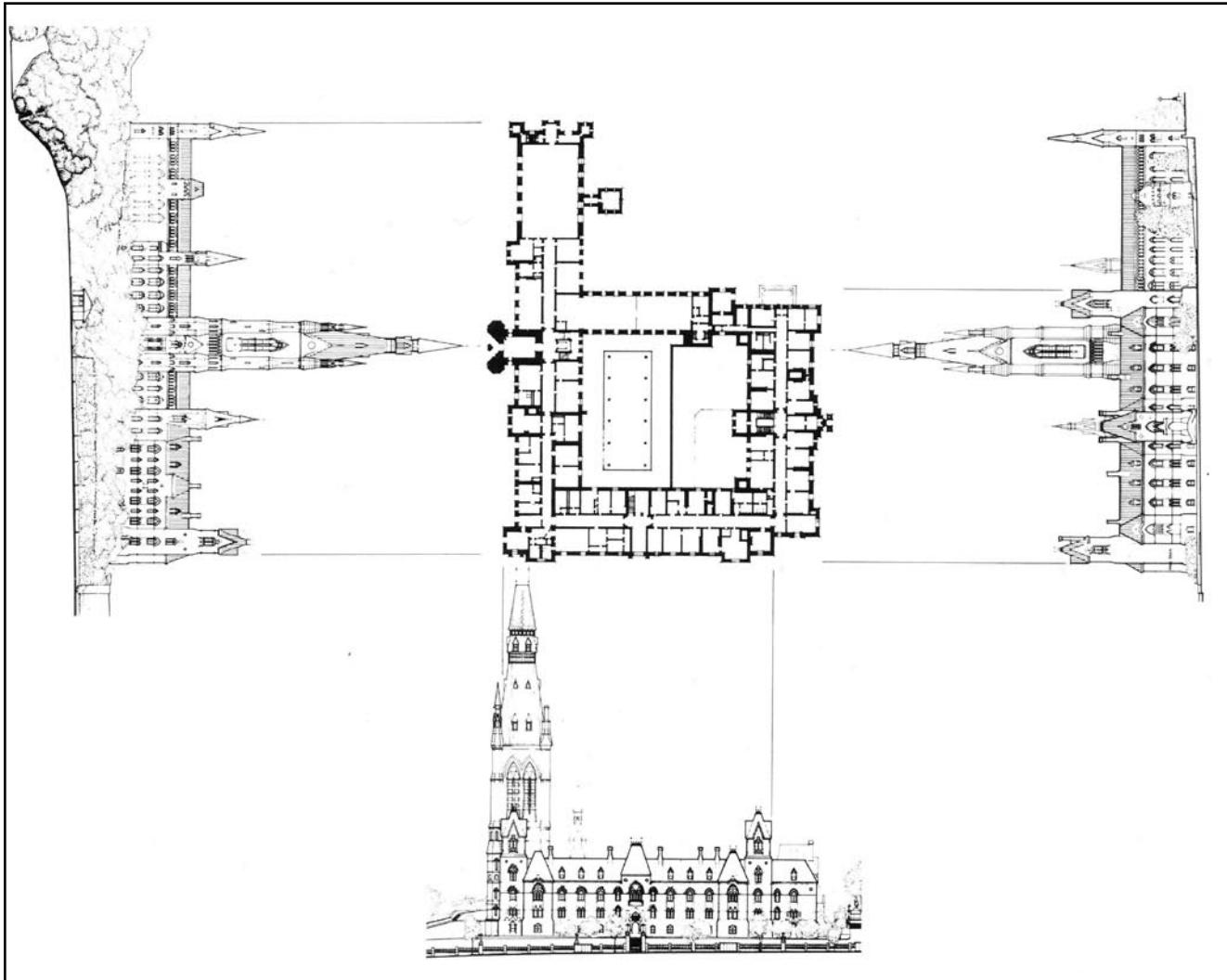
Each building responds independently to the adjoining edges of the plateau – the Centre Block has the attached Library which accentuates the projection of the promontory; the West Block with the central Mackenzie Tower presents its longest façade to the terrace overlooking the western plateau; and the East Block is stepped back to remain aligned with the angle of the escarpment.

Similar compositional devices should apply to any future building. While balanced massing should be sought, a regimen of symmetry or unyielding axiality should be avoided. Compositions should not be static but should acknowledge the dynamic nature of the observer and the sequential nature or choreography of space and volume.



49. The most striking view of the West Block occurs obliquely from Wellington Street

## 12. Architectural Composition



50. All the West Block façades were designed as "fronts"

***The underlying compositional forms of the existing buildings should inform future building design.***

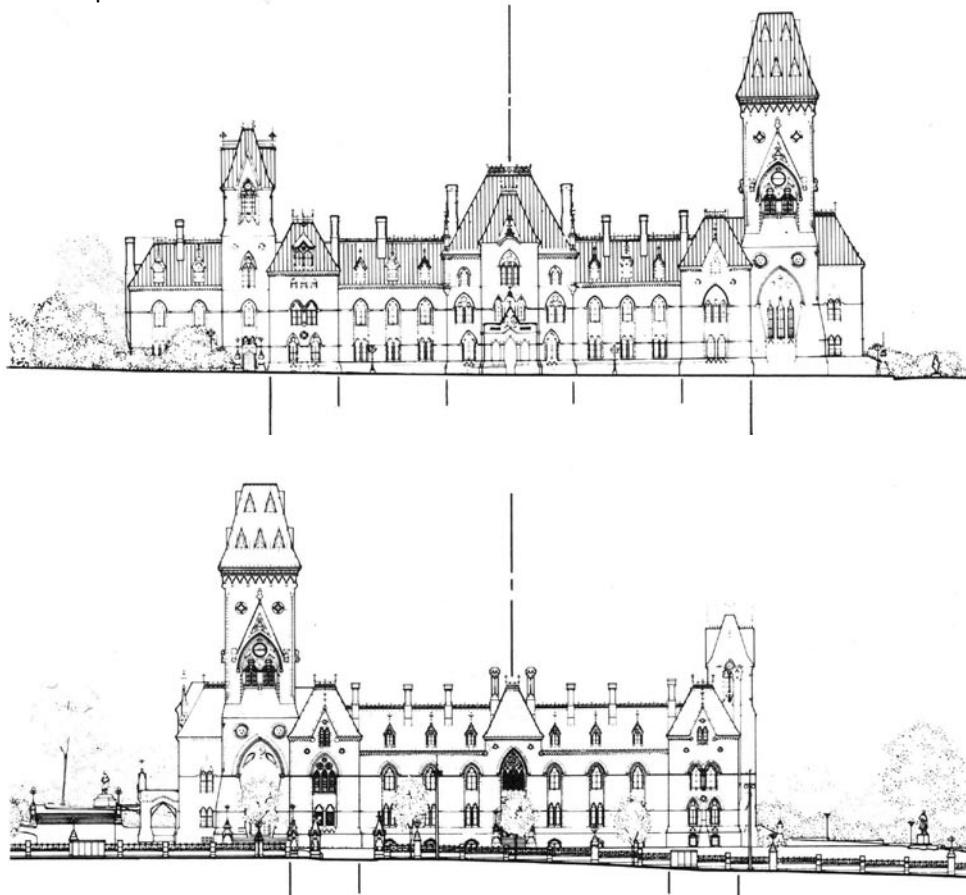
The architectural composition of the three Parliament Hill buildings, partially maintained by subsequent buildings on the plateau, has an important bearing on the way they are perceived as architecturally independent “pavilions”.

A consequence of the buildings being separate from each other and sited between Wellington Street and the river is that they are perceived “in the round”; from all sides, sometimes in complex overlapping compositions. The design of the earlier buildings on the plateau fully acknowledged the potency of this situation. Each of the buildings is designed to present

itself in several directions: towards the Lawns or forecourt Square, towards Wellington Street and towards the river or canal. Unlike traditional downtown buildings which generally have a single front toward the street, all faces of the original Parliament Buildings are treated as fronts.

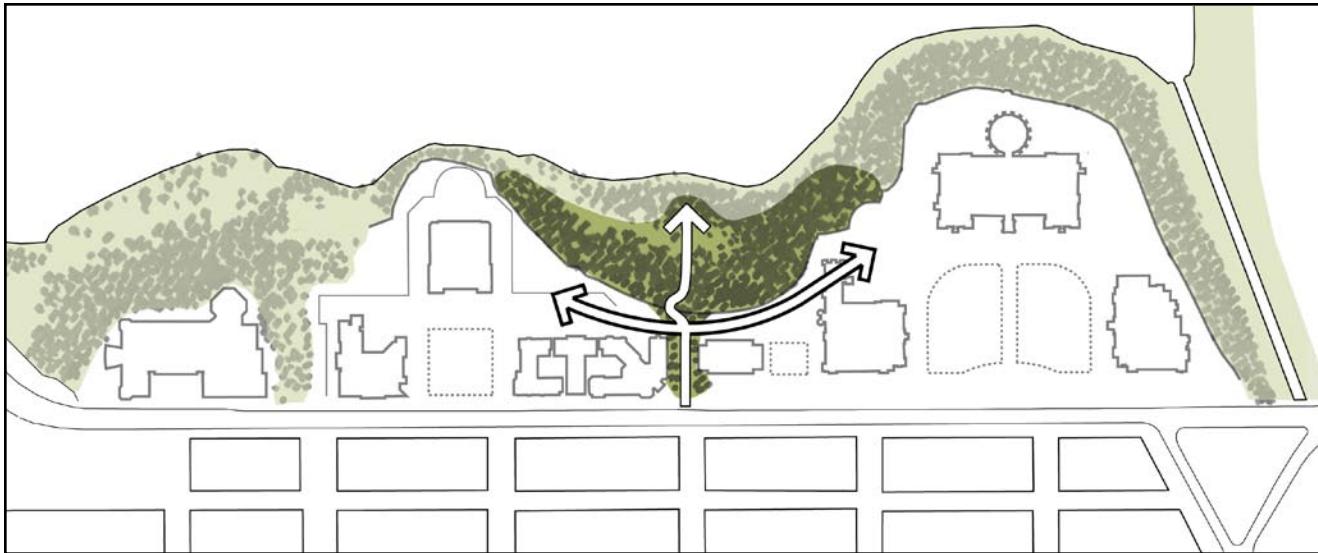
Many of the façades are symmetrically designed, centred on a primary entrance, but frequently counterbalanced by a major asymmetrical vertical element. Building corners are invariably emphasized by the articulation of walls, windows and roofs. In many cases the corners are raised to form a tower or spire. These corner devices "complete" each elevational composition and simultaneously act as a "hinge" or pivot to the adjoining, perpendicular façade. Also, towers on the Hill are generally associated with entrances. The resultant building silhouettes have varied roofscapes; even when detail is invisible, the profile is distinctive.

The PETJB has followed many of these compositional devices without duplicating the original architectural style. The design of all new buildings on the plateau, while contemporary in style and material, should be informed by an analysis of what makes a successful pavilion in the landscape.

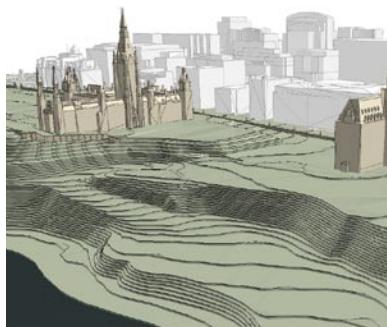


51. The symmetrical façades of the East Block are counterbalanced by asymmetrical towers

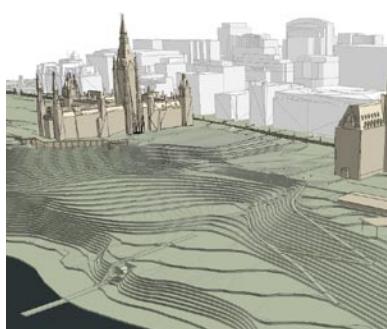
### 13. A Pedestrian Promenade; A Concave Valley Head



52. Pedestrian connection, concave valley



53. The existing topography of the Bank Street Valley



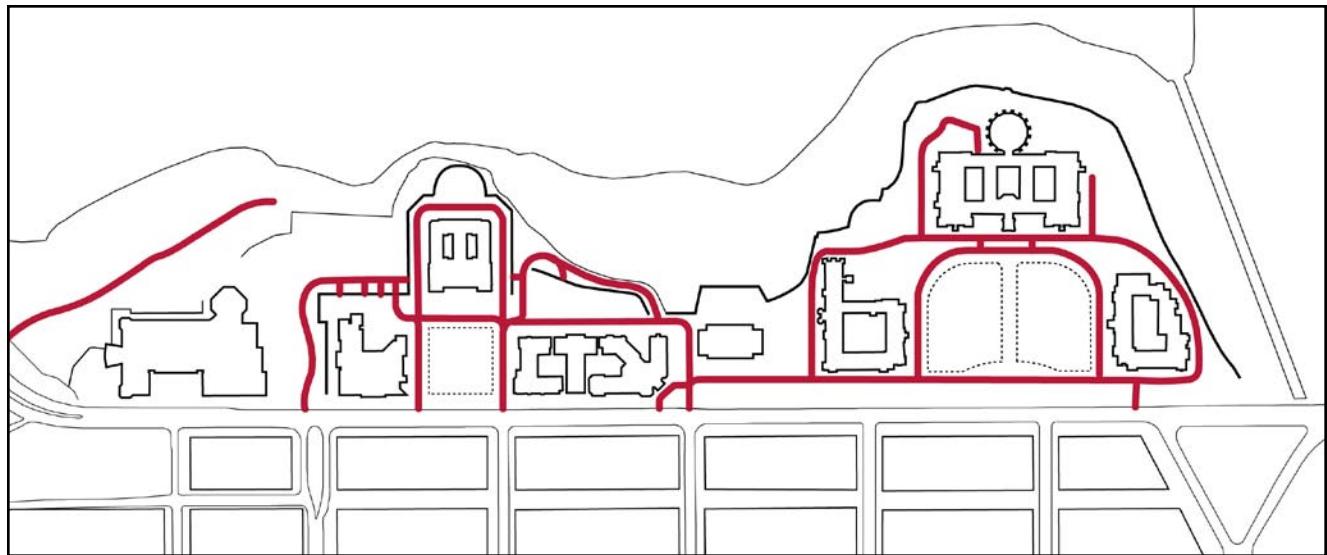
54. The potential reshaping of the topography

**A new pedestrian promenade should connect the Hill to the western part of the Parliamentary Precinct, working in conjunction with the concave reshaping of the Bank Street Valley and a new pedestrian connection to the river.**

At present, the upper and lower plateaus are functionally linked and have similar architectural style, but movement across the topographical step between them is indirect. Greater visual and easier physical connection is desirable, but not at the expense of the clear reading of the west flank of Parliament Hill. A pedestrian promenade along the escarpment rim is proposed as the primary linking device, but must be gently integrated into the topography.

Old engravings show that the Bank Street Valley was once a defined topographical feature of considerable presence. It has been compromised and awkwardly filled by its use as the government dump many years ago, and currently by its use as open parking. The parking lots should be removed. The landform, in association with accommodation below the Bank Street level, should be reshaped to affect a defined, concave valley head.

## 14. Driveways



55. Driveways

***The roads should be reduced in width and extent, and designed as mixed-mode, pedestrian-priority surfaces or as “Drives in the Grounds”.***

The pattern of internal roadways are significant elements in the landscape. Their organization on the Capital Plateau is as important as that of the buildings and vegetation. Their alignment, geometry and hierarchy strongly influence the experience, order and sequence of moving through the site.

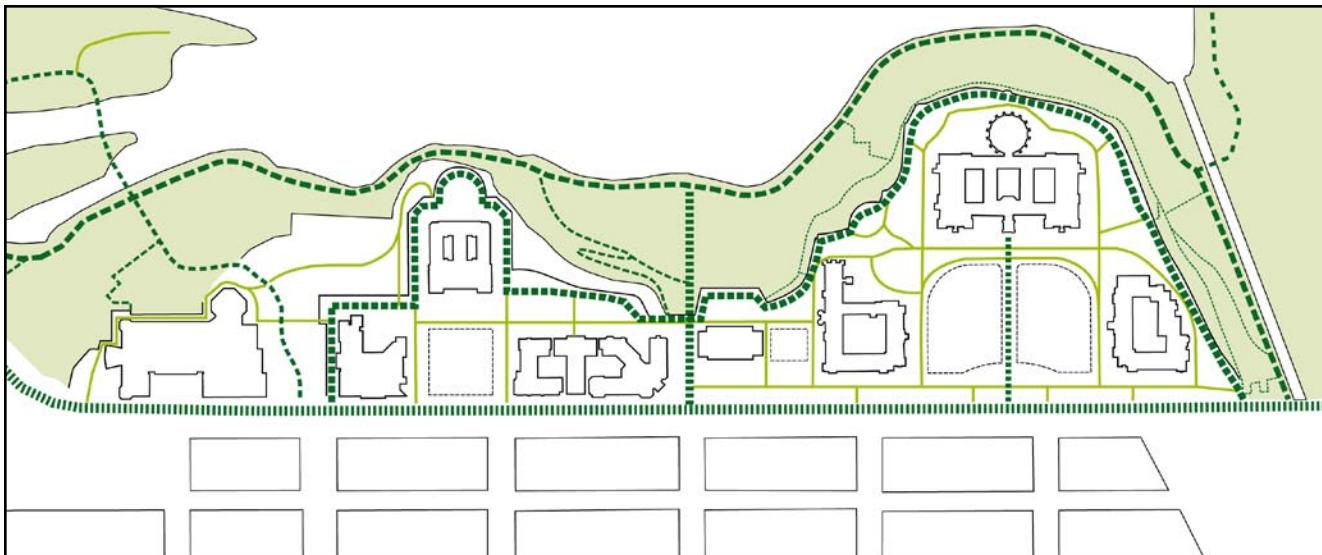
The present road system provides an appropriate access pattern and has more than enough capacity to meet anticipated future traffic volumes.

The layout is also generally compatible with the pattern of topography and open spaces of the plateau. However, the size, materials and detail design of the primary roads and the uncoordinated array of minor roads, service areas and large parking areas are the cause of considerable visual degradation across the entire Capital Plateau.

The roads and subsidiary vehicular areas should be consolidated, reduced in width and redesigned to merge into the overall landscape.

They should be designed to reinforce the dignified character and image of the Capital Plateau. In cases where traffic is light or limited to ceremonial occasions, pedestrian-scaled surfaces such as brick, stone, or other unit pavers would be appropriate.

## 15. Paths and Trails



56. Paths and Trails

***Design of the pedestrian routes should take advantage of the topography and character of each of the three landscape types.***

The component parts of the pedestrian system closely correspond with the three different landscape types: the escarpment and valley lands, the plateau and Confederation Boulevard.



57. River Walks

### Escarpment and River

The escarpment and the river bank have the potential to provide an ideal Arcadian setting for casual and relaxed recreation, walking and cycling. The present shoreline walkway and bicycle path provides an important link in the extensive city-wide network. Development at the river's edge should accentuate the strong sense of seclusion from the activity of the plateau and city streets above, and intensify the natural setting. The routes should be free-flowing and informal, generally following the river's edge and winding up the escarpment. Designated paths should be dimensioned to accommodate slow-moving emergency and service vehicles but should be designed to the geometries of pedestrian, rather than vehicular, movement.

The restored *Lovers' Walk* on the escarpment slope is an important part of the pathway network. The section of the walk extending from the Rideau Canal bridge, along the east side of the Hill, to a terrace close to the Summer House is included in the approved Parliament Hill Landscape Plan. It is here proposed that the *Lovers' Walk* restoration be extended further; around the west side of the Hill, to a new landing below the West Terrace. The precise alignment would be determined in conjunction with escarpment restoration and regrading associated with the reshaping of the Bank Street Valley.



58. *Lovers' Walk* n.d. (PA-32894)

### Plateau edge and interior

The pedestrian routes on the plateau have requirements more diverse and changeable through the year. The plateau must not only carry routes associated with governmental business activities; it must also carry a wide range of public uses extending from relaxed strolling along the bluff to mass demonstrations and celebrations on the Hill. One important set of pedestrian routes provide access to, and circulation around, the two primary lawns which are the fulcrums of business circulation and the foci of public use.

Another is a promenade along the rim of the plateau. This is a favourite walk for many visitors to the Hill; it should be extended via a pedestrian promenade to include the entire plateau edge and supplemented by viewing and seating areas.

This expanded promenade provides many new siting opportunities for commemorations as it connects the perimeter of the Hill, where many commemorative statues and features already exist, with a new sequence of spaces linking the West Terrace, the head of the Bank Street Valley, Vittoria Way and Terrace, and the Supreme Court podium terrace.

Between the plateau edge promenade and the two lawns, a closer network of paths should provide a link to these main spaces and the various secondary and tertiary destinations on the plateau.



59. Path along the edge of the escarpment

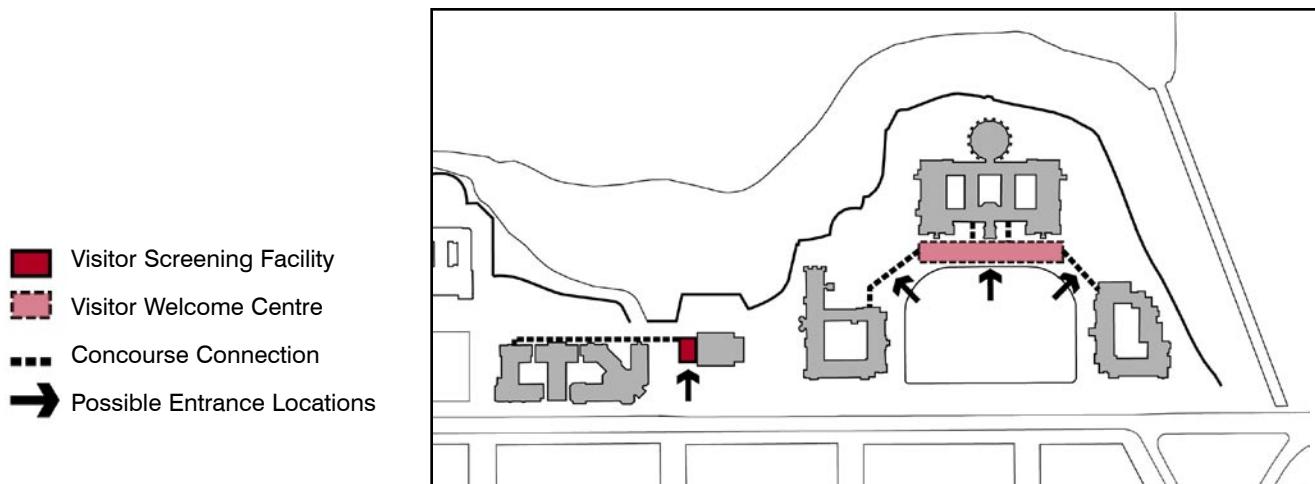
### Esplanade

The third major component of the pedestrian system is the Grand Esplanade on Wellington Street. It is the most formal pedestrian route, designed to give cohesion to the city edge of the plateau and a constant line of reference. Formal statements of entrance should be made from the Esplanade to the Parliamentary Lawns and the Supreme Court Square.



60. Grand Esplanade on the north side of Wellington Street

## 16. Visitor Reception and Screening



61. Pedestrian Welcome Centre and Screening

**A Visitor Welcome Centre with pedestrian screening should be established adjacent to the Centre Block. A second screening facility should serve the parliamentary buildings on the lower plateau.**

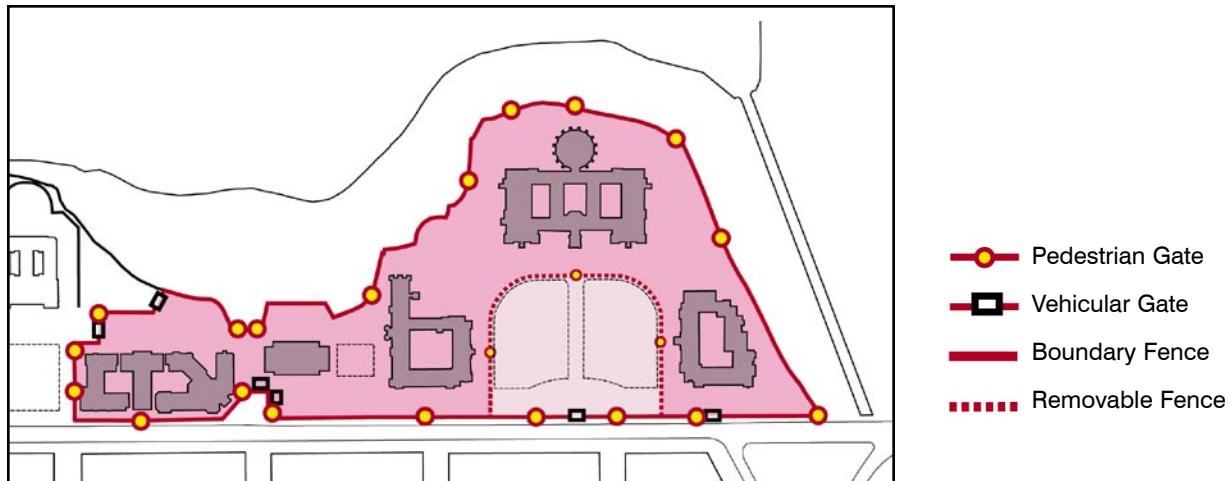
All visitors and building occupants are currently screened at building entrances, which is poor security practice and makes for uncomfortably crowded conditions. Screening for building occupants, and pre-authorized or escorted business visitors could continue at the regular building entrances. However, screening for public visitors is best undertaken outside the building envelopes, and would best be combined with public information and other visitor facilities.

The independent visitor will naturally gravitate toward the Peace Tower, as will organized tour groups. A Visitor Welcome Centre associated with the Centre Block would best meet the needs of these visitors. This represents a design challenge because the facility must not compromise the heritage site. Much of the programme of the centre can be underground, but a substantial and visible entrance is also needed.

The InfoTent serves as one precedent of an intervention that fits into the grounds reasonably well as a separate element; one which does not compete compositionally with the other buildings on the Hill. The other approach is to integrate the entrance into the existing architectural fabric of the Peace Tower Forecourt.

Design guidelines, based on and expanding this principle, are required to form part of the Visitor Welcome Centre architectural brief.

## 17. A Secure Parliamentary Precinct



62. A Secure Precinct

***The Parliamentary grounds should be secured unobtrusively by means of gated decorative fences.***

Of the eight Guiding Principles endorsed by the Parliamentary Buildings Advisory Committee, two deal with security: *Precinct Boundary* - establish a clear physical boundary to accommodate all core parliamentary functions - and *Accessibility and Security* - ensure balance between openness, accessibility and security. The idea of balance is essential but subjective. The parliamentary grounds and workings of government should be open and easily accessible to the public. Parliamentarians, staff, visitors and facilities should be protected from undue risk of harm. Depending on their responsibilities, different people will emphasize different sides of the equation. This Plan's role is to define the point of balance between physical security infrastructure and open access to the public.

Control at the building entry is generally accepted. The issue of contention is control of entry to the grounds. In both cases, the greater the inconvenience to the public, or the greater the disruption to the heritage character, the greater is the resistance to control. Senior officials have concluded that vehicles entering through a security boundary to the precinct grounds should be screened, but that pedestrians should have free access most if not all of the time. The Chief Justice of the Supreme Court of Canada has indicated that the judicial grounds will likely remain open to vehicles.



63. New fences should not compromise the character of the existing fences

**Point of Balance:** This Plan establishes the balance between openness and security as that point where the precinct grounds are normally open to pedestrians, with surveillance but not individual screening, and open to authorized vehicles after screening either off or on site; and where security control can be progressively but temporarily increased as need arises.

**Boundary Fence:** Much of the precinct is already fenced. Once reinforced in a way not to compromise their decorative character, and with added surveillance in place, these fences will make satisfactory first security screens to the grounds. They would be pierced by gated or retractable bollard openings for vehicular and pedestrian access. For the main Wellington fence, this will mean restoration to the original structure.

Vehicular entry should be limited to the Queen's Gate, Elgin Street, Bank Street, and the route from Kent Street to the precinct. Pedestrian gates should be placed in association with the vehicle entries, at building entries and at places of access from the escarpment.

Foundations should be built for temporary removable fencing around the lawn that can be assembled either when crowds and demonstrations are to be isolated from the rest of the grounds, or when the rest of the grounds are secured while the lawn is left open to the public.

The removable fence and its permanent mounting base should be of elegant, simple, contemporary design, sympathetic to the original metal-work and stonework of the Wellington Street wall and part of the common vocabulary of modern site furnishings for the Parliamentary Precinct.

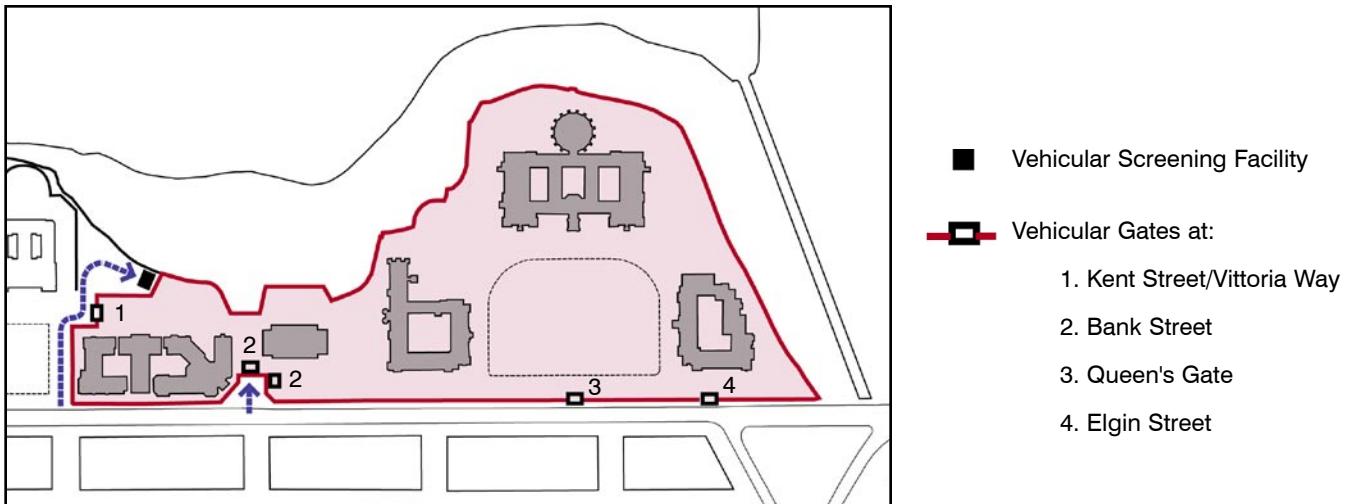


64. The Queen's Gate c. 1903



65. The Queen's Gate in 2006

## 18. Vehicle Screening



66. Vehicle Screening

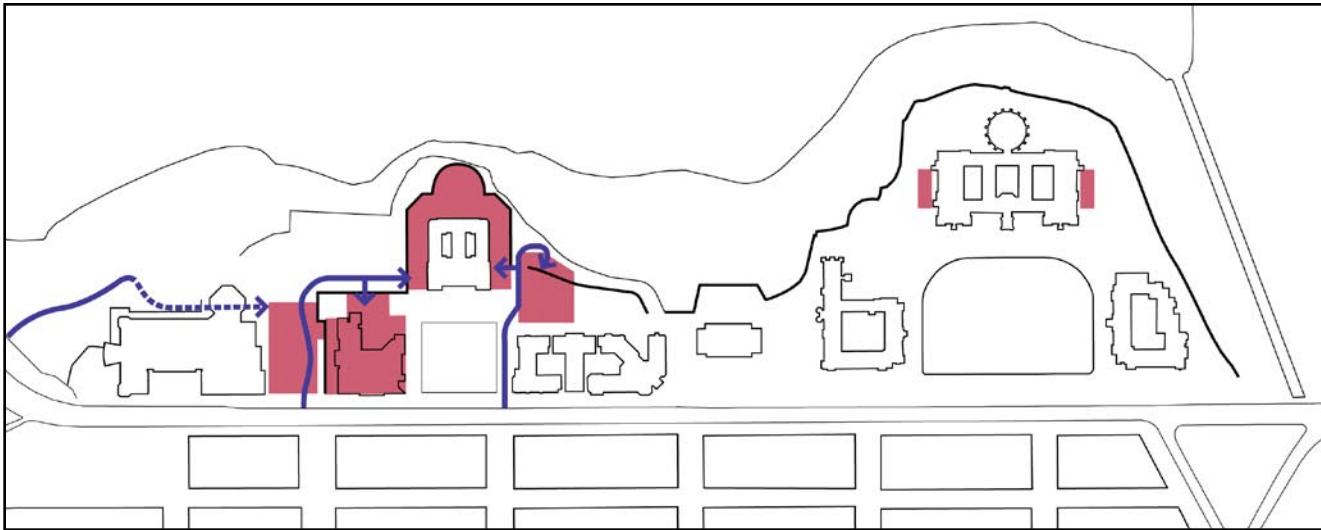
***Most vehicles should be screened off-site. Screening on-site should be unobtrusive, integrated in the landscape and of modest size.***

The primary strategy for limiting the potentially severe degradation of the heritage landscape caused by large vehicle screening aprons is to exclude access for commuter parking and most materiel handling from the secure zone, and to pre-screen or pre-authorize as many other vehicles as possible to minimize on-site screening.

By its nature, a Vehicular Screening Facility poses a design challenge that will be difficult if not impossible to overcome if larger than two lanes, and especially if located in a prominent position. For this reason, and to remove it from close proximity to accommodation, it should be accessed from Kent Street and placed on the topographical bench below Vittoria Way, where it can be integrated into the treed landscape.

Pre-screened vehicles and pre-authorized drivers would be checked at the Bank Street, Vittoria Way or Elgin Street gates.

## 19. Parking



67. Parking

### ***Surface parking should be removed from the Parliamentary Precinct and replaced with underground structures.***

Given the symbolic and visual importance of the grounds, surface parking has no or very little place in the Parliamentary and Judicial Precincts. It has a severely negative effect on the image, aesthetics and heritage of what is arguably Canada's premier public landscape. Removal has been projected (and partially implemented) since before the 1987 plan and in every planning effort since then. The introduction of vehicle screening brings a practical imperative to the need to remove the large inventory of unorganized parking lots. A viable parking strategy will have the following attributes:

**Underground:** The site's carrying capacity of surface parking is extremely limited because of the need to establish visual integrity to the grounds. Parking structures should be below ground and not visible on the surface.

**Outside the security boundary:** If all the vehicles with occupants destined for the precinct were to enter the security zone, the time taken to screen them would cause such delay and such an extensive vehicle apron (like that at a minor border crossing) as to be both impractical and unacceptable. Except for 28 cars accepted as part of the 2000 Landscape Plan for Parliament Hill, parking should be located outside the secure zone, and occupants should enter the zone as pedestrians.

**Outside building footprints:** Security considerations within the Parliamentary Precinct dictate that parking should not be placed under buildings, to avoid the threat of explosion and subsequent building collapse. This provision does not apply to the Judicial Precinct.

**Accessible to destinations:** Much of the parking for the precinct is currently inconvenient, exposed, and involves a steep climb up the escarpment. Proposed parking should be reasonably close to destinations, less exposed to a sense of insecurity than at present, comfortable, and with access to connecting concourses and precinct transit. The desire for close parking, however, must be balanced against an analysis of highest and best use for each available site. Sites on the Hill are unacceptable from a heritage viewpoint because of the visual effect of entry/exit ramps. Entry to a site under the West Terrace via the Bank Street Valley would compromise the valley.

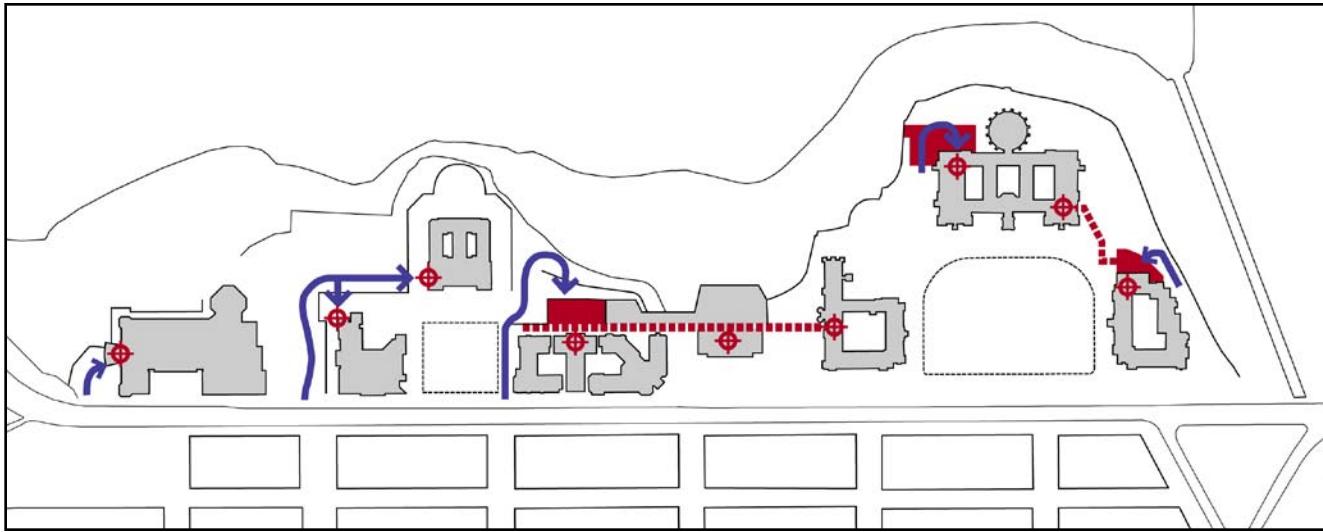
A site on Vittoria Terrace is the closest to the Hill which does not overly compromise the landform, although it does preclude other accommodation in that part of the Precinct.

The most economical place for structured parking following these criteria is an additional level under the PETJB. One of the two currently planned levels is already slated for parliamentary parking, with separate vehicular entrance/exit. The PETJB podium should be redesigned to include a fully integrated pedestrian entrance/exit circulation to link the parliamentary parking level with on-site transit and, in the long range, with an extension of the Vittoria Way below-grade concourse.

The site under the head of the “Lyon Street Valley” is not slated for building development and is therefore also available for below-grade parking. It can connect to the PETJB levels and take advantage of the pedestrian exiting provisions. It can be accessed via Cliff Street in a tunnel under the escarpment.

Sites south of Wellington do not have the same under-building constraints as those within the security boundary. They are as or more convenient than the lots below the escarpment. Their capacity is limited only by development economics.

## 20. Materiel Handling



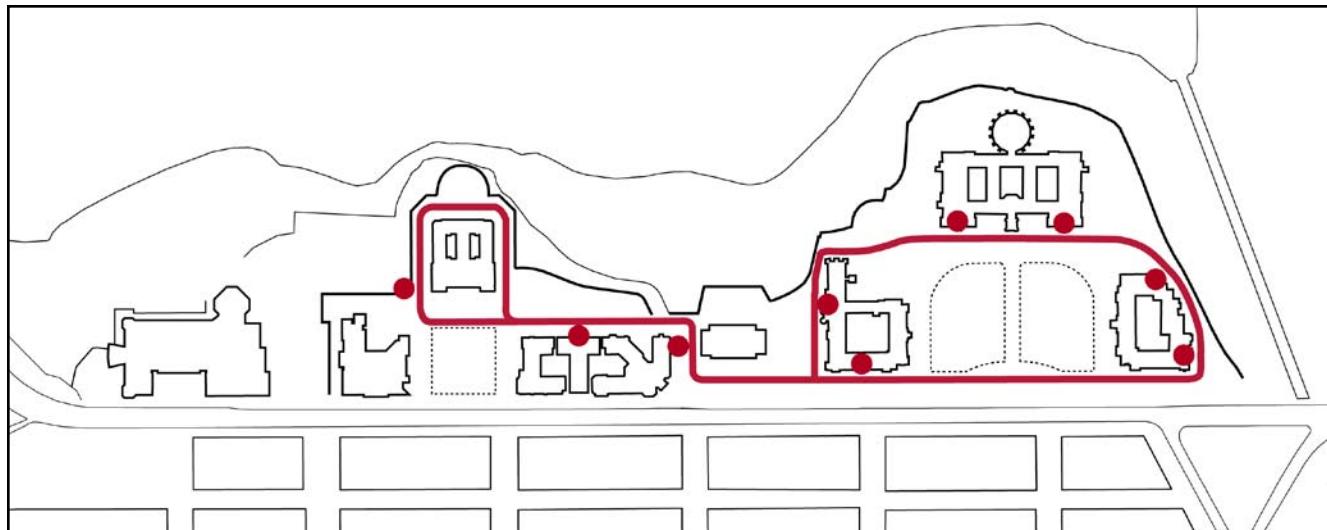
68. Materiel Handling

**A combined facility should serve the central buildings, with goods distributed via a connecting concourse. Other buildings can be served independently, with minimum visual impact.**

Providing unobtrusive loading docks to pavilion buildings without “backs” poses a particular challenge. Vehicle access to the west Centre Block Underground Services facility (CBUS) is simple and effective, without occupying much of the building’s façade. The loading system for the Supreme Court takes advantage of the local topography to make it unobtrusive. The loading access for the PETJB is also designed to take advantage of grade change. In contrast, the West and East Block loading systems are unsatisfactory. The loading location between the Confederation and Justice Buildings will be lost once the Infill Building is in place, without an apparent surface replacement. There is no straightforward way to directly service the West Terrace Pavilion.

The proposal is to retain CBUS, provide a similar facility for the combined east section of the Centre Block and East Block, retain the Supreme Court, Archives and PETJB systems; and provide a combined Materiel Handling Facility (MHF) under Vittoria Terrace for the West Block, West Terrace Pavilion, and the Confederation, Justice and Infill complex, connected via a primarily pedestrian concourse which can also take electric vehicles. Access to the MHF is made unobtrusive by taking advantage of the topographic change between the terrace and the lower bench. An entry outside the security boundary removes the need for routing service vehicles through the screening facility.

## 21. Precinct Transit



69. Precinct Transit

**The Senate and House of Commons site transit system should link parking locations with building destinations, served by sheltered waiting areas within buildings or kiosk structures.**

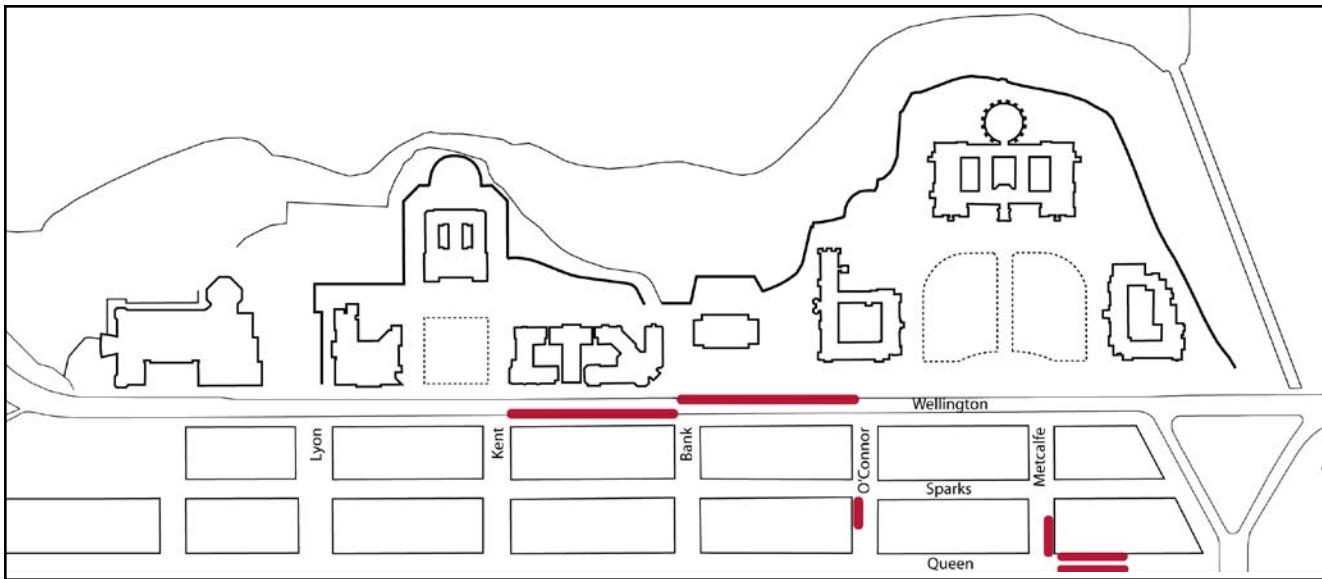
The shuttle buses that serve parliamentarians and staff of the Senate and House of Commons provide convenient travel between parking and the various destinations on the plateau. With no pedestrian access or entrances to parking or buildings below the escarpment, the transit routing can be simplified and kept within the purview of the Precincts.

With the introduction of the internal inter-building concourse, an alternative or supplementary electric cart transit system could be put in place, leaving the bus system to operate primarily or only as a morning and evening link to parking.



70. The House of Commons Shuttle Bus runs frequently between parking lots and the Parliamentary Precinct buildings

## 22. Tour Buses



71. Tour Bus Drop-off and Pick-up areas

**Tour bus drop-off and pick-up should be located close to but outside the security boundary on Wellington and other nearby city streets.**



72. Tour buses load and unload passengers on Wellington Street at off-peak times

Parliament Hill, and specifically the Centre Block, is the premier visitor attraction among a series associated with Confederation Boulevard ring: the Museum of Civilization, the National Gallery, By Ward Market, the Supreme Court, the Library and Archives, and the War Museum. During off-peak periods, passenger drop-off and pick-up for up to 22 buses are presently permitted on Wellington Street. On and off loading can take place any time in designated spots on O'Connor, Metcalfe, and Queen Streets.

One or more off-site parking locations are needed to accommodate 25-40 tour buses waiting during each tour period, so that parked tour buses do not obstruct traffic. Currently, longer-term parking is provided by the City of Ottawa near Albert Street and Bronson Avenue (LeBreton Flats) and by the City of Gatineau at the Robert Guertin Arena. When LeBreton Flats is redeveloped, that site will no longer be available for bus parking, and an alternative will have to be found to suit traffic planning on city streets.

## 23. Environmental Sustainability

**New development, renewal and rehabilitation in all aspects of the built and natural environment should follow exemplary standards of sustainability at the time of implementation, as well as in the ongoing operations and management of the Precincts.**

The Precincts are places of great cultural and architectural significance that reflect a unique synergy between buildings and the landscape setting. The highest priority and the “greenest” strategy will be the conservation and stewardship of these heritage resources. The heritage conservation measures should be fully integrated with other sustainable design practices as the Precincts are upgraded and expanded to meet current operational, technological and security requirements.

- NEW DEVELOPMENT PROJECTS should employ state-of-the-art green construction practices and adopt management and monitoring systems to ensure that designed performance standards are achieved on an ongoing basis. Each new building, infrastructure or landscape work should not only meet the highest prevailing standards but also contribute to the enhancement of the overall environmental health of the Precincts.
- CONSERVATION of the on-site resources should be maximized in recognition of the embodied energy of these resources and the energy requirements for their replacement.
- SITE RESTORATION should aim to recapture as much as possible of the pre-development natural processes particularly with regard to the site drainage and vegetative cover. High density vehicular and pedestrian traffic areas should be designed to minimize the environmental impacts.
- MANAGEMENT PRACTICES should be planned in concert with new capital works to ensure the investments are protected, and that targeted sustainability standards are achieved over the long term.



97. The cultural value of buildings and landscapes should be maintained



73. The replacement of the Cliff Street Heating Plant with some form of cogeneration plant would reduce the Precincts' Greenhouse Gas emissions

## Sustaining Cultural Values

The assembly of buildings and infrastructure within the precinct was built-out over several decades, starting in the mid 19th Century. Consequently, buildings do not reflect modern standards of efficiency, and infrastructure does not function as an integrated system. Yet, the symbolic importance of the place means that opportunities to retrofit buildings to achieve environmental sustainability objectives are limited by the overriding need to maintain cultural and architectural integrity. Because of the high levels of public use, the option of limiting public access during periods when the landscape is vulnerable to degradation is not viable for much of this site. The strategies set out below are therefore balanced between environmental and cultural sustainability.

## Air Quality

The air quality objectives are to reduce and minimize emissions, and enhance the ability of the environment to process airborne pollutants and generate oxygen.

One strategy to achieve these objectives is to construct below-grade parking and to replace surface lots with soft landscape and tree cover. This will reduce parked vehicle evaporative emissions, absorb carbon emissions, process pollutants, and as a result improve air quality.

The plan provides for the below-grade replacement of all parking removed from surface lots, based on current parking standards and policies. Since implementation of below-grade structures will be phased over the 25 years of the plan, total parking requirements should be reassessed periodically, in the light of prevailing Transportation Demand Management (TDM) and any shift to alternative travel modes.

A second strategy involves maintaining a pool of efficient hybrid/alternative energy, low-emission vehicles for shared use by parliamentarians and staff to offset private vehicle use; and converting the shuttle bus fleet to hybrid/alternative energy, low emission vehicles.

A third strategy relates to the Cliff Street Heating Plant. In the long term, the replacement of the Heating Plant with some form of cogeneration unit should be considered. The new power plant should allow the Federal Government to demonstrate leadership in Greenhouse Gas emissions reduction.

## Water Management and Conservation

Water management objectives include improving the quality of storm water discharged from the site into the Ottawa River and conserving water through re-use and reduction in consumption.

**Storm Water Management (SWM):** The long-term objective should be to consolidate the existing fragmented storm sewer infrastructure in order to meet Ontario Ministry of Environment Level 1 (Enhanced) criteria. These criteria stipulate the highest standard of quality to facilitate the protection of downstream fish communities.

The practicality and effectiveness of a combination of the following measures should be studied in depth:

- reduction in extent of impervious surfaces to encourage infiltration and moderate runoff rates;
- green roofs for new and renovated buildings;
- storm water management ponds;
- infiltration and/or subsurface storage facilities;
- water quality embayments within the Ottawa River to treat runoff from the Rideau Canal storm sewer;
- frequent street sweeping and catch basin cleaning programs to reduce sediment loads;
- modification of winter maintenance programs to minimize use of sand and de-icing salt;
- and design of all new developments with integrated at-source storm water management and rainwater recycling measures.

**Water Conservation:** Strategies that should be considered include utilizing high efficiency plumbing fixtures; recycling grey water for flushing and drip irrigation of landscape areas; utilizing drought-resistant plant material in landscaping to minimize requirements for irrigation; and attenuating rainwater for re-use in irrigating landscape areas. Possible locations for subsurface storage systems include the Parliamentary and Supreme Court Lawns.



74. The reduction of the extent of impervious surfaces will encourage water infiltration and moderate runoff rates



75. The reuse of materials should be encouraged such as the recycled copper from the roof of the Library of Parliament used in the interior of the new Canadian War Museum.



76. Slope reforestation and stabilization is essential to the health of the escarpment.

## Energy Reduction

The energy-reduction objective is to reduce demand through conservation, efficient design and on-site generation using non-polluting technologies. Strategies to achieve this objective include:

- reducing the extent of non-reflective paving (asphalt) and roofing materials to minimize solar absorption and reduce the urban heat island effect;
- locating tree plantings to provide summer shade on façades and minimize wind exposure to buildings;
- designing new buildings to achieve LEED™ Gold Standard or equivalent in accordance with PWGSC objectives;
- integrating on-site renewable energy generation systems (solar, wind);
- implementing high efficiency river source district heating and cooling to supplement/replace Cliff Street Heating Plant;
- and upgrading street lights and landscape lighting, as well as implementing a light management program to improve efficiency while ensuring public safety.

## Sustaining Nature

The primary objectives are to enhance the health and diversity of natural vegetation communities on the escarpment, the aquatic habitat within the Ottawa River and the habitat opportunities for birds and wildlife. Specific strategies include:

- regenerating the escarpment landscape by eradicating non-native invasive species, implementing understorey native plantings and managing wooded areas to prevent soil compaction and undesirable public access;
- enhancing terrestrial habitat through the introduction of native species that provide food and shelter for birds and wildlife;
- managing companion animals (dogs and cats) to minimize disturbance to or predation of birds and wildlife;
- minimizing use of non-native species in landscaping throughout the site;
- and designing and formalizing pedestrian movement systems to avoid encroachment on steep slopes and sensitive areas of the site, while facilitating public enjoyment of nature.

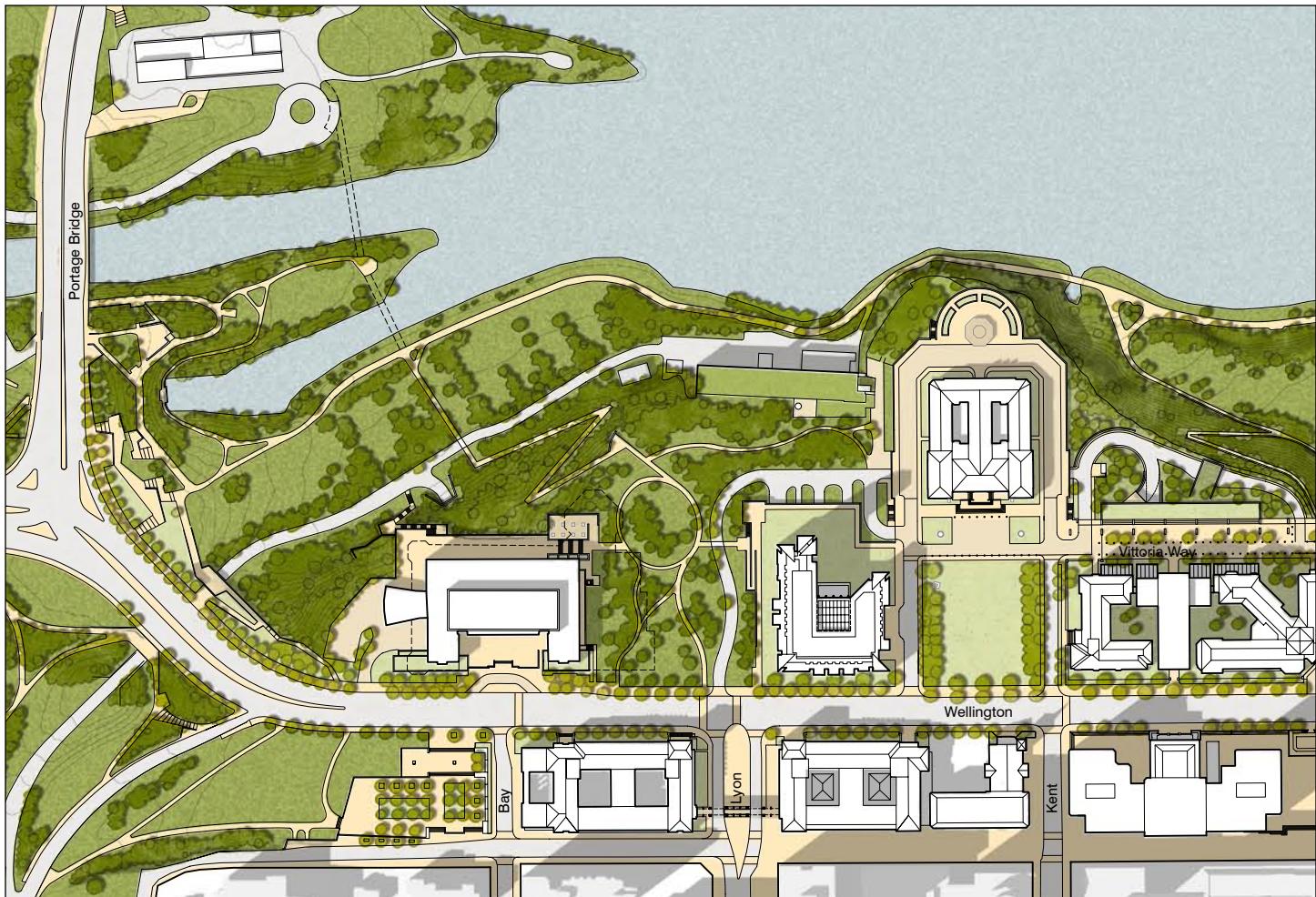
# Demonstration Plan

This section demonstrates ways in which the planning and design principles could be implemented. It deals first with an overview, followed by an examination of each of the development sub-areas of the site. This exercise is supplemented by a companion document: *Development Capacity/Suitability Study 2006*, which provides further detail about each of the building projects, as well as alternative conceptual designs for some of them, particularly the West Terrace Pavilion. It also contains a comprehensive annotated bibliography of the many other planning and feasibility studies which have influenced the Plan.

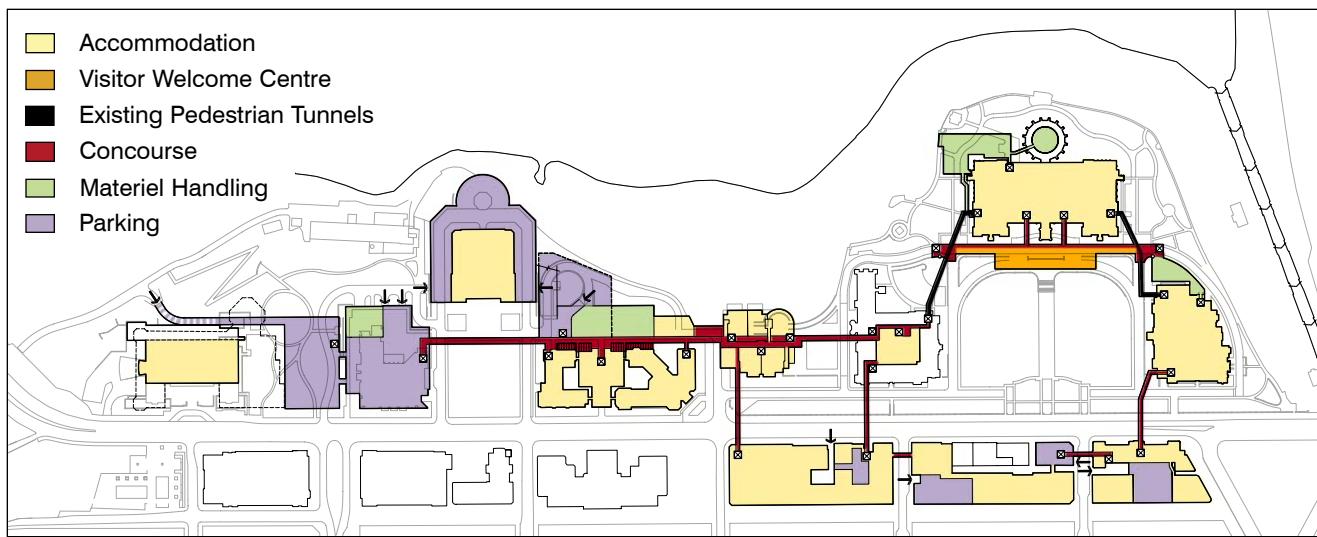
## Celebrated Symbols; Functional Workplace

The planning and design principles lead to a development strategy that expands and improves the workplace of Parliament and the Courts, and enhances the symbolic presence of the national symbols and their site compositions.

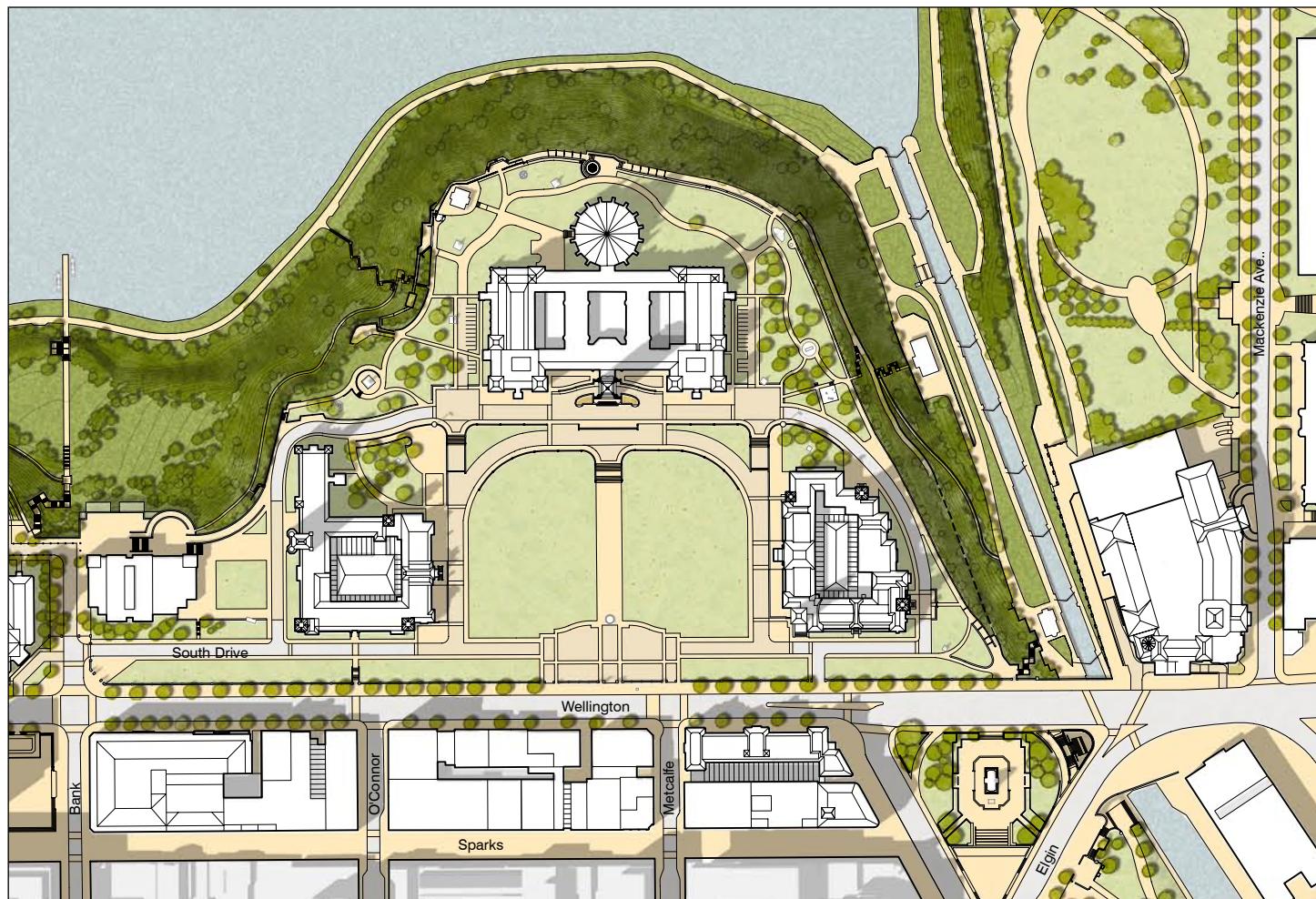
New development is arranged to make a positive contribution to the total composition of the Precincts, while avoiding negative impact on the landscape. Those functions which cannot be accommodated without compromising the visual integrity of the place are located underground. There are thus two plans for the Capital Plateau: one above ground and prominently displayed, the other below ground and mostly out of sight. In one case, accommodation embedded below the plateau at the head of the Bank Street Valley takes advantage of views into the escarpment forest and river beyond.



78. Demonstration Plan



77. Concourse Plan



The design initiatives result in an architectural and landscape composition which builds on the topographical, landscape and architectural strengths of the site while rectifying the deficiencies.

The naturalized or “wild” landscape encircles three sides of both promontories, penetrating between them to establish its presence at Wellington Street, and to permit access to the river. Buildings on each promontory are arranged as a triad of pavilions focused on a formal central lawn or square. The central West Terrace Pavilion has a base which is “of the escarpment”, at the head of the Bank Street Valley, and a superstructure that sits on the plateau like the other pavilion buildings.

The topography of the Bank Street Valley is reshaped to emphasize the concave aspect of the valley, and to integrate the base terrace of the West Terrace Pavilion.

The result of these interventions is a clear reading of a primary promontory (Parliament Hill), a secondary promontory (The Judicial Triad), and a pair of flanking elements – the Library and Archives to the west and the Chateau Laurier to the east.

The Wellington Street façade, at the edge of the city fabric, contains and distinguishes the composition by acting as a contrast or foil to it.



79. Aerial view of the Precincts Area



80. Digital Model of the Precincts Area Demonstration Plan

## Parliament Hill

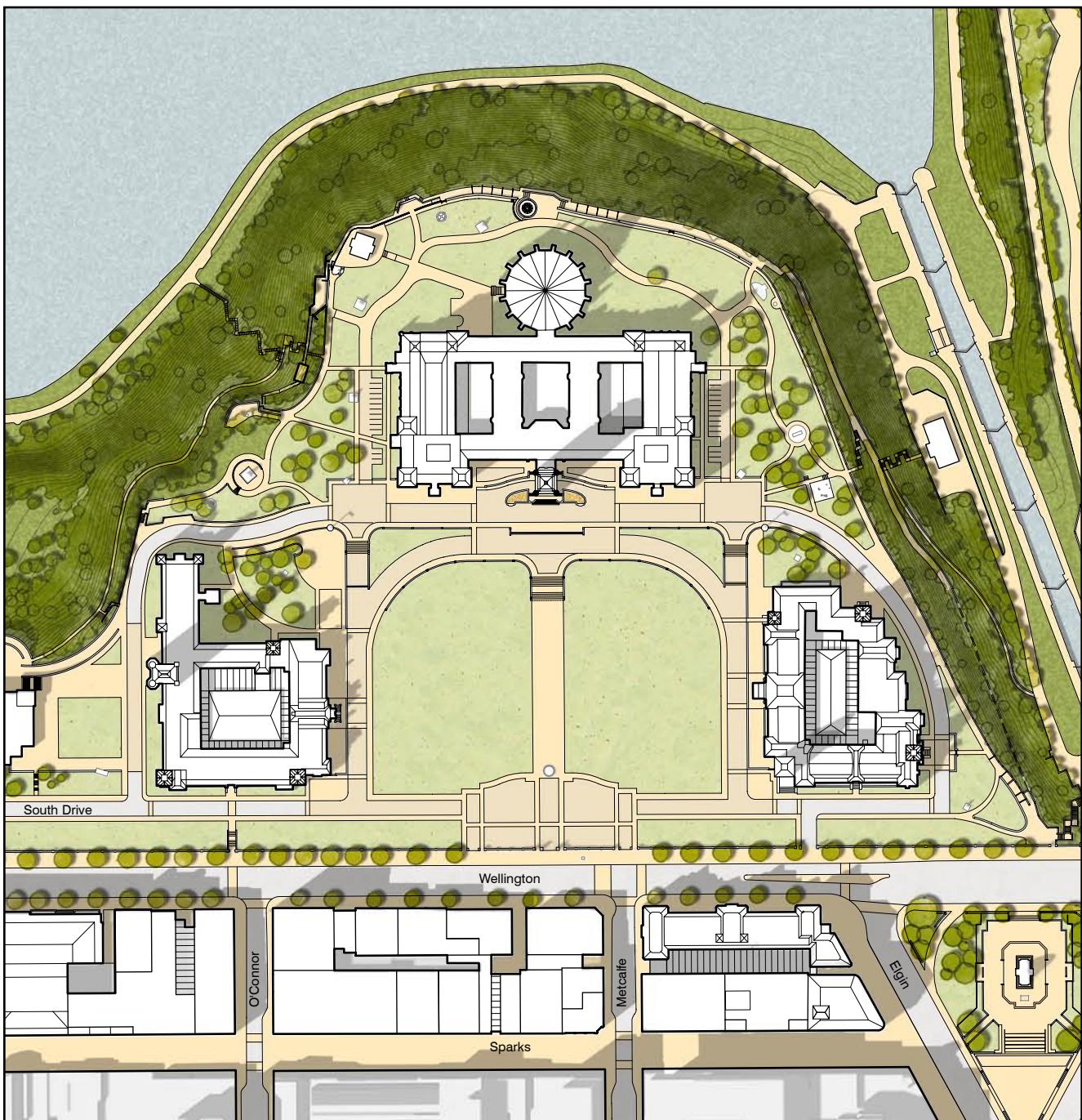
Visible architectural interventions on the Hill are limited to rehabilitation of the existing buildings, infilling their internal courtyards, and adding discrete entrances to a Visitor Welcome Centre sited under the Peace Tower Forecourt.

The plan maintains the formal lawn and character of the landscape, but reduces driveway widths, and clarifies the pastoral character of the grounds between the formal lawn and the edge of the plateau. In accordance with the 2000 *Parliament Hill Landscape Plan*, the Peace Tower Forecourt is reworked to restore the Vaux Walls and rationalize the levels and surfaces of the forecourt, paved surfaces are upgraded, and parking is reduced to 14 spaces on each side of the Centre Block. New trees are planted on the plateau to emphasize the more intimate nature of the landscape around the lawn.

The Centre Block continues to house the chambers of the Senate and the House of Commons and is renovated within its current envelope. Both the East and West Blocks are renovated and, in the process, the courtyards are reworked to include new committee rooms.



81. Digital Model of Parliament Hill

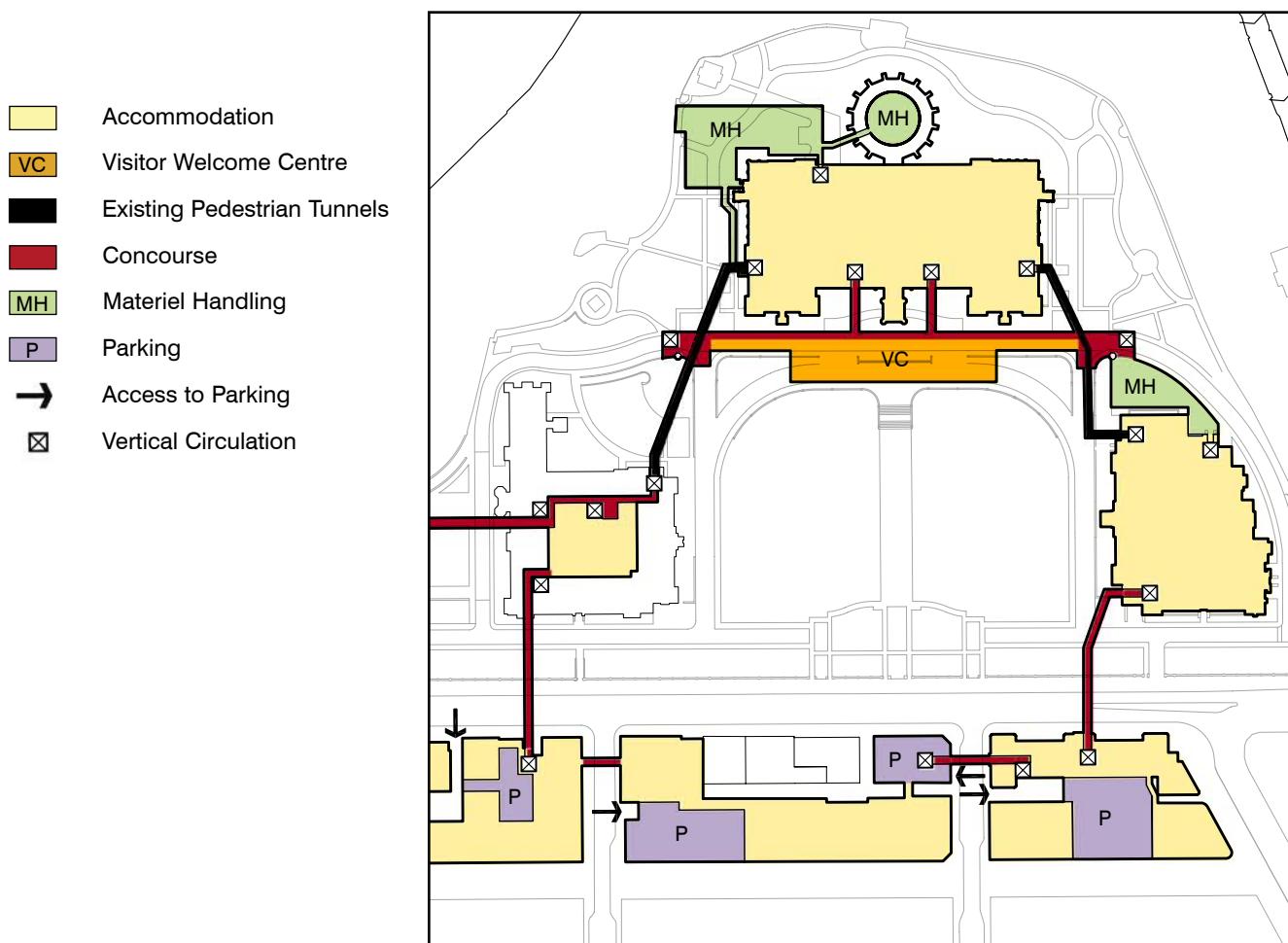


82. Demonstration Plan of Parliament Hill

The fenced wall and gates along Wellington Street, forming one side of the Grand Esplanade, are restored to their historic condition, limiting vehicle entry to the Queen's and Elgin Gates. They are structurally reinforced and camera surveillance added for security.

All buildings on the Hill are linked together by a network of underground concourses for pedestrians and electric-powered utility vehicles. The concourses also link to parliamentary accommodation south of Wellington Street and west of the West Block. Except for the connections into the buildings, the concourses are constructed outside rather than inside existing structures. This avoids many difficult structural problems and permits grades within the concourses to be easily negotiated by pedestrians, wheelchairs and electric vehicles. The concourse network is integral with other new construction, including the underground parking facilities.

Truck access via a loading elevator to the below grade CBUS is retained to serve the House of Commons, while a new, similar facility north of the East Block is proposed for the Senate. As an alternative to excavating north of the East Block, an underground facility could be built on the north-east side of Centre Block.



83. A network of concourses connects the buildings on the Hill to those south of Wellington and on the western plateau

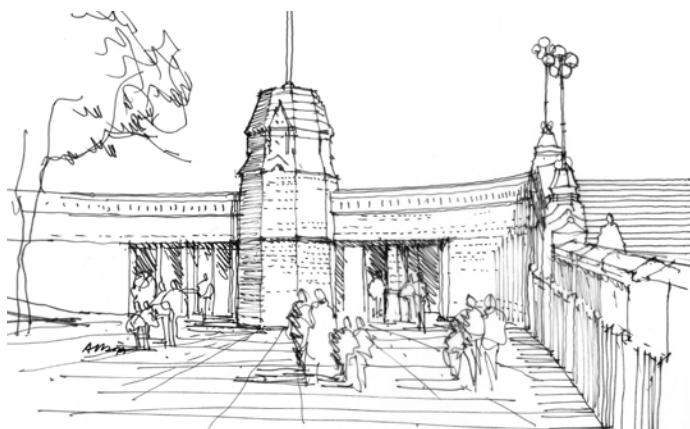
## Visitor Welcome Centre

The most extensive intervention on the Hill is a Visitor Welcome Centre below the Peace Tower Forecourt, the roof of which enables the upgrading of the plaza as contemplated in the *Parliament Hill Landscape Plan*, as well as the screening of visitors outside of the existing building envelopes. The most natural location for an entrance is near the Peace Tower, as visitors intuitively walk towards it when they enter the Hill. However, this location may pose some security and/or heritage concerns.

Alternatively, and taking advantage of the generous open space north of the West Block, the main entry can be placed beside the west stair and flag base. The topography in this location, with some modification, allows the inconspicuous insertion of the entry as illustrated in the sketch below. A secondary entry sited north of the East Block would enable direct access to the concourse linking the East and Centre Blocks. This entrance would be less visible, of smaller dimensions, and subsequently more suited for non-tourist visitors.

Another consideration in the design of the Visitor Welcome Centre is the provision of natural light, without negatively impacting the heritage value of the Peace Tower Forecourt. There may be the opportunity to conceal light openings in the planting beds by the Centre Block front facade or by the Vaux Wall.

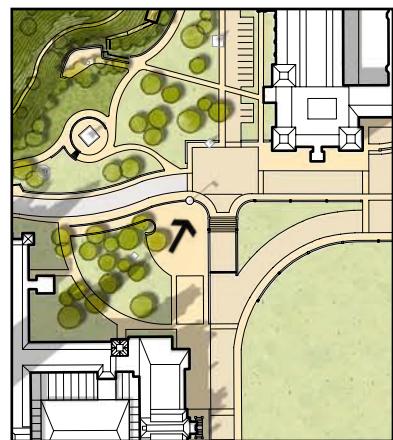
The Visitor Welcome Centre is an important place to communicate to the public the historic value and significance of the Parliamentary Precinct, or its *Commemorative Integrity*. This idea should be communicated not only during the Summer, when there is a larger number of visitors, but also during the Winter when Parliament is in session. These concepts are further developed in Parks Canada's *Statement of Heritage Values for the Parliamentary Precinct*.



84. Sketch of a potential main entry to the Visitor Welcome Centre



85. Photo of the Vaux Wall north of the East Block, where the secondary entrance could be located



86. Demonstration plan showing the location of the main entry, north of the West Block

## Wellington Street South

In the Demonstration Plan, the building massing along this frontage responds to two primary considerations. First, the new buildings should work together with the Langevin Building and other important buildings to establish a strong street wall. Second, the street buildings opposite the Parliamentary Lawn should serve to contain the quadrangle space defined on the other three sides by the Parliament Buildings.

The redevelopment of existing buildings facing Sparks Street, and the preservation of retail space at grade, will reinforce the revitalization of this street as an active city space. The redevelopment should be coupled with public space improvements such as comfortable walking surfaces, new seating, trees, and other amenities for pedestrians.

The partial redevelopment of Blocks 1, 2 and 3 is an opportunity to provide more efficient service routes, loading areas, and additional underground parking. The addition of new parking spaces complements the Plan's principle to remove surface parking from the Precincts. Vehicular access should occur from Metcalfe and O'Connor Streets, or from Wellington Street if necessary.

Within the next 25 years and beyond, the buildings south of Wellington will be an invaluable resource to the functioning of the Parliamentary Precinct. As buildings on the Hill undergo renovation, there will be the need to temporarily relocate offices, meeting rooms and other core functions to buildings south of Wellington. The Parliamentary Precinct Directorate will optimize the sequence of renovations and the final location of all parliamentary functions.

An important step to improve the movement of people and goods between the two sides of Wellington Street, is the construction of three underground links: one link between the East Block and the Langevin Building/proposed infill building; a second link between the West Block and the infill building on Block 3; and a third link between the West Terrace Pavilion and the Wellington Building. Underground links across Metcalfe and O'Connor Streets would complete the underground network, and allow people to move comfortably between buildings.

Development capacity studies have been undertaken for each of the three city blocks south of Parliament Hill. Each study proposes several options, of which one is illustrated in the Demonstration Plan.



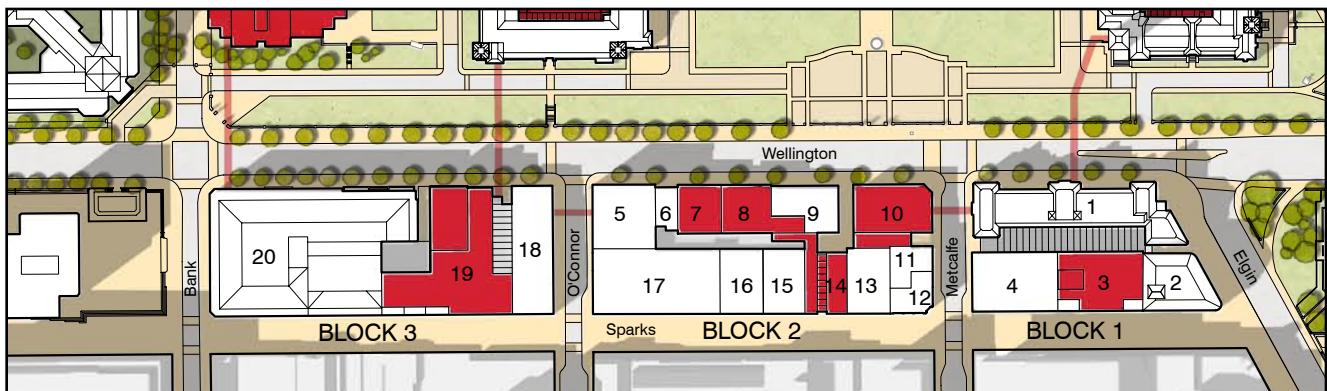
87. Aerial view of Wellington Street



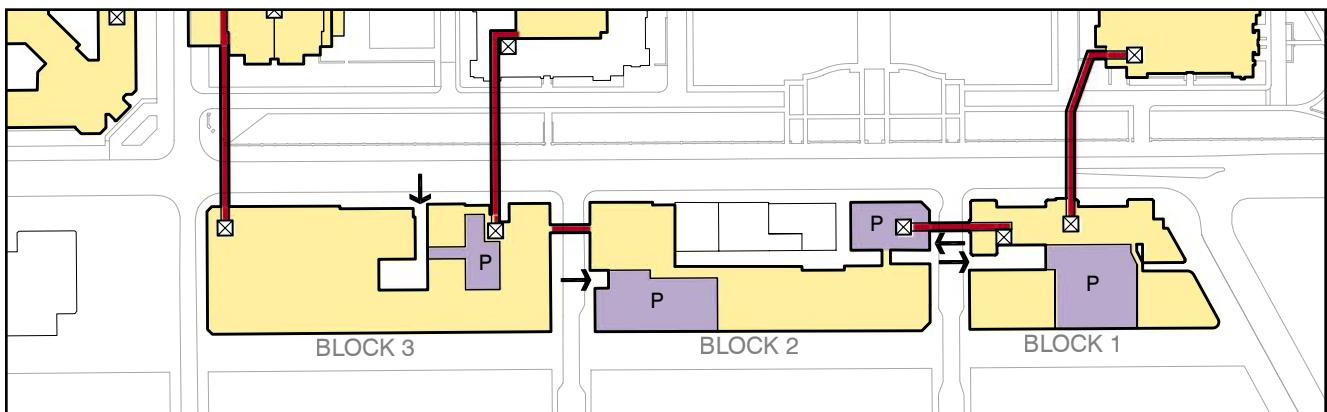
88. Digital Model for Blocks 1, 2 and 3

**Block 1** between Elgin and Metcalfe Streets contains the Langevin Building, the Postal Station, the Blackburn Building, and several smaller buildings which could be combined for an infill while retaining their façades. A new loading area is built in the interior of the block, decked over with a courtyard. Servicing and access to a small new parking garage under the new infill building occurs from Metcalfe Street. Any service access from Metcalfe Street must be handled with great care given the importance of this street as a prime pedestrian link between downtown Ottawa/ Sparks Street and the Hill. Refer to *Sparks Street, Block One, Development Guidelines* for detailed guidelines.

**Block 2**, between Metcalfe and O'Connor Streets, contains the former US Embassy, La Promenade, Victoria and a series of smaller buildings, and is the site of the Capital Information Centre (CIC). There is potential for minor additional infill development, particularly over the CIC plaza, which could hold the CIC on the lower floors, and provide an indoor "public room" facing Wellington Street. There is the opportunity to add a pedestrian route on the ground floor of the Fisher Building if it is redeveloped or renovated. La Promenade can also be redeveloped, but will result in a net loss of floor space since it currently exceeds the approved height limit. On the other hand, the redevelopment of both ends of the block will allow for the creation of a much needed route for servicing the buildings.



89. Demonstration Plan of Blocks 1, 2, and 3 (proposed buildings in red)



90. Concourse Plan of Blocks 1, 2, and 3

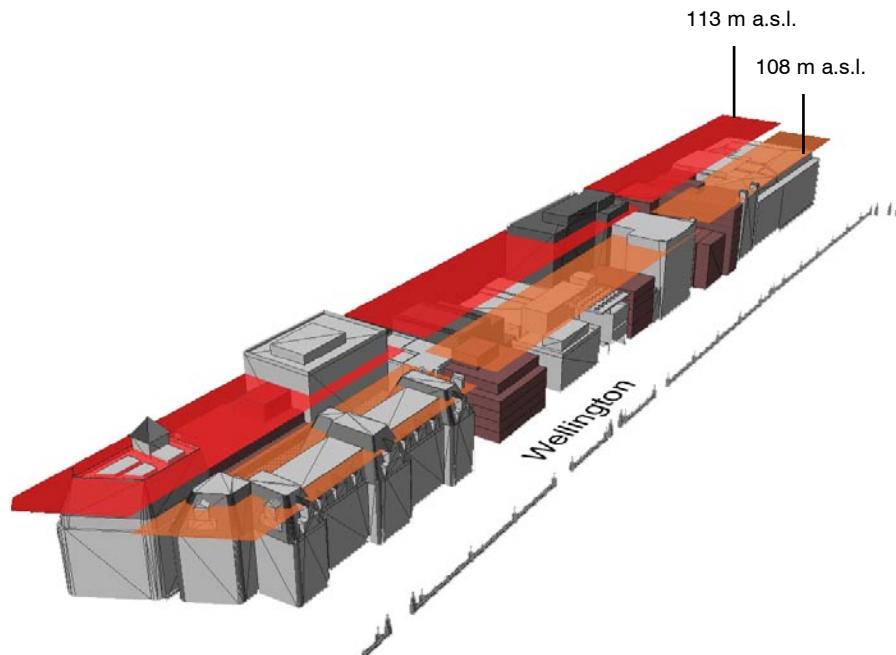
- |   |  |                      |
|---|--|----------------------|
| 1. Langevin Building                        | 11. Marshall Building                      | Accommodation        |
| 2. Postal Station B                         | 12. Four Corners Building                  | Concourse            |
| 3. Proposed Infill Building                 | 13. Birks Building                         |                      |
| 4. Blackburn Building                       | 14. Redeveloped Fisher and Bates Buildings |                      |
| 5. Victoria Building                        | 15. Bank of Commerce                       | Parking              |
| 6. Annex Building (Former US Embassy)       | 16. Bank of Nova Scotia                    | Access to Parking    |
| 7. Proposed Infill Building                 | 17. La Promenade                           |                      |
| 8. Proposed Infill Building                 | 18. Bank of Montreal                       |                      |
| 9. Former US Embassy                        | 19. Proposed Infill Building               |                      |
| 10. Proposed Infill Building over CIC Plaza | 20. Wellington Building                    | Vertical Circulation |

**Block 3**, between O'Connor and Bank Streets, contains the Wellington Building redeveloped for swing space, the National Press building and a series of others facing Sparks Street which could be combined as a new infill, retaining the façades. This intervention expands the service yard in the interior of the block and maintains the access from Wellington Street. The Bank of Montreal has the potential to be used to hold special events, performing a similar function to the existing Room 200 in the West Block.

## Massing Guidelines

The federally-owned Blocks 1, 2 and 3, facing Parliament Hill, are required to have "medium profile" buildings in order to protect the visual integrity of the Parliamentary Lawn composition. The height limit for the buildings facing Wellington Street is 108 m above sea level (a.s.l.), to maintain a constant horizontal profile along the entire street. The limit for the buildings facing Sparks Street is 113 m a.s.l., to provide a building profile that steps away from Wellington Street.

The buildings should generally be built to the property lines, to maintain a consistent vertical face along Wellington and Sparks Streets.



91. Model of height control limits for Blocks 1, 2 and 3



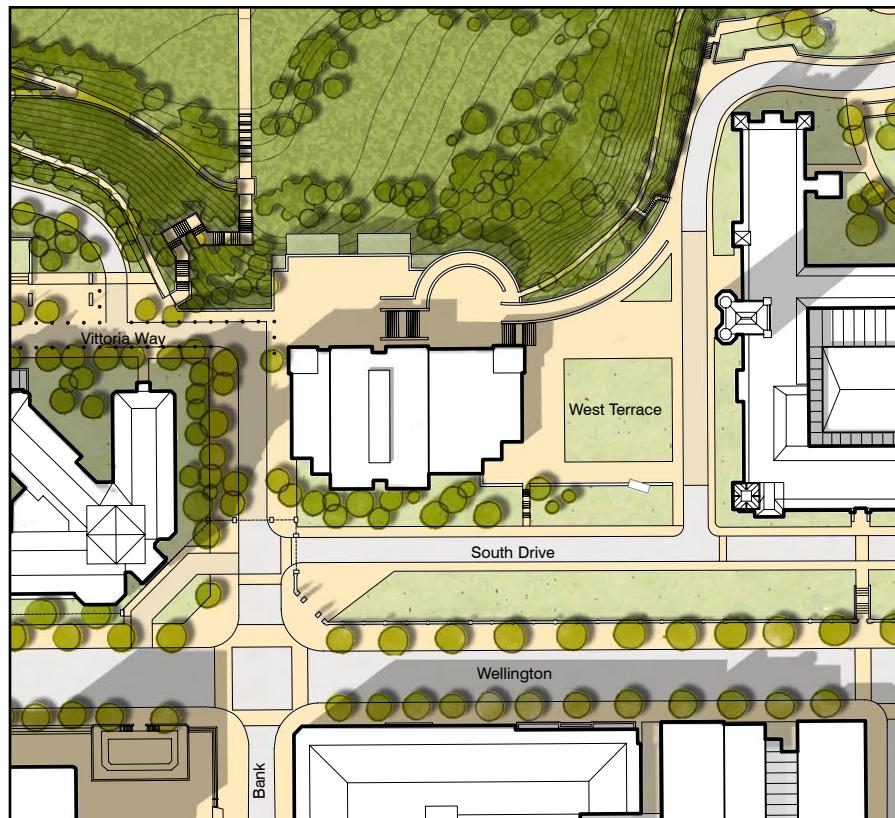
92. Aerial photo of West Terrace

## West Terrace Development

The existing parking lot by the West Block and the vehicle screening area off Bank Street combine to make a prime development site. It is close to the heart of parliamentary activity and yet sufficiently removed from the Hill proper to enable development without disruption to the architectural centrepiece.

Development on this site, however, must respond to a number of demanding design requirements:

- it must enable outdoor and indoor pedestrian linkages between the upper and lower plateaus;
- it must straddle and should clarify the topography of the west flank of Parliament Hill;
- it should articulate the access from the head of the valley to the river;
- and should explore the architectural potential of the unused main entrance in the Mackenzie Tower and the entire west facade of the West Block.



93. Demonstration Plan of the West Terrace Development

At the same time, the new development should be of modest volume, so that the primary reading of the existing heritage composition and views to the Mackenzie Tower are retained from Wellington Street and the Supreme Court. The assumed programmatic requirements are for twelve committee rooms, most with windows; thirty-nine parliamentary office units; and ancillary arrival, security, food and building services.

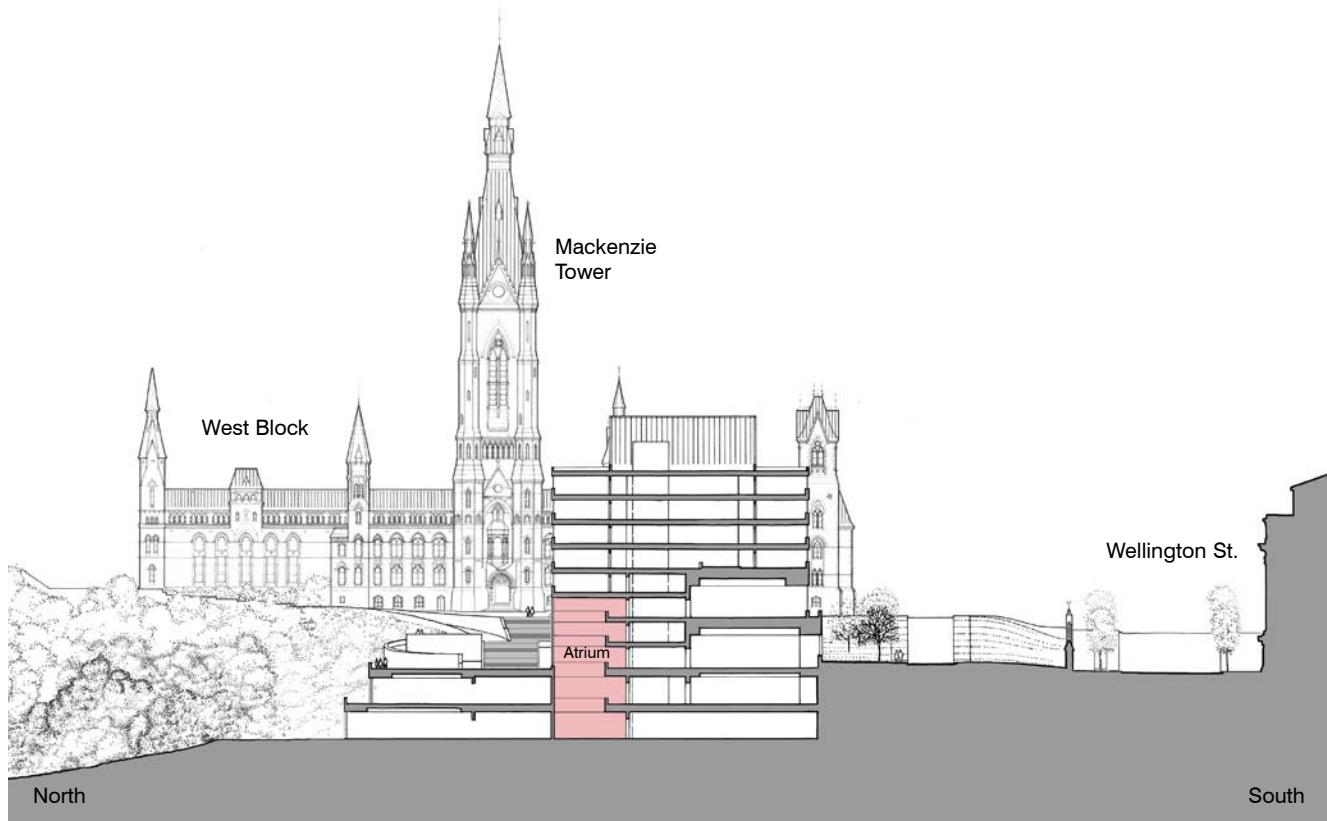
In response to this range of requirements, the demonstration design shows a building with its upper levels straddling the eight-meter grade change between the West Terrace and Bank Street. The more slender the building's silhouette, the better it will fit into the total composition. Its lower levels are integrated into the top of the Bank Street Valley, forming an architectural edge to the escarpment. This terraced split of the building permits a continued reading of the plateau, while also orienting the indoor meeting spaces to embrace the Ottawa River and Quebec.



94. Digital Model of the West Terrace Development

Public entrance to the committee room complex is from Bank Street via screening, while parliamentary access is from the West Terrace. Office units take up the upper floors, while committee rooms form the base below Bank Street, taking advantage of views towards the river. The concourse linking parliamentary accommodation on the Hill and the lower western plateau passes through the building at one of the committee room levels. This forms the base of an atrium spine rising several floors to the upper terrace, taking advantage of the views and organizing the interior communal uses.

The re-establishment of the West Terrace not only gives a gracious entry and drop-off to the new building, it also gives new life to the Mackenzie Tower. The use of the doors at the base of the Tower as a principal entrance for parliamentarians re-establishes, in a functional way, the formal architectural statement of the west façade of the West Block.



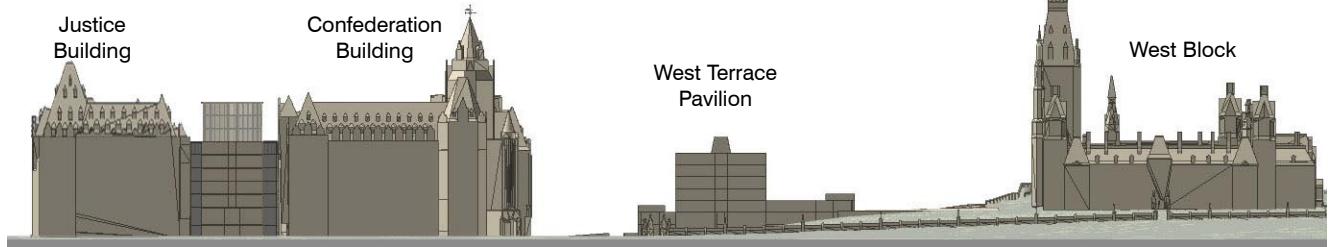
95. North-South Section of the West Terrace Pavilion



96. View from Wellington Street to Mackenzie Tower, through the gate. The West Terrace Pavilion height and location limit interference with the view of the tower



97. View from Wellington Street towards northwest. The pavilion massing is subsidiary to the existing buildings



98. Elevation along Wellington Street



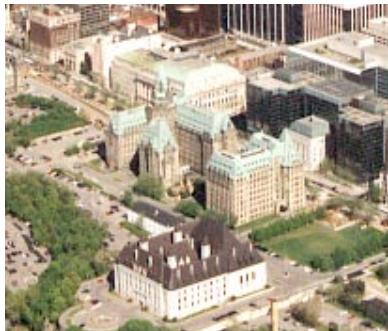
99. Elevation from the river

## Confederation/Justice Infill Building and Vittoria Terrace

The Justice and Confederation Buildings are tall in comparison to the other Gothic buildings in the Parliamentary Precinct. They are also sited close to each other and to Wellington Street and their floor levels, above the basement are aligned. From a distance, the two buildings tend to be perceived as a single structure.

From a compositional point of view, it would be advantageous if they were one building, designed as a single Crown Pavilion, with a width to height ratio more in keeping with its Parliamentary Hill neighbours. Larger connected floor areas are also more suited to parliamentary accommodation. A linking, infill building therefore establishes a stronger architectural “front” to address the Ottawa River while retaining the eastern flank to the Supreme Court triad. A substantial amount of new floor space is added without introducing another prominent building to the area.

The logical use of this infill building is for meeting rooms at ground or concourse level and parliamentarians’ offices in the upper floors, linking to other such accommodation in the Confederation and Justice Buildings. It would also be close to the meeting and reception rooms in the West Terrace Pavilion, linked via concourse.

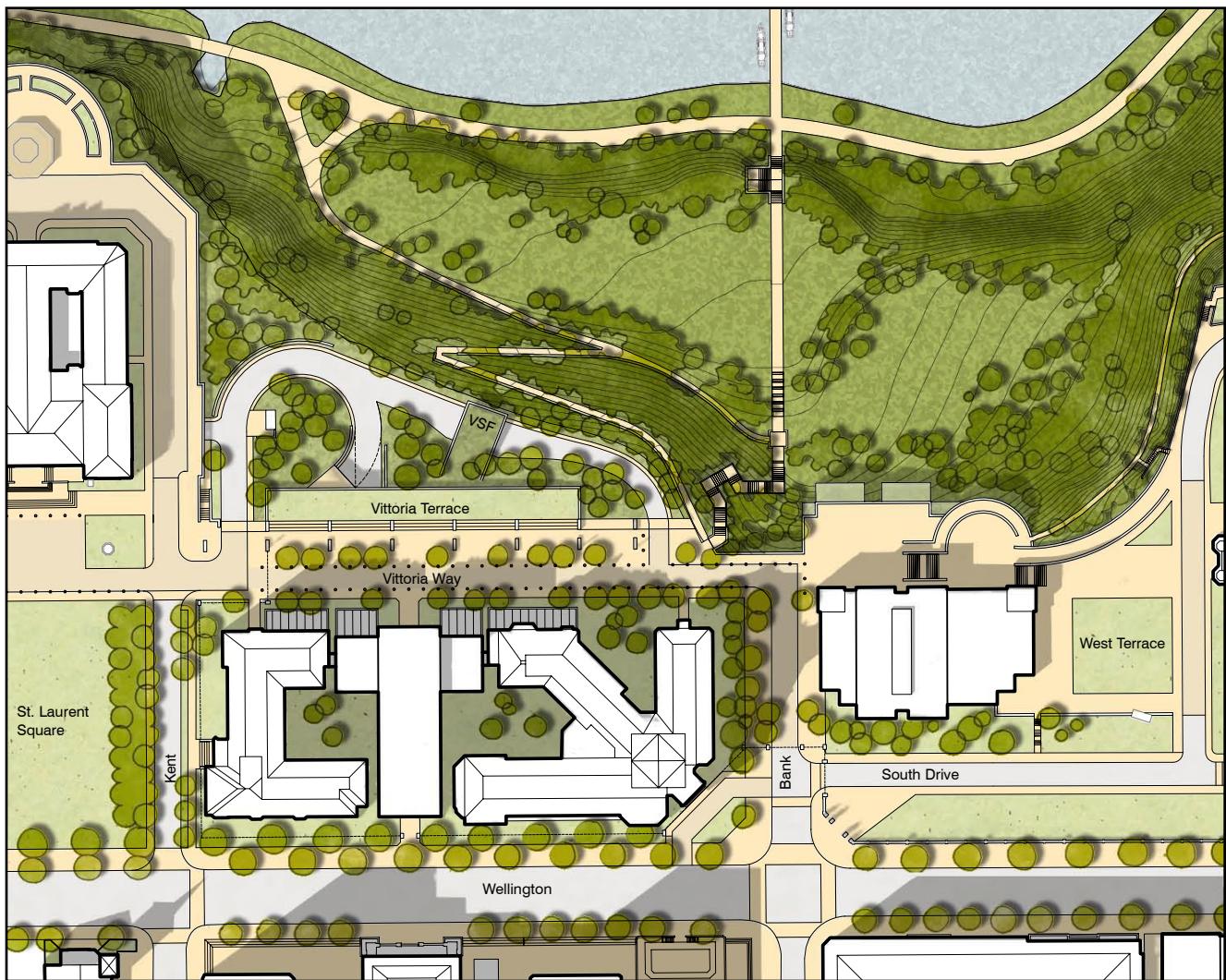


100. Aerial view of condition in 2006



101. Digital Model of the Confederation/Justice complex and the Vittoria Terrace

Vittoria Way and the terrace to its north are in an important development site for below-grade support facilities, requiring the removal of the temporary Supreme Court Annex. The redeveloped ground surface, on the roof of parking, materiel handling, and other accommodation, is shown as a slightly-raised pedestrian plaza overlooking the river valley. The route for parking, loading, and vehicle screening slopes down beside the Supreme Court to the topographical bench. The grass-roofed Vehicle Screening Facility (VSF) is tucked into the contours and the tree cover.

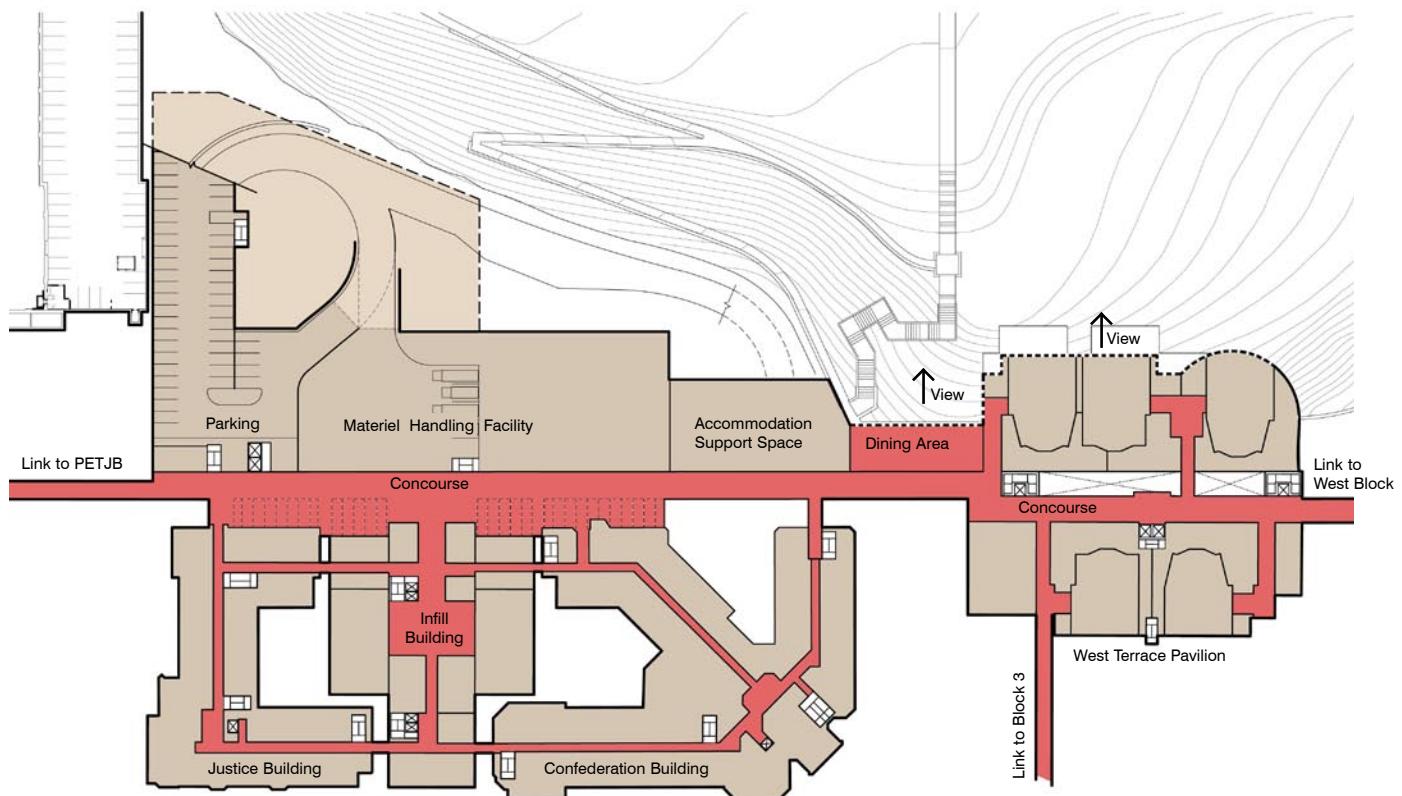


102. Demonstration plan of the Confederation/Justice complex and the Vittoria Terrace

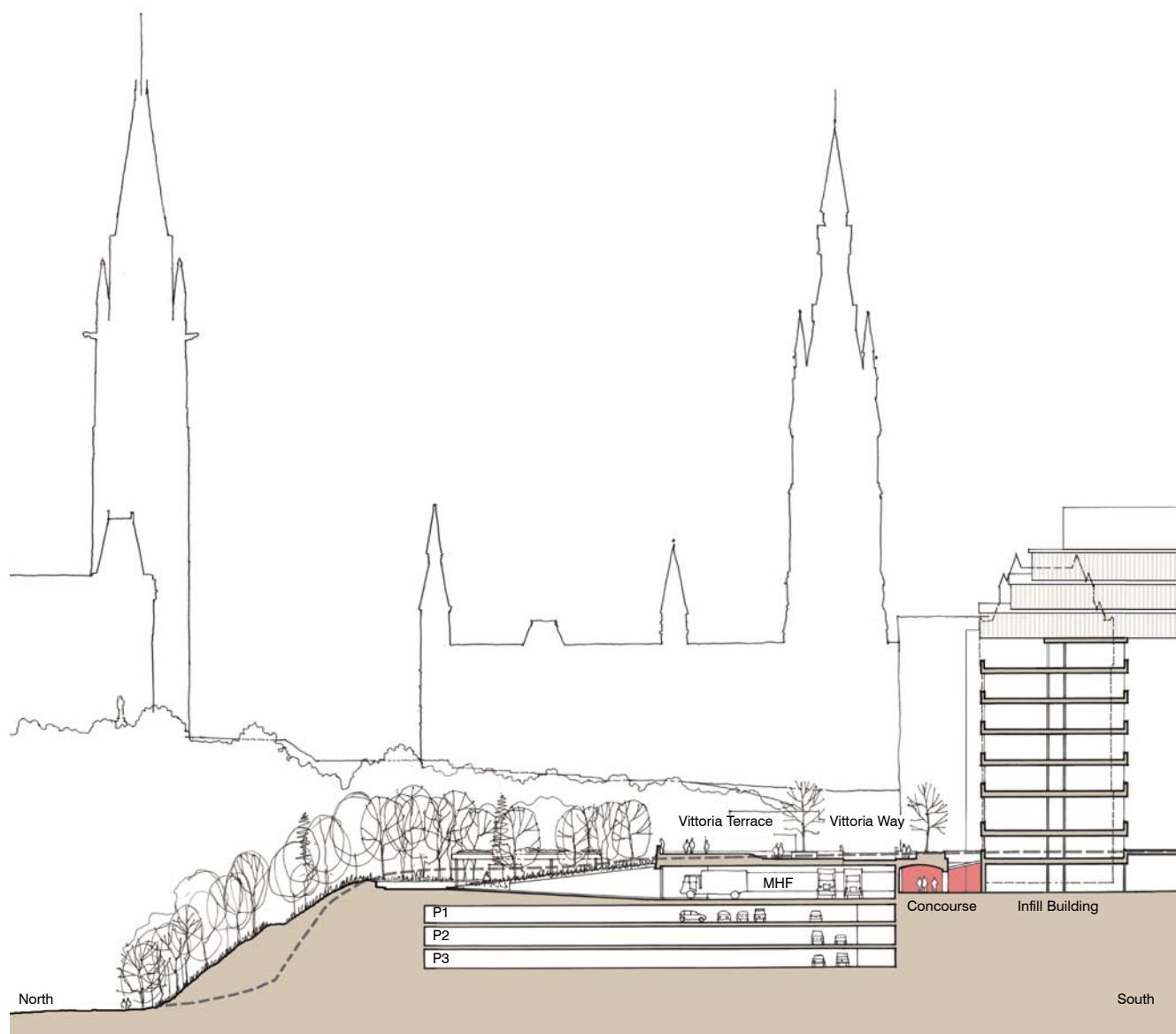
At the concourse level, the parking, Materiel Handling Facility (MHF) and accommodation space are joined with the basement level of the Confederation/Justice Complex. The concourse links these facilities with the PETJB to the west and the West Terrace Pavilion to the east. Goods are delivered to the MHF and distributed to the various buildings by electric powered vehicles.

It is important to provide natural light below ground and to create some variation of width so that the concourse can be a comfortable place for people. The point where the concourse is open to the valley is an opportunity to locate a place for dining and to step out and enjoy the view of the river.

The new infill building does not interfere with the view of the Mackenzie Tower from the Supreme Court. Its north face only extends beyond the face of the Confederation and Justice Buildings by a couple of meters.



103. Schematic plan at concourse level



104. North-South Section of Confederation/Justice Infill and Vittoria Terrace (existing slope dashed)



105. View of Vittoria Way looking east. On the right, the Infill Building is discreetly integrated between the Confederation and Justice Buildings



106. Wellington view looking east. The upper floors of the Infill Building are set back to maintain the full visibility of the existing copper roofs

## The Bank Street Valley



107.



108.



109.



110.

The valley north of Bank Street was once a pronounced feature extending deep into the escarpment toward Wellington Street. It has been sadly abused since then, filled as a tipping ground for building and other materials, and used for surface parking. Rehabilitation represents a wonderful opportunity to transform a liability into an extremely valuable asset.

The dumping of material has left a kind of topographical "hump" at the valley head, which is skirted by an access road traversing the slope to the mid-escarpment parking lot. In certain locations, the slopes are very steep and highly susceptible to erosion.

The landfilled area is classified as a Class 3 Contaminated Site which refers to its medium to low risk potential. Remediation can be achieved either by removing the contaminated material off-site and importing clean fill to rebuild the escarpment, or by regrading the existing material within the site and covering it with clean imported fill.

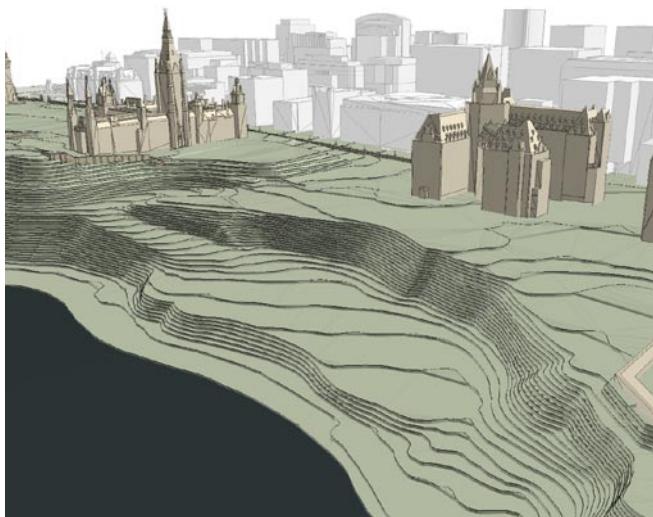


111. View of the valley c. 1880 showing the early filling

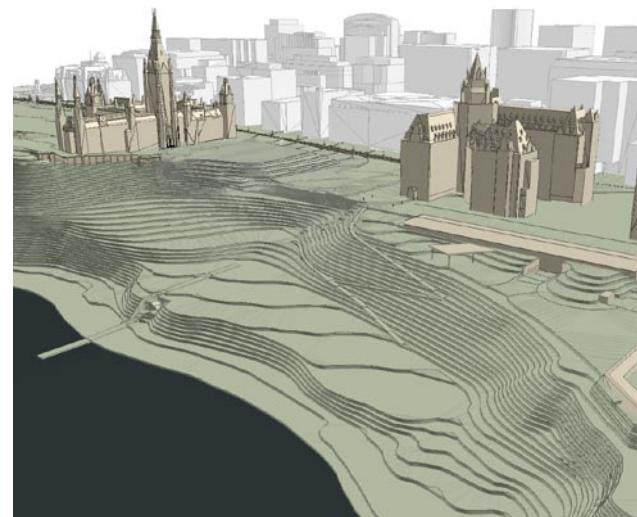
The demonstration design shows the landform reshaped to exaggerate the valley topography, penetrating to the end of Bank Street on the plateau. The valley edge is recomposed to a concave form, directly oriented to Bank Street at its centre. The valley head is a constructed escarpment face, formed by two levels of committee rooms in the lower section of the West Terrace Pavilion

A staircase traverses the west side of this valley, through the tree canopy as it makes its way down the slope to the forest floor and on to the river, ending on a discreet, appropriately-scaled pier. A second, serpentine walk traverses the west escarpment slope to the forest glade below. This land-forming re-works the slopes so that they lie at a stable grade.

The surface parking at mid-escarpment is removed, allowing the development of a pleasant “glade” in the “wild” forest. Trees and understorey vegetation are planted close to the traversing path to maintain the feeling of a forest path.



112. View of existing landform (topographical "hump")



113. View of the proposed reshaped landform



114. View from the river with vegetation



115. Digital Model of the Bank Street Valley



116. Digital Model view of the foot of Bank Street looking north

At the end of Bank Street there is a sense of landscape continuity from the river to Wellington Street. The informal pattern of trees is carried through from the valley onto the plateau and wrapped around the West Terrace Pavilion.

## The Judicial Precinct

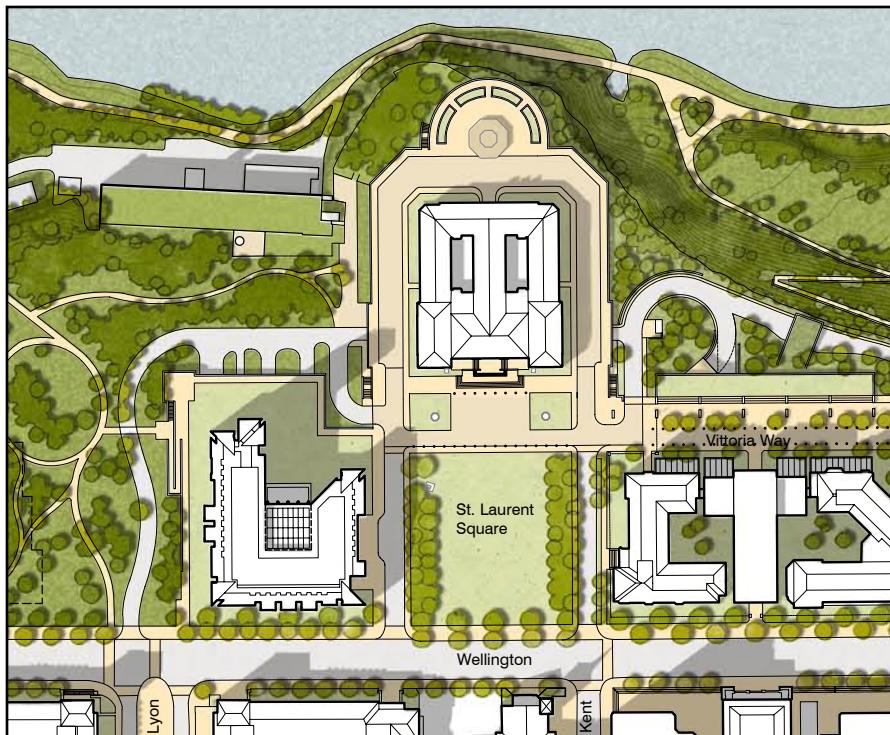
The construction of the PETJB flanking the Judicial Lawn will assist in transforming the poorly defined space in front of the Supreme Court into a focal square with a strong sense of place.

The massing and character of the proposed new building reflects that of the Justice Building façade opposite. It is sited in a similar position relative to Wellington Street and has a similar height and corner tower treatment. The Supreme Court is thus bracketed by taller balanced flanks. The north part of the proposed building incorporates a tower to terminate the axis of the Mackenzie Tower, which is set back from the extension of the front face of the Supreme Court to avoid overlap and to maintain the pavilion reading.

Unlike the Parliamentary Lawns which slope up from Wellington Street, the St. Laurent Square slopes away from the street. The demonstration proposal takes advantage of this grade. The central lawn is designed as a flat plane, level with the base of the Supreme Court entry stairs. A lawn around the Federal Court continues that plane, extending to a firm walled edge, terminating the plateau. Beyond the walled drop is a lower heavily treed "valley" - a purposeful repetition of the landscape pattern of Parliament Hill.



117. Aerial view of the existing condition



118. Demonstration Plan of the Judicial Precinct

Parking and loading access in the building utilizes the change in grade at the artificially raised level of the plateau on the west side of the judicial promontory. The combination of the raised level and heavy planting on the slopes off the plateau will also act to reduce the visual impact of the roof of the Cliff Street Heating Plant.

### The Judicial Promontory

The landscape and architectural proposals work together to establish a clear reading of a Judicial Promontory – the lawn as focal centrepiece, the unification of the Confederation and Justice building group, the placement of the Judicial Building; the landscape treatment on its north to establish a firm plateau rim, and the continuation of this plateau edge around the west side to define the limits of the constructed Lyon Street "Valley".



119. Digital Model of the Judicial Precinct

## Parking, Servicing, and Concourse Connection

The Judicial Promontory plays an important role in terms of the provision of parking for the Precincts Area. The Development Plan proposes an additional level of parking under the two already planned for the PETJB, and an underground parking garage to the west of the building. This adjacent garage would be accessed from Cliff Street via a tunnel, as well as via ramp connections to one of the parking levels under the PETJB. The footprint of the adjacent garage has been defined in such a way as to not limit the future expansion of the Library and Archives Canada (LAC) building. The design and implementation of the tunnelled entrance to this parking must take full account of its proximity to collection materials of national significance inside the LAC building.

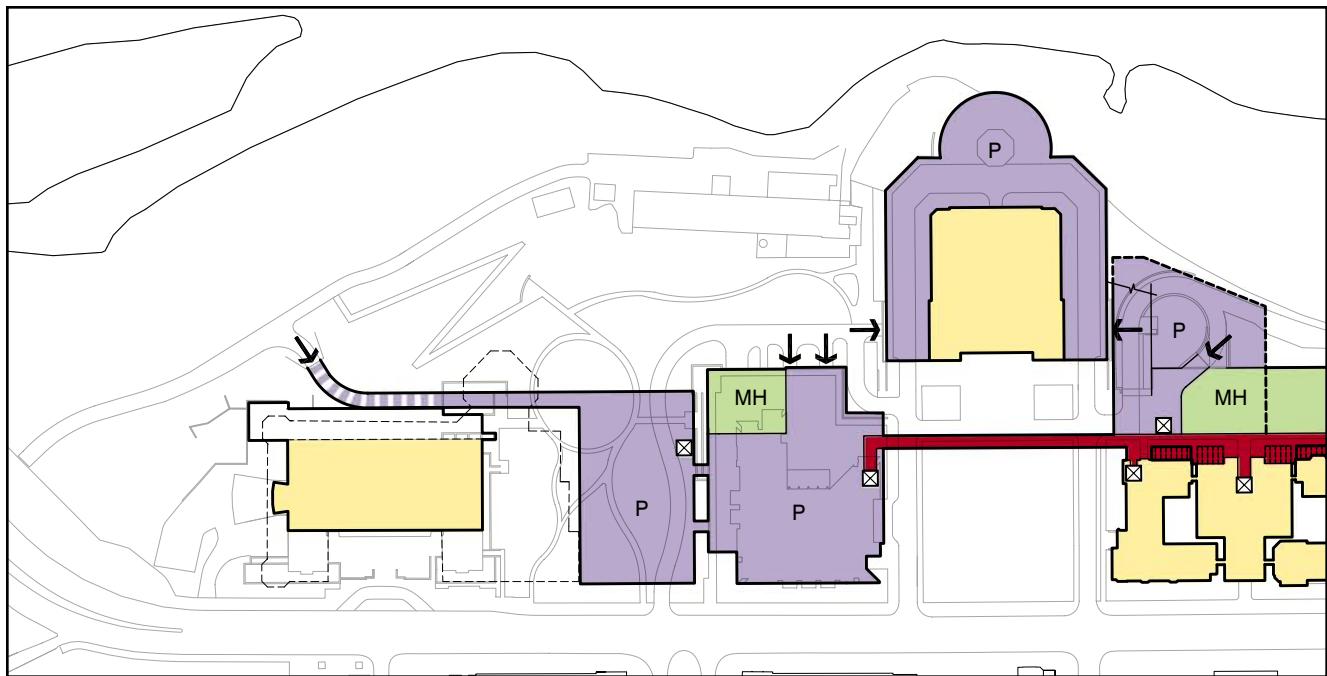
People parking in this area whose destination is in the Parliamentary Precinct would take the shuttle bus, or once the concourse is built below the St. Laurent Square, could remain indoors all the way to their destinations.

The materiel handling of the PETJB is maintained at the northwest corner of the podium, as planned, while the base of the Supreme Court continues to be available for servicing and parking. Materiel handling for the LAC is also maintained on the west side of the building, at the ground level, accessed from Wellington Street.

Parking	Surface	Underground
Centre Block	28	
Supreme Court	80	150
PETJB Planned		365
PETJB Additional		195
Vittoria Terrace		450
Lyon Street		475
		1743

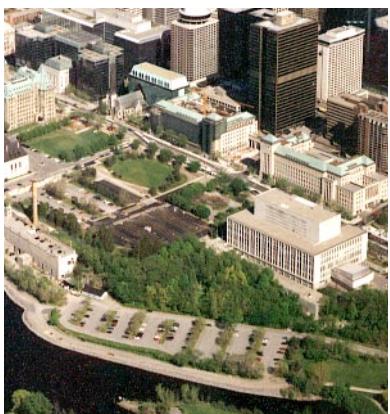
120. Parking count per location

- [Yellow Box] Accommodation
- [Red Box] Concourse
- [Green Box] Materiel Handling
- [Purple Box] Parking
- [Right Arrow] Access to Parking
- [Cross] Vertical Circulation



121. The concourse plan of the Judicial Precinct and Lyon Street Valley

## The Lyon Street "Valley"



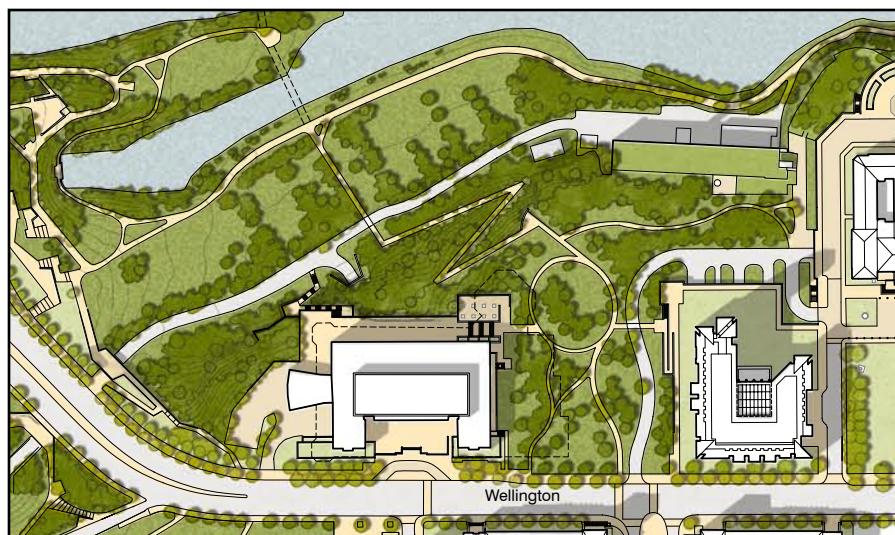
122. Aerial view of the existing condition

The landscape between the Library and Archives Canada and the PETJB is shaped to bring a sense of the wild wooded slopes toward Wellington Street, thereby giving distinction to the Judicial Promontory and providing a more dramatic and singular site for the Library and Archives Canada. The "wild" landscape enclosing the western promontory clarifies the reading of the Judicial Triad, just as the reading of Parliament Hill is clarified by forested slopes on three sides.

This landscape design device is reminiscent of the way in which the Rideau Canal separates the Chateau Laurier from Parliament Hill, and yet includes it as the eastern termination of the Hill's architectural composition.

The existing topography and vegetation need some modification to respond to this approach. The land between the Supreme Court and the Library and Archives Canada presently slopes gently down approximately two metres. The slope is raised to bring the grades around the PETJB level with Wellington Street and to provide a more pronounced plateau. This plateau is edged by a retaining wall and fence which is extended around the west side to the Esplanade on Wellington Street. In this way, the PETJB is more clearly presented on a terrace "plate", raised above the "valley" which in turn is graded and planted to resemble the wild landscape of the river valley lands.

Pedestrian access from Wellington Street to the riverside pathways and the recreational area of Victoria Island is along a forest path, similar in treatment to that proposed for the Bank Street Valley.



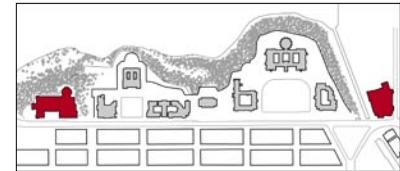
123. Demonstration Plan of the Lyon Street "Valley"

## Library and Archives Canada

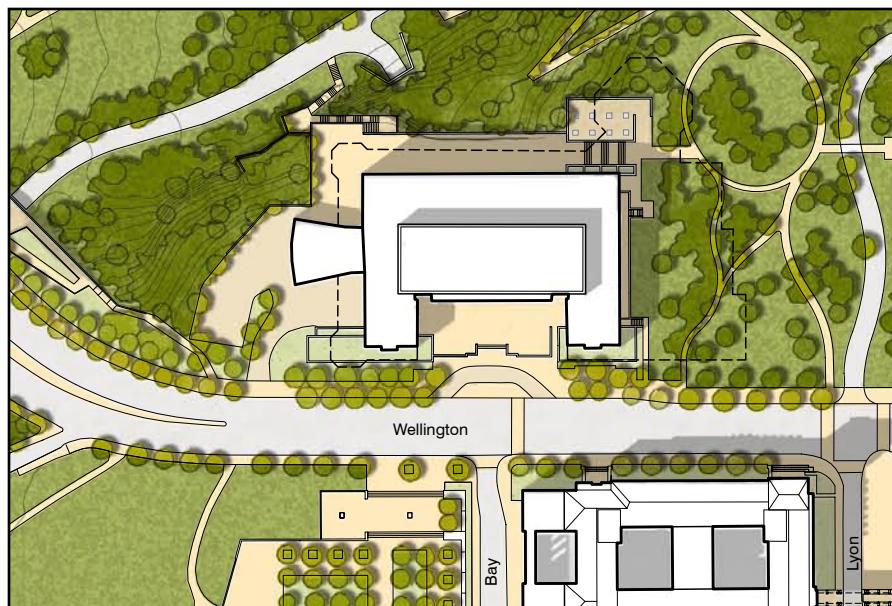
The Library and Archives Canada building breaks the pavilion pattern in the Precincts. It is not and cannot be part of a tripartite group centred on a promontory, as are the other Crown buildings. While recognized as heritage by FHBRO, its architectural character is dissimilar to other “pavilion” buildings.

The present building is purpose-built, and there is no expansion program currently proposed. Yet it is on a prime site, one which will become even more important as the new development fills available sites. Some of its differences as a member of the Capital Plateau composition can be changed by the sensitive design of its replacement or future additions, which should be aimed at transforming the building to give it the qualities of the other pavilion buildings in the Precincts. This implies a balanced asymmetrical composition of elements with a distinctive silhouette that is to be perceived from all sides.

From the west, it should celebrate its place at the very edge of the urbanized plateau overlooking the river valley and LeBreton Flats. It should have a strong face to the west, acting as a portal - a “Capital Entrance” - to the National Symbols on the plateau.



124. The Library and Archives building plays a similar compositional role as the Chateau Laurier.



125. Demonstration Plan showing the existing Library and Archives Canada building (expansion footprint dashed)



126. Library and Archives expansion as envisioned in the 1987 Plan.

## Linking to LeBreton Flats and the Islands

The three pedestrian trails in this plan, leading down to the river at the canal, Bank and Lyon Streets, connect to the riverfront trail, which extends westward to the War Museum, the islands around Chaudière Falls, LeBreton Flats and beyond.

The riverfront pathways connect to the Esplanade of Confederation Boulevard, the Trans-Canada trail, and the civic paths alongside the tailrace in LeBreton Flats, via the pedestrian underpasses below the Wellington Street/Portage Bridge intersection. Parliament Hill is thus within a 20-minute walk of the War Museum, using the alternative routes of either the picturesque riverfront paths or along the more formal Boulevard. Both routes provide extraordinary pedestrian views of these historic and new national symbols.



127. The Demonstration Plan set within the context of the future development of LeBreton Flats and the Islands

The Capital Core Area Sector Plan also foresees the future transformation of the Islands into an important public destination that will include an Aboriginal Centre, adaptive re-use of heritage structures and the interpretation of both pre-historic and the industrial history of the area. The War Museum combines with the new public riverfront open space and the site for another future cultural facility, all in the northern *Capital* portion of LeBreton Flats. The Cliff street area, therefore, will be at the centre of these interconnected precincts, providing future opportunities for public programming and interpretation.

The enhancement of the Parliamentary and Judicial Precincts becomes the catalyst for an extraordinary westward extension of public space and new public facilities, alongside the Ottawa River, linking the Capital's past to the present of the Canadian War Museum and to the future revitalization of the Islands.



1. Parliament Hill
2. Judicial Precinct
3. Bank Street Valley
4. Lyon Street Valley
5. Garden of the Provinces
6. Cliff Street Area
7. Trans-Canada Trail
8. Future Bridges to the Islands
9. Future National Cultural Facility
10. Canadian War Museum



## Appendix A

# Development Programme

## Parliamentary Growth

The space needs of Parliament have grown dramatically since its inception 140 years ago. For almost one hundred of those years, parliamentary accommodation was contained within the first Centre Block and its replacement. For the next ten years parliamentarians also occupied the West Block. From 1976 onward, they expanded into the East Block, the Confederation Building and, most recently, to the Justice Building as well as south of Wellington Street. The current objective is to bring the buildings to a safe and sustainable standard; and to further expand, consolidate, and link together the various facilities of Parliament in order to meet today's need for a more efficient and fitting working environment.

The long term accommodation requirements for Parliament have been developed through accommodation planning studies initiated in 1999 by the Senate of Canada, the House of Commons, and the Library of Parliament. The combined conclusions for additional floor area of these studies provided the basis for the *Parliamentary Precinct Long Term Vision and Planning Framework – Urban Design Study* (2001 LTVP Urban Design Study) for PWGSC by Hotson Bakker et al., 2001, which in turn, led to the recommended implementation plan presented by the Parliamentary Buildings Advisory Council in its 2001 report *The Hill: Past, Present, Future*.

Further modifications have been made since then and are outlined in the document *Summary of Accommodation Requirements of the Parliamentary Partners and Capacity Analysis*, 2005/06 LTVP Review, March 2006.

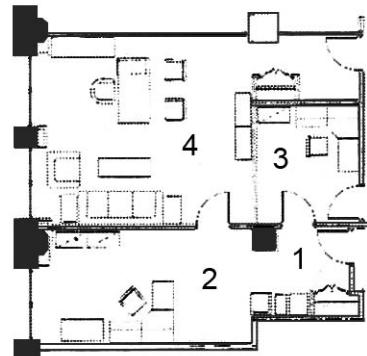
## Senate of Canada

The *Senate of Canada Long Term Accommodation Strategy* groups Senate functions into three categories: Parliamentary Accommodation (Senator's office suite and research assistant), Legislative Function (Chamber, Committee rooms, office & support space and legislative support), and Operational Function (Administration, Operational Support and Protective Service). The long term requirements for accommodation include a Chamber, Committee Rooms, Meeting Rooms, and office suites which are projected based on 113 Senators - the maximum number allowed under the Constitution. Committee Rooms are to be accommodated within space occupied by Senators located north of Wellington Street inside a clearly defined and secure Precinct. There will be the need for new Senator office suites of 80 net m<sup>2</sup> and additional Committee Rooms, to replace those located South of Wellington and upgrade the existing ones located in the Centre Block and East Block.

In the long term, the following Senate of Canada functions will be consolidated in a Crown-owned building located South of Wellington:

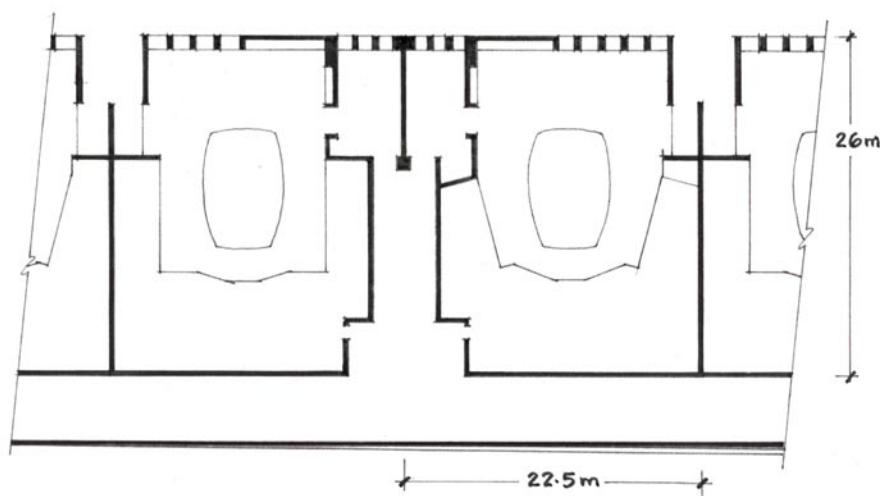
- Part of Protective Services (Management and Central Services)
- New Security Training & related facilities in Victoria Building
- Administration Services

The site at 45 Sacré-Coeur will remain a document storage facility and materiel handling facility.

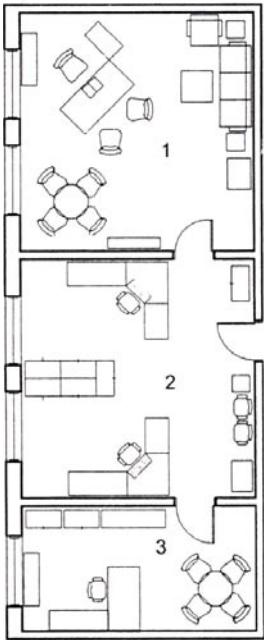


129. Typical Senate Office Unit  
Source: *Senate Long Term Accommodation Strategy*

- 1- Reception
- 2- Support
- 3- Research
- 4- Senator Suite

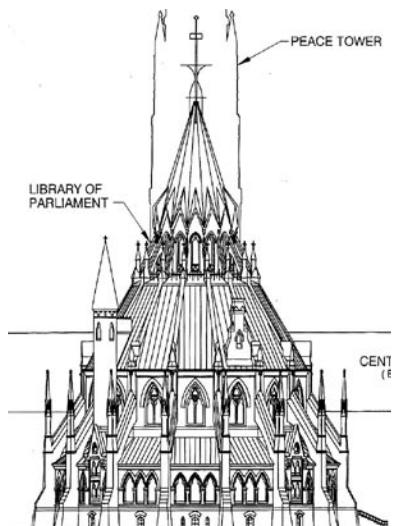


128. Typical Committee Room and Support Spaces



130. Typical House of Commons Office Suite. Source: Confederation Justice Infill Building Feasibility Study, 2004

- 1- Member of Parliament Suite
- 2- Administrative Assistants
- 3- Executive Assistant



131. Library of Parliament Elevation

## House of Commons

The long-term requirements for the House of Commons (HoC) include spaces to support the HoC core parliamentary functions for the Chamber, Committees, Caucus and Constituency Members of Parliament offices (based on 322 Members of Parliament), as well as the HoC administration and Precinct-wide support functions. The core parliamentary functions should be located within a clearly defined and secure Precinct.

The Committee Rooms are of three sizes: large rooms ( $300 \text{ net m}^2$  each), medium rooms ( $250 \text{ net m}^2$  each), and small rooms ( $175 \text{ net m}^2$  each). Ceiling heights should be 4.0 m minimum with coffers of 4.6 m minimum, as prescribed by the House of Commons. Where possible they should have access to natural light and open space. They are to be supported by facilities such as an antechamber, translation booths and furniture storage.

The office suite standard is  $93 \text{ net m}^2$  in a three-room configuration for the Member, Executive Assistant, and reception/research.

Administrative and party research functions will be consolidated into existing Crown-owned space adjacent to the Precinct.

The facilities at 747 Belfast Road will continue to house the postal, distribution, printing, photomechanical, and materiel management service.

## Library of Parliament

As part of the long term requirements for the Library of Parliament, the Main Library Building will contain the majority of the collections, the office of the Parliamentary Librarian, and reference and consultative services. Branch Libraries and Reading Rooms will be located close to Parliamentarians' offices. An additional Library building close to the Parliamentary Precinct is needed to accommodate and consolidate the Information and Documentation Branch, the Parliamentary Research Branch, Human Resources, and Finance and Material Management.

There also is a requirement for an off-site storage building within reasonable distance to the Precinct to house less-used portions of Library collections, institutional records, bulk publications and paper, as well as surplus furniture and equipment.

## **Visitor Welcome Centre**

Visitor Services on Parliament Hill are primarily the responsibility of the Library of Parliament. The *Long Term Accommodation Plan for the Library of Parliament, Including Visitor Services on Parliament Hill, April 2000* identifies the need for a Visitor Welcome Centre in the long term. The *Parliament Hill Visitor Welcome Centre Feasibility Study* estimates that a facility of about 3,460 net m<sup>2</sup> is needed to accommodate visitors seeking information, reservations for activities on the grounds, access to participate in public activities in the buildings, an alternate experience if other activities are at capacity, and for security screening for visitors to the Centre Block, East Block, and West Block.

## **Supreme Court of Canada**

The two existing federal courtrooms will remain in the Supreme Court building. There are no known additional accommodation requirements at this time.

## **Courts Administration Service**

The proposed Pierre Elliott Trudeau Judicial Building (PETJB) will satisfy accommodation requirements north of Wellington Street for the next 15 years following its construction. The new building will support all four federal courts: the Federal Court of Appeal, the Federal Court, the Court Martial Appeal Court of Canada, and the Tax Court of Canada.

## **Library and Archives Canada**

No additional space is required at present for the 395 Wellington Street facility, except for renovations to meet environmental and collection preservation standards.

## **Vehicular Security Screening**

The current temporary Vehicular Screening Facility size and function set the functional requirements for a replacement. It will require three lanes: two inbound and one outbound.

## Parking

There are several competing numbers proposed for parking spaces needed for the combined use of Parliament, the Library of Parliament, the Courts, and the Library and Archives, to be provided north and south of Wellington Street. Currently, spaces are provided on site north of Wellington, and leased off site in buildings south of Wellington. The 1976 Abbott Commission recommended three parking spaces per Parliamentarian. PWGSC uses a “baseline” reflecting the situation in June 1995, before temporary parking was located west of the Supreme Court in anticipation of spaces to be lost during construction.

Parking Provision per Abbott Commission:

435 Parliamentarians x 3	1305
Other Users	<u>336</u>
Total	1641

Parking Provision per PWGSC Baseline, June 1995:

North of Wellington Street	1786
South of Wellington Street	<u>158</u>
Total June 1995	1944

Parking Provided, March 2005:

North of Wellington	1730
South of Wellington	<u>530</u>
Total March 2005	2260

The approach in this plan is to provide 400 – 500 spaces within walking distance of the Centre Block, and use the reasonable carrying capacity of the rest of the site north of Wellington Street to establish the maximum number of spaces that could be provided if finances permit.

## Appendix B

# Plan History

This appendix provides an overview of planning for Parliament, the Supreme Court and the adjacent area from 1853 to the present. Through the last one and a half centuries, the nation's parliamentary and judicial facilities have expanded with the country's growth in population and complexity. During this time, buildings have been added, replaced or enlarged and the landform and vegetation of the site have been modified. However, the Parliamentary and Judicial Precinct Area and the functions it serves have remained remarkably constant. Accordingly, many of the themes and the issues of the early plans are still relevant today.

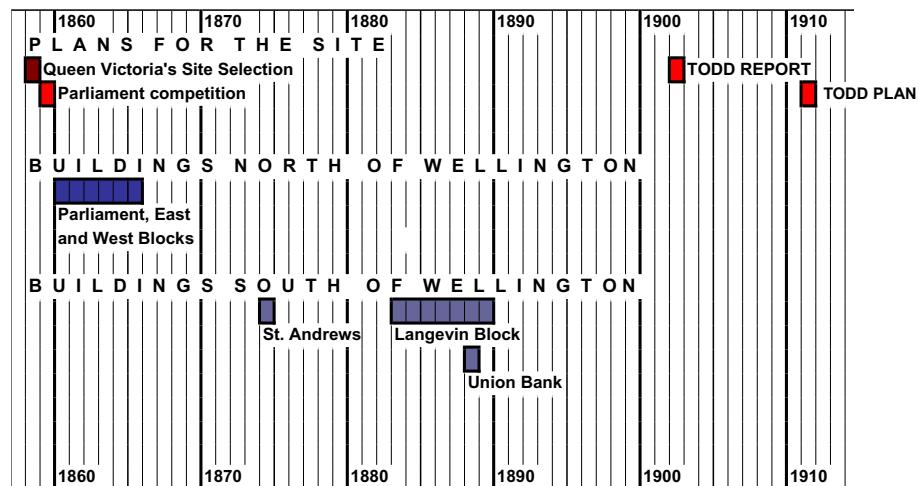
## Planning the Capital Centre: 1858–2006

The history of planning for federal accommodation, first in Ottawa and later in the larger National Capital, has been characterized by two decisive political executive planning decisions, followed in each case by a series of development studies and plans. The first executive action was taken when Queen Victoria selected Ottawa as the site for the country's capital in 1858. The second was at the Constitutional Conference in February 1969, when the federal and provincial First Ministers decided "that the cities of Ottawa and Gatineau and their surrounding areas shall be the Canadian Capital Area." Both of these actions can be viewed as imposing development requirements on a landscape not particularly suited to them at the time.

The first idea, that of establishing the nation's capital in a small town within a wilderness landscape, was a challenge which was superbly met by the development of Parliament Hill. The second challenge, to link and unify the two sides of the wide Ottawa River, is of equal magnitude and a task for this generation to meet.

After the original plan to construct the three Parliament Buildings of "Barrack Hill" was implemented, there was a period of almost fifty years before subsequent plans were produced. Frederick Todd's 1903 Plan for the "Improvement and Beautifying of Ottawa", though it did not deal specifically with Parliament Hill, was supplemented in 1912 by his site plan for buildings to the west of the Hill. The more comprehensive Holt Commission Plan was published in 1915 and it was followed by a flurry of building activity stretching to 1939. By this time Jacques Greber had produced the next major planning study for parliament, in two parts interrupted by the Second World War and completed in 1950.

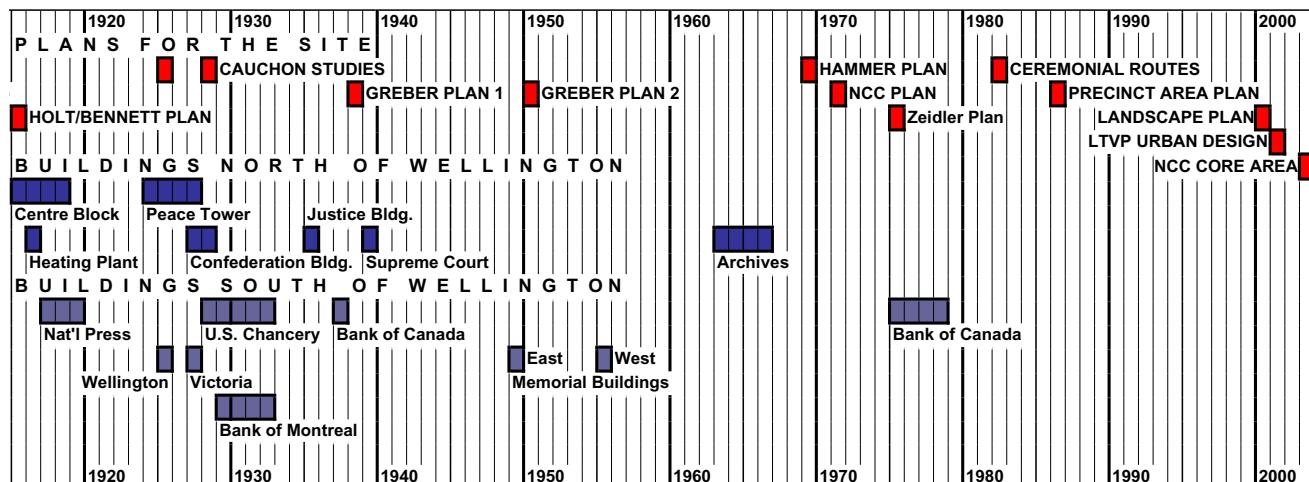
132. Planning and Construction Timetable, 1858-2006



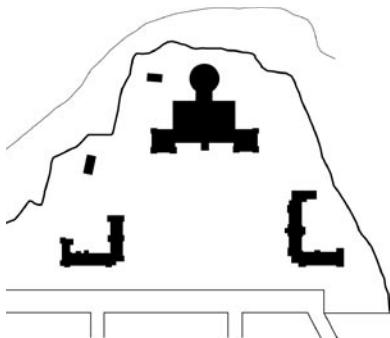
At the time of, and immediately following the 1969 First Ministers' Conference, two very similar plans were produced: one for Central Ottawa (Hammer 1969) and the other for the National Capital Core Area (NCC 1971). They had little effect on the development of the parliamentary area although they had a major effect on federal development in Gatineau and the control of private development in Ottawa.

From the early 1980's to the late 1990's development followed the theme of visibly combining Ottawa and Gatineau into a Capital Core, notably with the construction of The National Gallery and the Museum of Civilization at opposite ends of the Alexandra Bridge and the development of Confederation Boulevard.

In 1976 the Advisory Commission on Parliamentary Accommodation (the "Abbott Commission") tabled its report. It initiated a series of background technical studies prepared by NCC and Public Works Canada (later PWGSC), culminating in the 1987 *Parliamentary Precinct Area Plan* by duToit Allsopp Hillier. In 1999 and 2000 the *Abbott Report* was updated as *Building the Future* by the House of Commons, the *Long Term Accommodation Strategy* by the Senate, and the *Long Term Accommodation Plan for the Library of Parliament, Including Visitor Services on Parliament Hill, April 2000* by the Library of Parliament. This resulted in a partial amendment to the 1987 plan through Hotson Bakker's 2001 *Long Term Vision Plan Urban Design Study* commissioned by PWGSC.



## The First Parliament Buildings: 1853-1919



133. Figure/Ground Plan of Barrack Hill c. 1860 (redrawn by DTAH based on the plan NMC-118110)

Although Queen Victoria made her momentous site selection for the new Capital of the Provinces of Canada (the union of Upper and Lower Canada) in 1858, programming for parliamentary facilities had already begun in 1853 by the architect F.W. Cumberland for the then favoured site at Queen's Park in Toronto. Six years later, the architectural design competition for the Ottawa site was based on the same programme, updated by the Department of Public Works.

Fuller and Jones were the winners for their design of the Centre Block; Stent and Laver for the East and West Blocks. All three buildings were designed in what was called a "Civic Gothic" style. Construction of the complex started in 1859 and ended in 1866.

The three buildings had prominent frontages toward Wellington Street and a central space now occupied by the Lawns. With the partial exception of the Centre Block, backed by the Library of Parliament, they were not perceived "in-the-round" but had fronts and backs. However, within ten years the West Block addition changed the reading to a four-sided pavilion.

About the same time, prominent buildings were constructed on the south side of Wellington Street: St. Andrew's Church in 1874, the Langevin Building between 1883 and 1889, and the Union Bank in 1888. The landscape of the parliamentary grounds, including the Wellington Street stone and metal fence, designed by the Department of Public Works, and the front lawn, driveways, retaining walls and stairs, designed by the American Calvert Vaux, was constructed in the late 1870's.

Because the Centre Block had been designed for the Parliament of the Provinces of Canada, the onset of Confederation and the subsequent demand for additional space rendered the building too small almost immediately after its completion. By 1888 the shortage of space was sufficiently critical to require all departments not central to the function of the Senate and Commons to be removed from the building. It was half a century after the original construction that plans were made for expanding the Centre Block, but before they could be implemented the building burnt down in 1916. It was replaced by a perceptibly similar, but much larger building designed by John A. Pearson and completed in 1919. The Peace Tower was added eight years later.

## First Plan for a Government Centre: 1912

In the late nineteenth century, the “City Beautiful” movement was having a strong influence throughout North America. One of the major examples of this movement was Daniel Burnham’s Plan for Washington D.C. Sir Wilfred Laurier wanted Ottawa to be the “Washington of the North”, and established the “Ottawa Improvement Commission” in 1899. The result, by 1903, was a report by Montreal landscape architect, Frederick Todd, which concentrated on the basics of civic improvement such as a network of parks and parkways. In 1912, he prepared a plan specifically for departmental expansion on the plateau west of Parliament Hill.

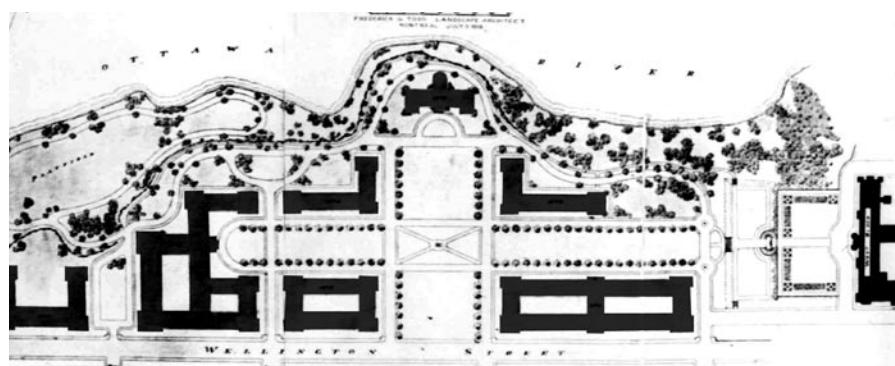
The first plan for the lower, western plateau was a clear development of two themes – the generation of a “campus” grouping of departmental buildings arranged along a Mall on axis with the Mackenzie Tower, and the siting of the Supreme Court on the second promontory on a cross axis. These two themes were to remain organizing elements of nearly all subsequent plans. As in the case of the Houses of Parliament, the primary judicial building and its forecourt were centred on the promontory and consequently offset to the street grid. In contrast, other departmental buildings were sited to align with the town streets perpendicular to Wellington Street. The buildings to the north of the Mall were narrow and set back from the brow of the escarpment.

The crossing of the two primary axes was identified in the Todd Plan by means of a statue. A year later, Webb and White proposed a far grander cross-axial tower.

A feature of the Todd Plan was the treatment of the terrace west of the Mackenzie Tower, decisively shaped to emphasize the landform. It would have established a strong terraced base to the west façade of the West Block, a major forecourt to the building and an eastern termination of the east-west mall.



134. New Parliament Buildings, City of Ottawa, Webb & White, 1913 (NA, L-14903)



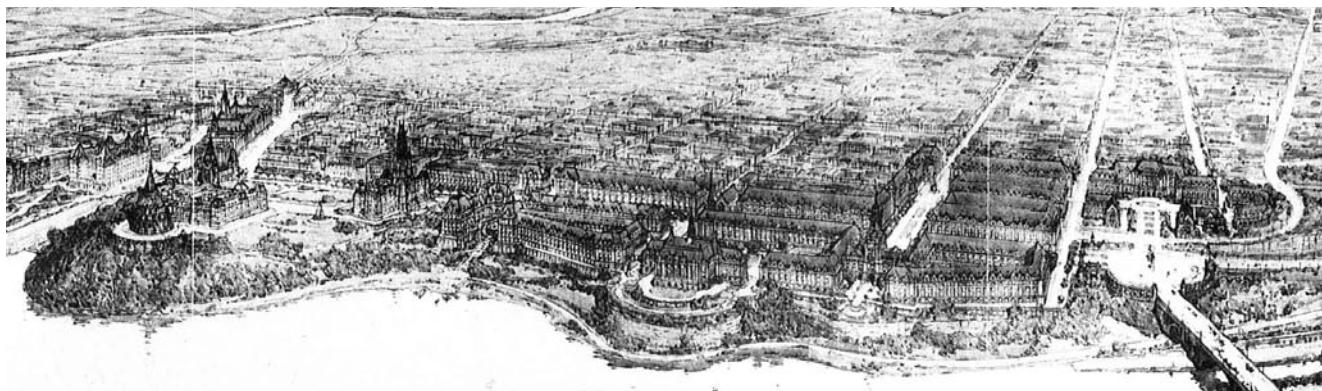
135. Plan for Departmental Buildings, Frederick Todd, 1912 (PAC, MG29 E62)

## The Federal Plan (Holt) Commission: 1915

Prime Minister Robert Borden established the Federal Plan Commission in 1913, chaired by Sir Herbert Holt. The Commission's planner was American architect Edward Bennett, assistant and later partner with Daniel Burnham.

While Todd and others had examined various separate aspects of expansion, the Holt Commission with Bennett was able to examine growth in a more comprehensive way. Its report proposals, published in 1915, not only encompassed development of the area north of Wellington Street but included a sequence of formal building compositions along the major routes and topographical features in the central area. A line of new buildings along Sussex Drive established a formal frontage to Major's Hill Park and Nepean Point. A new railway station plaza was to be created by bridging the Rideau Canal and reconstructing the station together with several blocks of Elgin Street. The solidly built faces of the blocks on the south side of Wellington Street were penetrated by a formal cross axis at Lyon Street to extend the composition of departmental buildings on the escarpment across Wellington Street to the area atop the cliffs at the western end of Sparks Street. The western end of Wellington Street and a new bridge to Gatineau were to terminate at an elliptical plaza on a constructed plateau.

On the western plateau, the departmental building group was dense, with greater classical emphasis than the Houses of Parliament. The Supreme Court, still centred on the promontory, but projecting less than in Todd's Plan, was to face an interior square. An east-west organizing mall had its axis shifted south of the Mackenzie Tower axis. Expansion of all three parliamentary buildings was also included. The Centre Block additions strongly resembled the wings to the United States Capitol constructed thirty years earlier.

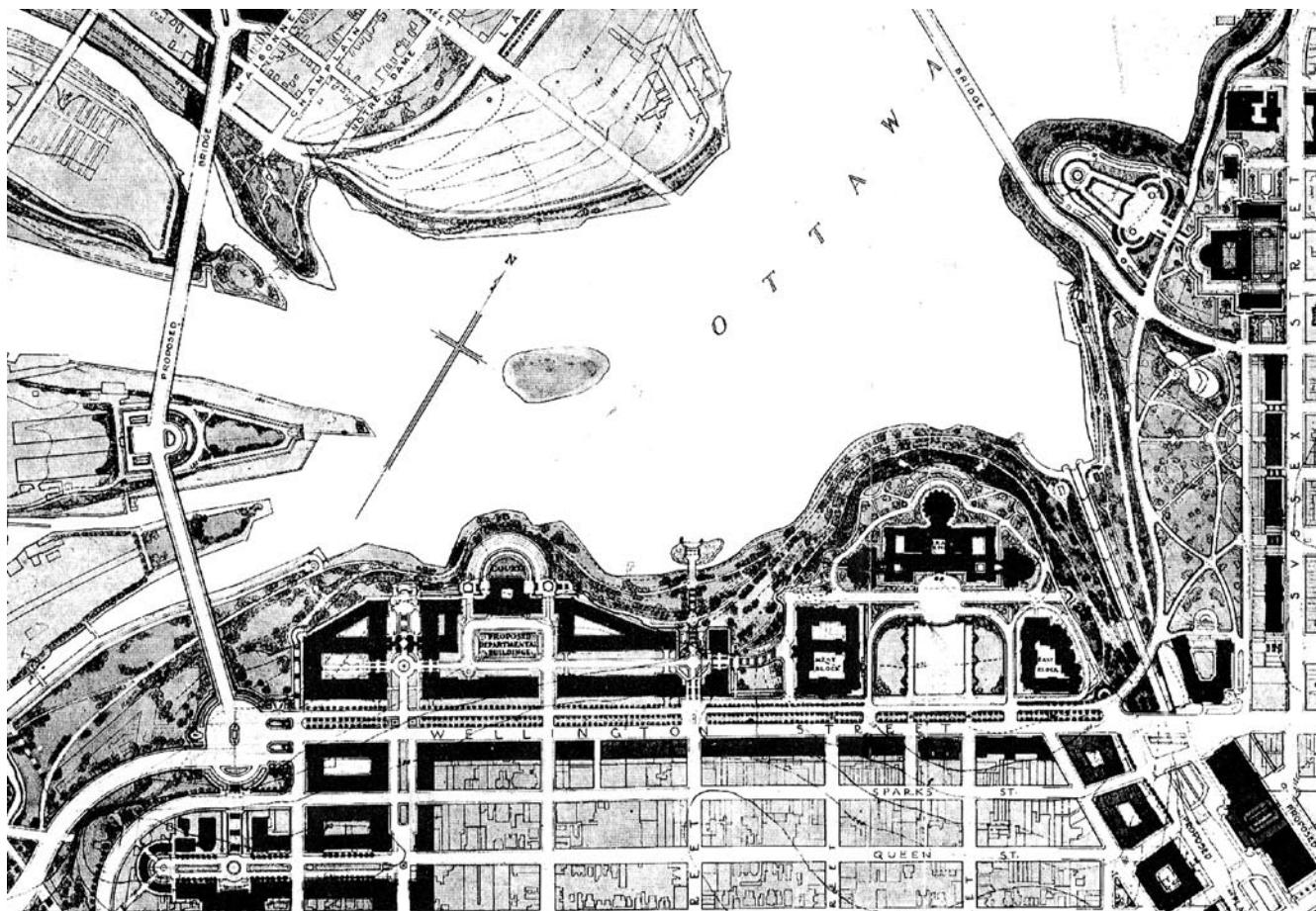


136. Holt/Bennett Plan, 1915 (NA, NL-18069)

The grouping on the lower, western plateau was clearly separated from that of Parliament Hill. Todd's terraced base to the Mackenzie Tower was replaced by a more picturesque landscape divider between the two building groups. The offset east-west axis reinforced the separation. However, an element of linkage was established by means of a formal boulevard, parallel to and north of Wellington Street and which extended eastwards, independent of the city road grid, to Government House (Rideau Hall).

Holt regretted the lack of a grand central axial approach to Parliament Hill. Bennett's plan showed a compromise solution with a new north-south street, one block in length, symmetrical with Metcalfe Street on the Peace Tower axis.

The Holt Report also proposed a series of walkways along the river escarpment, and a major way down to the river along the Bank Street alignment, terminated by a ceremonial dock. The brow of the escarpment was given strong definition by extending the plateau to form a cliff-top terrace around the north face of the entire group.

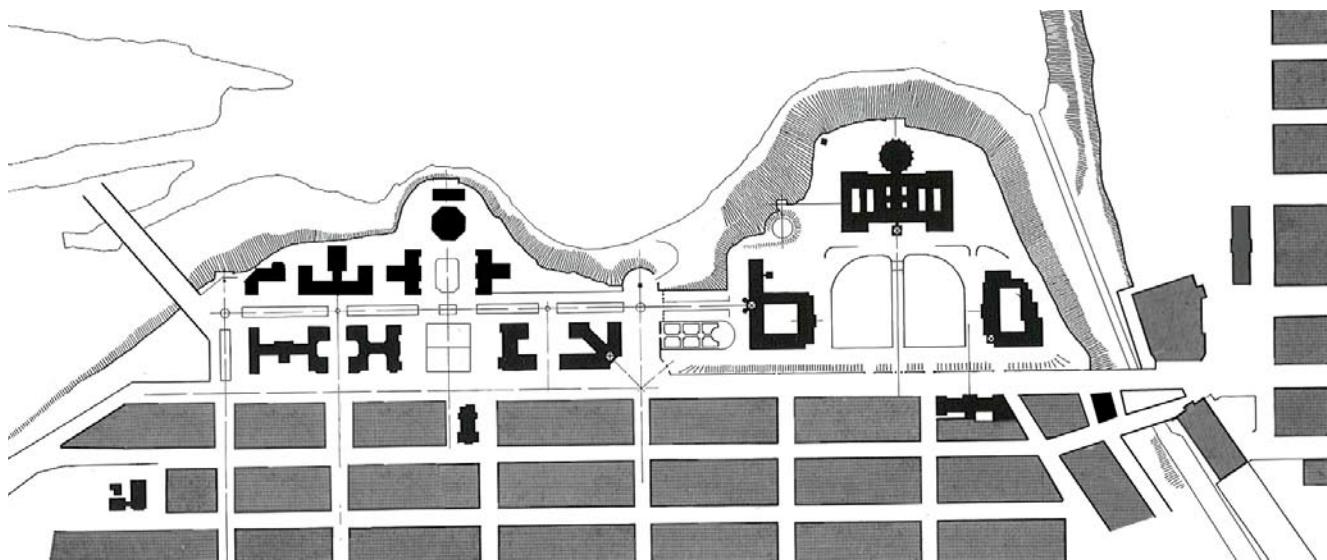


137. Aerial View of Holt/Bennett Plan, 1915 (NA, NL-18068)

## Wright and Adams Plan: 1920

Employing many of the same basic organizing lines of the earlier plans, the 1920 Plan for the western plateau by Wright and Adams, presented a more informal and picturesque image. The only formal open spaces in this plan are the east-west Mall, here reduced to a tree-lined street (Vittoria Way), and a bisected square, centred on the Supreme Court and promontory. Although the plan shows a densely built-up site, its picturesque character is achieved by separated and varied building footprints and the suggestion of an informal landscape meandering between the buildings. While conforming to the regular geometries of the extended city grid, each building has a different and irregular plan with varied wings and projections to create small asymmetrical courtyards. The second layer of buildings on the north side of Vittoria Way appear to have a formal frontage to this street and irregular profiles on their north sides which connect to an informal parkland along the escarpment edge.

Although Wright and Adams plan has less of the assurance and clarity of some of the earlier proposals, it proved to be a more influential scheme. Both the Confederation Building (1928-31) and the Justice Building (1934-36) were constructed to this plan which effectively set the alignment of Vittoria Way and the planning "frame" for the Supreme Court building and the formal forecourt square. Construction drawings were also prepared in the 1930's for two similar buildings on the west side of the square and although these were not constructed, the development of the "missing" building on the third side of the Supreme Court square has been a part of all subsequent plans.



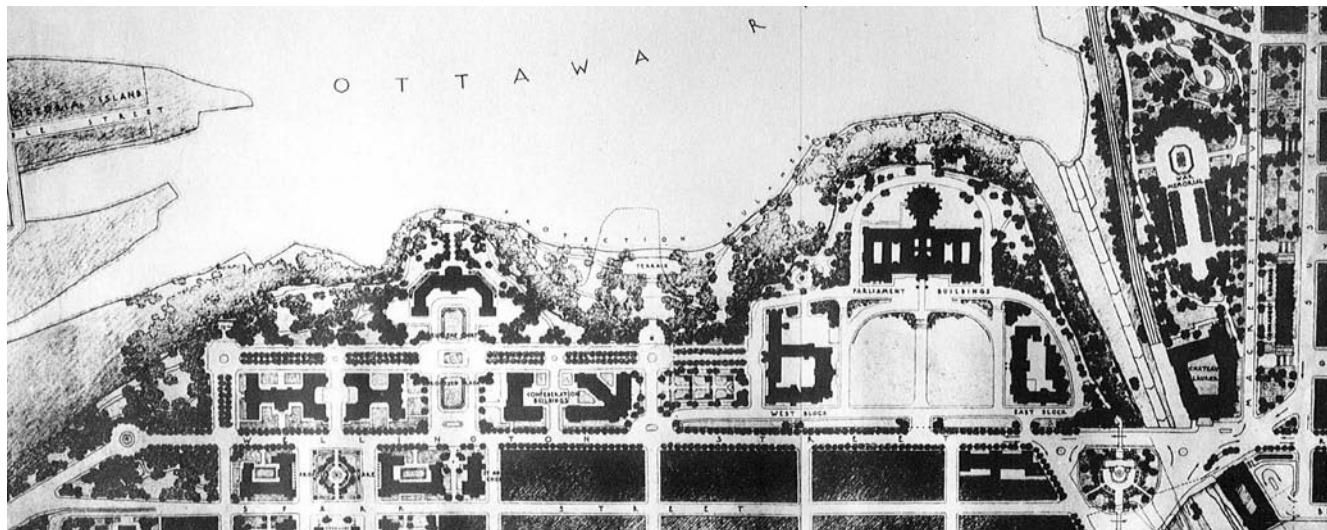
138. Wright and Adams Plan (redrawn by DTAH, based on the illustration NA, NMC-121803)

## Plans to Beautify the Capital: 1938-1950

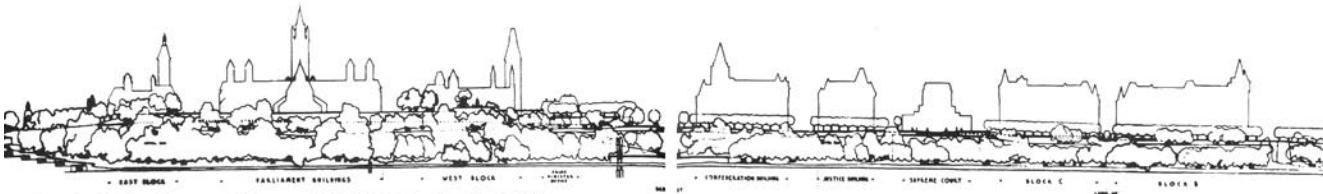
It took twenty-five years for the next Prime Minister to take a major interest in the appropriate development of the Government's buildings and the entire capital. William Lyon Mackenzie King brought Jacques Greber from Paris in 1937. A year later, Greber produced a plan for the parliamentary area which followed the classical principles inherent in Bennett's scheme, except that the buildings were more dispersed. By this time, the Confederation and Justice Buildings had been constructed and only three more buildings were proposed north of Wellington Street: the Supreme Court and two departmental buildings. The remainder of the grounds was to be landscaped.

The buildings on the south side of Wellington Street in the blocks between Elgin and Kent Streets were proposed to be built solidly to a uniform property line and consistent height limit. This concept for the Wellington Street frontage was in clear contrast to the individual, sculpted buildings set in parkland which characterized the north side of Wellington Street.

The final *Greber Plan* was completed in 1950. In the twelve years between the two plans the Supreme Court had been constructed, the first of the Memorial Buildings flanking Lyon Street had been completed and construction of the second had begun. Though these new developments, particularly the Memorial Buildings flanking Lyon Street, had been entirely consistent with the 1938 plan, the central planning concepts were maintained and clarified in the 1950 version. Greber's 1950 Report to the



139. Greber Plan, 1938 (PAC, NMC R/440 MAP 1 of 5)

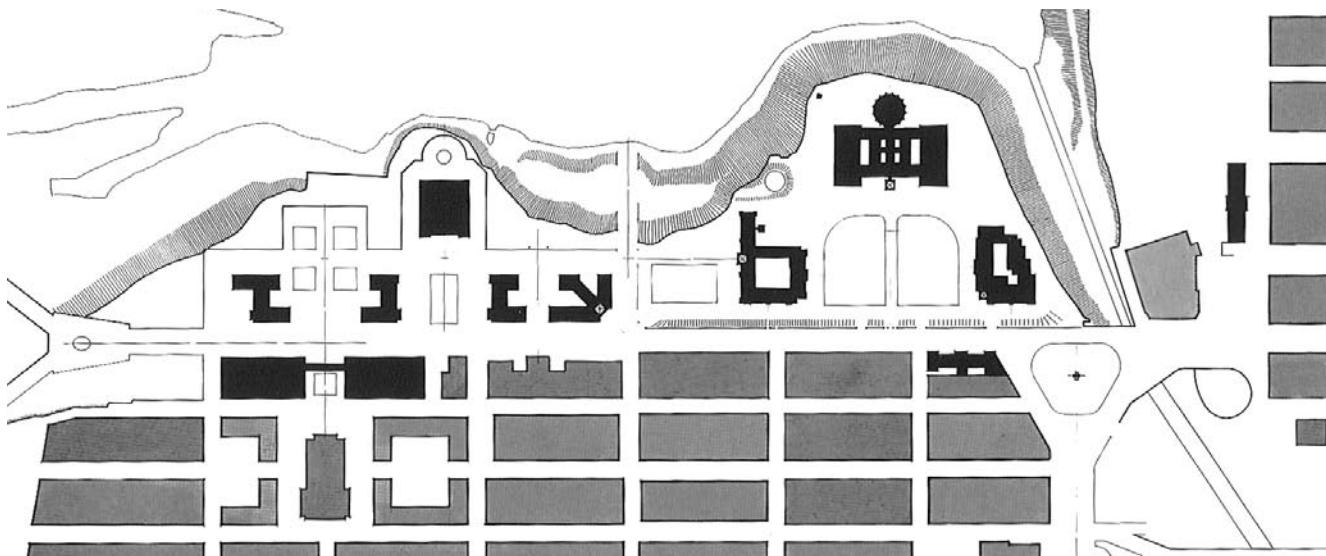


140. Silhouette of Government Buildings seen from Ottawa River, Greber Plan, 1938

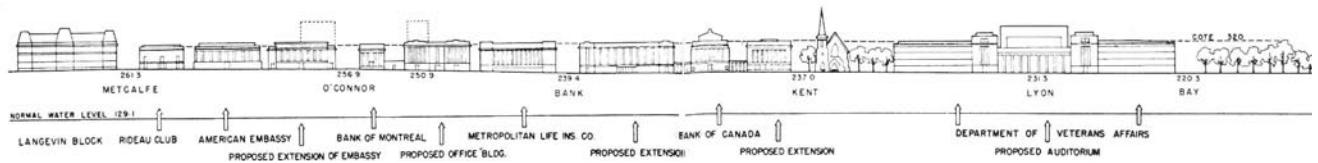
National Capital Planning Commission included proposals for “architectural disciplines and control” of development related to Wellington Street which clearly demonstrate these central ideas:

“Wellington Street, by its function comparable to Constitution Avenue in Washington, should have a very defined character. Aesthetically it is essentially dissymmetrical, and the interest of the passer-by should be attracted to the Parliament Buildings and the riverside.”

“Generally speaking, the buildings to be erected on the north side of Wellington, west of the Supreme Court, should endeavour to complete and continue the picturesque silhouette, a characteristic of Parliament Hill. The building immediately west of the Supreme Court should balance the Justice Building, and without calling for similar architectural treatment, should retain certain analogy therewith in respect to its mass, its alignment, its silhouette and its height. The last building completing the composition should make proper balance with that referred to without being strictly symmetrical.”



141. Greber Plan, 1950 (redrawn by DTAH in 1986)

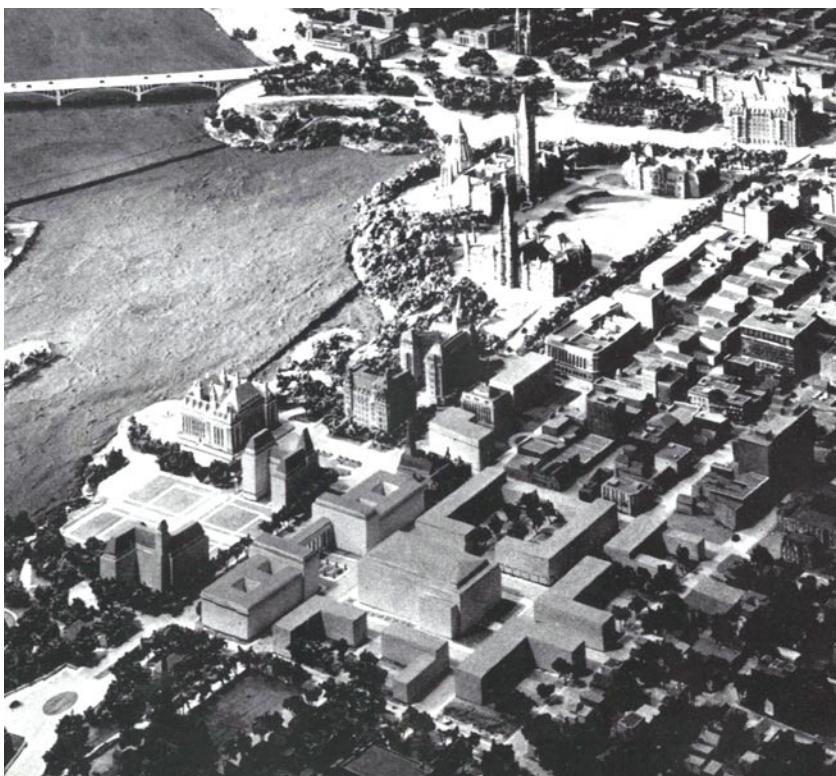


142. Proposed Wellington Street Façade, Greber, 1950

"The south side of Wellington Street should be dignified, and be treated as a continuous monumental background to the north side. It should be subject to very strict height regulations, and the façade of each building to be built on its alignment should be disciplined."

"The whole of the silhouette of the street, as seen from the Gatineau shore, would thus be composed of a series of monumental buildings of a picturesque and vertical character separated by gardens and detached from the continuous horizontal background formed by existing and future buildings comprising the south side of Wellington Street."

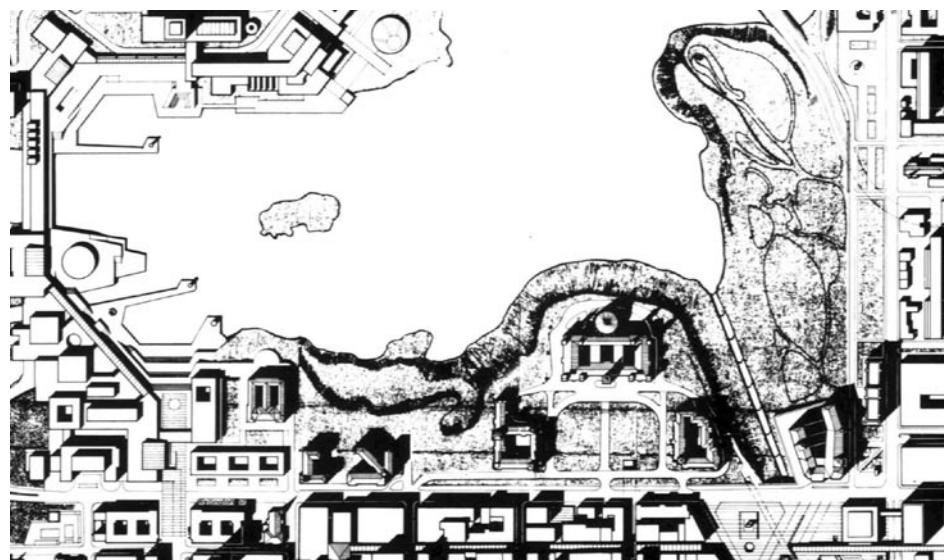
Only two additional buildings were proposed on the plateau west of the Supreme Court, smaller than in the 1938 plan, and separated by a large plaza. This had the effect of setting the Supreme Court as the centrepiece of a tripartite building group similar in composition to Parliament Hill.



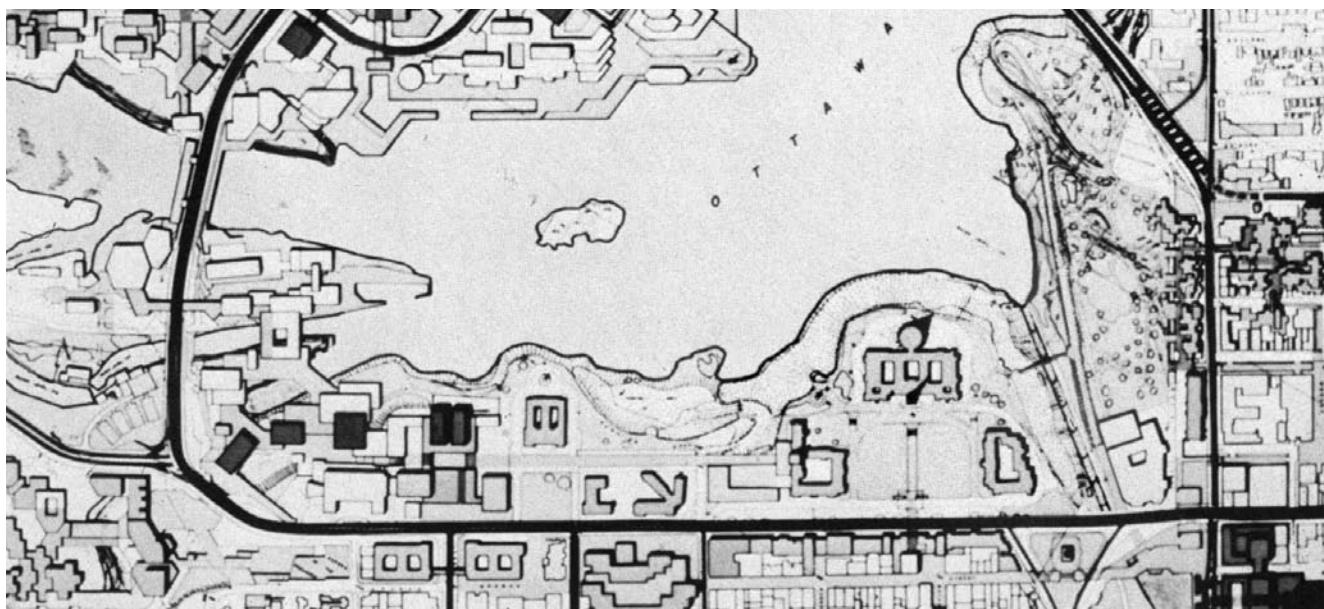
143. Model of Parliamentary Precinct Area, Greber, 1950

## Planning for a Unified Capital: 1969-1971

The 1971 *Core Area Plan* was prepared by the National Capital Commission in response to the political directive to incorporate Gatineau as part of a newly perceived Ottawa/Gatineau capital core area. In common with the 1969 *Hammer Plan*, prepared for the City of Ottawa, it broke completely with earlier planning approaches for the growth of the plateau. Instead of building compositions related to the topography and centred on urban squares and malls, it substituted a sprawling complex of mega-structures spanning plateau, valley and river.



144. The Ottawa Area Central Plan, Hammer, 1969

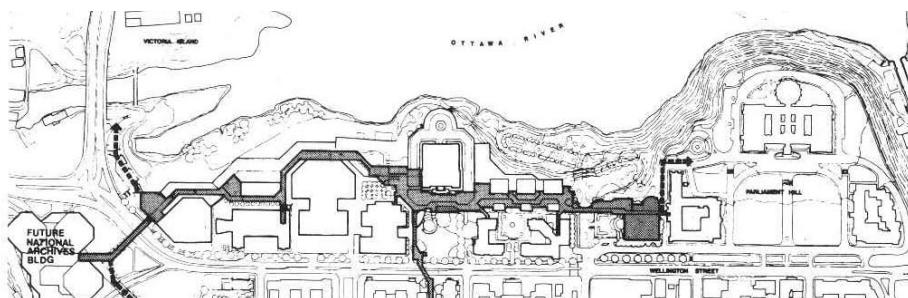


145. The NCC Core Area Plan, 1971

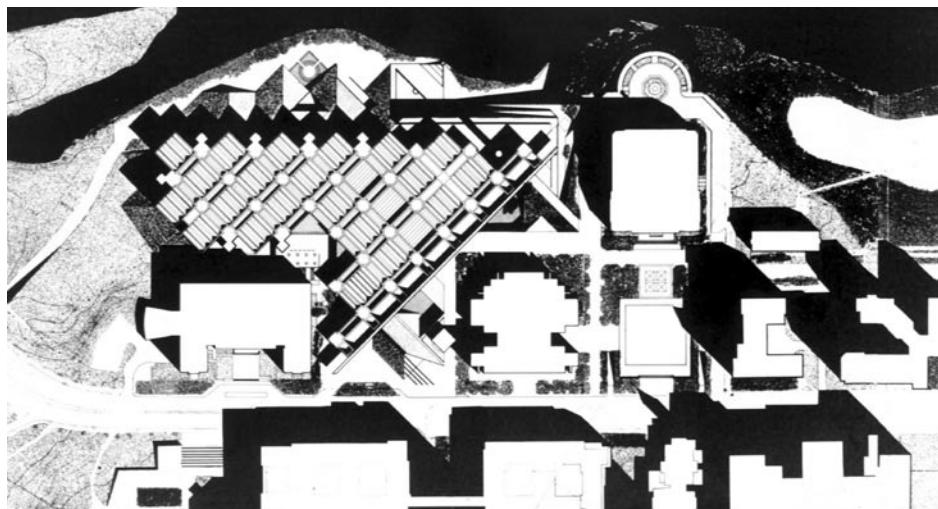
## Plans for the Western Plateau: 1974 – 1977

Two further studies, commissioned by NCC and PWC were prepared in the mid-1970's for the area west of Parliament Hill: *Wellington Street West Development Study* (Murray and Murray, 1974), and *Mall Wellington Street West* (Zeidler Partnership, 1975). Continuing the theme set in the 1971 *Core Area Plan*, they proposed a complex pattern of horizontally linked and terraced buildings which formed the base for higher building masses and which eliminated clear distinctions between buildings and landscape.

The 1975 Zeidler study gave emphasis to an interior public mall and associated support facilities, which would link the West Block with existing and proposed buildings on the western part of the plateau. This concept formed the planning framework of the 1977 National Gallery Competition on the site between the Supreme Court and the National Library and Public Archives (now Library and Archives Canada). Neither the gallery nor other components of these proposals for the west plateau were implemented.

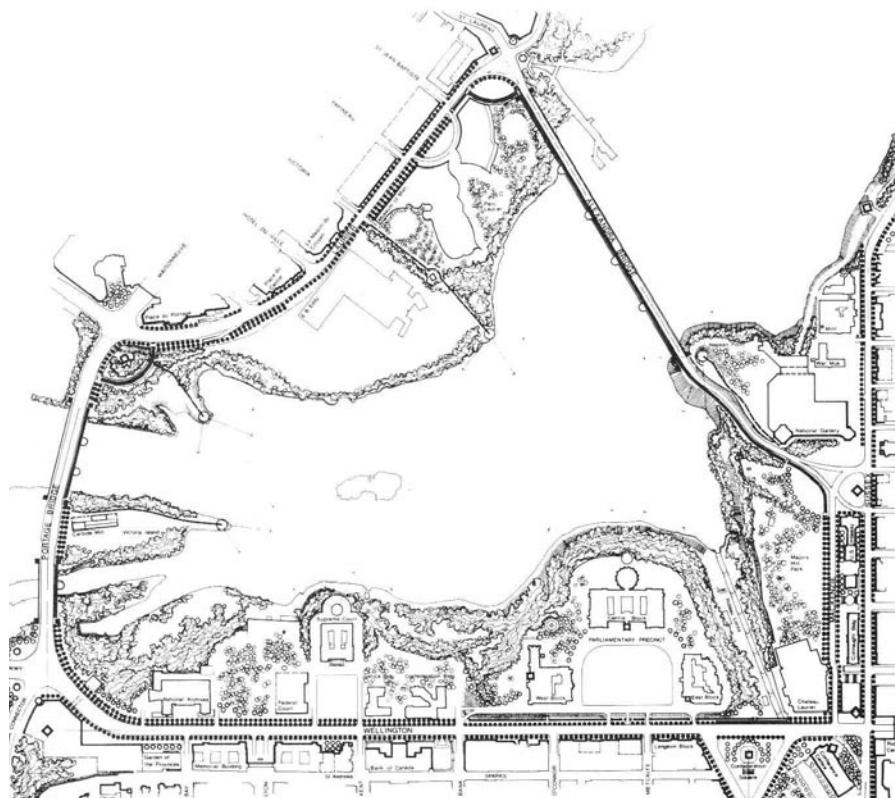


146. Mall Wellington Street West, Zeidler Partnership, 1975



147. National Gallery Site Plan, Parkin Partnership, 1977

## A Plan for Ceremonial Routes: 1983



148. Ceremonial Routes Plan, NCC, du Toit Associates, 1983

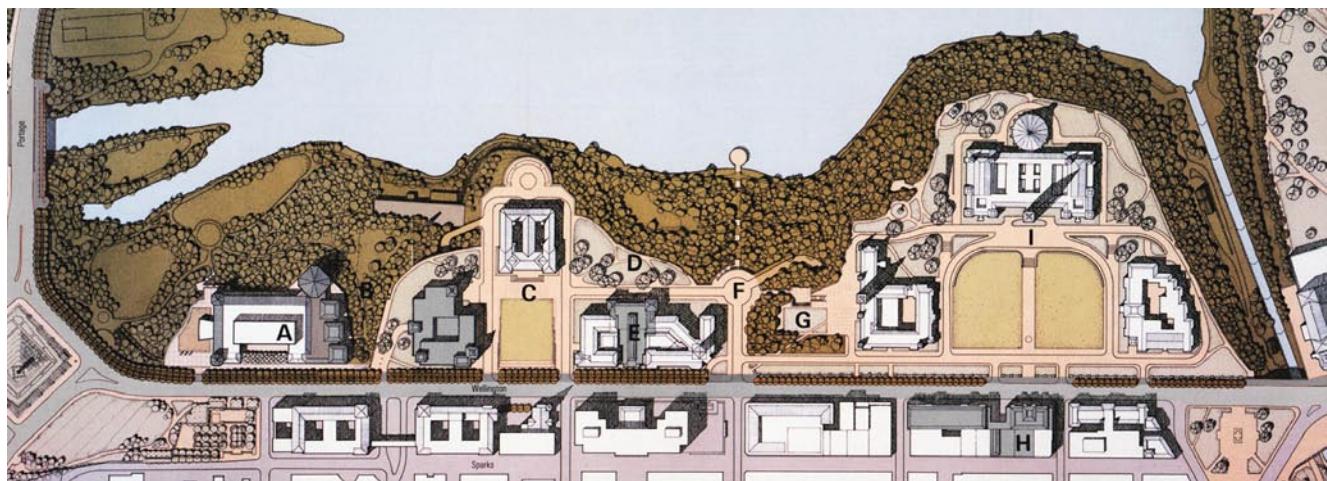
The urban design study for *The National Capital Core Area Ceremonial Routes* prepared for NCC by du Toit Associates Ltd. represented a return to the earlier urban planning tradition and a more readily implementable approach toward achieving the objective of linking Ottawa and Hull (now Gatineau). Two major devices were proposed: following Greber, a clear distinction between the "Crown" buildings set in parkland and the surrounding "Town" form, and the introduction of a coordinated system of formal street paving, tree planting, lighting and flag standards and other furniture for the ceremonial streets which lie between the "Town" and "Crown" territories. A "Grand Esplanade" was further proposed to act as a unifying element around the perimeter of the crown lands.

Like the Greber plan, the Ceremonial Routes Study recommended that the buildings on the Town side should be reinforced to act as a strong "street wall" containing the river-related landscape, but extended this concept to include Gatineau. Within this landscape, the existing Crown institutions would remain, and the new ones designed, as individual pavilion buildings.

## A Plan for the Parliamentary Precinct Area: 1987

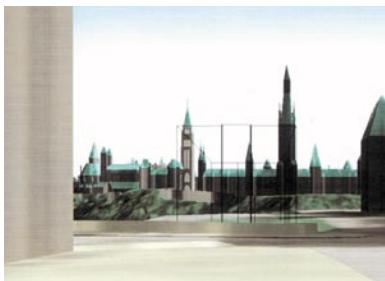
Sixteen years after the unimplemented 1971 NCC plan, PWC and the NCC jointly commissioned a plan for the Hill, plateau and the city blocks south of Wellington Street (duToit Allsopp Hillier, 1987) This plan bypassed the earlier Hammer and NCC mega-structure plans and took inspiration from the earlier planning tradition culminating in Greber's 1950 plan thirty-seven years earlier. It introduced the idea of environmental capacity and organized the document into a set of enduring principles and urban design guidelines, illustrated by a "Demonstration Plan". The principles were based on an analysis of the existing topographical and architectural character of the site, attempting to define its essential Genius Loci and to use that as the basis for continued site development.

The Plan identified five major building sites: an addition to the Archives, a flanking building to complete the Judicial Triad, an infill between the Confederation and Justice Buildings, a complex under the West Terrace and a new "South Block" to spatially enclose the Parliamentary Lawns. Parking and loading structures were located underground and all facilities on the site were linked together by means of an underground concourse network. The Plan gave considerable attention to repairing the grounds, reducing road widths, removing surface parking, clarifying landscape types and location, and providing gracious access to the river.



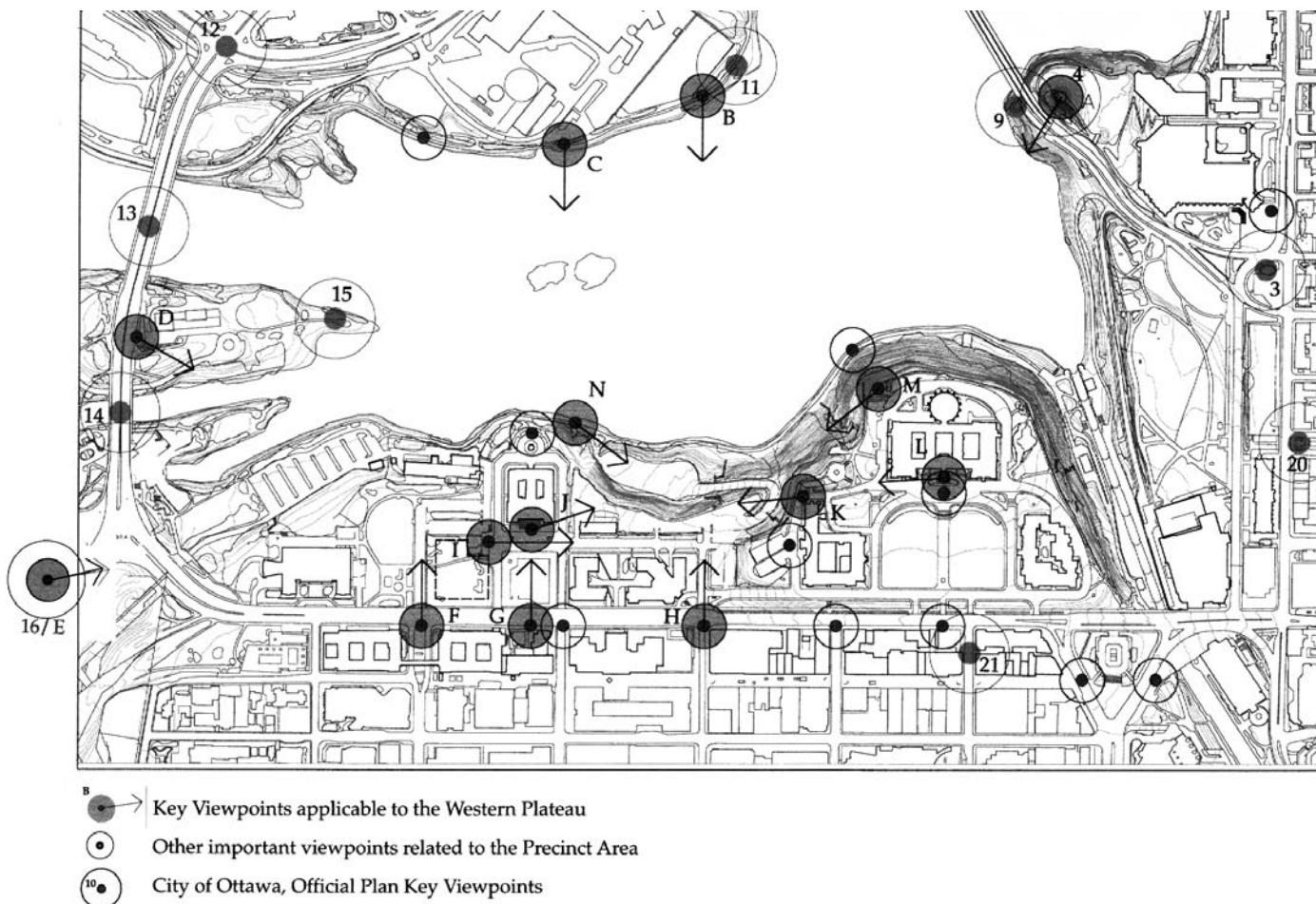
149. Demonstration Plan for Long Range Development, du Toit Allsopp Hillier, 1987

## Capital Views and Ottawa Official Plan: 1992 – 1996



150. View Looking East from the Supreme Court Forecourt (Annex Building in wireframe)

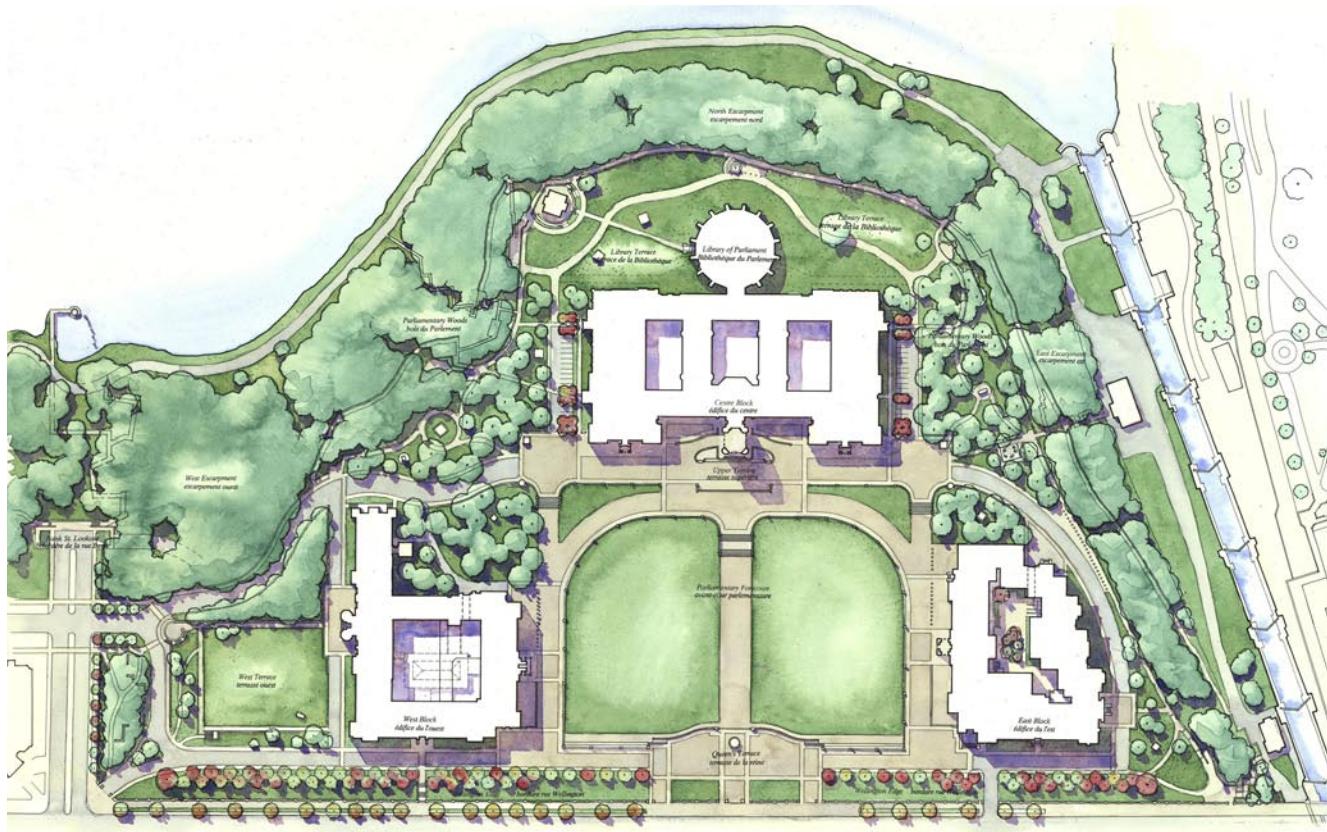
In 1992, the NCC began and was later joined by the City of Ottawa on a series of “View Protection” Studies for the National Capital Core Area. Since 1996, Municipal Official Plan and NCC view protection policies control the height of buildings in the Core Area to ensure that they do not obscure or overpower the silhouette of the Parliament Buildings. They also control the foreground of views to the National Symbols from key vantage points along major approach routes.



151. Recommended Viewpoints, Parliamentary Precinct Views Draft Report, du Toit Allsopp Hillier and Centre for Landscape Research (University of Toronto), 1992

## Parliament Hill Landscape Plan: 2000

Thirteen years after the 1987 Plan, PWGSC commissioned Phillips Farevaag Smallenberg to produce a detailed landscape plan to be implemented on the Hill. It built on the directions of the 1987 Plan and introduced the idea of a roadway between the Peace Tower forecourt and Vittoria Way, and a new interpretation of the former Lovers' Walk below the northern-most fence. It also produced designs for new landscape furniture.



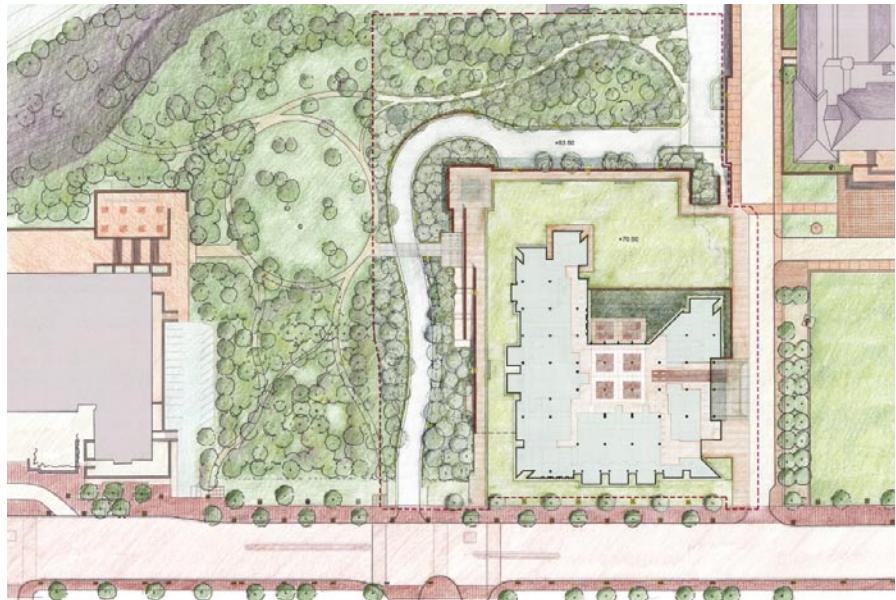
152. Parliament Hill Landscape Plan, Phillips Farevaag Smallenberg, 2000

## Federal Courts: 2004

Treasury Board has approved the design of a building to consolidate the various Federal Court Services on the site allocated for it in the 1987 Plan. After several stops and starts, the drawings for the Pierre Elliott Trudeau Judicial Building were ready for construction in 2005 when the project was put on hold. The site and landscape plan for this new building remains the basis for future construction in that part of the Plateau.



153. Rendering of the Pierre Elliott Trudeau Judicial Building, NORR Limited Architects and Engineers, Carlos Ott Architect, 2004



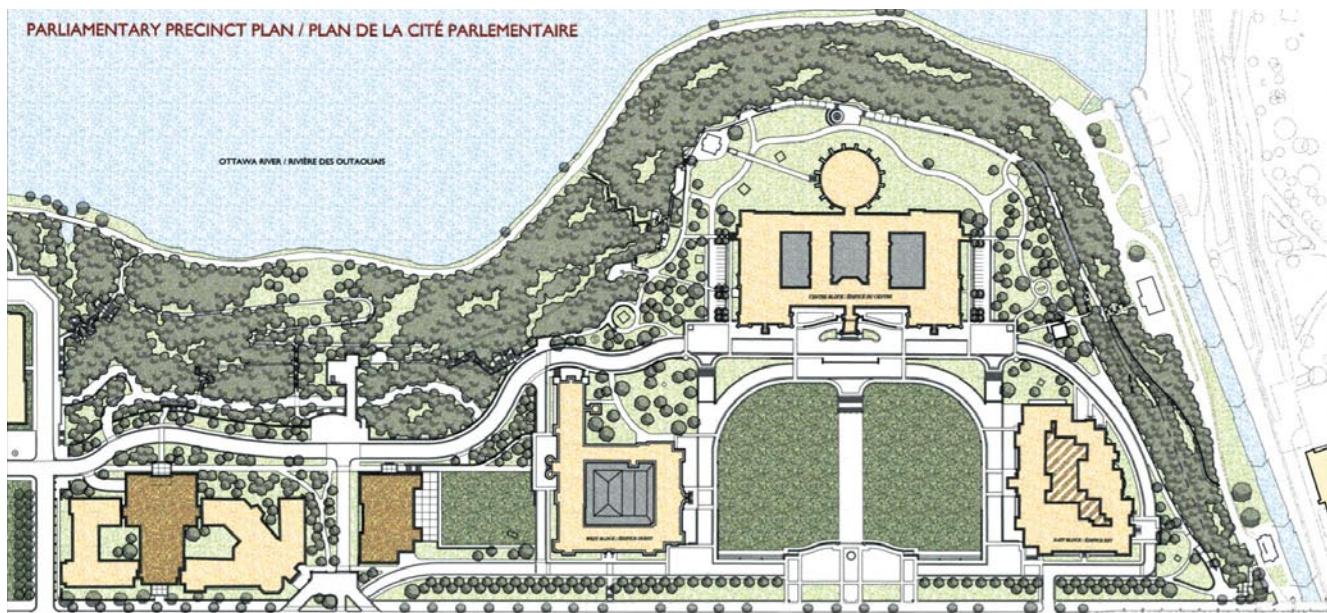
154. Landscape Master Plan for the PETJB, ENVision - The Hough Group, 2004

## Long Term Vision Plan Initiatives: 1999–2005

In 1999 the Sergeant-at-Arms of the House of Commons submitted *Building the Future: House of Commons Requirements for the Parliamentary Precinct*, which essentially was an update of the *Abbott Report* of 1976. In early 2000, the Senate followed suit with its *Long Term Accommodation Strategy*, as well as the Library of Parliament with its *Long Term Accommodation Plan for the Library of Parliament, Including Visitor Services on Parliament Hill, April 2000*.

The primary space requirements identified in these reports for House of Commons Member of Parliament offices were temporarily solved by occupying the Justice building. After this, the highest priority space needs were high quality, technologically-advanced meeting rooms, and office suites for the Senate. The three locations for Parliamentary accommodation set out in the 1987 Plan were reconsidered: the south block idea dropped in favour of keeping all Parliamentary accommodation north of Wellington; the Confederation Justice Infill building was seen as too far from existing meeting rooms and Senate offices; and the desire to have windows in meeting rooms ruled out a facility under the West Terrace.

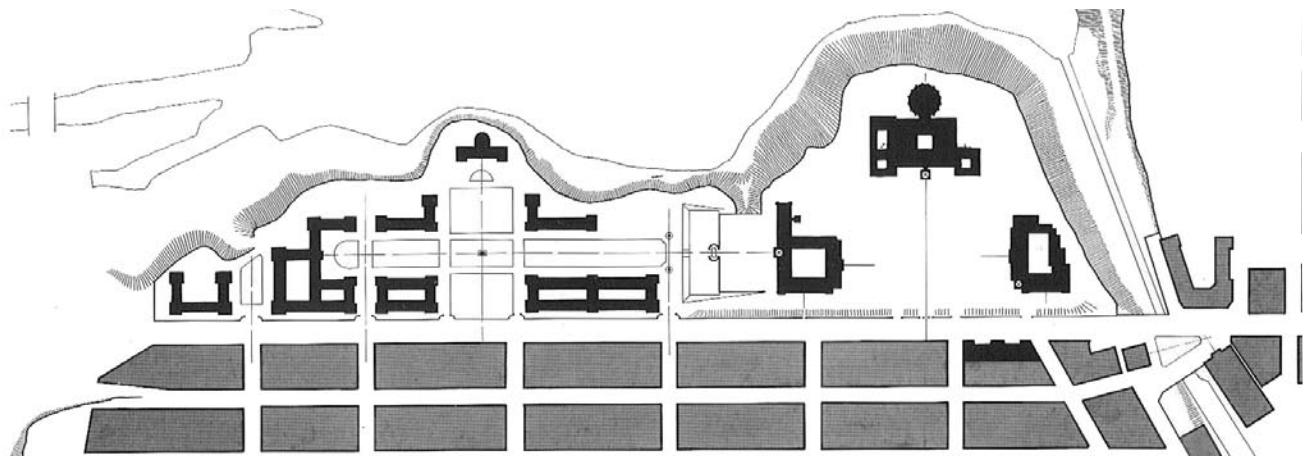
PWGSC therefore commissioned Hotson Bakker to produce an amendment to the 1987 Plan, resulting in the 2001 *Long Term Vision Plan Urban Design Study*. It proposed substituting the facility under the West Terrace with a modest pavilion building at Bank Street. A series of subsequent amendments increased the permitted bulk above ground to accommodate increasing programmatic requirements. A design competition was held for the building, but was cancelled in 2005.



155. Parliamentary Precinct Long Term Vision Context Plan, Hotson Bakker, 2001

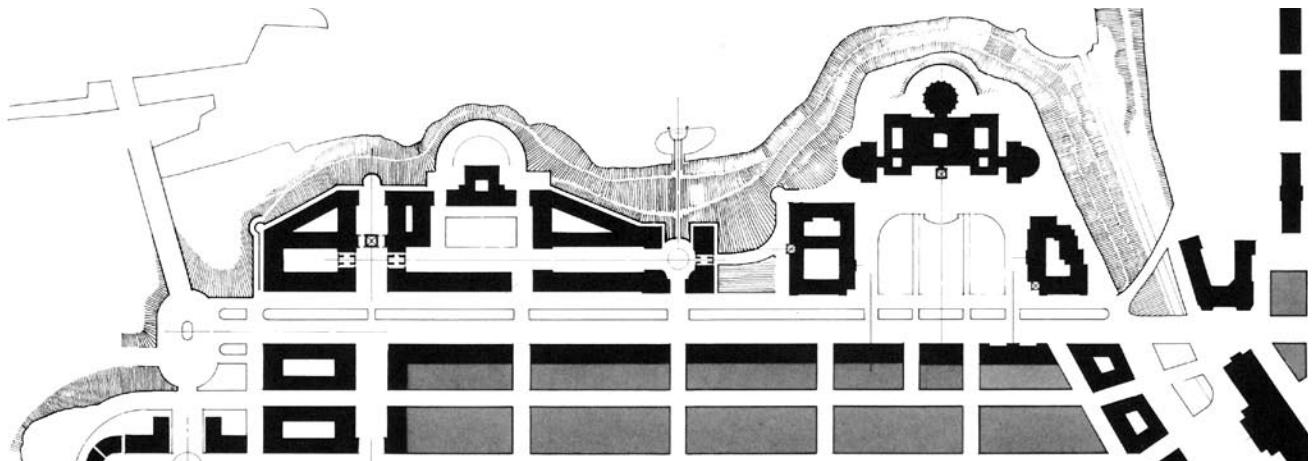
## Comparative Figure/ Ground Studies

In order to compare previous plans for the Parliamentary Precinct Area, they have been simplified graphically to Figure/ Ground (solid buildings/ open space) diagrams. Slopes, principal axes, and essential site features are also indicated.



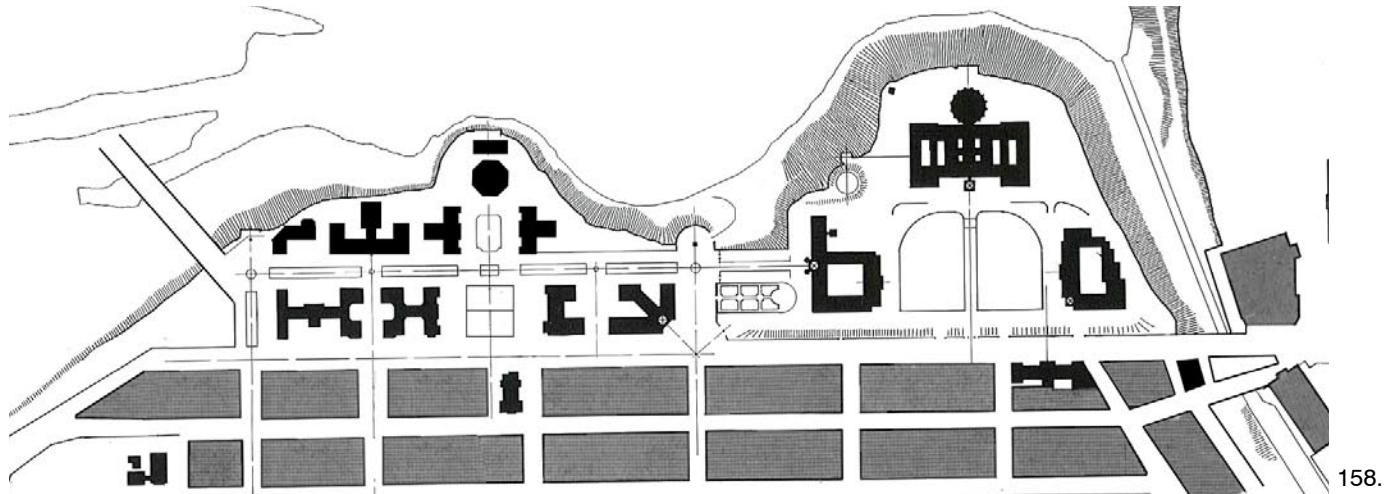
156.

The **1912 Todd Plan** included two organizing principles for the western plateau which recurred in subsequent plans: the east-west mall aligned with the axis of the Mackenzie Tower, and the Supreme Court cross axis, centred on the western promontory. Unlike the Parliament Hill "pavilion" composition, the proposed buildings were shaped to enclose spaces within the site and on Wellington Street. Apart from the Supreme Court, all new buildings were aligned with the downtown street grid and the street corridors were usually extended to the escarpment.

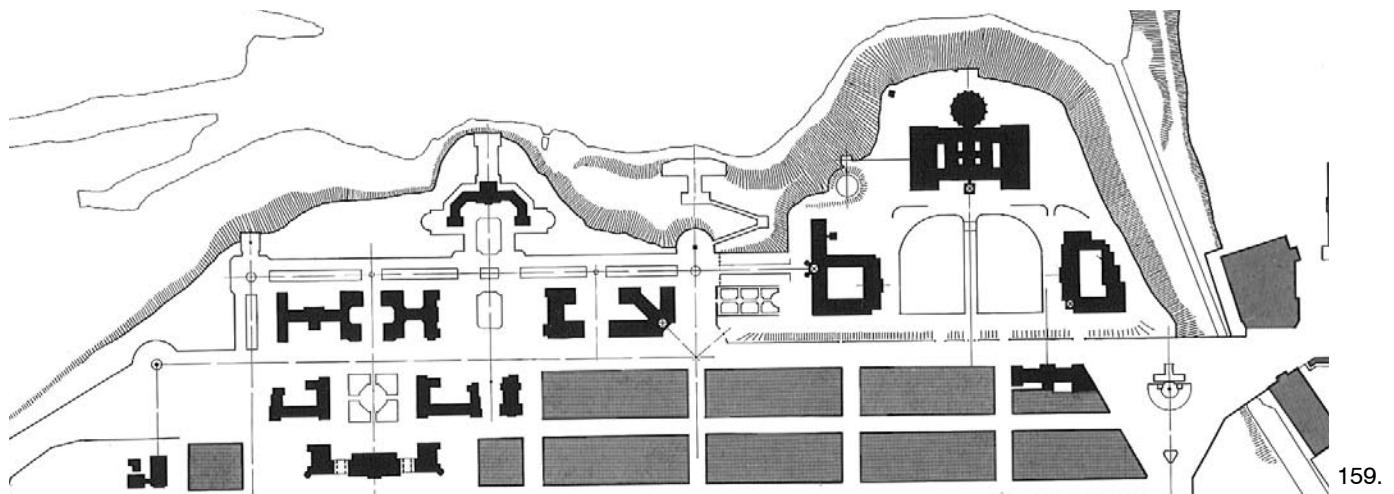


157.

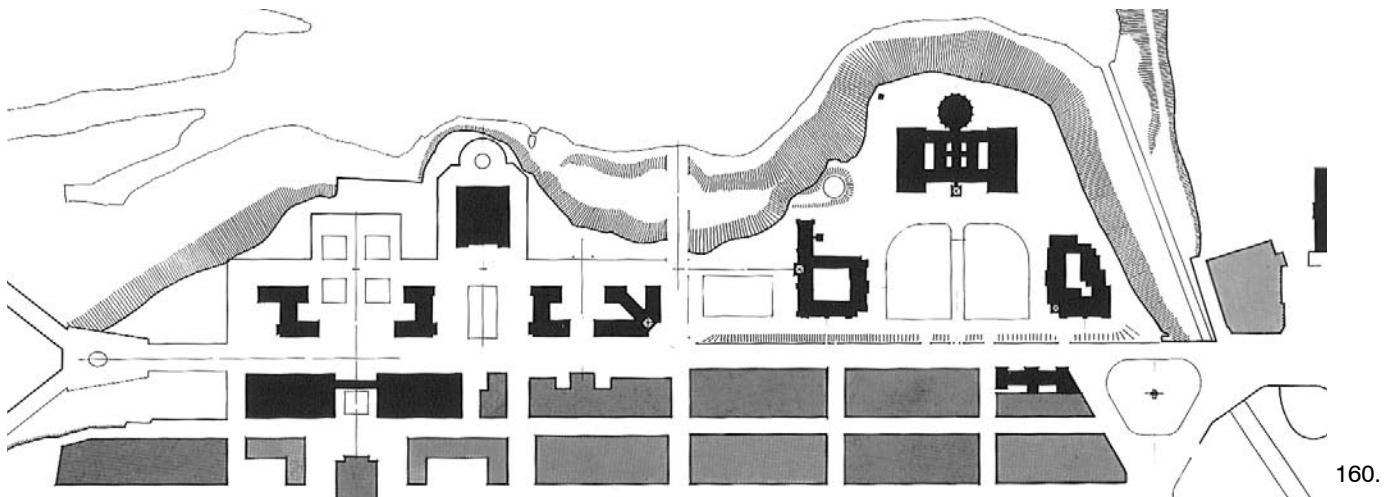
The **1915 Holt and Bennett Plan**, with higher densities, elaborated many of the formal devices of Todd. The east-west mall, shifted off the Mackenzie Tower axis, was given greater enclosure. The Supreme Court was sited closer to the mall and its forecourt closed from Wellington Street. The cross axis at Lyon Street was emphasized and extended across Wellington Street to increase government development to the south. Greater formal enclosure was given to the Parliamentary Lawn space by the extension of the Parliament Buildings, by reflecting the Peace Tower axis on the side south of Wellington Street and by reshaping the landscape.



The **1920 Wright and Adams Plan** followed much the same basic pattern of its predecessor, but in a more picturesque and gothic expression. Buildings are separate and irregular, and the Supreme Court faces unimpeded to Wellington Street.

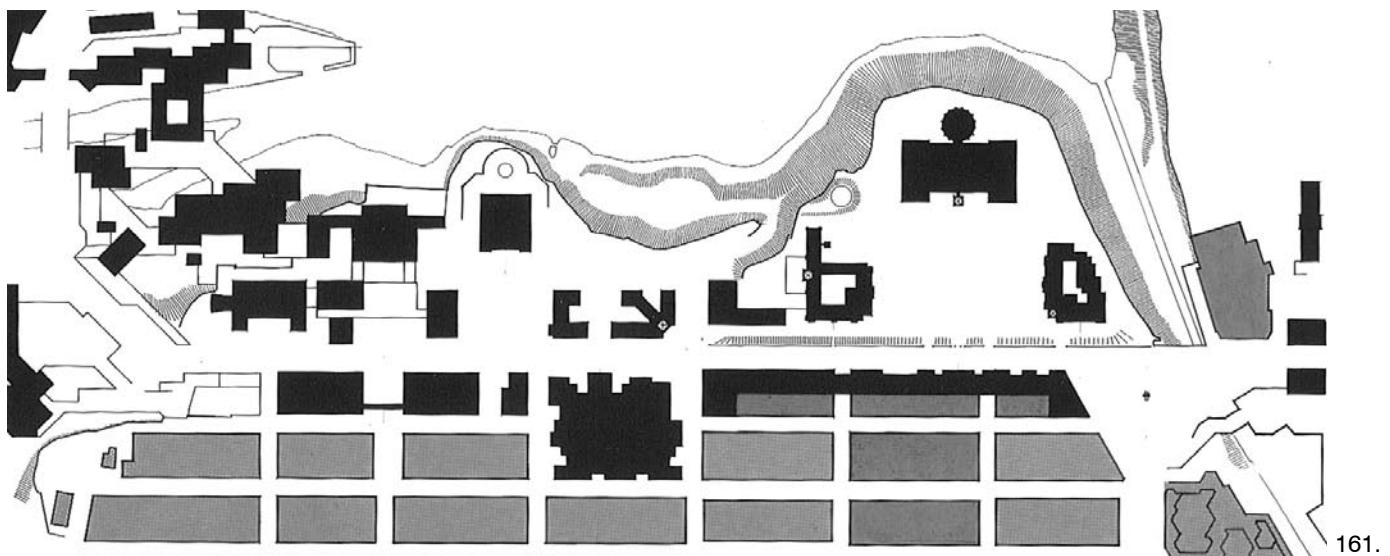


The **1938 Greber Plan** retained the proposed Supreme Court in its position on the promontory, but separated it as a more independent and identifiable element. The density of buildings was significantly reduced and there was a greater free-standing quality than in earlier plans. The east-west mall was sited on axis with the Mackenzie Tower, leaving little space for buildings between the mall and the brow of the escarpment. Thus the mall was one-sided. The Bank Street connection to the river was maintained as a strong but open cross axis.



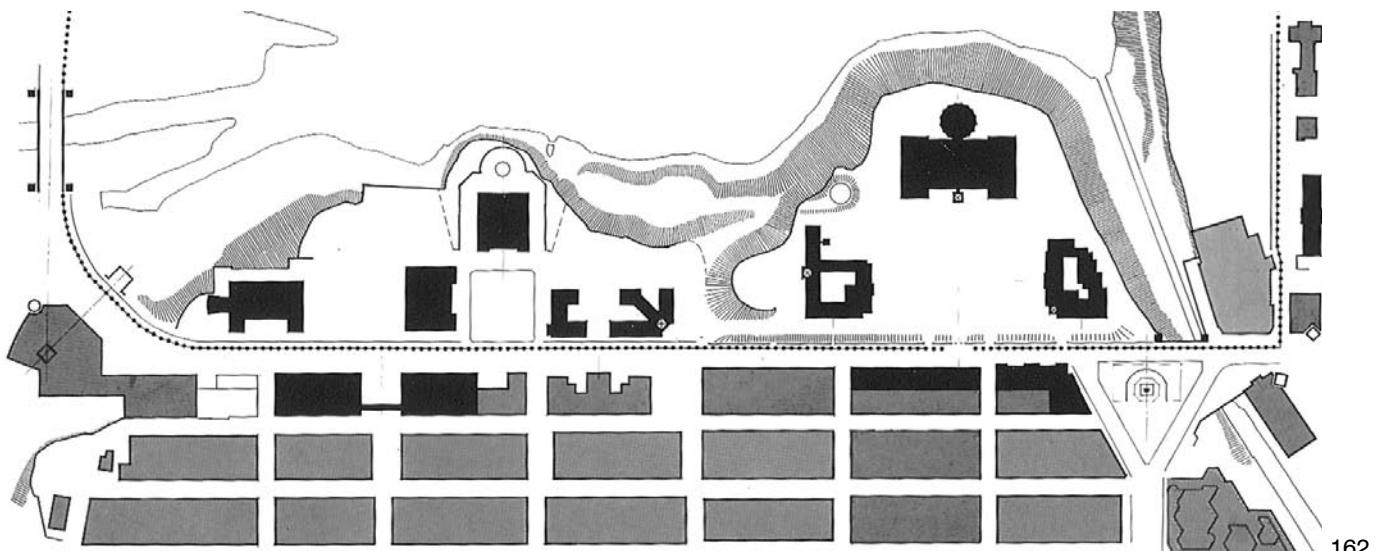
160.

The **1950 Greber Plan** retained most of the organization of the 1938 plan. North of Wellington Street, the Supreme Court had been built. The two proposed buildings west of the Supreme Court were more widely spaced and a formal square placed between them. The Memorial Buildings were under construction and were incorporated into the Wellington Street “wall”; extended to Bay Street though a vestigial Lyon Street cross axis remained.

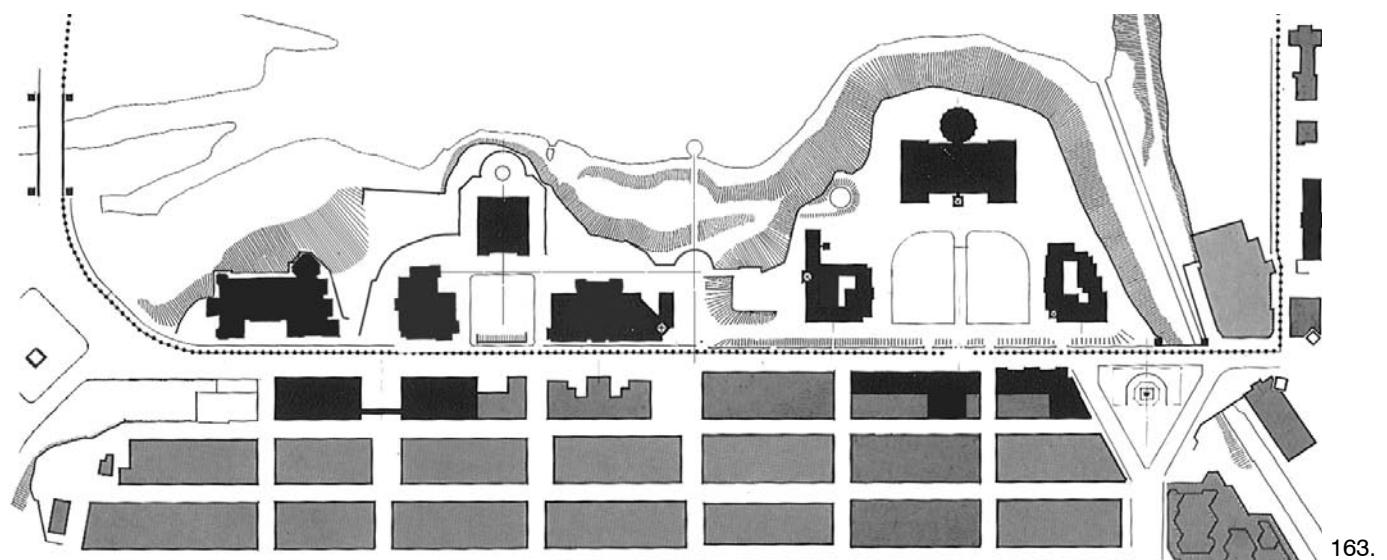


161.

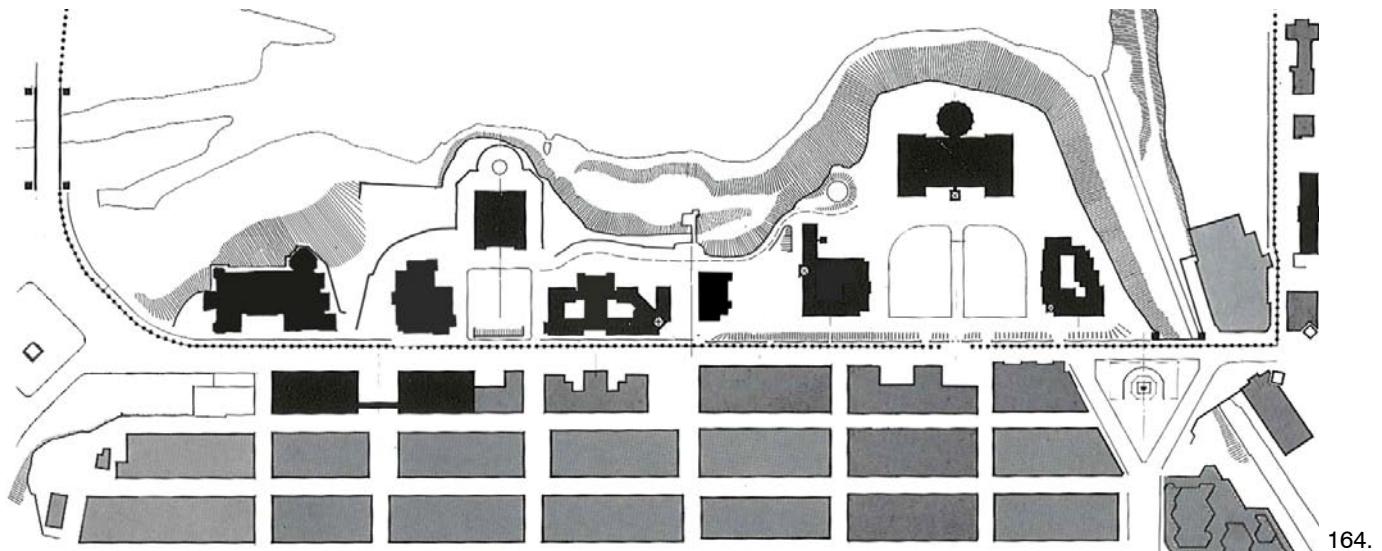
The **1971 NCC Core Area Plan** illustrated a radical departure from earlier proposals. The concept of individual buildings was discarded in favour of a building and terrace matrix which absorbed the landscape. Apart from a new building proposed between the West Block and the Confederation Building, the primary parliamentary grouping was left intact. The south façade of Wellington Street spanned the side streets in a continuous building form. The Bank of Canada was extended southward across Sparks Street.



The **1983 Ceremonial Routes Plan** did not pursue the 1971 "matrix" idea. Instead it further developed the 1950 concept of a consistent "Town" wall on the south side of Wellington Street and freestanding pavilion buildings on the "Crown" lands. Only one additional building, the Federal Court, was shown on the west plateau which completed the three part building composition of the Judicial Precinct.



The **1987 Parliamentary Precinct Area Plan** continued the return to traditional urban design principles inherent in the 1950 Greber Plan. Three above-ground building sites were proposed: an expansion of the Archives, completion of the "Judicial Triad", and infill between the Justice and Confederation buildings. Accommodation under the Peace Tower Forecourt and the West Terrace was also proposed. The latter retained the essential landform of the west flank of Parliament Hill, which facilitated pedestrian movement between the upper and lower plateaus.

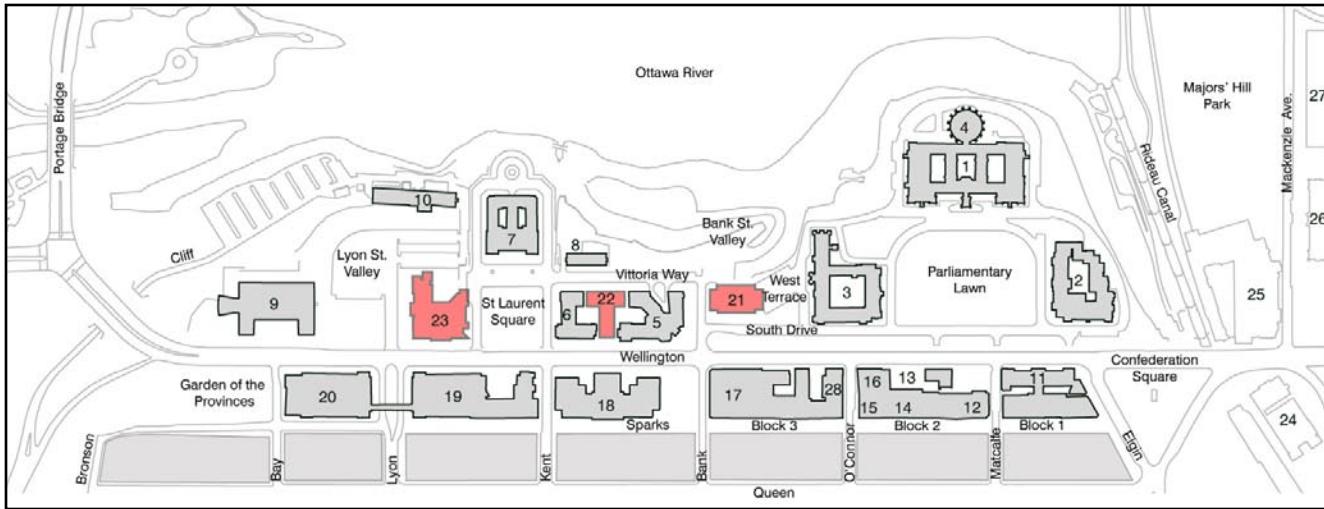


The **2001 Long Term Vision Plan Urban Design Plan**'s primary change was to bring the previously underground West Terrace accommodation above ground to constitute another pavilion, subsidiary in scale to the existing pavilions. Connection between the upper and lower plateaus was accomplished through a more robust vehicular "Parliamentary Promenade".

## List of Acronyms

ACPDR	Advisory Committee on Planning, Design, and Realty (NCC)
a.s.l.	Above Sea Level
BOIE	House of Common's Board of Internal Economy
BSB	Bank Street Building
CAS	Courts Administration Service
CBUS	Centre Block Underground Services
CIC	Capital Information Centre
COIE	Senate Committee on Internal Economy
CSIS	Canadian Security Intelligence Service
DM	Deputy Minister
ESC	Executive Steering Committee
EBUS	East Block Underground Services
FHBRO	Federal Heritage Buildings Review Office
HoC	House of Commons
LAC	Library and Archives Canada
LEED	Leadership in Energy and Environmental Design
LoP	Library of Parliament
LTV	Long Term Vision and Plan
MCP	Major Crown Projects
MHF	Materiel Handling Facility
MOE	Ministry of the Environment
MP	Member of Parliament
NCA	National Capital Area
NCC	National Capital Commission
n.d.	No Date
OHF	Ontario Heritage Foundation
PBAC	Parliament Buildings Advisory Council
PCO	Privy Council Office
PETJB	Pierre Elliott Trudeau Judicial Building
PHVC	Parliament Hill Visitor Welcome Centre
PMO	Prime Minister's Office
PP	Parliamentary Precinct
PPD	Parliamentary Precinct Directorate
PWC	Public Works Canada (not in use)
PWGSC	Public Works and Government Services Canada
RCMP	Royal Canadian Mounted Police
SCC	Supreme Court of Canada
SWM	Storm Water Management
TBS	Treasury Board of Canada Secretariat
TDM	Travel Demand Management
TRA	Threat and Risk Analyses
VSF	Vehicular Screening Facility

## Names of Places and Buildings



1. Centre Block
2. East Block
3. West Block
4. Library of Parliament
5. Confederation Building
6. Justice Building
7. Supreme Court
8. Federal Court Annex
9. Library and Archives Canada
10. Cliff Street Heating Plant
11. Langevin Building
12. Capital Information Centre
13. Former US Embassy
14. Bank of Nova Scotia (North)
15. La Promenade
16. Victoria Building
17. Wellington Building
18. Bank of Canada
19. East Memorial Building
20. West Memorial Building
21. West Terrace Pavilion (proposed)
22. Confederation/Justice Infill Building (proposed)
23. Pierre Elliott Trudeau Judicial Building (proposed)
24. Government Conference Centre
25. Chateau Laurier
26. Connaught Building
27. US Embassy
28. Bank of Montreal

# Credits

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Supreme Court: Pierre Bisson

Courts Administration Service: Jean Huneault

Federal Court: Simon Bernier

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## Bibliography

Date	Full Title	Sponsor	Author
1987 05	Parliamentary Precinct Area: Urban Design Guidelines and Demonstration Plan for Long Range Development	NCC, PWC	du Toit Allsopp Hillier
1992 06	The Landscape of Parliament Hill	PWC	Commonwealth Historic Resource Management Limited
1994 03	Parliamentary Precinct Exterior Lighting Strategy	PWGSC	Gabriel Design
1996 03	Preliminary Location of Wellington Street Tunnels (Parliamentary Precinct)	PWGSC	J.P. Braaksma & Associates Ltd.
1997	Crown Assets: The Architecture of the Department of Public Works, 1867-1967		Janet Wright
1998 05	Watermain Master Plan, Parliamentary Precinct	PWGSC	Connelly McManus Engineering
1998 06	Specification Site Access Control Parliament Hill	PWGSC	PWGSC, Julian Smith & Associates
1999	Plan for Canada's Capital	NCC	NCC
1999 03	Sparks Street Corridor. Historical Overview		Julian Smith and Associates, Architects
1999 08	Parliamentary Precinct Area Views	PWGSC	du Toit Allsopp Hillier
1999 08	Federal Land Use and Design Approval, Parliament Hill Landscape and Site Development Concept Plan and Amendment 2 to the "Parliamentary Precinct Area Plan for Long Range Development"	NCC	NCC
1999 10	Building the Future: House of Commons Requirements for the Parliamentary Precinct	HoC	M.G. Cloutier, Sergeant-at-Arms
1999 12	Competing Identities: The Evolution of Parliamentary Hill and its Urban Context		Julian Smith and Associates, Architects with Victoria Angel
2000 01	Senate Long Term Accommodation Strategy	Senate	Senate
2000 04	Long Term Accommodation Plan for the Library of Parliament, including Visitor Services on Parliament Hill	LoP	Richard Pare, Parliamentary Librarian
2000 04	National Capital Core Area Concept of Canada's Capital Synthesis	NCC	NCC
2000 05	Preliminary Review of Urban Design Options [site access] Draft	PWSGC	Totten Sims Hubicki
2000 07	Statement of Heritage Values for the Parliamentary Precinct Draft 6		Parks Canada Ontario Service Centre
2000 11	Long Term Vision and Planning Framework. Implementation Plan DRAFT	PWGSC	

<b>Date</b>	<b>Full Title</b>	<b>Sponsor</b>	<b>Author</b>
2000 12	Parliament Hill Landscape Plan	PWGSC	Phillips Farevaag Smallenberg
2001 04	A Legacy for Future Generations: The Long Term Vision and Plan for the Parliamentary Precinct	PWGSC	PWGSC
2001 05	The Hill: Past, Present, Future	PBAC	Parliamentary Buildings Advisory Council (John Fraser)
2001 06	49-50 Elizabeth II Chapter 20: Amendment to the Parliament of Canada Act		Gazette du Canada, Partie III
2001 07	The Parliamentary Precinct Long Term Vision and Planning Framework Urban Design Study	PWGSC	Hotson Bakker Architects, Phillips Farevaag Smallenberg, Julian Smith
2001 12	Bank Street Building Design Guidelines	PWGSC	PWGSC
2002 01	Bank Street Building Feasibility Study	PWGSC	Katz Clancy Webster Architects
2002 02	Strategic Environmental Assessment for A Legacy for Future Generations. The long Term Vision Plan and Plan for the Parliamentary Precinct	PPD/ PWGSC	Environmental Services, NCA
2002 03	Parliamentary and Judicial Precincts Parking Utilization Study	PWGSC	NCE Limited
2002 03	Material Handling Facility Feasibility Study	PWGSC	Katz Webster Clancy Architects
2002 03	Wellington Street Wall Conservation-Infill-Extension. Parliamentary Precinct Ottawa	PPD/ PWGSC	Julian Smith and Associates, Architects
2002 04	Judicial Precinct - A Summary of Urban Design Issues arising from 2nd Workshop of April 19, 2002 & Judicial Precinct Planning Workshop	PWGSC	FoTenn Consultants Inc., Brisbin Brook Beynon
2002 06	Federal Land Use and Design Approval "Parliamentary Precinct LTVP Framework" and BSB Design Guidelines: Amendment #3 to the Parliamentary Precinct Area Urban Design Guidelines and Demonstration Plan for Long Range Development	NCC	NCC
2002 07	Long Term Vision and Plan for the Parliamentary Precinct Planning Framework	PWGSC	FoTenn Consultants Inc.
2002 12	Service Corridors Study	PWGSC	
2002 12	National Capital Views Protection (Draft Report)	NCC	dTAH; U of Toronto Centre for Landscape Research
2003 01	Bank Street Building / Site Infrastructure Design Guidelines Performance Requirements	PWGSC	PWGSC
2003 02	Cliff Street Parking Permanent Structure Feasibility Study	PWGSC	Le Groupe Arcop

Date	Full Title	Sponsor	Author
2003 03	Cliff-Street Temporary Parking Maximization Study Draft	PWGSC	
2003 04	Parliamentary Precinct Draft Parking Strategy	PWGSC	FoTenn Consultants Inc.
2003 04	Bank Street Building Competition Brief Volume 1	PWGSC	PWGSC
2003 04	Parliamentary and Judicial Precincts North (and South) of Wellington Coordination Study	NCC	NCC
2003 05	NCC Core Area Parking Strategy	NCC	Delcan
2003 06	North of Wellington Study	PWGSC	PWGSC
2003 06	Sparks Street Mall Vocation Study	NCC	Pricewaterhouse Coopers LLP
2003 10	Federal Land Use and Design Approval: Judicial Precinct Federal Judicial Building Developed Design	NCC	NCC
2003 11	Parliament Hill Slope Rehabilitation and Reforestation Plan	PWGSC	ENVision - The Hough Group, IFS Associates
2004 01	Public Works and Government Services Canada Sustainable Development Strategy 2003	PWGSC	PWGSC
2004 01	Long Term Parking Strategy: Parliamentary Precinct Directorate, Proposal	PWGSC	NCE Limited
2004 02	Feasibility Review of Vehicular Tunnel: Parliamentary Precinct	PWGSC	NCE Limited
2004 03	Landscape Master Plan, Pierre Elliot Trudeau Judicial Building	PWGSC	ENVision; NORR Limited Architects and Engineers, Carlos Ott Architect
2004 03	Investigation of a Vehicular Surface Link in the Judicial Precinct (Shuttle Bus Access)	PWGSC	ENVision; NORR Limited Architects and Engineers
2004 03	Strategic Environmental Assessment for the Parliamentary Precinct's Long Term Vision and Plan	PWGSC	STW Enviro Consulting Inc.
2004 03	Pre-Feasibility Study for an Underground Parking Facility Underneath the Garden of the Provinces	PWGSC	Daniel Arbour & Associates Partnership
2004 03	Environmental Assessment Proposed Bank Street Building and Site Infrastructure Projects	PWGSC, PPD	Environmental Services, PWGSC, RPS, A&E Services
2004 05	Sparks Street Mall Vocation Study Phase 2 Vision: Strategic Recommendations	NCC	urban Metrics Inc.; du Toit Allsopp Hillier; BA Group; Carl Bray & Associates; Pricewaterhouse Coopers
2004 05	Federal Land Use and Design Approval: Portrait Gallery of Canada Design Concept and Amendment #4 to "The Parliamentary Precinct Area Urban Design Guidelines and Demonstration Plan for Long Range Development"	NCC	NCC

<b>Date</b>	<b>Full Title</b>	<b>Sponsor</b>	<b>Author</b>
2004 05	Long Term Site Security Plan for the Parliamentary Precinct	PWGSC	FoTenn
2004 06	Judicial Precinct Federal Judicial Building: Building Details	NCC	NCC
2004 06	Phase III Environmental Site Assessment and Screening Level Risk Assessment: Bank Street Valley Site, Ottawa Ontario	PWGSC	Trow Associates Inc.
2004 07	Developing a 50-Year Vision for Block 2 Draft	PWGSC	Brisbin Brook Beynon Architects; Sypher; FoTenn; Fournier Gersovitz Moss Architects
2004 07	Analysis of Functional Program Requirements and Potential Locations for a Parliament Hill Visitor Centre	PWGSC	HOK Canada
2004 07	Traffic and Security Assessment of the Parliamentary Promenade	PWGSC	FoTenn Consultants Inc.
2004 07	Short Term Parking Strategy	PWGSC	PWGSC; Corush Larocque Sunderland
2004 07	Parliamentary Precinct Parking Requirements Summary	PWGSC	PWGSC
2004 10	Canada's Capital Core Area Sector Plan, Preliminary Draft for Discussion	NCC	Urban Strategies Inc.; Delcan; Melosha & Associates Ltd.; Apropos Planning
2004 10	Reflecting a Nation: Creating a Capital Experience for All Canadians Draft	NCC	NCC; Leslie H. Patten & Associates, Pixographics
2004 10	Vehicular Screening Facility Feasibility Report Draft	PWGSC	Duchenes & Fish; NCE Limited; Wearmouth and Associates, Inc.
2004 10	Confederation-Justice Infill Building Feasibility Study	PWGSC	KWC Architects Inc
2004 10	Birks, Bate and Fisher Buildings. Sparks Street Mall Ottawa Canada. Architectural Strategic Preplanning Optimization Study	PPD/ PWGSC	Graham Murfitt Architect
2004 11	Master Plan Update Discussion of Transportation Issues	PWGSC	NCE Limited
2004 11	Parliament Hill Parking - Current Situation November 2004	PWGSC	PWGSC
2005 03	Update to Implementation Strategy: Parliament Hill Slope Rehabilitation and Reforestation Plan	PWGSC	ENVision-The Hough Group, IFS Associates
2005 06	Volume Estimates and Review of Remedial Approaches - Parliamentary Precinct [Bank Street Valley]	PWGSC	Stantec Consulting
2005 07	Road Grade Study: The Parliamentary Promenade Parliamentary Precinct	PWGSC	A&E Services PWGSC
2005 08	Parliament Hill Visitor Centre	PWGSC	HOK Canada
2005	Sparks Street, Block One, Development Guidelines	NCC PWGSC	Martineau Hart Architects
2005	Capitol Visitor Center Project Overview	AOC	Architect of the Capitol





