

NATIONAL CAPITAL COMMISSION
COMMISSION DE LA CAPITALE NATIONALE

No.	2024-P215
To	Board of Directors
Date	2024-01-25

For DECISION

Subject/Title

Federal Land Use and Design Approval – Global Affairs Canada Commemorative Artwork – 99% Developed Design

Summary

- The purpose of this submission is to obtain approval for the 99% Developed Design of the Global Affairs Canada (GAC) Commemorative Artwork by the National Capital Commission's (NCC) Board of Directors.
- The project is a partnership among four federal organizations. GAC is the project sponsor, Canadian Heritage (PCH) is the overall project manager, the NCC manages design, procurement and construction phases, and Public Services and Procurement Canada (PSPC) is the landowner. PSPC will assume ownership and long-term maintenance and conservation responsibilities over the artwork at project commissioning phase.
- A design competition was launched in 2021 to provide the opportunity for design consultants to submit proposals for the design of the new monument.
- The winning proposal was selected in April 2022 based on the results of a jury selection.
- The Schematic Design was completed in summer 2023 and the project team is currently in the process of completing the construction documents.
- The approval of the GAC Commemorative Artwork – 99% Developed Design will authorize full construction of the monument to proceed and ensure the proposal can be delivered in alignment with the project schedule.

Risk Summary

- No significant risks that could impact the NCC have been identified in relation to this submission's recommendation, however, delay in receiving approval may affect construction schedule delays and potentially cause cost overruns.

Recommendation

- That the Federal Land Use and Design Approval (FLUDA) for the GAC Commemorative Artwork – 99% Developed Design be granted, pursuant to section 12 of the *National Capital Act*.
- That the preparation and signature of the FLUDA documents be delegated to the Vice-President, Capital Planning Branch.

Public

Submitted by:



Alain Miguelez, Vice-President, Capital Planning Branch

1. Strategic Priorities

The proposal is aligned with the following strategic directions and priorities from the National Capital Commission's (NCC) 2023-2024 to 2027-2028 Corporate Plan.

- Strategic Direction #1: Foster an inclusive and meaningful National Capital Region of national significance reflective of all Canadians, including Indigenous peoples, and all levels of government.
- Strategic Direction #3: Contribute to a thriving, connected and sustainable National Capital Region that inspires Canadians, through the planning, development, and improvement of the NCC's assets.
- Corporate Priority #3: Ensure that inclusiveness and the richness of Canada's diversity are reflected in the stewardship of NCC assets and the development of its workforce.

2. Authority

National Capital Act, section 12.

3. Context

Background:

Government of Canada employees working at Global Affairs Canada (GAC) missions abroad, including locally engaged staff, support, promote and defend Canadian interests and values. Working in 178 missions around the world, they manage diplomatic missions, advance Canada's foreign policy priorities and support economic opportunities for Canada. They provide humanitarian assistance in times of crisis, allocate funding for development projects and are the first point of contact for Canadians who need assistance while travelling abroad.

Canada's representatives abroad, as well as their locally engaged colleagues, may be exposed to health and safety risks in carrying out their responsibilities. Illness, kidnapping, severe injury and death are real risks in some locations abroad. Canadian employees may also find themselves separated from their families for extended periods of time when posted to remote locations. While immediate family members may move with them, this involves sacrifices on the part of their spouses and children, who leave behind family, friends and sometimes their careers. In order to pay lasting tribute to those who have died while serving Canada overseas, GAC has commissioned a commemorative work of art.

Partners:

This project is a partnership between four parties:

- GAC is the project sponsor;
- Canadian Heritage (PCH) is the overall project manager and is responsible for the design competition;
- The NCC manages the design, procurement and construction phases of the commemorative artwork and is the federal approval authority; and
- Public Services and Procurement Canada (PSPC) is the landowner and will assume ownership and long-term maintenance and conservation responsibilities over the artwork at project commissioning phase.

Project Background:

In January 2020, the NCC granted land use approval for the commemorative site located on the grounds of the John G. Diefenbaker Building located at 111 Sussex Drive in Ottawa, as well as for the program and preliminary design guidelines. The site is located on Green Island at the junction of the Rideau and Ottawa rivers. The John G. Diefenbaker Building is adjacent to the Lester B. Pearson Building, which is the headquarters of GAC.

PCH launched a two-stage national design competition including design guidelines prepared by NCC staff in consultation with the NCC's Advisory Committee on Planning, Design and Realty (ACPDR) and a vision statement established by GAC.

Vision Statement:

In order to pay lasting tribute to those who have died while serving Canada overseas, GAC has commissioned a commemorative work of art. This artwork will be a lasting tribute to the Government of Canada employees who have worked for GAC while serving overseas. The artwork will honour the dedication and recognize the sacrifices made by these individuals and their families while serving Canada abroad.

Design Development:

The winning design for the commemorative artwork, Analemma, was announced on April 25th, 2022. Team MacLeod was selected from among the concepts submitted by the four teams previously short-listed in 2020.

Team MacLeod is composed of Polymetis, artists from Toronto, Ontario; James B. Lennox & Associates, landscape architects and GRC Architects from Ottawa, Ontario. Team MacLeod's concept is a solar device. The form and orientation of the sculpture is derived from the natural phenomenon of the analemma, whose geometry is the result of

tracing the annual movement of the sun relative to a fixed point in space and time. The artwork is formally composed of a monolith of pre-cast concrete panels measuring six metres wide, six metres long and nine metres tall, with two interior void spaces. A five-metre diameter sphere and figure-eight path, are subtracted from the monolith, trisecting the arrangement into three piers. The path encircles two public spaces: a forecourt and a garden of reflection, both of which feature their own seating arrangements. Within the interior of the monolith, two significant commemorative elements are located, the analemma sculpture on the central pier and the dedication messages, in English and French, mounted to the outer piers.

The design team has advanced the design in consultation with Federal Approvals staff. Generally, the design has remained consistent with the competition proposal. The key design modifications that are highlighted in the appendices and upcoming presentation include:

- The design team has modified the monolith construction material and methods, transitioning from cast-in-place concrete to precast concrete panels. This modification enables improved quality control over the concrete finish and allows the project to proceed as planned throughout the winter months, thereby staying on schedule.
- Elimination of the concavities on the east and west piers. This addresses a structural concern; concavities have been removed to provide a more stable base for the very long and slender east and west piers.
- The design team is proposing a micropile foundation strategy developed by ARUP to mitigate the expenses associated with below-ground works, encompassing excavation, contaminated soil disposal, contaminated water treatment, and dewatering expenses. This has resulted in the artwork being raised by 400 millimetres.
- To accommodate the potential need for multiple commemorations on the same day, the name plates have been rotated vertically, and the outer ring of the analemma has been widened to allow for more space for text. This allows for inclusion of additional names or revised dates over time. In this iteration, the analemma sculpture is characterized by increased width and a flatter profile.
- The garden's planting scheme has been revised. It will be a shrub, grasses and succulent garden with lower-lying plants. This design shift will mitigate "visual clutter" by reducing the overall height of the plants, while concurrently introducing an element of visual softness to the area.
- Colour change of benches, which have transitioned from white to black. This will enhance the visual prominence of the central artwork, relegating the benches and the surrounding landscape to the role of a subdued backdrop.

4. Options Analysis / NCC Staff Analysis

Staff have reviewed the 99% Developed Design submission for the GAC Commemorative Artwork and the proposal remains largely consistent with competition winning design proposal. The proposal has evolved in response to the advice and recommendations made by Federal Approvals staff through the following:

- Integrated advice received during the competition process from the jury, the NCC Technical Committee and the ACPDR;
- Aligned with the NCC Capital Design Guidelines (2022);
- Integrated sound urban design, landscape and environmentally sustainable practices;
- Revised the project scope to ensure the estimated construction costs do not exceed the construction budget;
- Incorporated iterative reviews from the NCC Technical Committee (composed of NCC experts in various fields);
- Incorporated input from GAC and PCH; and
- Integrated new information from the geotechnical study in the design and remediation plan.

Planning Framework:

In its review of the proposal, Federal Approvals staff has worked to ensure the proposal is compatible and in alignment with the strategic framework and policies of the following NCC plans:

- The Plan for Canada's Capital, 2017–2067 (2017)
 - The NCC will collaborate with PCH and other federal departments and agencies to celebrate and commemorate key anniversaries of Confederation, significant events in Canadian History and Canada's role on the world stage and as a land of democracy.
- Canada's Capital Core Area Sector Plan (2005), containing the following goals for Capital commemorations and Public Arts:
 - Facilitate the commemoration of individuals, events or ideas of national significance on highly visible and accessible lands within the Core Area owned by the federal government.
 - Expand commemorative sites along corridors (parkways, waterways and pathways) that radiate out from Confederation Boulevard.
 - Canada's Capital Core Area Sector Plan identifies the land area of the Green Island as a "capital urban green space" to be preserved. The Plan supports the use of these open spaces as a programming stage, as long as the site capacity is respected.
 - Canada's Capital Core Area Sector Plan also identifies Confederation Boulevard as a showcase for monuments and other important symbols. The

Plan encourages the expansion of commemorative activities away from Parliament Hill and Confederation Square. Commemorations are compatible land uses within planned green space sites.

- The site is located within the Capital's Core Area and is part of the National Interest Land Mass (NILM).

ACPDR:

On May 18, 2023, the proposal was presented to the NCC's ACPDR for review and comments. The Committee positively supported the design of the GAC Commemorative Artwork and made suggestions to consider as design development continued. The Committee's advice influenced several design alterations including:

- Changing the paving materials from pre-cast to cast-in-place concrete to improve constructability and control costs.
- The planting strategy has been revised to reduce visual clutter and focus on plant material with lower growing habits. This will emphasize the visual importance of the central commemorative element.

5. Financial Details

Not Applicable.

6. Opportunities and Expected Results

This is an opportunity for Canadians to have a commemorative artwork dedicated to those who have worked for GAC while serving overseas.

The objectives of this commemorative artwork are:

- To provide a publicly accessible place of reflection and remembrance of the many sacrifices made by those who served with GAC overseas and their families.
- To explicitly recognize and honour those Government of Canada employees who worked for GAC overseas and died in service to Canada by inscribing their names in the artwork so that all visitors can pay tribute to their sacrifices.
- To foster a sense of connection between those who visit the monument and those who served in GAC missions and their families commemorated by the artwork.

Use of the monument, including ceremonies, will be primarily for GAC employees and their families. Visits from VIPs and the general public will also be welcomed.

7. Alignment with Government and NCC Policies

- NCC GAC Commemoration Artwork – Program and Design Guidelines approved by the NCC Board in January 2021.
- NCC Sustainable Development Strategy, 2018–2023 (2018)
- NCC Capital Design Guidelines (2022)
- Gender-based Analysis Plus (GBA Plus): Through appropriate lighting, circulation pattern (no dead ends).
- Universal Accessibility (UA): Universally accessible route is offered via the loop pathway, seating and all text and interpretation to respect UA guidelines.

8. Risks and Mitigation Measures

Risk	Likelihood	Impact	Mitigation Measure
Spring flooding. Part of the site is within the 1 in 100-year floodplain.	Low	Moderate	Ensure site is left in an appropriate state at end of construction season prior to potential for spring flooding.

9. Public Engagement and Communications

- Stakeholder engagement: Consultation by the NCC with the Rideau Valley Conservation Authority (RVCA) to ensure adherence to Floodplain restrictions.
- A communication plan has been developed by PCH and GAC, and public announcements will continue to be made at key milestones over the course of the project.

10. Next Steps

- January 2024: Finalize Construction package development
- February 2024: Tender
- April 2024 to December 2024: Implementation
- Spring 2025: Unveiling of the Monument

11. List of Appendices

- Appendix A – Location Plan
- Appendix B – Site Plans and Renderings

12. Authors of the Submission

- Alain Miguelez, Vice-President, Capital Planning (CP)
- Isabel Barrios, Director, Federal Approvals and Heritage, and Archaeology Programs (FAHA), CP
- Jason Hutchison, Chief, Federal Design Approvals, FAHA, CP
- Gaëlle Grangien, Senior Land Use Planner, Federal Land Use and Transaction Approvals, FAHA, CP



COMMISSION DE LA CAPITALE NATIONALE
NATIONAL CAPITAL COMMISSION

Canada

Subject - Objet

Location Map : 111 Sussex Drive, Ottawa

Carte de localisation : 111 promenade Sussex, Ottawa

Submitted by - Soumis par

G. Grangien, Senior Land Use Planner

Branch - Direction

CP / AC

Date

2023-03-06

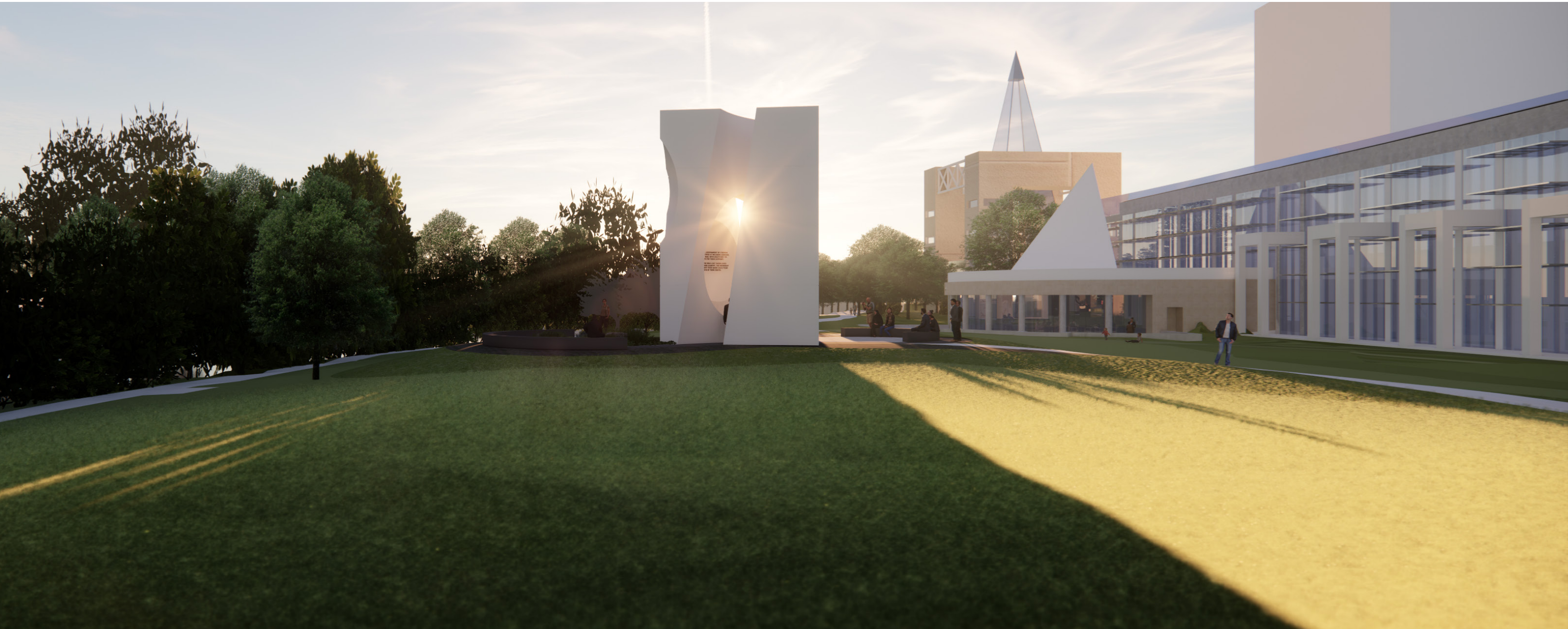
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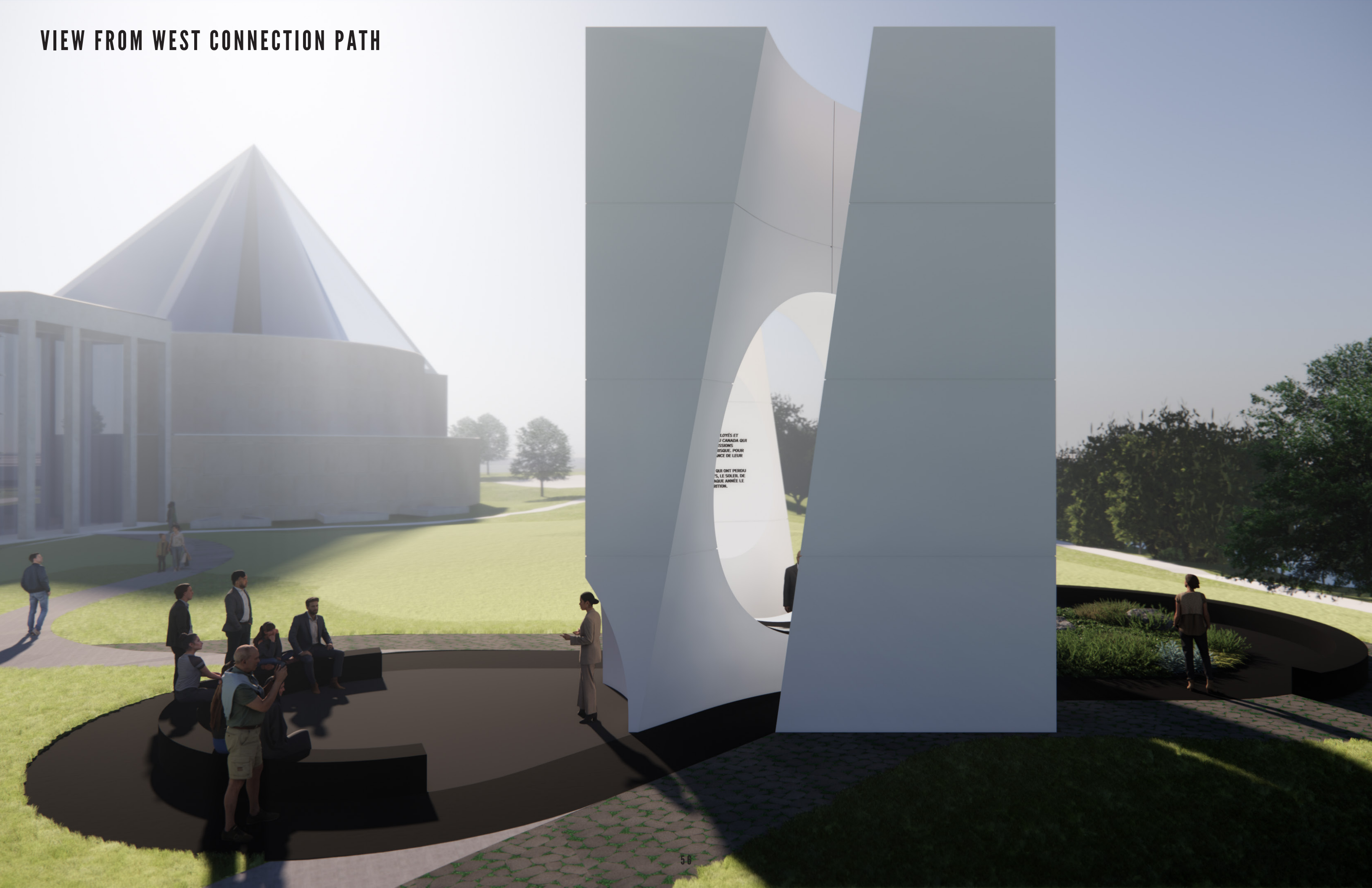
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VIEW FROM EAST CONNECTION PATH



VIEW FROM WEST CONNECTION PATH



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VIEW ON FIGURE 8 PATH, TOWARDS INNER CHAMBER OF REMEMBRANCE



VIEW OF ANALEMMA AND DEDICATION MESSAG, LOOKING WEST



NIGHT VIEW FROM EAST CONNECTION PATH

