NATIONAL CAPITAL COMMISSION
COMMISSION DE LA CAPITALE NATIONALE

No.	2018-P76
To	Board of Directors
Date	2018-06-21

For DECISION**Subject/Title**Memorial to the Victims of Communism – *Canada, a Land of Refuge***Purpose of the Submission**

- To obtain Federal Approval for the construction of a Memorial to the Victims of Communism – *Canada, a Land of Refuge* at the Garden of the Provinces and Territories.

Recommendations

- THAT the Federal Land Use and Design Approval for the Design of the Memorial to the Victims of Communism – *Canada, a Land of Refuge* be granted subject to it being finalized in accordance with NCC staff recommendations and completed to the satisfaction of the Executive Director, Capital Planning Branch;
- THAT the preparation and signature of the Federal Land Use and Design Approval document for the Memorial to the Victims of Communism – *Canada, a Land of Refuge* be delegated to the Executive Director, Capital Planning Branch.

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

1. Authority

National Capital Act, section 12; and
Policy on National Commemorative Monuments on Federal Lands in Canada's Capital Region, 2016.

2. Project Description

In January 2016, Canadian Heritage (PCH), the federal department responsible for commemorations and national celebrations in the Capital, requested that the NCC rescind the previous approvals of land use and decontamination that they had received for the site southwest of the Supreme Court of Canada. PCH also requested that the NCC consider authorizing the memorial at the Garden of the Provinces and Territories at an exact location to be determined. The NCC Board of Directors then approved a motion rescinding the two approvals previously granted and directed staff to carry out the analysis required to bring a new land-use approval submission to the Board of Directors for the Garden of the Provinces and Territories site. PCH completed a web-based public consultation to solicit the input of Canadians on the memorial's objectives, form and character and expectations with regard to the visitor experience.

NCC staff brought this commemorative project to the NCC Board of Directors in April 2016 to obtain Federal Land Use Approval, and again in September 2016 to present the draft Program and Design Guidelines. The winning design team, Paul Raff Studios (PRS) was announced by the Minister of PCH in May of 2017. Design adjustments have been made as a result of advice from the ACPDR and NCC staff comments at 50%, 75% and 90% of design development as well as at 30%, 60% and 90% Tender documents. The adjustments reflect improvements to the integration of the memorial with the existing landscape of the Garden, minimizing visual clutter associated with the memorial and bringing the monument within budget. These changes have been made while respecting the original design vision of the winning concept.

The plinth and paved portion of the gathering space have been reduced in size and the monument has shifted north and west in order to increase separation from the existing planting beds and better integrate with the topography. The limestone plinth has also evolved into a combination of limestone and high quality concrete which recalls the existing terraces in the Garden. Lowering the height of the plinth has also allowed the guardrails to be eliminated from the design and the number of steps to be minimized. The Wall of Remembrance was also reduced and shifted slightly south to maintain open views of the Memorial from Confederation Boulevard. The two "Arcs of Memory" remain the same dimension. Lighting is minimal and will be in conformance with the Capital Illumination Plan.

The memorial's direct construction costs are anticipated to be \$2 million with an additional \$50 thousand for decontamination.

3. NCC Staff Analysis / Risks and Mitigations Measures

The proposed memorial has been the focus of very significant interest on the part of the public. Thousands of responses have been received to the online public consultation launched on February 2nd, 2016 by PCH. The urban design guidelines are responsive to the input of the public and have assisted the design team in ensuring a sensitive interpretation of a complex subject.

The Garden is located at a prominent approach towards Parliament Hill within an area of foreground views design control. Open views from Confederation Boulevard towards the Garden and its midcentury plaza, the escarpment and the surrounding urban fabric of heritage significance should be preserved.

Through the design development process, the memorial's design has remained appropriate to the high-profile park setting reserved in the heart of the Capital and be compatible with the heritage values embodied by the park's modernist landscape architecture. Views of the Garden's landscaped terraces have been protected by maintaining an appropriate visual separation between the location of the proposed memorial area and the terraces of the Garden.

The design of the memorial and associated landscape integrates well into the Garden's landscape setting in terms of its scale, use of materials and location. The memorial has also been designed so as to be universally accessible.

The location of the memorial encroaches on adjacent municipal land and requires a license of occupancy from the City of Ottawa for the construction of the memorial and until the NCC acquire this parcel of land. Negotiations with the City for both the license and the acquisition of the land are ongoing.

The existing public art installation *Twelve Points in a Classical Balance* (1981) by the artist Chung Hung will be relocated to Bronson Park, a site overlooking the Garden of the Provinces and Territories.

4. Strategic Links

NCC Mandate: To set the long term urban planning direction for federal lands; and guide and control the use and development of federal lands in Canada's Capital Region.

NCC Corporate Plan 2017-18 to 2021-22: Be a value-added partner in support of Canada's Capital Region.

NCC Plan for Canada's Capital, 2017 to 2067: 'The NCC will collaborate with Canadian Heritage 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: Identifies Confederation Boulevard as a showcase for significant monuments and other symbols. The Plan encourages the

expansion of commemorative activity away from Parliament Hill and Confederation Square.

Canada's Capital Commemoration Strategic Plan 2006: The Plan notes that "Canada and the World" and "Social and Community Life" are themes that are underrepresented in the Capital. The site west of the terraces of the Garden of the Provinces and Territories is identified as an Order 2 commemoration site in the Commemoration Strategic Plan's site inventory (2008). The inventory notes that commemoration activities could easily be accommodated within this large open area. Potential thematic associations for this site include Political Life as well as Social and Community Life.

5. Consultations and Communications

February 2016 – PCH completed an online consultation and stakeholder roundtable on the Memorial's objectives, form, character, scale, approach and expectations regarding visitor experience and design trends.

April 28, 2016 – NCC Board of Directors grants Federal Land Use Approval to reserve a site located west of the terraces of the Garden of the Provinces and Territories for a Memorial to the Victims of Communism – *Canada, A Land of Refuge*.

September 2016 – NCC Board of Directors grants Federal Approval for the Program and Design Guidelines for the construction of the Memorial to the Victims of Communism – *Canada, A Land of Refuge* and authorizes the CEO to sign the Tripartite Project Agreement with PCH and Tribute to Liberty.

Fall 2016 – The design competition was launched in fall 2016 by PCH.

March 2017 – Design finalists' presentation to the Jury and ACPDR, and public consultation.

October 2017 – Presentation to ACPDR of the 90% Design Development of the Memorial.

June 2018 – Presentation to the NCC Board of Directors for the Federal Land Use and Design Approval for the Memorial to the Victims of Communism – *Canada, A Land of Refuge*.

6. Next Steps

Summer 2018: Finalization of tender package

Summer 2018 to Summer 2019: NCC supervised fabrication and installation and completion of the memorial.

Spring 2019 to Summer 2019: Unveiling of the monument.

7. List of Appendices

Appendix 1 – Location Map

Appendix 2 – Project Drawings and Renderings

Appendix 3 – Excerpt of the ACPDR Minutes, October 5-6, 2017

Appendix 4 – Excerpt of the NCC Board Minutes, April 28, 2016

8. Authors of the Submission

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Sandra Candow, Acting Director, Federal Approvals & Heritage, CP

Pierre Vaillancourt, Director, Design and Construction, CP

Martin Barakengera, Acting Chief, Federal Approvals & Heritage, CP

Yoland Charette, Chief, Landscape Architecture and Industrial Design, CP

Jason Hutchison, Principal Landscape Architect, Federal Approvals, CP

Valerie Rouette, Project Manager, Landscape Architect, CP

Appendix 1 Location Map

Roads (Labels)

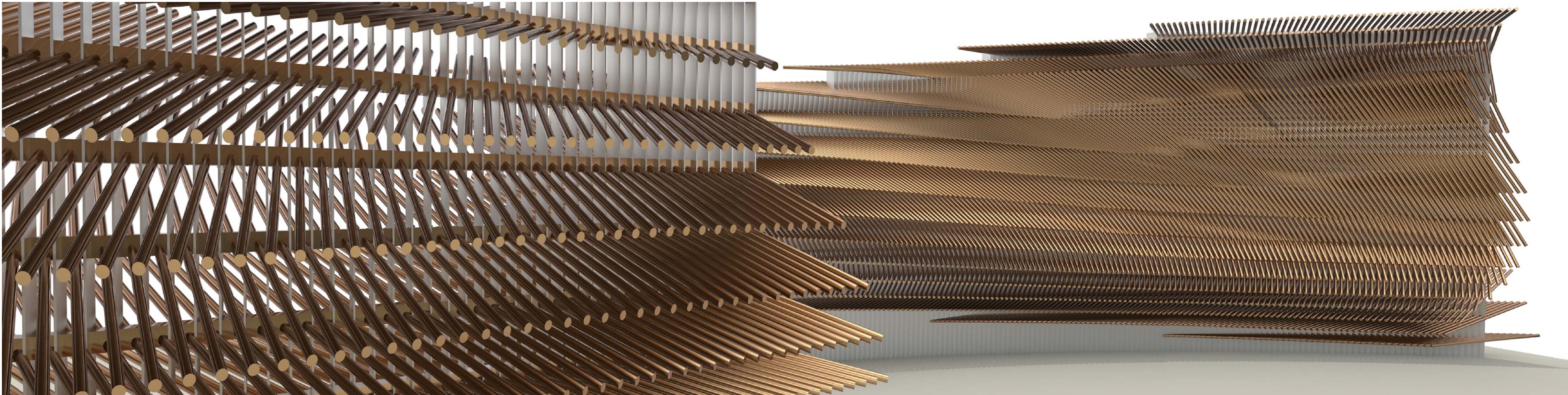
Water Polygons (Labels)



Imagery/Imagerie: 2014 Aerial image

Published/Publié : 2018/5/18

Disclaimer: The NCC does not guarantee this information to be correct, current, or complete. The maps are only intended for internal use as a general reference and are not intended or suitable for site-specific, financial or legal decisions. Any use is at the user's own risk.
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4
L-001

ARTIST IMAGE - FOR GENERAL IMPRESSION ONLY



3
L-001

LOCATION MAP

DRAWING LIST		
	GENERAL	SCALE
L-001	TITLE PAGE	N/A
L-002	NOTES AND ABBREVIATIONS	N/A
L-010	EXISTING CONDITIONS	1:150
L-100	DEMOLITION AND REMOVALS PLAN	1:100
L-200	MATERIALS PLAN	1:100
L-300	LAYOUT PLAN	1:100
L-400	GRADING PLAN	1:75
L-500	PLANTING PLAN	1:100
L-600	PLINTH FOUNDATION PLAN	1:50
L-601	PLINTH LAYOUT PLAN	1:50
L-650	ELEVATIONS - NORTH + SOUTH	1:50
L-651	ELEVATIONS - EAST + WEST	1:50
L-652	DEDICATION WALL EAST + WEST ELEVATION	1:25
L-653	SECTIONS	1:50
L-700	DETAILS	AS NOTED
L-701	DETAILS	AS NOTED
L-702	DETAILS	AS NOTED
L-703	DETAILS	AS NOTED
L-704	DETAILS	AS NOTED
L-705	DETAILS	AS NOTED
L-706	DETAILS	AS NOTED
L-707	DETAILS	AS NOTED
S01	FOUNDATION PLAN	1:75
S02	SECTION DETAILS	1:20
E-01	ELECTRICAL SPECIFICATION	NTS
E-02	SITE PLAN	1:200
EF-01	MEMORIAL LIGHT FIXTURE	NTS
SC-00	SCULPTURE COORDINATION	AS NOTED
SC-01	SCULPTURE COORDINATION	AS NOTED
SC-02	SCULPTURE COORDINATION	AS NOTED
SC-03	SCULPTURE COORDINATION	AS NOTED
SC-04	SCULPTURE COORDINATION	AS NOTED
TE-01	TEXT ELEMENTS	1:25
TE-02	TEXT ELEMENTS	AS NOTED
TE-03	TEXT ELEMENTS	AS NOTED
TE-04	TEXT ELEMENTS	AS NOTED
TE-05	TEXT ELEMENTS	AS NOTED
TE-06	TEXT ELEMENTS	AS NOTED
TE-07	TEXT ELEMENTS	AS NOTED
TE-08	TEXT ELEMENTS	AS NOTED
TE-09	TEXT ELEMENTS	AS NOTED

1
L-001

DRAWING LIST

AREA CALCULATIONS		
1	MEMORIAL AREA INCLUDING SOFTSCAPE + PLINTH	537.7 SQM
2	LIMIT OF WORK AREA	1,137.0 SQM
3	SOFTSCAPE	684.2 SQM
4	GATHERING AREA - STONE PAVING	74.1 SQM
5	GATHERING AREA - LAWN	105.7 SQM
6	PLANTING AREA 1	49.7 SQM
7	PLANTING AREA 2	11.9 SQM
8	MEMORIAL PLINTH	296.3 SQM
9	MEMORIAL SCULPTURE	23.0 SQM

2
L-001

AREA CALCULATIONS

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7	MAY 22 2018	90% TENDER	LK
6	APR 20 2018	60% TENDER	LK
5	DEC 18 2017	30% TENDER	LE
4	SEPT 22 2017	90% DESIGN DEVELOPMENT	DS
3	SEPT 08 2017	75% DESIGN DEVELOPMENT	DS
2	AUGUST 25 2017	75% DESIGN DEVELOPMENT	DS
1	JULY 27 2017	50% DESIGN DEVELOPMENT	DS

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Issue:			

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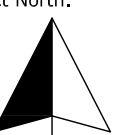
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MEMORIAL TO THE VICTIMS OF COMMUNISM

OTTAWA, ONT, CANADA

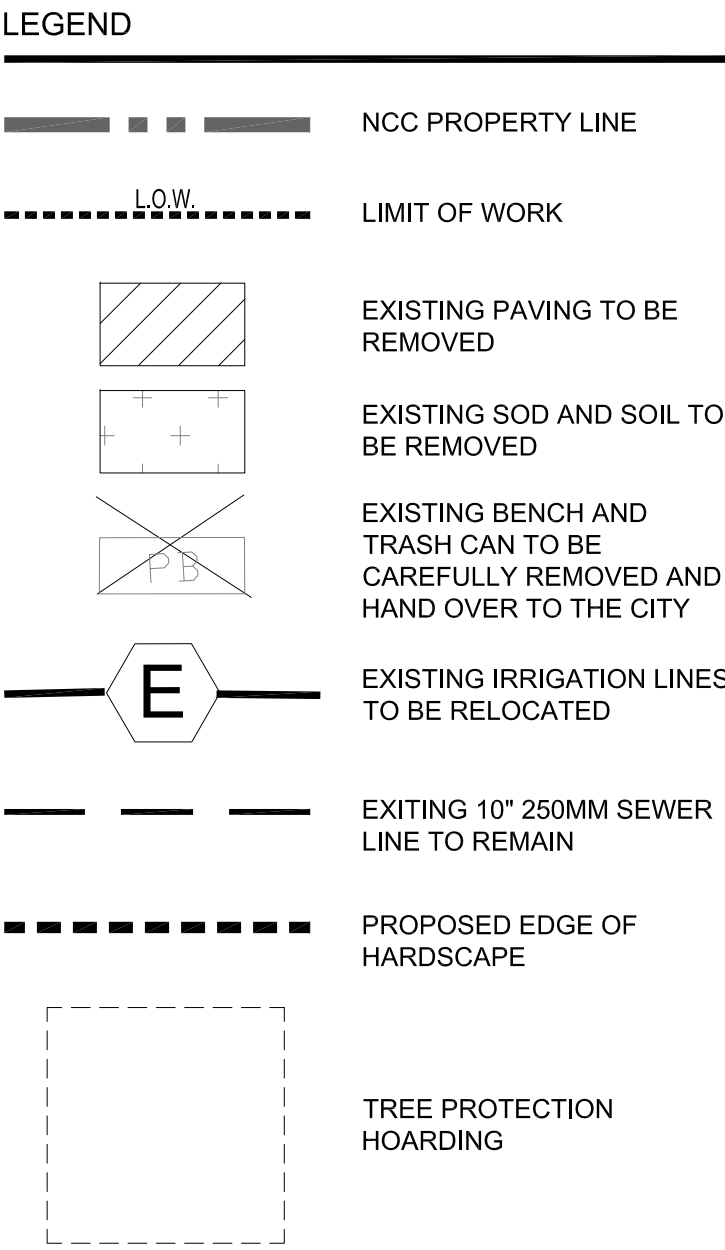
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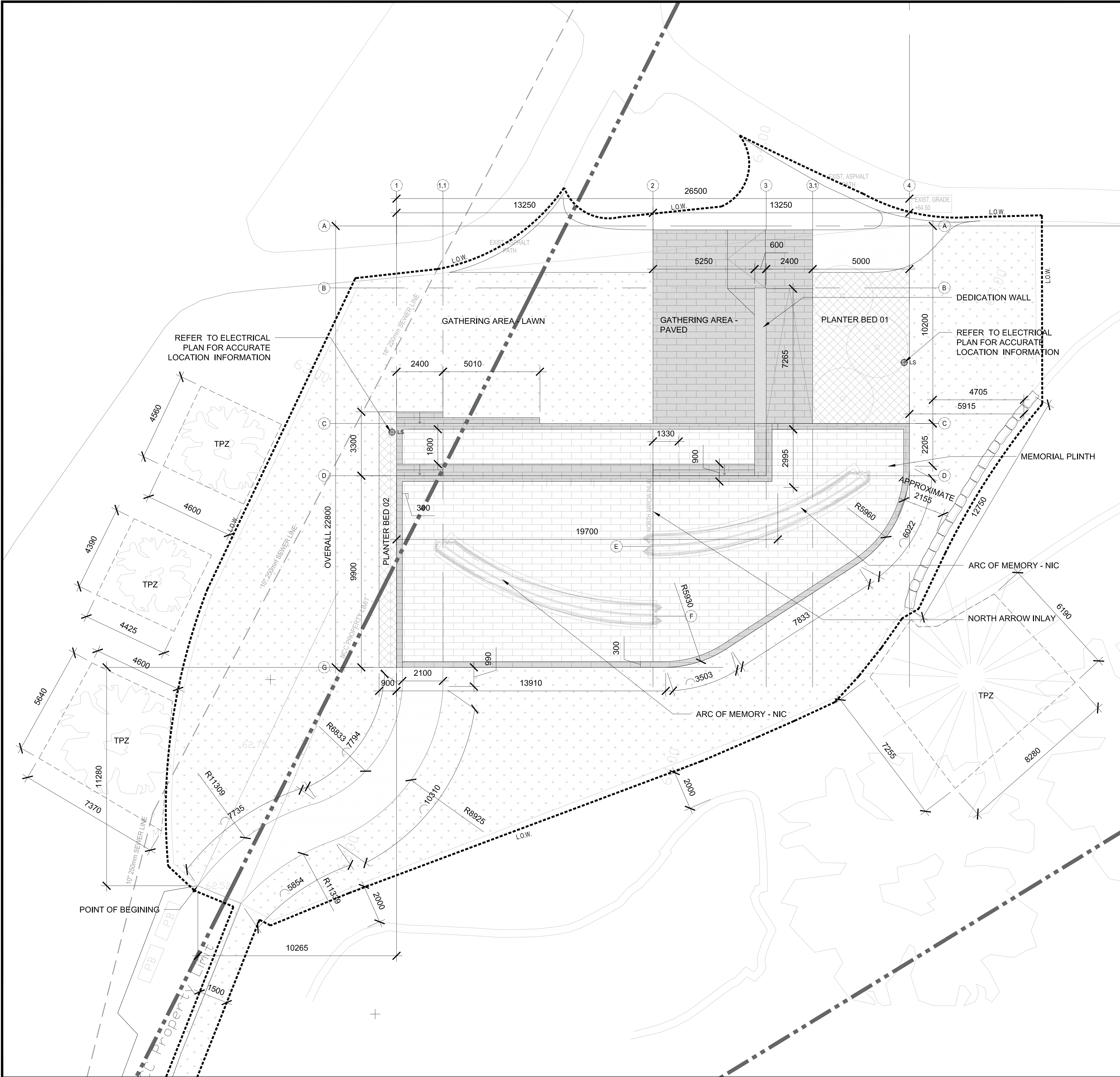
L-001



BEFORE COMMENCING WORK, CONTRACTOR TO ESTABLISH LOCATION AND EXTENT OF SERVICE LINES IN AREA IF WORK AND NOTIFY THE NCC REPRESENTATIVE OF FINDINGS.

L-100





LEGEND

- NCC PROPERTY LINE
- LIMIT OF WORK
- LIMESTONE PAVING
- ARCHITECTURAL PRECAST CONCRETE
- NEW ASPHALT PAVING
- EXISTING DECIDUOUS TREE
- EXISTING CONIFEROUS TREE
- PROPOSED DECIDUOUS TREE
- PROPOSED PLANTING BED
- SOD
- LIGHT BOLLARD REFER TO ELEC. DWGS.
- HAND RAIL
- TREE PROTECTION HOARDING

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MEMBER
ASSOCIATION OF LANDSCAPE ARCHITECTS ONTARIO

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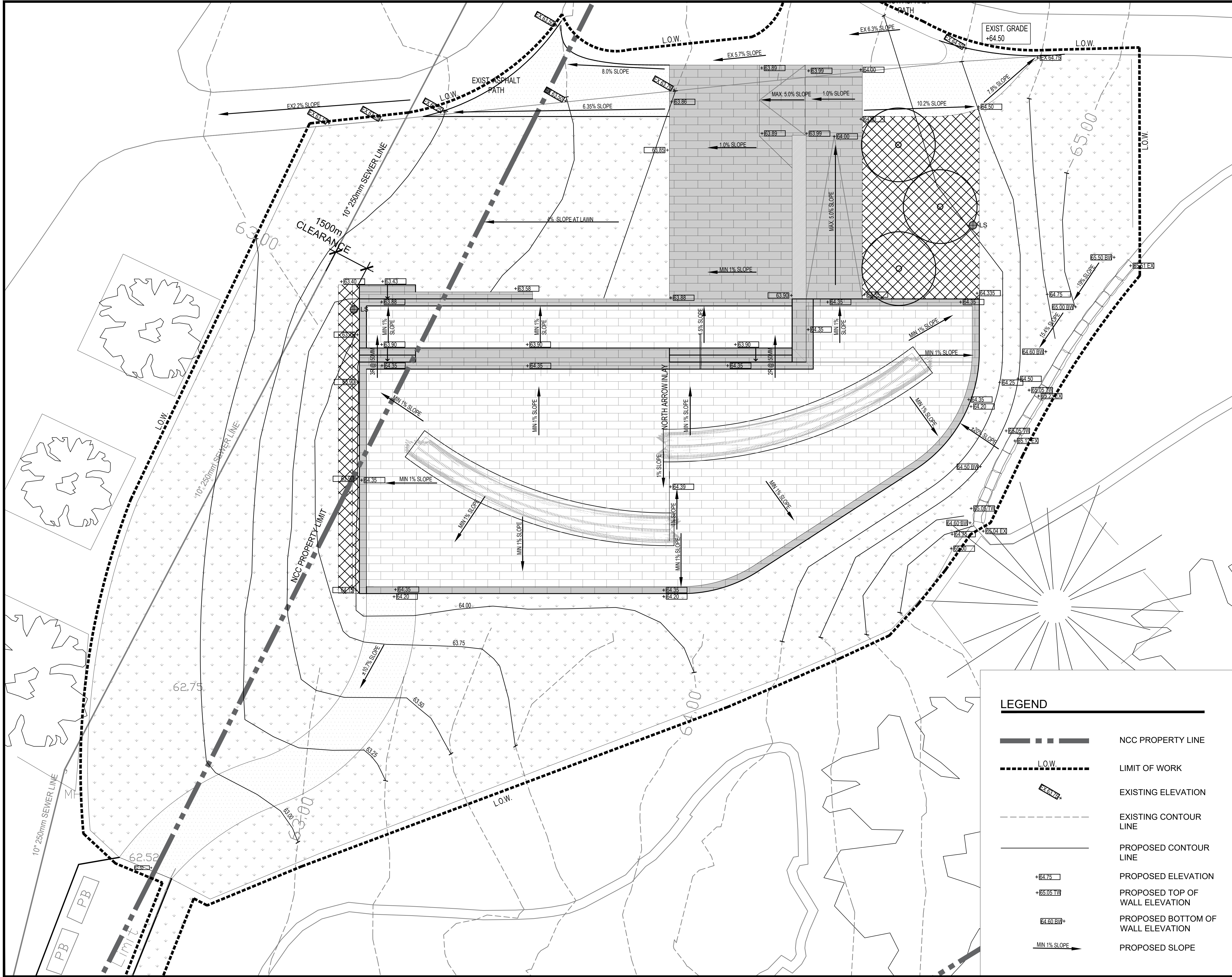
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Date: **SEPT 08 2017**
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Checked by: **LK**
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GRADING PLAN

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Project No: **VOC-002**
Scale: **1:75**

Dwg No.:
L-400



1 PLANTING PLAN

Key	Species / Espèces	Quantity / Quantite	Size / Grandeur	Spacing / Espace
TREES				
PM	<i>Prunus maackii</i>	3	100mm W.B.	REFER TO PLAN
SHRUBS				
Cs	<i>Cornus sericea</i> 'Kelsey'	144	3 Gal.	600mm O.C.
GRASSED				
sn	<i>Sorghastrum nutans</i> 'Indian Steel'	44	2 Gal.	300mm O.C.

2 PLANT LIST



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Project:

**MEMORIAL TO THE
VICTIMS OF COMMUNISM**

OTTAWA, ONT, CANADA

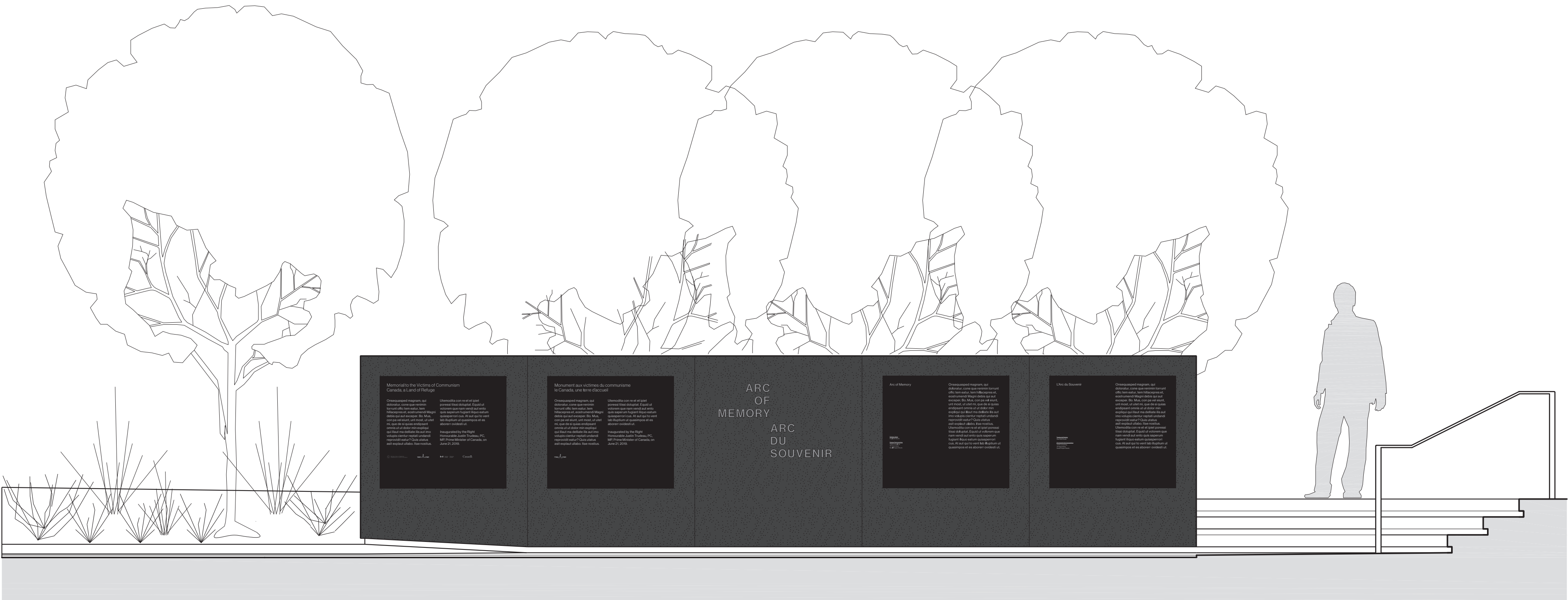
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PLANTING PLAN

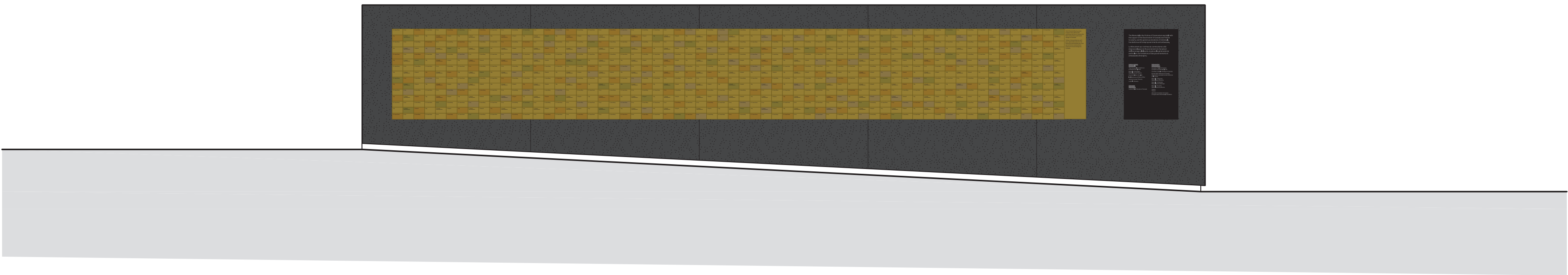
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	Project No.: VOC-002
	Scale: 1:100

Dwg No.:

L-500



DEDICATION WALL—WEST
DEDICATION TEXT EN+FR
SANDBLASTED TITLE
INTERPRETIVE TEXT EN+FR



DEDICATION WALL—EAST
WALL OF REMEMBRANCE
DONOR RECOGNITION

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2	22 MAY 2018	90% TENDER DOCUMENTS	SD
1	20 APRIL 2018	60% TENDER DOCUMENTS	SN
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**MEMORIAL TO THE
VICTIMS OF COMMUNISM**

OTTAWA, ONT, CANADA

Drawing Title:
TEXT ELEMENTS

Date: 08 Sept 2017	Drawn by: IK
Project North: 	Checked by: PR
	Project No.: VOC-002
	Scale: AS NOTED

Dwg No.:

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MEMORIAL SCULPTURE BY SEPARATE CONTRACT
ISSUED FOR COORDINATION



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**NOT FOR
CONSTRUCTION**

Project:

MEMORIAL TO THE
VICTIMS OF COMMUNISM

OTTAWA, ONT, CANADA

Drawing Title:

TEXT ELEMENTS

Date: 08 Sept 2017
Project North:

Project North:

Drawn by:
K

Checked by:

Project No.:
VOC-002

Scale:
AS NOTED 1:1

Dwg No.:

TE - 08

MEMORIAL SCULPTURE BY SEPARATE CONTRACT
ISSUED FOR COORDINATION



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Project: _____

MEMORIAL TO THE
VICTIMS OF COMMUNISM

OTTAWA, ONT, CANADA

Drawing Title:

TEXT ELEMENTS

Date: 08 Sept 2017	Drawn by: IK
Project North: 	Checked by: PR
	Project No.: VOC-002
	Scale: AS NOTED 1:1

Dwg No.:

TE - 09

MEMORIAL SCULPTURE
CALENDAR BASE PLATE

DEC. 18

DEC 18

DEC. 17

DEC 17

DEC. 16

DEC 16

DEC. 15

DEC 15

DEC. 14

DEC 14

DEC. 13

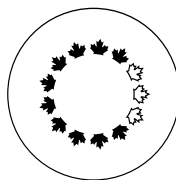
DEC 13

DEC. 12

DEC 12

DEC. 11

DEC 11



NATIONAL CAPITAL COMMISSION COMMISSION DE LA CAPITALE NATIONALE

Excerpt of the Minutes of the

Advisory Committee
on Planning, Design and Realty

Meeting of October 5 and 6, 2017

Extrait du procès-verbal du

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

Séance des 5 et 6 octobre 2017

2017-P76 - Memorial to the Victims of
Communism – *Canada, a Land of Refuge* -
Design Proposal at 90% Development (C)

2017-P76 - Monument commémoratif aux
victimes du communisme – *Le Canada, une
terre d'accueil* – Proposition de design à 90%
d'avancement de développement (C)

Members received a presentation on the design proposal at 90% development for the Memorial to the Victims of Communism. They made the following comments:

The lighting strategies should be better imagined and better integrated into the landscape and planting. Members expressed a concern towards night sky in the summer and dark winter conditions. The structure should be lit from above (top down) and the lighting has to be more subtle.

A full-scale on site mock-up should be considered to test lighting and to understand the art piece in its context. The representation does not allow for an understanding of the impact of the tubes in the structure. Even a small section of the arch would suffice. Cardboard tubes could be used.

The change in the plinth height to the west and the addition of a railing diminish the visual integrity of the monument. The use of railing could be avoided by adding a few steps to the west and shifting the pathway.

More detail on plant material would be appreciated in the future.

Les membres reçoivent une présentation sur la proposition de design à 90% de développement pour le Monument commémoratif aux victimes du communisme. Ils font les commentaires suivants :

Les stratégies d'éclairage devraient être mieux imaginées et mieux intégrées dans l'aménagement paysager et la végétation. Les membres expriment une inquiétude vis-à-vis du ciel sombre en été et de l'obscurité en hiver. La structure devrait être éclairée du dessus et l'éclairage doit être plus subtil.

On devrait envisager un modèle grandeur nature sur place pour tester l'éclairage et pour comprendre l'œuvre d'art dans son contexte. La représentation ne permet pas de comprendre l'impact des tubes dans la structure. Une seule section de l'arche pourrait être suffisante. On pourrait utiliser des tubes de carton.

Le changement de hauteur du socle à l'ouest et l'ajout d'une rampe réduisent l'intégrité visuelle du monument. On pourrait éviter d'utiliser une rampe en ajoutant quelques marches à l'ouest et en déplaçant le sentier.

Plus de détails sur la végétation seraient appréciés à l'avenir.

2017-P76 - Memorial to the Victims of
Communism – *Canada, a Land of Refuge* -
Design Proposal at 90% Development (C)

2017-P76 - Monument commémoratif aux
victimes du communisme – *Le Canada, une
terre d'accueil* – Proposition de design à 90%
d'avancement de développement (C)

Committee Secretary

Secrétaire des comités

Caroline Bied



Board of Directors

Meeting No. C-201605

Thursday, April 28, 2016

40 Elgin Street, Ottawa

PUBLIC MEETING

EXCERPT from the MINUTES

The board of directors approved these minutes
on June 28, 2016.

**2016-P76e - Memorial to Victims of Communism
– Canada, a Land of Refuge – Federal Land Use
Approval (D)**

Having considered a recommendation by Stephen Willis, it was moved by Bob Plamondon, seconded by Michael Pankiw, that:

1. a Federal Land Use Approval be granted to reserve a site located west of the terraces of the Garden of the Provinces and Territories as identified in Appendix 1 for the proposed commemoration “Memorial to the Victims of Communism – *Canada, A Land of Refuge*” for a period of four years, subject to the following conditions:
 - a) The proposed commemoration must follow all requirements to be defined by the Urban Design Guidelines currently under development by the NCC;
 - b) No works related to the installation of the proposed commemoration will be permitted until a separate Federal Design Approval for final design, once developed, has been granted;
 - c) The location of the proposed commemoration must maintain an appropriate visual separation from the terraces of the Garden of the Provinces and Territories;

Conseil d’administration

Séance n° C-201605

Le jeudi 28 avril 2016

40, rue Elgin, Ottawa

SÉANCE PUBLIQUE

ÉBAUCHE du PROCÈS-VERBAL

Le conseil d’administration a adopté ce procès-verbal
le 28 juin 2016.

**2016-P76f - Monument aux victimes du
communisme – Canada une terre d’accueil –
Approbation fédérale d’utilisation du sol (D)**

Ayant pris en considération une recommandation de Stephen Willis, il est proposé par Bob Plamondon, appuyé par Michael Pankiw, que :

1. l’approbation fédérale d’utilisation du sol requise pour réserver l’emplacement situé à l’ouest des terrasses du Jardin des provinces et territoires, indiqué à l’annexe 1, pour l’aménagement proposé du Monument commémoratif aux victimes du communisme – *Le Canada, une terre d’accueil*, soit accordée, et que cette approbation demeure en vigueur pour une durée de quatre ans, sous réserve des conditions suivantes :
 - a) Le monument commémoratif proposé doit respecter l’ensemble des exigences des lignes directrices de design urbain qui seront élaborées pour ce projet par la CCN ;
 - b) L’approbation fédérale du design distincte concernant le design final du monument doit être obtenue avant d’entreprendre quelconque partie des travaux d’aménagement reliés au monument commémoratif proposé;
 - c) L’emplacement de la commémoration proposée doit maintenir une séparation visuelle appropriée des terrasses du Jardin des provinces et des territoires ;

- d) The proposed commemoration must employ high quality materials and demonstrate excellence in landscape architecture as integral components of its design; and
 - e) The art installation known as *Twelve Points in a Classical Balance* must be sensitively and appropriately relocated prior to the installation of the proposed commemoration, subject to a separate Federal Approval.
2. the preparation and signature of the Federal Land Use Approval document associated with this submission be delegated to the Executive Director, Capital Planning Branch.

MOTION CARRIED.

Committee Secretary

Caroline Bied

CAROLINE BIED
Secrétaire des comités

- d) La commémoration proposée doit employer des matériaux de haute qualité et de faire preuve d'excellence en matière d'architecture de paysage comme faisant partie intégrante de sa conception ;
 - e) L'œuvre d'art public intitulée *Douze points d'un équilibre classique* doit être désinstallée et soigneusement réinstallée à un endroit opportun avant l'aménagement du monument commémoratif ;, et après l'obtention d'une approbation fédérale d'utilisation du sol et de design distincte.
2. soit déléguée au directeur général, Aménagement de la capitale la responsabilité de produire et signer le document d'approbation fédérale d'utilisation du sol dont fait l'objet la présente proposition.

MOTION APPROUVÉE.