

NATIONAL CAPITAL COMMISSION  
COMMISSION DE LA CAPITALE NATIONALE

<b>No.</b>	2022-P202
<b>To</b>	Board of Directors
<b>Date</b>	2022-01-20

**For** APPROVAL

### Subject/Title

Building LeBreton Library Parcel Disposal – Federal Land Use and Transaction Approval

### Purpose of the Submission

- To seek Board of Directors approval for the proposed land use and disposal of National Capital Commission (NCC) non-NILM property to the successful proponent, in partnership with the Canada Mortgage and Housing Corporation (CMHC).
- To present the successful proponent's development concept for the Library Parcel.

### Recommendation

That the Board of Directors:

- Grant the Federal Land Use and Transaction Approval for the proposed land transfer pursuant to sections 12 and 12.1 of the *National Capital Act*.
- Delegate the preparation and signature of the Federal Approval document associated with this submission to the Vice-President, Capital Planning Branch.
- Approve the disposal of the fee simple interests to Dream LeBreton (MPCT DIF DAM LeBreton LP), as permitted in the NCC's 2021 Corporate Plan.
- Authorize the Chief Executive Officer to enter into and execute the Agreement of Purchase and Sale and all other agreements, documents and any future amendments necessary to give effect to the transaction.

#### Submitted by:

Isabel Barrios, A/Vice-President, Capital Planning Branch  
Name

Signature

#### Submitted by:

Katie Paris, Director, Building LeBreton  
Name

Signature

## 1. Authority

*National Capital Act*, Sections 10 (2)(b), 12,12.1 and 15(2).

*Financial Administration Act*, section 99(2).

National Capital Commission By-Laws, Subsections 3.2.7, 3.2.8, 3.2.10.

## 3. Project Description

### Background

In March 2019, the NCC Board of Directors announced the Building LeBreton project, including the creation of a Master Concept Plan (MCP) for the development of the remaining LeBreton Flats lands as a place of renewed national significance and local pride. The MCP was approved in April 2021 by the NCC Board of Directors, creating a long-term vision for the future of the 29-hectare (over 71-acre) undeveloped property.

The MCP's vision responds to the dual goals of establishing LeBreton Flats as both a destination and a place of pride for all Canadians, as well as a sustainable and inclusive community for local residents — a place that anyone can call home. The new vision puts the focus on a compact urban form that prioritizes active transportation and transit by creating a complete community.

The MCP is organized around four main districts to bring capital, destination and civic experiences to life. The Library Parcel is part of the “Albert District”, which will be a mixed-use main street neighbourhood providing space for homes and offices, as well as shops and services along Albert Street.

### Library Parcel Procurement Process

The Library Parcel (665 Albert Street – see Appendix A for location map) is the first development phase launched for sale under the Building LeBreton project. The following is a summary of the parcel to be conveyed to the successful proponent through the procurement process:

<b>Property description</b>	<b>Area</b>
665 Albert: Main subject site	0.96 hectares (2.37 acres)
665 Albert: Air rights (not subject to Federal Lands Initiative)	0.15 hectares (0.36 acres)

The NCC is offering the Library Parcel in partnership with the CMHC as part of the Federal Lands Initiative (FLI) through the National Housing Strategy (NHS), in accordance with the NCC Board's September 2019 decision to approve the strategy to sell the Library District lands.

A two-stage procurement process was used to select a proponent to acquire and develop the Library Parcel. Three proponents were shortlisted in the Request for Qualifications stage that demonstrated the development experience, design expertise, financial capacity and vision to execute this landmark project were invited to submit proposals responding to the joint NCC and CMHC Request for Proposals (RFP). An external fairness monitor has overseen the RFP process to ensure it is open, fair and transparent.

This RFP called for design and operating concepts that support achievement of objectives and targets in the MCP by providing significant new affordable housing (minimum 30% of units) and a broad range of community and city-building outcomes, such as design excellence, sustainability and innovation, a sound operating plan, and benefits for the Algonquin Nation and community. The RFP required the development to incorporate at least 600 residential units, while also meeting minimum affordability and universal accessibility requirements as well as the Canada Green Building Council's (CaGBC) Zero Carbon Building Design and Performance Standard.

Following a rigorous evaluation process involving representatives from the NCC and CMHC and overseen by a fairness monitor, Dream LeBreton was identified as the successful proponent. The joint evaluation committee received advice from a sub-committee of the Advisory Committee on Planning Design and Realty (ACPDR) and was supported by subject matter experts including NCC and CMHC staff, as well as external experts and representatives from the Algonquin Nation who reviewed the proposed Algonquin Nation Benefits Plans. Please see Appendix B for further details on the RFP process.

Dream LeBreton is a partnership between Dream Asset Management Corporation and Dream Impact Master LP, along with Multifaith Housing Initiative as a non-profit housing provider. The Dream LeBreton design team is led by KPMB Architects and Perkins & Will, supported by Two Row Architect, with Purpose Building as the sustainability consultant, PFS Studio as the landscape architect, EllisDon as the construction manager and Innovation Seven as the Indigenous engagement consultant.

#### Library Parcel – Dream LeBreton Development Commitments

Dream LeBreton is proposing to develop a mixed-use project providing 601 residential units, approximately 790 square metres of gross leasable retail space, a daycare, a community hub space and a community bike repair shop, as well as a large at-grade public realm. The site will be structured around two towers, proposed to be 30 and 35 storeys in height, each with a four-storey terraced podium and a privately-operated public space spanning across the northern edge of the site and cutting through its centre along the north-south axis. The current maximum building height in the new City of Ottawa Official Plan and Zoning Bylaw is 25 storeys, and therefore Official Plan and Zoning Bylaw amendments will be required to develop the site as proposed.

The site will be transit-oriented and will prioritize active mobility as a means to get to and from the site, with new pedestrian connections to be created from the lower level of Pimisi station to the site and across towards the Ādisōke Library site. Motorized vehicle movement within the site will not be permitted, except for specific maintenance activities. Approximately 200 motorized vehicle parking spaces will be provided for residents and site users in an underground structure accessed from an access lane to the north of the Empress Avenue and Albert Street intersection. An indoor truck loading and turnaround area will be used to service the site from the same location. 605 indoor secure bicycle parking spaces will be provided. See Appendix B for the conceptual site plan and a summary of key components of the development, including on site programming and the Algonquin Nation Benefits Plans.

The residential units on the site will be a mix ranging from studios to three-bedroom apartments. All of the residential units will be rental apartments, with 41% of the units as affordable apartments. There are two categories of affordable units:

- 130 units will pay, on average, 59% of the median market rent (MMR) and the units will remain affordable in perpetuity; and,
- 117 units will pay, on average, 79% of MMR and the affordable rents will be maintained for 55 years.

All affordable units will be dedicated to priority populations as identified in the National Housing Strategy, with a focus on: women and children, Indigenous groups, veterans, newcomers/recent immigrants and adults with cognitive disabilities. The proposal exceeds all minimum social requirements of the FLI. In addition, all common areas will be barrier-free and at least 31% of the units will meet the FLI accessibility criteria. See Appendix C for further details.

### Development Process and Timeline

If approved, the Library Parcel will be disposed to Dream LeBreton, with a requirement that the site be developed to meet the commitments of the proposal outlined above and in Appendix C, to the satisfaction of the NCC. The development concept, including planning, architectural design, public realm, and landscape will be subject to a two-stage NCC review and approval at the schematic and developed design stages, per the requirements of a restrictive covenant to be registered on title in favour of the NCC. The NCC's review will focus on implementing the MCP and addressing areas for improvement identified by the ACPDR sub-committee, the RFP evaluation committee and NCC staff. The development will also be subject to municipal approvals and permits; the NCC's review will be coordinated with the municipal processes. The NCC will also hold a letter of credit to ensure delivery of the proposal's sustainability, workforce and community benefits commitments. Housing affordability will be enforced through the FLI program.

Dream LeBreton will continue to develop the proposal in partnership with MHI. MHI will participate in the design-development process for the affordable housing component and

shared and common space facilities. MHI will be responsible for securing the funding and financing for their units.

Dream LeBreton is planning to have both buildings ready for complete occupancy by early 2026. This timeline is predicated on obtaining conditional municipal approvals to break ground by early 2023, and final NCC and municipal approvals, including building permits, by the end of 2023. Dream LeBreton plans to seek Official Plan and Zoning Bylaw amendments to allow the proposed building heights, and will be beginning the municipal pre-application consultation process as early as possible in 2022, following the Federal Land Use and Transaction Approval.

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

In its review of the proposal, NCC staff has taken the following into account:

- The proposal is located on federal lands owned by the NCC.
- The federal lands subject to this proposal are not part of the National Interest Land Mass (NILM).
- A restrictive design and uplift covenant will be placed on the lands, consistent with the Board's direction in 2019.

The proposal is aligned with and responds to the NCC's planning framework, including the strategies outlined for LeBreton Flats in the MCP. In particular, the following policies and objectives of the LeBreton Flats MCP specific to the Library Parcel site are met through this proposal:

- The proposal is mixed-use and transit-oriented. It supports the intended transition within the Albert District to a "tower and podium" built form, while respecting the existing urban fabric and relationship to the lower-density buildings to the south.
- The proposal addresses the Culture and Heritage Strategy primarily through provision of community programming and services targeted towards the diversity of residents anticipated to occupy the site, and inclusion of Algonquin presence and culture within the site's design, programming, and place naming. Details of the integration of cultural, artistic, interpretive or heritage elements into the built form and public realm will be reviewed through the NCC's approval of the developed design.
- The public realm objectives are applied in the proposed site layout in terms of:
  - high connectivity and creating legible and efficient links through and across the site;
  - creating new urban spaces with locally-focused amenities; and
  - use of privately-owned public spaces to enhance the public realm.Refinement of the public realm concept and its design will be reviewed through the NCC's approval of the developed design to ensure implementation of the MCP's "Parks and Public Realm Design Guidelines".

- The Mobility Strategy principles, including implementing a Vision Zero approach, prioritizing pedestrians throughout the site, and creating direct connections from the site to the pathway network are included in the conceptual site plan. At the developed design stage, the NCC will review pathway design and landscaping elements to ensure pedestrian safety and comfort, conformity with NCC pathway design guidelines, and universal accessibility.
- The overall intent of the Land Use Strategy is addressed through provision of a diversity of unit sizes and range of affordability, inclusion of common spaces, a community hub and dedicated programming for residents, and including a mix of land uses aligned with the site's "mixed use – retail" designation, with a focus on food and convenience type retail, medical services, and a daycare.
- With 41% of the units being offered as affordable housing, the proposed development exceeds the minimum MCP target of 5% affordability per phase and makes a strong contribution to the overall MCP goal of 25% affordable housing units across the LeBreton Flats area. Further, the affordable housing, targeted at a range of incomes, will be distributed across both towers with the market rate rental units to create an integrated mixed-income community.
- The Sustainability Strategy's intent with regards to sustainability innovation and achieving a zero-carbon community will be met through achieving the required CaGBC Zero Carbon certification, as well as LEED Gold standards for new construction and neighbourhood development and applying the One Planet Living framework to the development. The proposal includes designing buildings with reduced energy requirements, the installation of an energy exchange system using the sewer beneath the parcel to heat and cool the buildings, and integration of photovoltaic panels in the building envelope. In addition, the proposal provides for a waste management system and reduced parking in accordance with the strategy.
  - The proponent will be required to implement relevant objectives of the strategy, such as materials and vegetation selection and sustainable water management as they proceed to developed design. Application of the strategy will be confirmed by NCC staff through the developed design review and approval.
- The Built Form Strategy, including the Intent and Design Guidelines, is generally adhered to give the proposed tower and podium structure and building heights of 30 and 35 storeys. Refinement of the built form and its design will be reviewed through the NCC's approval of the developed design to ensure implementation of the MCP's "Built Form Strategy Design Guidelines".
- Through the subsequent schematic and developed design review and approval process, the NCC expects Dream LeBreton to address the following objectives, in coordination with the City of Ottawa's review of the project:
  - Providing active frontages at grade around the perimeter of each podium.

- Ensuring pedestrian priority and safety through design.
- Creating a legible and inviting development in terms of built form, services and amenities, and public realm design.
- Ensuring that, through design and amenities, common and public spaces are lively and animated throughout the day and in all seasons, while accounting for long-term financial viability.
- Further developing the integration of heritage and cultural components into the design to acknowledge both Algonquin Anishinaabe presence and the industrial history of the site and to ensure people of all backgrounds feel at home in the spaces created.

NCC staff will work with Dream LeBreton and the City of Ottawa as part of the NCC's review and approval of the schematic and developed designs to implement the resolution of the deviation of the development concept from currently applicable plans and zoning, as determined by the City and Dream LeBreton.

#### 4. Strategic Links

- **NCC Corporate Plan (2021-2022 to 2025-2026)**
  - Priority 2: Facilitate the redevelopment of LeBreton Flats and revitalize the islands and the shorelines to become destinations of national significance.
- **The Plan for Canada's Capital (2017-2067)**
  - The NCC will guide the redevelopment of LeBreton Flats as the nucleus of a revitalized district in the Capital.
  - The NCC will help to strengthen Algonquin Anishinaabe cultural traditions through placemaking and partnerships that bring Algonquins to the forefront of life in Canada's thriving and connected capital.
- **Canada's Capital Core Area Sector Plan (2005)**
  - New mixed-use developments restore and reconnect the urban fabric – in LeBreton Flats, in new residential and institutional projects on central sites.
  - Provide enhanced public access to, and use, appreciation and enjoyment of, the Ottawa River by providing more riverside facilities, services and activities in a manner consistent with the River's natural, cultural and historic character.
  - Celebrate the Area's industrial, aboriginal and natural heritage, establish a link between the downtowns of Ottawa and Gatineau, and develop a mix of uses, programs and open spaces that create a unique public experience.
- **LeBreton Flats Master Concept Plan (2021)**
  - Build community
  - Foster sustainability and innovation
  - Create connections
  - Make it happen

## 5. Financial Details

Through the partnership with CMHC, the NCC will secure a fixed price of \$30 million for the portion of the Library Parcel that is subject to the FLI.

## 6. Opportunities and Expected Results

The financial proceeds from the Library Parcel sale will support early investment in the public realm and infrastructure components required to support the rest of the Building LeBreton Project as outlined in the LeBreton Flats Master Concept Plan, such as relocation of the Cave Creek collector sewer and creation of pathways and public realm.

## 7. Risks and Mitigation Measures

Risk	Likelihood	Impact	Mitigation
	L/M/H	L/M/H	
Library Parcel procurement programmatic requirements are complex and onerous.	Medium	Low	The two-stage procurement process was an important mitigation measure to ensure shortlisted proponents have the financial and technical capacity and vision to respond to the requirements. Working with CMHC, the NCC is recommending a preferred proponent whose proposal meets or exceeds all evaluation requirements. Ongoing design approvals and target tracking will ensure that the successful proponent delivers on the requirements.
Design review and municipal development application processes can be unpredictable.	High	Medium	High level of collaboration and alignment is necessary and focused efforts are being invested in engagement and communication.
A delay in transaction approval process could impact proposed development timelines and the public's expectation of progress.	Low	Medium	A thorough evaluation process and results outlined in this submission are intended to provide confidence to proceed with this land sale, as directed by the Board of Directors in 2019.



## 8. Consultations and Communications

The LeBreton Flats MCP was presented three times to the Joint Design Review Panel and was the subject of public consultation and collaboration with the City of Ottawa.

The Library Parcel procurement process was developed in consultation with a wide range of NCC internal experts, external consultants, business advisors and with significant input from the Public Advisory Group and the Algonquin Nation.

The Algonquin Nation was kept informed of the intended Library Parcel development process through meetings and correspondence with a Working Group comprised of representatives from 11 Algonquin Nation communities and the NCC. Representatives of the Algonquin Nation contributed to the development of the Algonquin Nation Benefits Plan requirements in the RFP and supported the evaluation of the proposed benefits plans as subject matter experts.

The successful proponent is expected to work with identified partners and the City of Ottawa to engage neighbourhood residents, community organizations and the broader public on the proposed development through the municipal development application review process.

## 9. Next Steps

2022 – 2023 (TBC)	Proponent advances development concept and design, and initiates municipal processes
2022 – 2023 (TBC)	NCC approval of Schematic and Developed Design – by Executive Committee of the Board of Directors, per “Level 2” process (sequential approvals according to implementation schedule, in coordination with municipal development approvals)
2023 – 2026 (TBC)	Construction and Occupancy

## 10. List of Appendices

Appendix A – Location Map

Appendix B – Details of the RFP process for the Library Parcel

Appendix C – Conceptual Site Plan and Summary of Proposed Development

## 11. Authors of the Submission

Isabel Barrios, A/Vice-President, Capital Planning Branch (CP)

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Martin Barakengera, Chief, Federal Land Use and Transaction Approvals (CP)  
Laura Mueller, Chief, Planning and Engagement (BLB)  
Marion Gale, Senior Land Use Planner, Federal Approvals (CP)  
Hieu Nguyen, Senior Planner (BLB)

# Appendix A: Location Map



## **Appendix B: Details of Request for Proposals process for the Library Parcel**

The Request for Proposals (RFP) was issued on May 28, 2021 and was to close originally on August 27, 2021 but was extended to September 13, 2021. All three proponents submitted proposals to the National Capital Commission (NCC) and applications for the Federal Lands Initiative (FLI) to the Canada Mortgage and Housing Corporation (CMHC) within the due date. The RFP process is overseen by an external fairness monitor, Samson and Associates.

The proposals and applications were reviewed by NCC and CMHC respectively for mandatory requirements and all submissions met the mandatory requirements. Prior to evaluation meetings, orientation meetings were held for evaluation committee members and subject matter experts (SMEs) in the presence of the fairness monitor to ensure understanding about the evaluation process and the various roles/responsibilities. Subject matter experts reviewed the relevant portions of each proponent's proposal and provided reports to evaluation committee members to assist with their evaluation. Internal NCC and external SMEs provided reports on each proposal in the following areas:

- Algonquin Nation benefits
- Architecture
- Community benefits and workforce development
- Culture and heritage
- Energy efficiency/Net Zero certification
- Environmental sustainability
- Land economics and real estate
- Landscape architecture
- Legal
- Urban planning

Rated requirements were evaluated by a committee of four NCC staff members that met virtually via Microsoft Teams in October 2021 in the presence of fairness monitors and representatives from the CMHC. The format of the meetings was evaluation of one proposal at a time by rated requirement. Evaluators presented their individual evaluations by turn, providing comments and scores, followed by group discussion and questions. Reaching consensus on each rated requirement was the goal; however, when consensus was not reached, a weighted average of the scores from each evaluator was taken. The scores were recorded by the chair.

In addition to an evaluation conducted by the CMHC regarding compliance with the FLI requirements, the NCC evaluation committee evaluated proposals based on responses to the following categories:

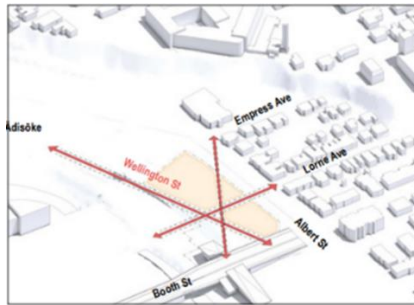
- Development Plan:
  - Planning, land uses and architecture
  - Site layout, public realm and circulation
  - Culture and heritage plan
  - Development phasing and project schedule
- Sustainability and Innovation
- Operating Plan
- Algonquin Nation Benefits
- Workforce Development and Community Benefits

Following the evaluation and identification of Dream LeBreton as the preferred proponent, NCC staff conducted negotiation meetings with Dream LeBreton to finalize the terms in the Agreement of Purchase and Sale.

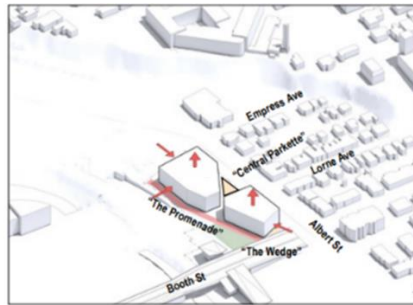
# Appendix C: Conceptual Site Plan and Summary of Proposed Development

## Conceptual Site Plan

### Site structuring Principles



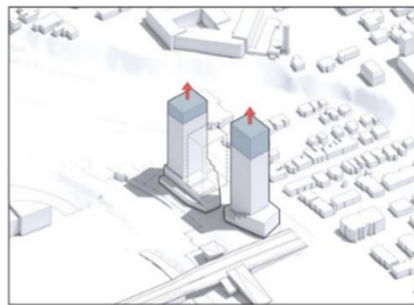
Pedestrian connections across the site



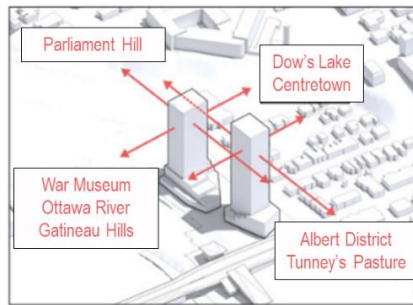
Context sensitivity and creation of public space



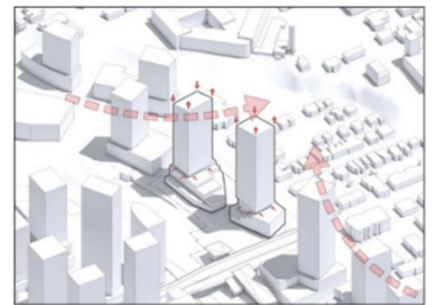
Considering microclimate conditions



Increased height to maximize open space

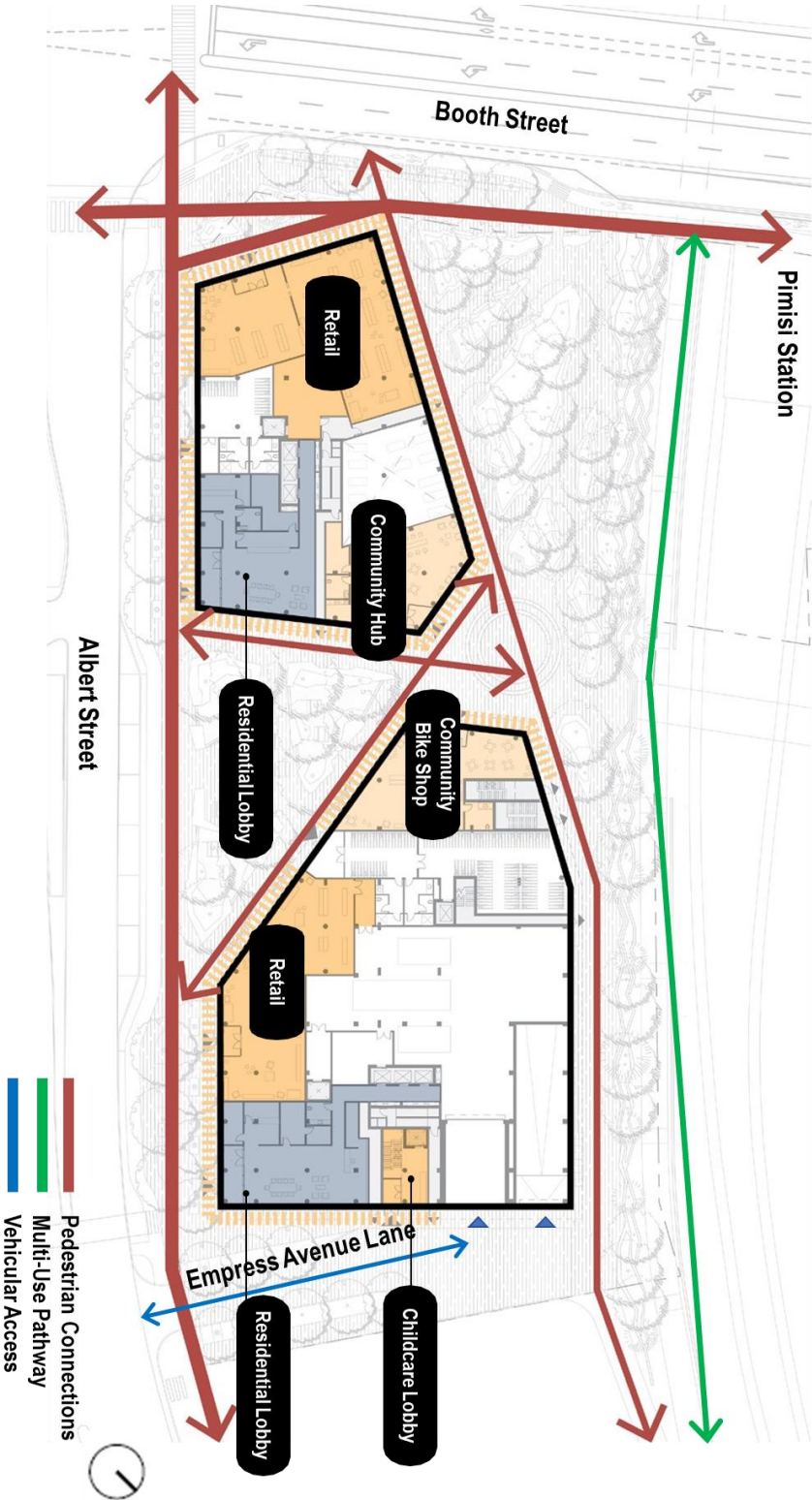


Offset towers create views

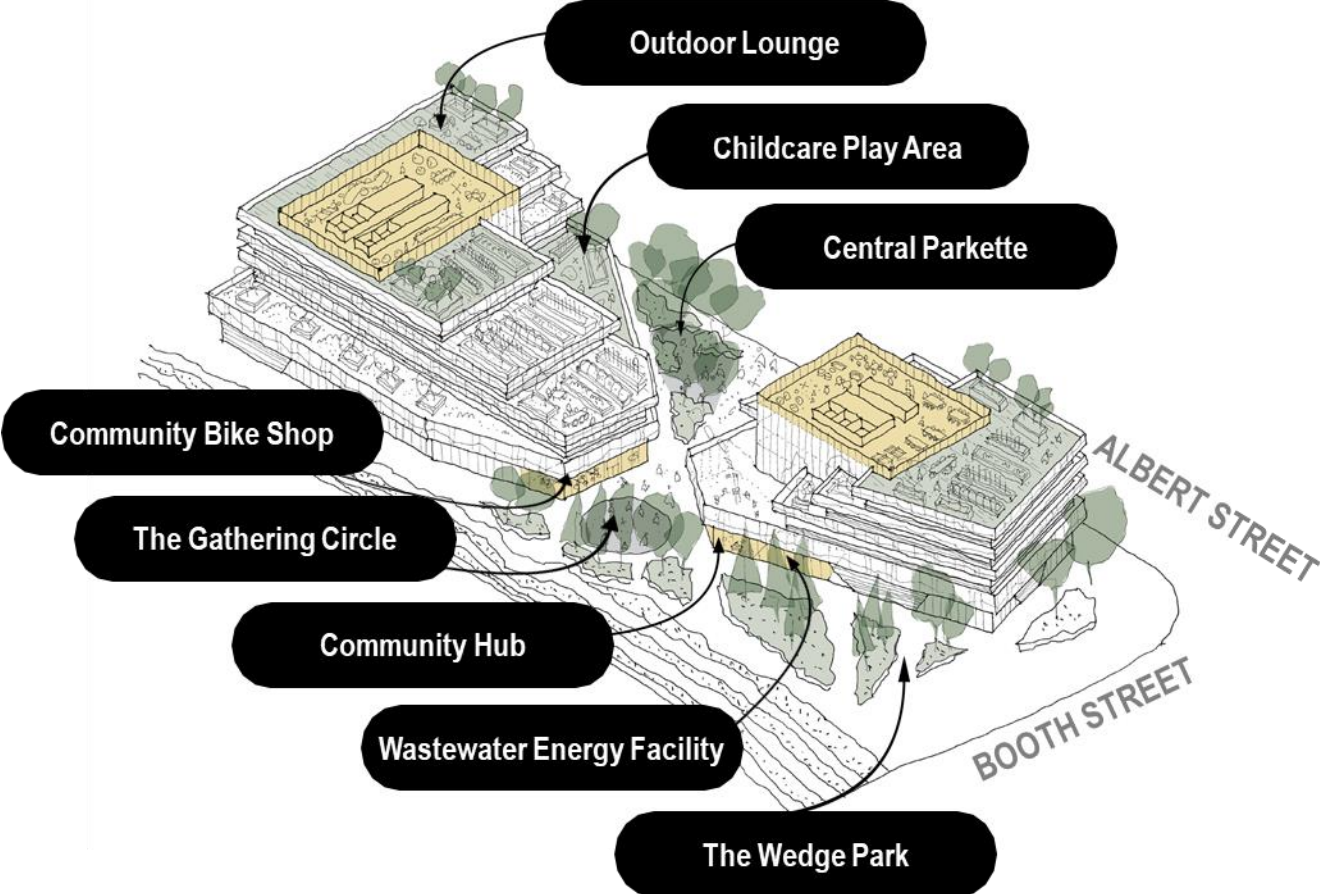


Transition to taller towers around Pimisi Station

Connections and key functions at grade

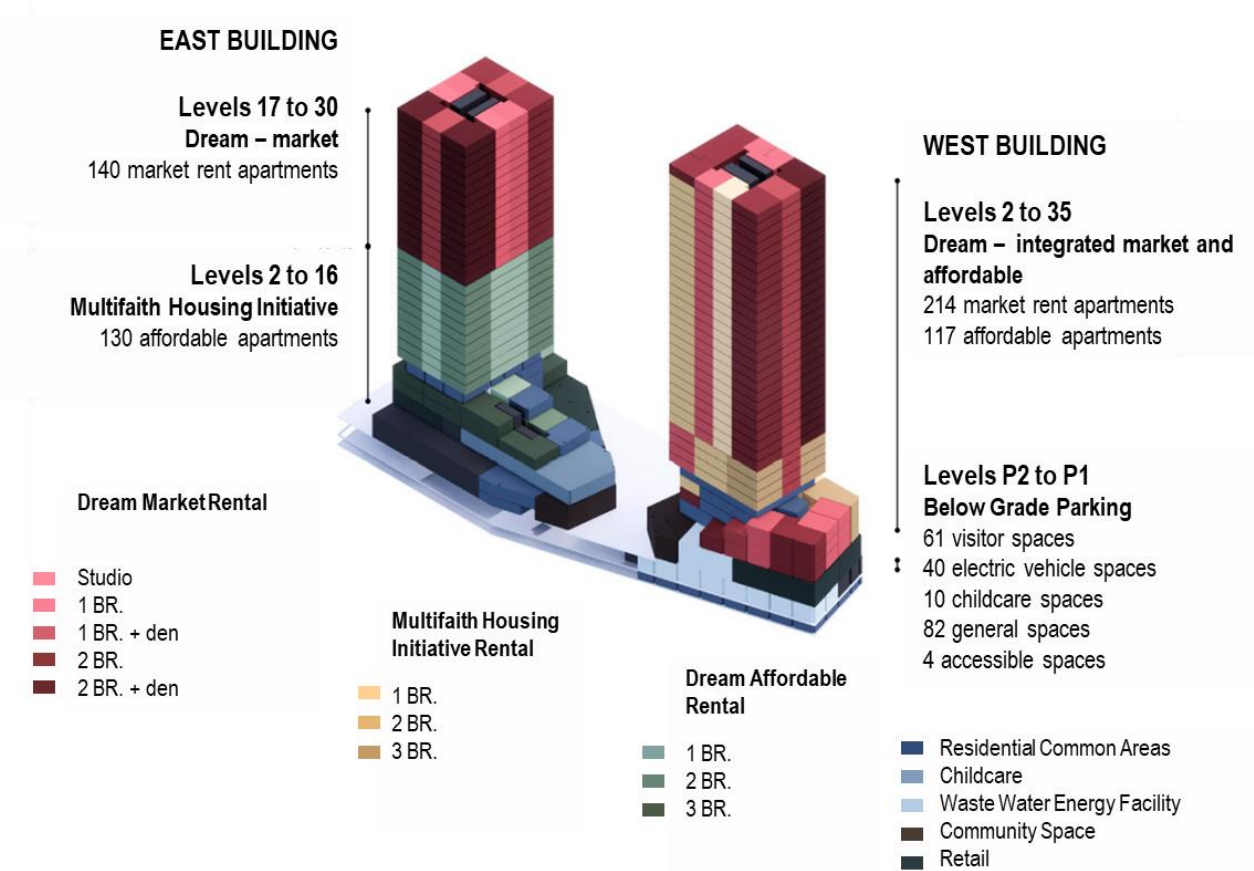


Concept: Terraced podium structure with common spaces, services and amenities, and outdoor public space





Potential distribution of residential units, services, amenities, retail and energy facility



## Summary of Proposed Development

### Land Use Commitments

- Two towers, each with a four-storey terraced podium.
- 601 residential rental units, including:
  - A minimum of 247 units to be rented below 68.6% of Median Market Rent (MMR) as a weighted average (affordable units – see details below)
  - 186 accessible units (some of which will be affordable).
  - A mix of unit types ranging from studio to three-bedroom units, including 44.1% of units 2-bedrooms or larger.
- Approximately 789 square metres of gross leasable retail area, targeting:
  - Health Clinics
  - Pharmacy
  - Café
  - Quick-service restaurant

- Convenience store
- Approximately 200 underground motorized vehicle parking spaces
- Indoor truck loading and turnaround area
- 605 long-term indoor secure bicycle parking spaces

Onsite amenities proposed to include:

- A large at-grade public realm
- A daycare with dedicated outdoor space
- A community hub space
- A community bike repair shop

### *Mobility Commitments*

The site will be transit-oriented and will prioritize active mobility:

- Public pedestrian connections will be provided across the site, connecting North-South and East-West.
- A new multi-use pathway will be created from the lower level of Pimisi station to the site, and across towards the Ādisōke Library site.
- Motorized vehicle movement within the site will not be permitted at grade, except for specific maintenance activities.

### *Affordable Housing Commitments*

At least 247 or 41% of the units in the development will be considered affordable under the Canada Mortgage and Housing Corporation's (CMHC) Federal Lands Initiative (FLI).

The proposed affordable housing exceeds all minimum social requirements of the FLI, including:

- The depth and duration of affordability;
- The percentage of affordable units;
- The number of accessible units; and
- The commitment that all affordable units will be dedicated to National Housing Strategy priority populations.

The affordable units will be split into two main categories: Multifaith Housing Initiative Units and Dream units.

### Multifaith Housing Initiative (MHI) units

MHI, a local nonprofit, will own 130 units that will be operated as affordable rental housing in perpetuity. These units will be provided at an average level of affordability of 59% of MMR.

The target MHI unit size distribution is as follows:

- 52% 1-bedroom units
- 36% 2-bedroom units
- 12% 3-bedroom units

Some of the MHI units will be offered in priority to specific populations, based on the following targets:

- 10% of units to be managed in partnership with Indigenous organizations
- Minimum of 30 units for tenants with Indigenous backgrounds with a right of first opportunity to Algonquins
- Minimum of 30 units specifically designed for the needs of women and children
- Minimum of 30 units designed for veterans
- Minimum of 6 units for adults living with cognitive disabilities

MHI will partner with the Catholic Centre for Immigrants and Live Work Play to provide housing opportunities targeted specifically for newcomers to Canada and adults living with cognitive disabilities.

### Dream LeBreton units

Dream LeBreton will operate 117 of its rental units as affordable rental housing for 55 years. These units will be at an average level of affordability of 79% of MMR.

The target Dream LeBreton affordable unit size distribution is as follows:

- 43 per cent 1-bedroom units
- 47 per cent 2-bedroom units
- 10 per cent 3-bedroom units

Overall, across both MHI and Dream LeBreton affordable housing, a minimum of 20 affordable units will be provided for new immigrants.

A recognized property management company will manage the Dream rental units (both affordable and market rate), and will handle general property management operations and maintenance for the MHI units.

### *Onsite programming*

Onsite programming will be provided through funding of \$150,000 per year over 20 years from the Dream Community Foundation, a charity founded in 2021. The foundation will additionally provide funding for a full-time onsite community animator. Impact of these programs will be measured and reported on through the Dream Impact Management system. MHI will collaborate with the Dream Community Foundation and will also offer specific services and programming for its tenants. Design and programming will specifically accommodate five identified vulnerable groups: Indigenous people, veterans, new immigrants, women and children and adults with cognitive disabilities.

### *Workforce and Community Benefits Plan*

A Workforce and Community Benefits Plan commits Dream LeBreton to support equity-seeking and local businesses and workers. Specifically, 15% of the overall value of contracts will go to vendors that are at least 50% owned or managed by people from equity-seeking groups and 50% of the overall value of contracts will go to vendors that are at least 50% owned or managed in the National Capital Region. In addition, Dream LeBreton will target 20% of on-site staff from equity-seeking groups, and all art to be commissioned from equity-seeking groups.

### *Algonquin Nation Benefits Plan*

An Algonquin Nation Benefits Plan commits Dream LeBreton to incorporating engagement, training, employment, and advancement and retention opportunities in the design development, construction and operation stages of the project, including specific targets, related to contract value, employment hours and training and skill development opportunities. An Algonquin Advisory Committee will be established for the project to support identification of opportunities, to monitor progress on the benefits plan and to resolve issues.

Design of the public realm will be developed in collaboration with the Algonquin Nation to leverage opportunities for expression of Algonquin culture in the landscape and through events, as well as inclusion of Anishinaabemowin throughout the site.