

NATIONAL CAPITAL COMMISSION
COMMISSION DE LA CAPITALE NATIONALE

No.	2020-P215
To	Board of Directors
Date	2020-01-23

For DECISION

Subject/Title

Federal Land Use Approval – Global Affairs Canada Commemorative Artwork – Design Guidelines and Site Selection

Purpose of the Submission

- The purpose of this submission is to obtain approval from the Board of Directors on site selection and on the draft Program and Design Guidelines prepared for the proposed Global Affairs Canada Commemorative Artwork at the grounds of the John G. Diefenbaker Building at 111 Sussex Drive in Ottawa.

Recommendations

- THAT, in accordance with Section 12 of the *National Capital Act*, the site selection for the proposed Global Affairs Canada Commemorative Artwork on the grounds of the John G. Diefenbaker Building at 111 Sussex Drive in Ottawa be approved;
- THAT, in accordance with Section 12 of the *National Capital Act*, the preliminary program and design guidelines prepared for the proposed Global Affairs Canada Commemorative Artwork on the grounds of the John G. Diefenbaker Building at 111 Sussex Drive in Ottawa be approved; and
- THAT the signing of this Federal Land Use Approval be delegated to the Vice-President, Capital Planning Branch.

Submitted by:

Pierre Vaillancourt, Acting Vice President, Capital Planning Branch
Name

Signature

1. Authority

- *National Capital Act*, section 12

2. Project Description

The Global Affairs Canada Commemorative Artwork will be a lasting tribute to employees of the Government of Canada working in Global Affairs Canada (GAC) missions abroad. It will recognize the dedication of, and the sacrifices made by such individuals and their families in their service to Canada abroad.

2.1 Project Objectives and Background

This commemorative artwork is intended to:

- Offer a publicly accessible place of reflection and remembrance of the many sacrifices made by those who have worked in GAC missions abroad and their families.
- Explicitly recognize and honour employees of the Government of Canada who worked in GAC missions abroad and died in their service to Canada.
- Foster a sense of connection between those who visit the artwork and those who worked in GAC missions and their families whom it commemorates.

Use of the commemoration, including ceremonies, would be intended primarily for GAC employees and their families. Distinguished visitors and the general public would also be welcome to visit.

With an overall budget of \$4M, this project is a partnership between four federal partners. To clarify roles and responsibilities, and manage expectations, a Memorandum of Understanding was negotiated and signed by the four partners in 2018.:

- GAC is the proponent and funder.
- Canadian Heritage (PCH) is the overall project lead and responsible for the design competition.
- The NCC provides project management and technical services for design development and construction phases and is responsible for federal approvals.
- Public Services and Procurement Canada (PSPC) is the landowner and will become the custodian once the project is completed.

The proposed site is on the grounds of GAC offices at 111 Sussex Drive between the John G. Diefenbaker Building and the Lester B. Pearson Building. The commemoration is to be integrated into the landscape and architectural setting of the lawn area south-west of the Diefenbaker Building, providing enough space for up to 50 people for ceremonies. It should provide a place of introspection and solace amid the daily activities of employees of the facility.

All partners have been involved in the selection of the site and development of the Guidelines and will continue to be involved throughout the design process. The design guidelines were commissioned by the NCC and prepared by dtah.

The design team and concept will be selected through a national design competition in two

phases.

- In March 2020, PCH will issue a Request for Qualifications and a jury will select approximately four finalist teams. The teams will visit the site and receive the Program and Design Guidelines, which provide design criteria and identify site considerations for their design concepts.
- The jury will recommend a winning design in February 2021.

3. NCC Staff Analysis / Risks and Mitigations Measures

3.1 Site Selection

The site was selected based on the following criteria:

- Since the primary users will be GAC employees and their families, GAC requires a site that is on the grounds of its offices.
- The location selected is GAC's preferred site for the following reasons:
 - a) It has convenient access and excellent views from the Diefenbaker Building.
 - b) The site is also accessible and partially visible from the Pearson Building upper floors.
- The site is in the international sector of Confederation Boulevard, near other monuments with an international theme, such as the Monument to Canadian Aid Workers and other federal and international institutions.
- The site is part of the National Interest Land Mass and is designated as 'Capital Urban Greenspace' in the Core Area Sector Plan (2005).
- The site possesses low archaeological potential for pre-contact and historic archaeological resources.
- The site offers good pedestrian access for distinguished visitors from the Pearson Building as well as the general public from adjacent streets, i.e. Sussex Drive and Union Street.
- Public parking is available at 111 Sussex Drive.
- Reasonably accessible by foot, bicycle and public transit as the site's location is in the Core Area.
- There are no special security requirements for this outdoor facility (i.e. no security perimeter) so it is open to the public 24/7.
- The site provides enough space for the intended use. It also provides close access from the primary entry point, i.e. the glazed corridor along the south side of the Diefenbaker Building, along with enough distance from the building to comfortably co-exist with its daily functions.
- The site is located in a peaceful setting. The area is flat and open with some trees at the periphery.
- The project generally aligns well with the NCC's Land Use Policy Framework.

3.2 Program and Design Guidelines

1. The current shoreline is dominated by invasive species that block the view of the river from Union Street to Sussex Drive. To keep the project on scope and budget, the

Guidelines state that existing vegetation must remain intact but that invasive shrubs and understory plants that block views of the river in the vicinity of the commemorative artwork may be removed and replaced with low-growing native species, but must remain within the allocated budget.

2. The design must create a quiet place of solace and contemplation in the context of an office environment where employees take breaks and lunches. Also, the site is adjacent to the Diefenbaker Building which has a strong architectural presence. Accordingly, the Guidelines specify a footprint at some distance from the building. To avoid the risk of being overly prescriptive, the Guidelines allow finalists to suggest an alternate footprint within the overall project site if they can provide a strong justification.
3. The project must integrate into a mature and well-used landscape. The Guidelines specify protection of existing vegetation and utilities as well as integrate into existing grades.
4. The site is adjacent to the Rideau River shoreline which is prone to flooding and erosion and provides wildlife habitat. To ensure the project complies with regulations, the NCC conducted early consultation with Rideau Valley Conservation Authority and will undertake an Impact Assessment of the project. The project is to be located outside of the 100-year floodplain and avoid hardscaping within the 15m riparian buffer.

3.3 Risks and Mitigations Measures

ACPDRC comments from Dec. 5, 2019 meeting

ACPDRC members stated that the site is suitable for the project and that the guidelines are complete and clear. Minor comments have been incorporated into a revised version regarding:

- a) Goose management;
- b) Improving the view of the river and the shoreline trail;
- c) Specification of a maximum height that does not exceed that of the National War Memorial;
- d) The need for finalists to familiarize themselves with other commemorations in the National Capital Region to ensure that the project is unique.

Some members expressed the need for public engagement with adjacent neighbourhoods (Point 5, Consultation and Communication).

4. Strategic Links

- NCC Mandate
- NCC Corporate Plan (2019-2020 to 2023-2024), Strategic Directions, Priorities and Guiding Principles:
 - Corporate priority 5: Provide exemplary leadership in achieving an environmentally sustainable and resilient National Capital Region and continue to be recognized as the steward of federal lands and assets.

- NCC Plan for Canada's Capital (2017-2067)
- NCC Canada's Capital Core Area Sector Plan (2005).

5. Consultations and Communications

- GAC has engaged with various project stakeholders including families of fallen employees, former foreign service officers, the Retired Heads of Mission Association and GAC historians.
- Further to ACPDR's December 5, 2019 comments (see Appendix A), PCH will work with Global Affairs Canada on public engagement opportunities, such as informing local community associations of the project prior to the launch of the RFP and organizing a public viewing of the finalists concepts prior to jury deliberations so that public comments can be considered.

6. Next Steps

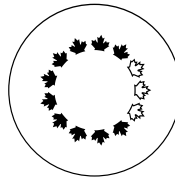
- February 2021: Finalist teams' design concept presentations to ACPDR and jury
- February 2021: Jury recommendation of winning design concept
- April 2021: Presentation of winning design concept to NCC Board of Directors for information
- November 2021: Presentation of the Developed Design to NCC ACPDR for comments
- June 2022: Presentation of 100% Developed Design to NCC Board of Directors for approval

7. List of Appendices

Appendix A – Draft excerpt of the minutes of the ACPDR meeting of Dec. 5, 2019

8. Authors of the Submission

Pierre Vaillancourt, Acting Vice President, Capital Planning Branch (CP)
Isabel Barrios, Director, Federal Approvals, Heritage and Archeology Programs, CP
Jason Hutchison, Chief, Federal Design Approvals, CP
Yoland Charette, Chief, Landscape Architecture and Industrial Design, CP
Susan Fisher, Senior Landscape Architect, Design and Construction, CP
Gaelle Grangien, Senior Land Use Planner, Federal Approvals, CP



NATIONAL CAPITAL COMMISSION COMMISSION DE LA CAPITALE NATIONALE

Excerpt of the Minutes of the

Advisory Committee
on Planning, Design and Realty

Meeting of December 5, 2019

2019-P215 - Federal Land Use Approval –
Global Affairs Canada Commemorative
Artwork – Design Guidelines and Site
Selection (C)

The committee has not approved these minutes yet.

Members received a presentation on the design guidelines and site selection for the Global Affairs Canada commemorative artwork. They provided the following comments :

Site Selection

- Members appreciated the clarity and thoroughness of the presentation, including the site analysis.
- The site is suitable for the project.

Guidelines

- The document is comprehensive and strikes a good balance between site constraints and flexibility.
- The noise environment should be part of the guidelines since the site is intended as a contemplation space.
- The guidelines should allow for the inclusion of land-art.
- Guidelines should explicitly state that the height cannot exceed 21 metres which is

Extrait du procès-verbal du

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

Séance du 5 décembre 2019

2019-P215 - Approbation fédérale d'utilisation
du sol – Œuvre d'art commémorative
d'Affaires mondiales Canada – Lignes
directrices de design et choix de
l'emplacement (C)

Le comité n'a pas encore adopté ce procès-verbal.

Les membres reçoivent une présentation sur les lignes directrices de design et le choix de l'emplacement pour l'œuvre d'art commémorative d'Affaires mondiales Canada. Ils font les commentaires suivants :

Choix de l'emplacement

- les membres apprécient la clarté et la rigueur de la présentation, y compris l'analyse.
- Le site est approprié pour le projet.

Lignes directrices

- Le document est complet et atteint l'équilibre entre les contraintes du site et la souplesse.
- L'environnement sonore devrait faire partie des lignes directrices puisque le site est destiné à devenir un espace de contemplation.
- Les lignes directrices devraient permettre l'inclusion d'art-nature.
- Les lignes directrices devraient indiquer explicitement que la hauteur ne peut pas

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the height of the National War Memorial.

dépasser 21 mètres, ce qui correspond à la hauteur du Monument commémoratif de guerre du Canada.

- Parameters should be explicit about what is not wanted on the site.
- The language on universal accessibility should encourage competitors to exceed current regulations, and federal regulations should be referenced.
- Goose management measures should be implemented to reduce goose intrusion at the commemoration, as they can have territorial and aggressive behaviours.
- River views and pathway access are important opportunities that should be integrated into the project.
- Local neighbours should be consulted.
- Examples of key monuments in the Capital that are not necessarily on the list of adjacent monuments should be provided to help proponents ensure that the project is unique.
- Les paramètres devraient être explicites à propos de ce qui est désirable et indésirable sur le site.
- Le langage utilisé pour l'accessibilité universelle devrait encourager les concurrents à dépasser les règlements actuels, et on devrait faire référence aux règlements fédéraux.
- Des mesures de gestion des oies devraient être mises en place afin de réduire l'intrusion des oies sur le site de commémoration, puisque celles-ci peuvent avoir des comportements territoriaux et agressifs.
- Les vues de la rivière et l'accès au sentier sont des opportunités qui devraient être intégrées au projet.
- Les voisins immédiats devraient être consultés.
- On devrait fournir des exemples de monuments importants de la capitale qui ne sont pas nécessairement sur la liste des monuments voisins afin d'aider les requérants à s'assurer que le projet est unique.

Committee Secretary

Secrétaire des comités

CAROLINE BIED