

NATIONAL CAPITAL COMMISSION
COMMISSION DE LA CAPITALE NATIONALE

No.	2020-P96
To	Board of Directors
Date	2020-04-23

For DECISION

Subject/Title

National Monument to Canada's Mission in Afghanistan – Program and Design Guidelines

Purpose of the Submission

To obtain approval of the program and design guidelines for the National Monument to Canada's Mission in Afghanistan.

Recommendation

- THAT the Federal Design Approval for the Program and Design Guidelines for the National Monument to Canada's Mission in Afghanistan be granted, pursuant to section 12 of the *National Capital Act*; and
- THAT the signature of the Federal Approval document 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 National Monument to Canada's Mission in Afghanistan (the Monument), which was announced on May 8, 2014, will serve as a testament to the commitment and sacrifice of Canadian Armed Forces members, police officers, public servants and civilians who served in Canada's mission in Afghanistan. The Monument will also recognize the strong support offered by Canadians at home to those who served during the mission.

Prominently located at LeBreton Flats across from the Canadian War Museum (CWM), with views of Parliament Hill and other key federal institutions, this new landmark will be a lasting tribute and a thought-provoking monument providing a space for individual reflection and collective remembrance while marking a key event in our country's history.

The site for this Monument was approved by the NCC Board of Directors in June 2019. Located east of Booth Street, west of Wellington Street and north of the National Holocaust Monument, the site is approximately 1,000 square meters.

2.1 Project Background and Objectives

Project Vision

The National Monument to Canada's Mission in Afghanistan (the Monument), will recognize an important chapter in Canada's history and pay tribute to the commitment and sacrifice of Canadians in helping to rebuild Afghanistan.

Project Goal

Create an enduring monument in the Nation's Capital to those Canadians who served in Canada's whole-of-government mission in Afghanistan, as well as to those Canadians who provided support at home.

Project Objectives

- Express Canada's deep gratitude for the sacrifices made by Canadians who served in Afghanistan, including those Canadian Armed Forces members and civilians who lost their lives or were injured – physically and psychologically – in Canada's mission in Afghanistan;
- Recognize the strong support offered by families, friends and communities at home during the mission;
- Acknowledge the efforts of Canadians in standing together with the Afghan people to help rebuild their country;
- Serve as a public space for individual reflection and collective remembrance; and
- Encourage understanding of the significance and scope of Canada's mission in Afghanistan.

Project Partners

This project is a partnership between three federal partners:

1. Veterans Affairs Canada (VAC) is the Proponent of the Monument;
2. Canadian Heritage (PCH) is responsible for the design competition and overall management of this project on behalf of VAC;
3. The National Capital Commission (NCC) provides the site for the Monument, will manage the design development of the winning concept, will grant federal design approval and manage all construction work on site, will take ownership of the Monument once the project is completed and will maintain the Monument in perpetuity.

Project Budget

The overall project budget is \$5M. The overall project budget includes a 10% allocation for long-term maintenance that the Proponent will transfer to the NCC upon substantial completion.

Design Competition

The design team and concept will be selected through a national design competition in two phases. The first phase was launched in August 2019 with a Request for Qualifications (RFQ) issued by PCH. The jury will shortlist five finalist teams who will visit the site and receive the Program and Design Guidelines for the Monument – subject to this approval. The second phase is set to start in spring 2020 with the issuance of a Request for Proposals (RFP). The design concepts will be presented to the ACPDR at the end of 2020 in preparation for the selection of the winning concept and Board approval in early 2021.

2.2 Project Site

Following the Board approval for the site in June 2019, a site analysis and a draft Site Master Plan was developed by consultants DTAH on behalf of the NCC. The purpose of this Site Master Plan is to provide a holistic understanding of the site's potential and to demonstrate that the site selected for the Monument would not compromise the intended use of the site as the future home of a national cultural institution as described in Canada's Capital Core Area Sector Plan (2005).

The draft Site Master Plan was presented to the ACPDR in February 2020 as a supporting document to frame the Monument program and design guidelines. The Plan set parameters for land uses, urban connectivity, transportation, key views, as well as the footprint, massing, height and frontages of the future Monument.

The Site Master Plan will be presented to the Board in tandem with the LeBreton Flats Master Concept Plan in fall 2020.

3. NCC Staff Analysis / Risks and Mitigations Measures

- VAC carried out an online public consultation, including the families of veterans which will inform the form and character and visitor's experience of the Monument (see Section 5: Consultations and Communications for additional details).

- The program and design guidelines – subject to this approval – will inform the designs proposals of the shortlisted teams.
- The Monument site is subject to two (2) view restrictions:
 - a) from viewpoint 16 of the NCC Views Protection Document limiting the Monument’s height; and
 - b) from Regeneration Hall to the Peace Tower which will influence the height, massing and size of the Monument.
- The Monument site is also subject to two easements (Hydro and City of Ottawa service access) which were known by the Proponent prior to site selection.
- The exact footprint of the Monument site has not been prescribed, allowing for some flexibility with respect to Monument siting within the site.
- The recommended scale is defined as a medium size monument, with a maximum height of 7 meters.
- Massing may need to be divided into components due to existing underground services.
- The Monument may be multifaceted since it will be approached from several directions.
- The proposed materials are to be durable, noble and easy to maintain.
- The site location represents an opportunity for a landmark Monument.
- Three vantage points have been chosen for the best visibility of the Monument by different modes of transportation. These views will be provided to the finalist teams for their monument integration simulation.
- Since neither the Bronson Channel nor the storm water pond is intended for leisure use, the connection to nearby water is visual only.

3.1 ACPDR Comment Resolution

- At the February 2020 ACPDR meeting (refer to Appendix 2), the committee expressed support for the design guidelines and draft Site Master Plan. They recommended completing the Site Master Plan and cautioned that the traffic on Booth Street will present an acoustic design challenge if trying to design a space for contemplation. They also indicated that a height of over 7 meters could be reconsidered. NCC staff re-assessed the maximum height prescribed in the design guidelines and concluded that 7 meters was the appropriate limit.
- Other comments from members of the ACPDR have been addressed in the final version of the design guidelines.
- The Site Master Plan will undergo additional review and possible modifications prior to Board Approval, as a result of coordination with the ongoing development of the LeBreton Flats Master Concept Plan.

4. Strategic Links

- NCC Mandate: “to set the long-term urban planning directions for federal lands, to guide and control the use and development of federal lands in Canada’s Capital Region, to maintain heritage sites in the National Capital Region, such as the official residences and commemorative sites.”

- NCC Corporate Plan (2019-2020 to 2023-2024), Guiding Principle: “Collaboration... add value as a partner with our stakeholders, the public and all orders of government, to create lasting legacies.”
- NCC Plan for Canada’s Capital (2017-2067) policy: “Celebrate Canadian values and achievements”.
- NCC Canada’s Capital Core Area Sector Plan (2005). “Consider the undeveloped site east of the Canadian War Museum for a significant new cultural institution.” “Support the installation of commemorations at sites at Booth and Wellington streets, and at Lett and Wellington streets.”

5. Consultations and Communications

- VAC and PCH are responsible for consultation and communication.
- VAC initiated an online public consultation in January 2020 seeking input on design considerations from Veterans, family and other key stakeholders, including the general public and Indigenous groups.
- VAC sought feedback on three (3) key areas for the Monument’s design:
 - Monument Objectives
 - Visitor Experience
 - Form and Character

6. Next Steps

- Design competition launch: Spring 2020
- NCC Board Approval of the Site Master Plan: Fall/Winter 2020 in coordination with Approval of the Building LeBreton Master Concept Plan
- ACPDR presentation of design concepts: Fall/Winter 2021
- Selection of winning design: Winter 2021
- NCC Board Approval of winning design: Winter 2021
- Detailed Design Development: Fall 2021

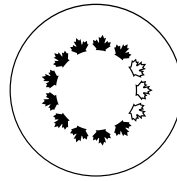
7. List of Appendices

Appendix A – National Monument to Canada’s Mission in Afghanistan Program and Design Guidelines, 75% Draft.

Appendix B – Excerpt of ACPDR Meeting Minutes, February 27-28, 2020

8. Authors of the Submission

Pierre Vaillancourt, Acting Vice President, Capital Planning Branch (CP)
Isabel Barrios, Director, Federal Approvals, Heritage and Archaeology Programs, CP
Jason Hutchison, Chief, Federal Design Approvals, CP
Iulia Madularu, A/Director, Design and Construction, CP
Yoland Charette, Chief, Landscape Architecture and Industrial Design, CP
Dorota Grudniewicz, Senior Landscape Architect, Design and Construction, CP



NATIONAL CAPITAL COMMISSION COMMISSION DE LA CAPITALE NATIONALE

Excerpt of the Minutes of the

Advisory Committee
on Planning, Design and Realty

Meeting of February 27 and 28, 2020

2020-P96 - National Monument to Canada's
Mission in Afghanistan – Draft Design
Guidelines and Site Master Plan (C)

Members received a presentation on the draft design guidelines and site master plan for the National Monument to Canada's Mission in Afghanistan. They appreciated the level of information that will encourage diverse creative ideas. They made the following comments:

Site Plan

- The site plan should be completed in the event of other pressures on the site that will come with time.
- The location of the monument will impact the service area, parking, etc.

Height

- The guidelines for height should be more flexible provided that the hierarchy of sites is respected.

Contemplative Character

- Auditory constraints should be known and viewed as a design challenge.

Extrait du procès-verbal du

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

Séance des 27 et 28 février 2020

2020-P96 - Monument commémoratif national
dédié à la mission du Canada en Afghanistan
– Ébauches des lignes directrices de design
et du Plan directeur d'aménagement du site
(C)

Les membres reçoivent une présentation sur l'ébauche des lignes directrices de design et du plan directeur d'aménagement du site du Monument commémoratif national dédié à la mission du Canada en Afghanistan. Ils apprécient la quantité d'informations qui vont encourager des idées créatives diverses. Ils font les commentaires suivants :

Plan du site

- Le plan du site devrait être complété dans l'éventualité d'autres pressions sur le site qui vont se faire sentir avec le temps.
- L'emplacement du monument va affecter l'aire de service, le stationnement, etc.

Hauteur

- Les lignes directrices régissant la hauteur devraient être plus souples, à condition que la hiérarchie des sites soit respectée.

Caractère contemplatif

- Les contraintes auditives devraient être connues et vues comme un défi pour la conception.

2020-P96 - National Monument to Canada's Mission in Afghanistan – Draft Design Guidelines and Site Master Plan (C)

2020-P96 - Monument commémoratif national dédié à la mission du Canada en Afghanistan – Ébauches des lignes directrices de design et du Plan directeur d'aménagement du site (C)

Competition Document

- No form should be suggested on the document to avoid bias.

Committee Secretary

Document du concours

- On ne devrait suggérer aucune forme dans le document pour éviter les biais.

Secrétaire des comités

CAROLINE BIED