

NATIONAL CAPITAL COMMISSION
COMMISSION DE LA CAPITALE NATIONALE

No.	2019-P96
To	Board of Directors
Date	2019-06-20

For DECISION

Subject/Title

Federal Land Use Approval – National Monument to Canada’s Mission in Afghanistan
– Site Selection

Purpose of the Submission

- To obtain land use approval for the preferred site for the National Monument to Canada’s Mission in Afghanistan.

Recommendation

- THAT the Federal Land Use for the Preferred Site for the National Monument to Canada’s Mission in Afghanistan be approved, pursuant to section 12 of the *National Capital Act*; subject to:
 - A Site Master Plan and Urban Design Guidelines being developed by the NCC to define the exact footprint for the monument and enable the development of design proposals.
- THAT the signature of the Federal Land Use Approval 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

2. Project Description

On May 8th, 2014, Veterans Affairs Canada (VAC) announced that a National Monument to Canada's Mission in Afghanistan (the "Monument") will be constructed in the Nation's Capital. The Project is being managed by the Department of Canadian Heritage (PCH) on behalf of VAC. The Monument will serve as a testament to the strength, courage and valour of Canadian Armed Forces members, police officers and civilians who served in Canada's Mission to Afghanistan.

The Monument is intended to provide a place of pilgrimage and reflection, to encourage public appreciation and understanding of the significance of Canada's mission in Afghanistan, and to allow public activities such as remembrance events. The Monument is intended to become an important landmark in the Capital's Core Area and more specifically in proximity to the Canadian War Museum. Within the established designations or 'Orders' of commemorations (Order 1 to 3), this is considered to be an 'Order 2' commemoration based on several factors including its national significance and budget.

The NCC's Board granted FLUA for this Monument at the Richmond Landing Upper Plaza site in January of 2015. Following consultations with the veterans' community, VAC requested a second review of potential sites for the Monument in 2016. The four locations selected from the inventory of commemorative sites in Canada's Capital Region and presented to VAC in the summer of 2016 were:

- Cartier Square Drill Hall
- Lawn of Canadian Phalanx
- Richmond Landing Upper Plaza
- West of the War Museum

On July 14, 2016, the majority of the VAC Commemoration Advisory Group endorsed the Richmond Landing Upper Plaza as the preferred site. Later, on October 5, 2016, VAC and DND hosted a stakeholder summit where the majority of participants selected a preferred site West of the War Museum. This site was not deemed compatible with the design and mandate of the War Museum and as such was not granted Federal Land Use Approval.

A new site selection exercise took place in the fall of 2018. The three sites presented to VAC were:

- North of the War Museum's North Entrance
- North of the War Museum's loading zone along the NCC multiuse pathway
- East of the War Museum

A detailed description of the final preferred site East of the War Museum can be found in the Appendices.

3. NCC Staff Analysis / Risks and Mitigations Measures

In regards to the selection of this site for the Monument, considerations include the following:

- The project generally aligns with the NCC's land use policy framework. 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 is not identified as a commemoration site in the NCC's Commemoration Strategic Plan's 'Inventory of Potential Commemorative Sites Study' (2008).
- A Draft National Capital Military Commemoration Plan prepared for the NCC in 2015 included a concept plan for this area that allowed for a new commemorative grove on this site while continuing to permit the future construction (or expansion) of a national cultural institution. This concept plan will form the basis for a site master plan East of Booth Street and North of Wellington to be developed by NCC staff.
- There is a strong thematic association between the site and its surroundings. The site is in close proximity to the Canadian War Museum. The site also features proximity to the Ottawa River, is surrounded by green space, making it an ideal spot for a Monument.
- The site's position and location in an area of high public visitation will enhance the visibility of the commemoration.
- The site is large enough to accommodate a medium-scale monument and significant gatherings.
- The site is owned by the NCC and is a part of the National Interest Land Mass (NILM).
- The site is level and will be easily made Universally Accessible.
- Ample public parking is located across the street, inside the Canadian War Museum with a signalized intersection providing pedestrian access to the commemoration site.
- The nature of the site is open and maintains a high level of visibility from both the street and the Ottawa River pathway.
- NCC staff will develop urban design guidelines for the design teams which will set the precise location of the Monument as well as provide limits on the scale and allowable materials. They will also address views protection, site context, microclimate, etc.

Other elements which will need to be considered as the design process evolves include:

- The site is directly east of the Canadian War Museum and as such, the design of the Memorial will be influenced by and must acknowledge the design of the Museum and its landscape as well as the river's edge. This is also true to a lesser extent with the National Holocaust Monument.
- The noise of the Traffic on the adjacent Booth Street will require some mitigation if a contemplative space is required.
- The site is within an area of 'Foreground Height Control' which may limit the height of the Memorial.
- The site is adjacent to a secondary service area used by the Ottawa Bluesfest.
- The location of underground utility infrastructure will require confirmation.

- Based on available information this is a contaminated site. The project budget will need to incorporate a contingency for an Environmental Site Assessment and subsequent soil and groundwater management plans.
- Assessment of required funding for ongoing maintenance of the commemoration and site independently from the project cost.

4. Strategic Links

- NCC Mandate to “*Guide and control the use and development of federal lands in Canada’s Capital Region; and maintain heritage sites in Canada’s Capital Region, such as ... commemorative sites.*”
- NCC Corporate Priority: 4. Initiate, renew and communicate land use plans, and provide timely and effective coordination of federal land use and design in the National Capital Region.
- NCC Plan for Canada’s Capital 2017-2067: *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.*
- NCC 2005 Core Area Sector Plan, containing the following goals for Capital Commemoration and Public Art:
 - *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.*
 - *Plan and design the siting of future commemorations and public art to support the creation of new places and connections within the Core Area, and to enhance linkages between the Capital and Civic realms. The Islands, Ruisseau de la Brasserie, Hotel de Ville, and the western portion of LeBreton Flats are areas where commemorations can support “place-making”.*
- Canada’s Capital Commemoration Strategic Plan (2006)
- Canada’s Capital Views Protection (2007)
- National Interest Land Mass (NILM) – The site is part of the NILM.

5. Consultations and Communications

PCH has engaged in consultations at the NCC’s request with VAC, and the Canadian War Museum. Following the Federal Land Use Approval on the site selection for the Monument, additional consultations will include:

- An online survey, providing the opportunity for Canadians across the country to participate. Questions will focus on design and visitor experience considerations for the Memorial.
- PCH, in collaboration with the NCC’s Indigenous Liaison Office, will engage the Algonquins of Kitigan Zibi and Pikwakanagan in discussion on the selected site.
- PCH will consult with groups that regularly put on events on the adjacent LeBreton Flats Park site in order to ensure that the Monument and events will not negatively impact each other.

- PCH will also consult with the Council for the National Holocaust Monument given the proximity of the Monument to the proposed site.
- PCH will hold a roundtable discussion with federal stakeholders to provide an update on the site selection and to outline the project's next steps. Stakeholders will include VAC, the NCC, the Department of National Defence, Global Affairs Canada and the Royal Mounted Police.

6. Next Steps

- Design competition – Phase 1 – Fall 2019
- Development of urban design guidelines – Fall / Winter 2019
- Presentation of urban design guidelines to the ACPDR – December 2019
- Selection of finalists – Winter / Spring 2020
- Design competition – Phase 2 – Spring 2020

7. List of Appendices

Appendix A – Site Description and Analysis, Plans and Section Drawings

Appendix B – Draft excerpt of the minutes of the ACPDR meeting, May 16-17, 2019

Appendix C – PCH Consultation Report

8. Authors of the Submission

Daniel Champagne, Executive Director, Capital Planning Branch (CP)

Isabel Barrios, Director, Federal Approvals, Heritage and Archaeology Programs, CP

Pierre Vaillancourt, Director, Design and Construction, CP

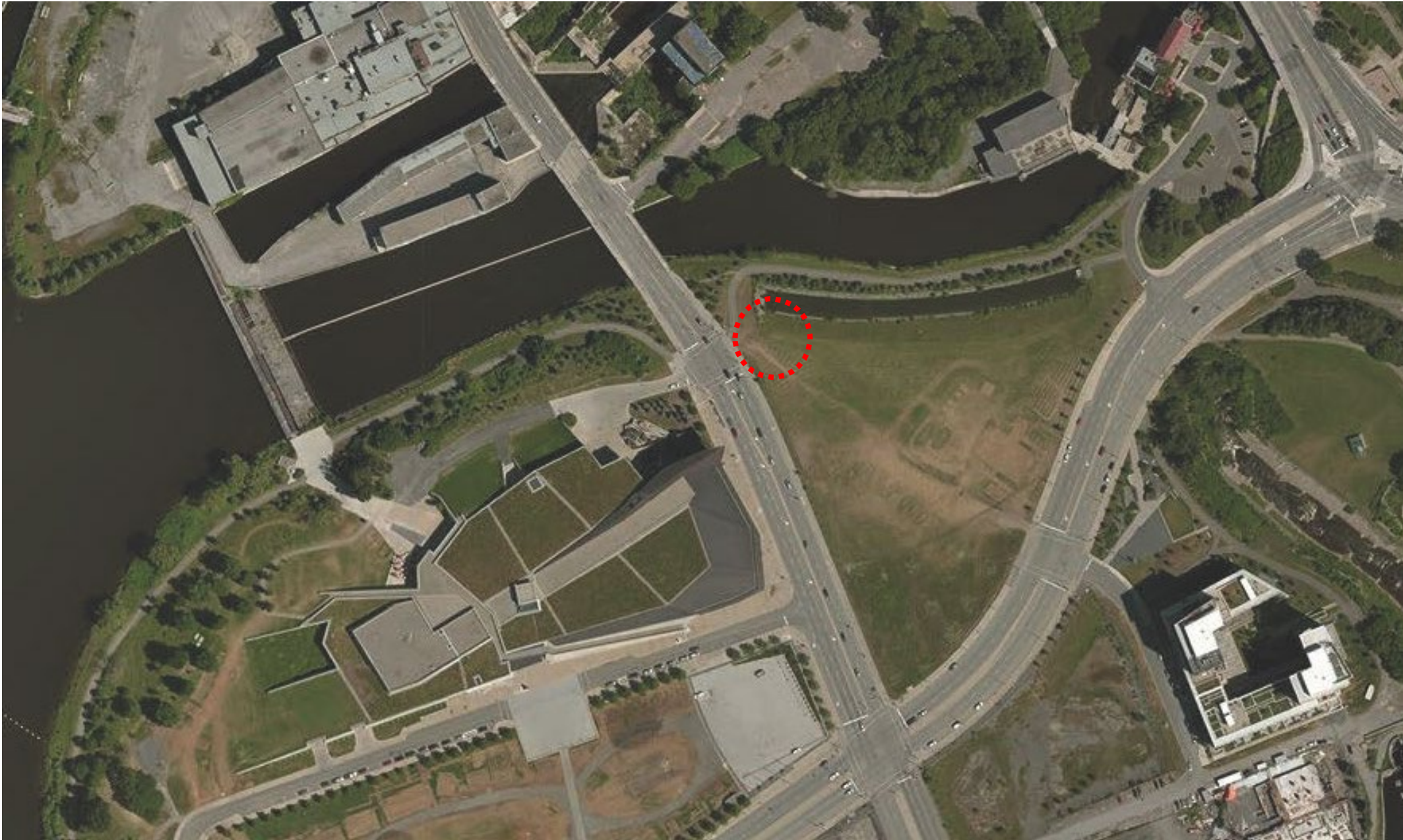
Jason Hutchison, Acting Chief, Federal Approvals, CP

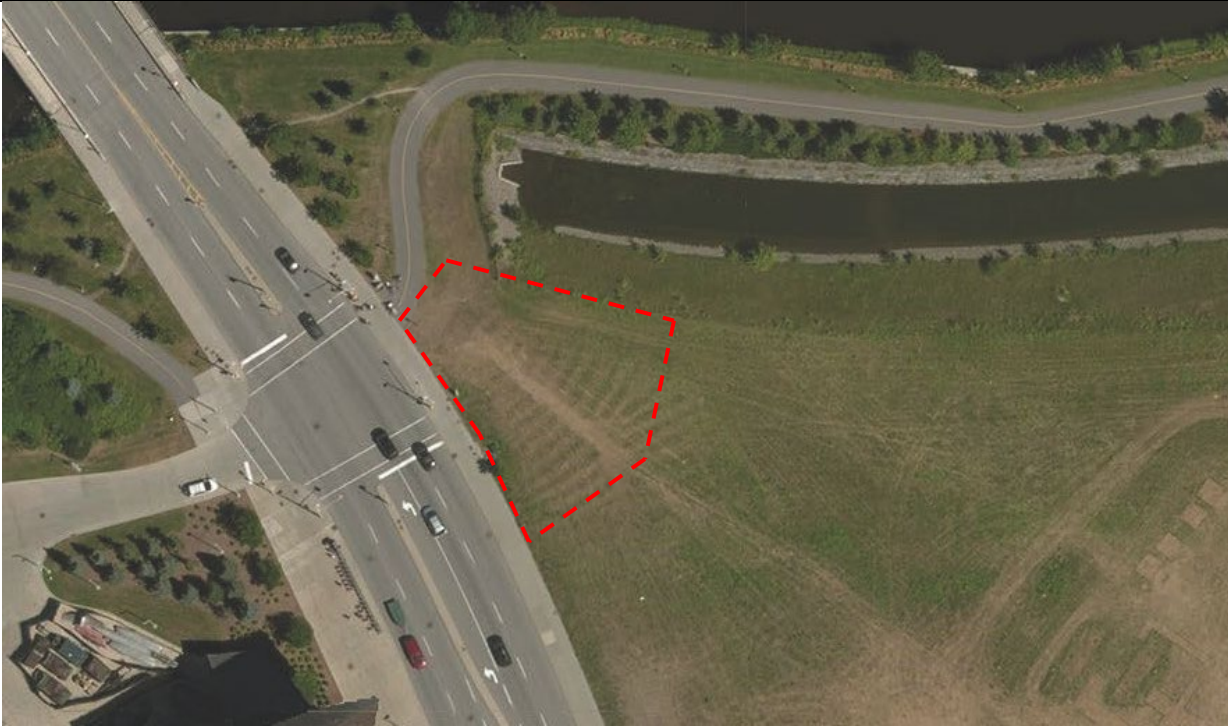
Yoland Charette, Chief, Landscape Architecture and Industrial Design, CP

National Memorial to Canada's Mission in Afghanistan

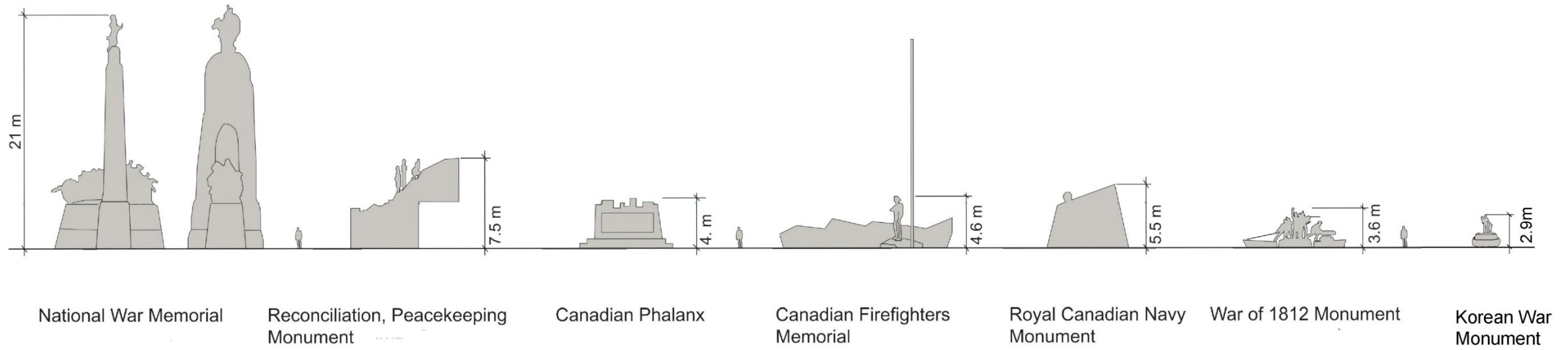
Potential Sites for discussion with VAC and PCH

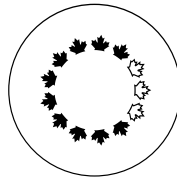
Prepared by the National Capital Commission (NCC) on November 1, 2018



	Site as per map number	Characteristics	Opportunities and Constraints	Photograph
3	LeBreton Riverfront – East of the Canadian War Museum	<p>Characteristics</p> <ul style="list-style-type: none"> - NCC owned - Low pre-contact archeological potential <p>Thematic Link</p> <ul style="list-style-type: none"> - Site identified in the Draft Capital Military Commemoration Plan - Canadian War Museum (CWM) and National Holocaust Monument in proximity <p>Access & Visibility</p> <ul style="list-style-type: none"> - UA accessible path adjacent - Visible and accessible from Capital Pathway - Future pedestrian link to the Zibi development to the North-East - Parking nearby (CWM) <p>Current Uses</p> <ul style="list-style-type: none"> - Grass area adjacent to paved path 	<p>Opportunities</p> <ul style="list-style-type: none"> - Excellent size (1000 sq.m), gathering space - Good visibility from Capital Pathways and Confederation Boulevard - Good access (including UA) - Good views towards National symbols and National Holocaust Monument <p>Constraints</p> <ul style="list-style-type: none"> - Contaminated soil, proximity to water may require EA - Retention pond may limit design flexibility 	

Scale Comparison of National Capital Monuments





NATIONAL CAPITAL COMMISSION COMMISSION DE LA CAPITALE NATIONALE

Excerpt of the Minutes of the

Advisory Committee
on Planning, Design and Realty

Meeting of May 16 and 17, 2019

2019-P96 - Federal Land Use Approval –
National Memorial to Canada's Mission in
Afghanistan – Site Selection (C)

These minutes have not been approved yet.

Members received a presentation on the site selection for the National Memorial to Canada's Mission in Afghanistan. They made the following comments:

Site Master Plan

- The preferred location is supported but a site analysis and master plan is needed for a holistic understanding of the site's potential. It should be demonstrated that this is the appropriate location for a monument as opposed to other areas of the site.
- It is important to have a sense of what else will be developed on the site in the future.
- The monument requirements need to be understood to allow planning for a comfortable gathering space.
- Stormwater management needs to be taken into account.
- North arrow, contour lines and cross

Extrait du procès-verbal du

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

Séance des 16 et 17 mai 2019

2019-P96 - Approbation fédérale d'utilisation
du sol - Monument commémoratif national
dédié à la mission du Canada en Afghanistan
– Sélection de l'emplacement (C)

Ce procès-verbal n'a pas encore été approuvé.

Les membres assistent à une présentation sur la sélection de l'emplacement du Monument commémoratif national dédié à la mission du Canada en Afghanistan. Ils font les commentaires suivants :

Plan directeur du site

- Les membres appuient l'emplacement privilégié mais une analyse et un plan directeur du site sont nécessaires pour comprendre le potentiel du site de façon globale. On doit faire la démonstration que c'est l'emplacement approprié pour un monument par opposition à d'autres endroits du site.
- Il est important d'avoir une idée de ce qui va être aménagé sur le site dans l'avenir.
- On doit comprendre les exigences du monument afin de permettre la planification d'un espace de rassemblement confortable.
- La gestion des eaux de pluie doit être prise en compte.
- La flèche indiquant le nord, les courbes de

2019-P96 - Federal Land Use Approval –
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Afghanistan – Site Selection (C)

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sections would be useful for understanding the site. Flood level information would also be helpful.

niveau, et des coupes transversales seraient utiles pour comprendre le site. L'information sur les niveaux de crues serait également utile.

Urban Context

- The site is in view of the service entrance to the Canadian War Museum. Screening should be considered.
- As it is located adjacent to a roadway, visibility from vehicles will be important.
- The hierarchy of monuments should be considered, as the site is visible from the National Holocaust Monument. Visual separation should be factored into the development of the urban design guidelines.

Contexte urbain

- Le site est situé dans la perspective de l'entrée de service du Musée canadien de la guerre. On devrait envisager de masquer la vue.
- Puisqu'il est situé près d'une voie de circulation, la visibilité à partir des véhicules sera importante.
- La hiérarchie des monuments devrait être prise en compte, puisque le site est visible du Monument national de l'Holocauste. On devrait prévoir une séparation visuelle dans l'élaboration des lignes directrices de conception.

Committee Secretary

Secrétaire des comités

Caroline Bied

National Monument to Canada's Mission in Afghanistan

Consultation Report prepared by the Department of Canadian Heritage

On request of Veterans Affairs Canada (VAC), the Department of Canadian Heritage (PCH) has applied to the NCC for Federal Land Use Approval (FLUA) for a new site to be considered for the National Monument to Canada's Mission in Afghanistan. This site is located on the east side of Booth Street, north of the National Holocaust Monument, near the water retention pond.

As part of this process, the NCC has requested consultation records/reports for the site selection as well as plans for future consultations. This information is included below.

Completed Consultations

Veterans Affairs Canada

On December 18, 2018 and at a subsequent site visit on February 20, 2019, Veterans Affairs Canada's Commemoration Advisory Group was consulted on two new sites proposed by the National Capital Commission for the National Monument to Canada's Mission in Afghanistan. The advisory group members endorsed LeBreton Riverfront East as their preferred location. In March 2019, VAC confirmed that this site had been identified as their Minister's preferred site for the Monument.

Canadian War Museum

In May 2019, Mr. Mark O'Neill, President and Chief Executive Officer of the Canadian Museum of History and the Canadian War Museum, confirmed in writing that the Canadian War Museum endorsed the decision to propose LeBreton Riverfront East as the location for the future Monument.

Moriyama & Teshima Architects

PCH consulted with Moriyama and Teshima Architects, the firm responsible for the design of the Canadian War Museum. They sought comments from Raymond Moriyama, the Museum's architect. Mr. Moriyama, while supportive of the Monument project, has concerns about the proposed site. He is of the opinion that, given that War Museum may use the parcel of land directly south of the proposed monument site for future expansion, the close proximity between the Monument and a future expansion would be problematic.

National Holocaust Monument Development Council

PCH informed Margi Oksner, Executive Director of the National Holocaust Monument Development Council that Federal Land Use Approval would be sought for the LeBreton Riverfront East site which is located north of the National Holocaust Monument. The Council reported that it had no concerns about the proposed site for the monument commemorating Canada's mission in Afghanistan.

Algonquins of Kitigan Zibi and Pikwakanagan

PCH, VAC and NCC project staff will meet with the NCC's Aboriginal Liaison Office to discuss the best way to engage with the Algonquins of Kitigan Zibi and Pikwakanagan on the proposed site. These discussions should take place prior to the June 2019 NCC Board of Directors meeting. These meetings will be scheduled shortly. Additional engagement with these communities will also happen at key milestones of the project.

Future Consultations and Engagement

Once the NCC Board of directors renders a decision on the Federal Land Use request for this Monument, the following will be undertaken:

Other Federal Stakeholders

PCH will hold a roundtable discussion with federal stakeholders to provide an update on the site selection and to outline the project's next steps. Stakeholders will include VAC, the NCC, the Department of National Defence, Global Affairs Canada and the Royal Canadian Mounted Police. This discussion should take place for early winter 2020.

Public Engagement

As part of the design competition, PCH will hold a public viewing of the finalist team concepts and will conduct an online survey, which will be posted on a dedicated page on the department's website. The public will be invited to provide comments on the short-listed designs taking into account the criteria the jury will use in their evaluation process.

PCH and VAC social media channels, including Facebook and Twitter, will be used to promote public engagement. The survey will remain open for 7-10 days. Once the public viewing and the survey are complete, PCH will analyze the results and produce a summary report which will be relayed to the jury for their consideration.