



CANADA'S CAPITAL
COMMEMORATION STRATEGIC PLAN

JUNE 2006

Également disponible en français.

For more information please contact the NCC by e-mail at info@ncc-ccn.ca or by phone at **(613) 239-5555** or **1 800 704-8227 (toll-free)**, or visit the website at www.canadacapital.gc.ca

Approved by the Board of Directors, National Capital Commission, June 2006
Cover photo: *The Response*, National War Memorial, Vernon March, 1926–1932

INTRODUCTION

The National Capital Commission (NCC) has a mission “to make the Capital a symbolic meeting place for Canadians.” Commemorative monuments are a powerful tool that helps the NCC to address this mission. By representing Canadians and Canadian history in the Capital, monuments of national symbolic importance express our enduring values, our connections to the past and our aspirations for the future.

The NCC is the lead federal agency responsible for approving the location and design of new commemorative works on federal lands in Canada’s Capital Region. To help guide decisions relating to new commemorations over the next 20 years, the NCC recently embarked on a review of the commemorations program.

The results of this planning exercise, which involved consultation with commemoration partners, municipalities and other stakeholders, were presented in draft form by the consulting firms of Julian Smith and Associates, Phillips Farevaag Smallenberg, and Contentworks. The planning exercise involved the development of an urban design framework and a thematic framework, a review of the NCC commemorations policy and procedures, and an initial survey of potential commemorative sites in the Capital.

The plan is an integral part of a larger set of documents prepared by the NCC to articulate a vision for the Capital following a broad direction established for commemorations in the *Plan for Canada’s Capital*. It notes the need to “locate commemorations where the subjects are appropriate to the nature, significance and environment of the site, and where their symbolic importance and prestige are enhanced by virtue of association with the site,” as well as “to promote the under-represented themes in public art and commemorations.”

Canada’s Capital Core Area Sector Plan 2005 is the lead policy document governing the development of federal lands in the core area over the next 20 years. In addition, the 2005 *Reflecting a Nation: Public Programming and Activities Vision for the Core Area of Canada’s Capital* established a clear direction for this plan. It calls for a Capital that is more representative of Canada and Canadians, and for the development of new spaces in the Capital that convey symbolic importance.

TABLE OF CONTENTS

Purpose and Scope.....	2
Vision and Values.....	4
Typology	5
Background	6
Context for Commemorations in the Capital	8
Conceptual Framework	11
Thematic Approach	11
Thematic Conceptual Framework	12
Urban Design Approach	14
Urban Design Conceptual Framework	16
Site Orders	18
Siting Commemorations	19
Policy and Procedures Summary	23
Mandatory Evaluation Criteria	23
Coordination	26
Plan Administration	26
General Considerations	26
Strategic Environmental Assessment	27
Plan Modifications and Review	27
Monitoring and Evaluation	28
Inquiries	28
Appendix A: Public Consultation, Planning Process and Planning Teams	29
Appendix B: Glossary of Terms	32
Appendix C: Strategic Environmental Assessment Summary	34
Appendix D: Federal Land Use Approval Summary.....	34



PURPOSE AND SCOPE

PURPOSE OF THE PLAN

This plan provides a framework for the appropriate siting of future commemorations in the core area of Canada's Capital Region (CCR) and sets guidelines for achieving balance and diversity of subject matter in the program.

PLAN USERS

The main stakeholders for this plan are the Canadian people; the residents of the National Capital Region; the Government of Canada, and in particular government departments and agencies that have commemorative programs; municipal and provincial/territorial governments; potential proponents; and various branches of the NCC.

SCOPE

While the guiding principles, policies and procedures that result from this plan apply to the whole of CCR, the siting of future commemorations will focus on the Capital Core Area, and in particular along Confederation Boulevard. This focus is not new: commemorations in the past have tended to concentrate in the central Capital, where there are currently many potent symbols of national identity—especially on Parliament Hill and around Confederation Square. It is here that visitors to the Capital expect to discover visible markers of Canada's story, and that central focus will be maintained for the foreseeable future. At the same time, however, efforts will be made to extend the reach of commemorative programs away from Parliament Hill and Confederation Square and to distribute monuments more evenly along Confederation Boulevard.

OPPORTUNITIES AND ISSUES:

Canada's Capital Core Area Sector Plan identified the following:*

- The existing number and scale of commemorations in the core area is less than that found in many national capitals of the Western world.
- The need for and nature of elements to be commemorated will continue to evolve as Canada evolves. The NCC should endeavour to safeguard sites for future generations, particularly high-profile sites such as the Confederation Boulevard Landmark Nodes.
- There are a variety of interesting national stories and subjects that have not been commemorated in the Capital. The telling of these stories or

commemoration of these nationally significant people, events and ideas will enhance the overall core area message, and allow for a rich thematic experience around Confederation Boulevard.

- The siting of commemorations can help define and strengthen important settings, destinations and links in the core area. Commemoration and public art contribute to the creation of people places, places of gathering, remembrance and celebration.
- Coordination with civic commemorations and public art programs presents an opportunity to provide greater harmony for symbolism and cognitive mapping/orientation throughout the core area.

**Approved by the NCC in June 2005.*



Bird's-eye view of Confederation Boulevard

Confederation Boulevard connects the Quebec and Ontario regions of the Capital.



CAPITAL CORE AREA

The Capital Core Area, centring on Parliament Hill and the Parliamentary and Judicial precincts, is the hub of CCR. The core area extends over approximately 10 square kilometres on both sides of the Ottawa River, encompassing the downtown portions of Ottawa in Ontario and Gatineau in Quebec. These two cities, with a combined population of over one million people, form the fourth largest metropolitan area in the country.

CONFEDERATION BOULEVARD

Confederation Boulevard is the Capital's ceremonial route, linking many of the national attractions and symbols. This discovery route is located within the Capital Core Area and encircles the downtown areas of the cities of Ottawa and Gatineau on both sides of the Ottawa River. It also extends to the residences of the Governor General and the Prime Minister on Sussex Drive, and down Elgin Street to Laurier Avenue. The Boulevard links many of the Capital's major landmarks, including the Parliament Buildings, the Supreme Court of Canada, the Canadian Museum of Civilization, the National Gallery, Rideau Hall and several embassies.

STRATEGIC OBJECTIVES

- To enhance and support the NCC's mission by creating a Capital that represents Canada, Canadians, our values, accomplishments and aspirations.
- To facilitate the efficient and effective realization of commemorations that feature Canada to its people, and present events or ideas in visible, accessible and symbolically appropriate locations within the Capital Core Area.
- To safeguard high-profile sites for the commemoration needs of future generations.
- To extend the focus of commemorations beyond Parliament Hill, Confederation Square and Rideau Hall.
- To help make the Capital a more beautiful and captivating place.
- To coordinate with other agencies and partners in the review of proposals and approval of commemoration projects in Canada's Capital.



National Aboriginal Veterans Monument

Noel Lloyd Pinay, 2001

A recommendation calls for more commemorations to Canada's Aboriginal peoples.

Vision Statement
By the year 2025, Canada's Capital commemorations will be regarded as one of the nation's most important and valued national assets that express our enduring values, our connections to the past and our aspirations for the future. They will portray to the world a representative, vibrant and inspirational series of works that enrich the urban fabric and contribute to a memorable Capital experience.

VISION AND VALUES

VISION

In the past, commemorations in Canada's Capital were chosen on an ad hoc basis in response to proposals from organizations, groups and individuals. This Plan endeavours to encourage major and minor commemorations that together represent the broad and diverse story of Canada as portrayed in the Capital. Commemorations can play an important role in reflecting Canada and Canadians within CCR. They can help define what it means to be Canadian and to shape the experience of the Capital.

VALUES

An important aspect of creating a vision for commemorations is an understanding of a country's values, for it is these values that we wish to represent through commemorations. A summary of opinion polls and government research identifies a number of fundamental Canadian values as follows:

- Peace, order and good government
- Equality
- Democracy

- Cultural diversity
- Linguistic duality
- Cultural excellence
- Environmentalism.

NATIONAL COMMEMORATIONS

Public commemorations are those that are either publicly funded and implemented or those that are privately initiated and funded, but are placed in a public space. Tangible commemorations are physical markers in the

landscape and may include, for example, statues and fountains. When placed within public spaces that are themselves of national interest, their intent is particularly clear. A national commemoration ensures that the memories represented have historical integrity and a level of shared meaning for all citizens of the country. Commemorations must also contribute positively to the urban fabric of the area where they are located.

Definition of Commemoration

“Commemoration” in its most basic sense means an act of honouring the memory of a person, event or idea. Commemorations can be public or private, national or local, tangible or intangible, monumental or modest in scale, permanent or temporary. The subjects can also be particular (honouring a single person or event) or general (for example, extolling an idea or movement).

This Plan limits itself to commemorations that are public, tangible, permanent and national in interest.

TYPOLGY

The physical size and form of commemorations are as varied as their subjects and as the people or agencies who sponsor them. The following is a brief summary of the types of commemorations as described in *Capital Commemorations: An Urban Design Study for Memorials in the Core of the National Capital*. This study was prepared by du Toit, Allsopp, and Hillier for the NCC in 1988.

FIGURATIVE STATUES

Figurative statues, which depict people and sometimes animals, are among the oldest form of commemoration. Communities continue to memorialize an individual or group by installing a sculptural resemblance, which expresses some outstanding characteristic of the subject’s personality, life or activity. The mode of expression can be from highly abstract to very realistic.

“CLASSICAL” NON-REPRESENTATIVE COMMEMORATIONS

There are objects and monumental structures, most of which are based on models from classical antiquity, which are traditionally associated with commemoration. They include Greco-Roman temples, triumphal arches, obelisks, columns, cenotaphs and free-standing tablets. These forms symbolize rather than literally represent important people or events, although they are frequently accompanied by representational sculpture and embellished with literal messages. They tend to be used at a very large, monumental scale as landmarks in their open landscape or city settings, such as the Canada’s National War Memorial, *The Response*.



Colonel By Fountain

Sir Charles Barry, 1845

This fountain to Colonel By, which originally stood in Trafalgar Square, London, is a central feature of Confederation Park.

“LAND ART” COMMEMORATIONS

In recent decades, many of the traditional forms of commemoration have been seriously questioned. One artistic movement, which has strongly influenced ideas on this topic, has variously been described as “land art,” “earthworks,” or “environmental art.” Though it has many sculptural expressions, this art form deals with elements, which fully engage and are inextricably bound to the sites. (e.g. Vietnam Veterans Memorial, Washington)

FOUNTAINS

For centuries, fountains have been used in many cultures as emblems of pride and commemoration; they serve as central features in urban settings. Their celebratory, aesthetic, tactile and acoustic properties contribute to their broad appeal.

PLAQUES AND MEDALLIONS

Plaques and medallions are usually inscribed, or are bas-relief tablets relying on simple symbols to convey their commemorative messages. They are applied to vertical surfaces or set in the ground. One example is the Sappers’ Bridge plaque).

MEMENTOES

Mementoes are objects, that are taken from their original context and are considered important because of their association with a person, place, event or idea (e.g. Victoria Tower Bell, Parliament Hill).

A SPACE AS A COMMEMORATION

Although they are most commonly thought of as things or objects, commemorations can also be spaces such as plazas, squares, streets or gardens.



Boat Sight

John McEwen, 1984

Boat Sight is an example of public art. The piece is located in Gatineau, Quebec.



Sappers' Bridge commemoration plaque

The purpose of interpretation is to broaden one's understanding of the importance of the subject.



Sir Wilfrid Laurier

Joseph-Émile Brunet, 1927

One of a number of monuments to Canadian prime ministers. Parliament Hill is nearing capacity for monuments.

BACKGROUND

OTHER ELEMENTS

Other elements that are not considered commemorative but require definition within this document are described in the following paragraphs.

Dedications

These elements, which are installed primarily for their use or function, include benches, trees, paving stones, planting beds, civic structures, and street and park furnishings. They serve to communicate the contribution of individuals and to mark events, generally meaningful to a specific community of people.

Interpretation

Interpretation panels and outdoor exhibits, like commemorations, promote appreciation of persons, places and events of importance. Their intent, however, is not to “honour” but rather to educate and to provide an understanding of the significance of the subject.

Civic and Public Art

Other forms of cultural expression that may appear within the landscape of a country or a capital, include civic art and public art. These forms of expression are not included within the definition of commemorations for the purpose of this plan. Civic art is art that is part of public works, such as statuary, gardens or unique street furnishings. Public art is a work located in the public realm and created for the purpose of public appreciation and enjoyment.

HISTORICAL CONTEXT

Canada became an independent country in 1867. At that time, the most powerful visual symbol of the new country was an emerging complex of federal buildings on Parliament Hill in Ottawa. These buildings, looming over the Ottawa River in a dramatic natural setting, gradually became the focal point of a new national identity. In the 20th century, two other landmark symbols were constructed in Canada's Capital, each reflecting a different moment in Canada's national life. They are *The Response* The National War Memorial (1939) and the Peacekeeping Monument, *Reconciliation* (1992).

These three landmarks are the only major commemorative markers in the Capital that tell the broad story of Canada's history and accomplishments. Smaller commemorations, where they exist, tend to crowd around them. Parliament Hill, with many statues of former prime ministers, has become

a place for honouring our political history. Confederation Square, the site of the National War Memorial and, more recently, the *Tomb of the Unknown Soldier*, is where we commemorate our military history. Other broad themes of Canadian history, including the country's accomplishments in international affairs, in cultural and intellectual realms, in social and community life, and in industry, science and technology, are overwhelmingly lacking in the Capital's commemorative story.

The NCC assumed responsibility for commemorations in the relatively recent past. Other entities performed that role throughout most of the 19th and 20th centuries. For example, it was the former Department of Public Works that erected most federal commemorations between 1870 and 1940. Other early commemorations tended to be civic monuments created by local groups. Many of these



Sir John A. Macdonald

Louis-Philippe Hébert, 1895
Canada's first prime minister.

Parliament Hill has a separate review process for approving commemorations administered by Public Works and Government Services Canada.



Samuel de Champlain

Jéremie Giles, 2004

Other agencies within the Capital region have commemorative programs. This City of Gatineau monument is one of the newest installations in the Capital region.

monuments came under NCC authority when the federal government acquired the land on which they sit. It is only in the past 20 years that the NCC has been recognized as the official custodian of commemorations in the Capital. In recent years, private, government and international organizations have demonstrated growing interest in working with the NCC to create commemorations in Canada's Capital.

NATIONAL CAPITAL ACT

The NCC is mandated under the National Capital Act to approve the siting and design of all commemorative structures on federal lands within CCR. NCC policies set criteria for the approval of commemorative subjects and require that the location, design and setting of each commemoration be subject to Federal Land Use and Design Approvals. This is a statutory responsibility undertaken by

the NCC and relating to all federal lands in CCR. The NCC is also mandated under the Act to support commemorative programming in CCR.

COMMEMORATIONS ON PARLIAMENT HILL

On Parliament Hill, permanent commemorative structures have historically required the approval of the House of Commons and Senate. Commemorations within the buildings of the precinct fall under the jurisdiction of the Speaker of the House, the Speaker of the Senate and the Parliamentary Librarian. The installation of a commemoration on the grounds of Parliament Hill requires an additional separate review process and approval by the NCC. The Federal Heritage Buildings Review Office (FHBRO) has responsibility for reviewing, and endorsing or recommending against, any intervention to the "classified" landscape.

OFFICIAL RESIDENCES—RIDEAU HALL

The residence of the Governor General is the only official residence that has the potential for public commemorations. Commemorations and legacies on the grounds of Rideau Hall, one of the portfolio of official residences, must satisfy the Rideau Hall Landscape Design and Site Management Guidelines and the NCC policy on the approval process for commemorations on federal lands.

Proposals also require review by the FHBRO, due to the "classified" nature of the grounds, as well as by the Advisory Committee of Official Residences of Canada (ACORC) and, potentially, by other NCC Advisory Committees prior to final approval by the NCC.

OTHER DEPARTMENTS, AGENCIES AND MUNICIPALITIES

Canadian Heritage, Parks Canada, Public Works and Government Services Canada, Veterans Affairs Canada and National Defence have national commemorative programs of their own that include commemorations in CCR. Two federal committees share information with members on upcoming commemorative programs in the Capital: Canadian Heritage's Intergovernmental Committee on Commemorations and the Federal Advisory Council on Remembrance, which is chaired by Veterans Affairs Canada.

Close collaboration with the cities of Ottawa and Gatineau is important to ensure a concerted approach, to enrich national stories with local and civic stories when appropriate, and to ensure consistency across all official plans.



View of the Capital region from Parliament Hill.



Canada's Capital Region
There are many scenic points of entry into the core area.

CONTEXT FOR COMMEMORATIONS IN THE CAPITAL

As noted, the implementation focus of this strategic plan is the Capital Core Area and, in particular, Confederation Boulevard. This core area, however, must be considered in the context of CCR, and the region has to be understood in the context of the country as a whole.

THE COUNTRY

Canada is a geographically immense country with a multi-layered history. It is a nation with a complexity of national and regional identities, linguistic and cultural identities, personal and collective identities. If anything, it is the acceptance of the cultural complexities that has created a sense of purpose, which is reflected in our core values.

Canada's cultural diversity is evident through the broad range of commemorative installations across the country that have been initiated at the national, provincial/territorial, municipal and community levels. Parks Canada operates more than 800 national historic sites across the country. These sites commemorate people, places and events of national historic importance, and reflect defining moments in Canadian history. There are also four commemorations in France and Belgium that pay tribute to Canadian valour in the First and Second World Wars. Canada also has a great range of natural diversity, which provides a range of settings for these cultural commemorations. This diversity is reflected in one of the world's largest systems of national and provincial parks. Although they are not commemorations in the usual sense,

the parks mark many of the places that represent the mental image of the country for both indigenous peoples and more recent immigrants and settlers. Many of these landscapes serve as icons of Canadian identity, such as Banff National Park.

More complicated than the diversity of commemorations and their settings is the issue of unity within diversity, of common ideals that transcend individual identities. It is here that CCR, an area of rich urban, rural and wilderness landscapes, has a particular role to play: that of representing the country to itself and to the international community.

THE REGION

CCR has an urban structure somewhat unique among national capitals worldwide. While some capitals are care-

fully planned seats of political power, where the capital function dictates the overall urban form, other national capitals are located in cities that predate the capital function, resulting in a more organic form that combines the capital role and the urban function. Canada's Capital exists somewhere between these two extremes. The widening of roads and the creation of vistas were not imposed on Canada's Capital; instead an intricate series of romantic and picturesque avenues and pathways were woven through the urban fabric.

Almost all of these corridors lead to the centre, to Parliament Hill, to federal institutions and other national destinations within the hub of the Capital Core Area, defined by Confederation Boulevard.

Artist's concept of a future commemoration in the Capital.



Canada's Capital Core Area celebrates our values, accomplishments and ties to this country.

Commemorations at the Regional Level

Most visitors to the National Capital intersect these routes, and may travel along the numerous scenic federal roadways, which are a part of the experience of arriving in and moving through the Capital.

People use high-speed modes of transportation, primarily car or bus, to move about within the region. These patterns of movement are significant for the placement of commemorations. Commemorative markers along transportation corridors must be of a large enough scale to be visible at high speed. They must also be located at key points of orientation within the regional landscape and act as visible landmarks within the natural and built environment.

The relationship of the viewer and the commemoration is, in these cases, distant rather than intimate, momentary rather than extended, dynamic rather than focused. These types of commemorations can play an important role in introducing visitors to the thematic and urban structure of the Capital and can be key points of reference in the urban landscape for residents and visitors alike. Planning commemorations in strategic locations in the region will be included in long-range, future land-use planning.

THE CAPITAL CORE AREA

Commemorations have been traditionally located in the core area, as it is the centre of cultural, governmental, commercial and business activity in the Capital. As this central area remains the main focus for residents and visitors alike, it is expected to continue as the preferred location for new commemorations in the 21st century. The Confederation Boulevard sector is the location of primary federal institutions related to governance and expressions of national culture. The core is in fact the destination of choice for visitors to CCR and the focus of programming and visitor services. Encouraging the siting of future commemorations in this area is also in keeping with values of sustainability, through the use of public transportation and pedestrian experiences.

CORE AREA STRUCTURE

The core area, in particular Confederation Boulevard, provides a most appropriate setting for commemorations, with its key nodes and intersections, parkways, parks and bridges all within the larger system of federal pathways and green spaces. It also contains, and connects to, a vast network of pathways for cyclists, joggers, in-line skaters and others. The landscape settings of major federal institutions also offer rich pedestrian environments that provide an alternative way of touring the federal realm.



The core area, and in particular Confederation Boulevard, will continue as the preferred locations for commemorations in the future.

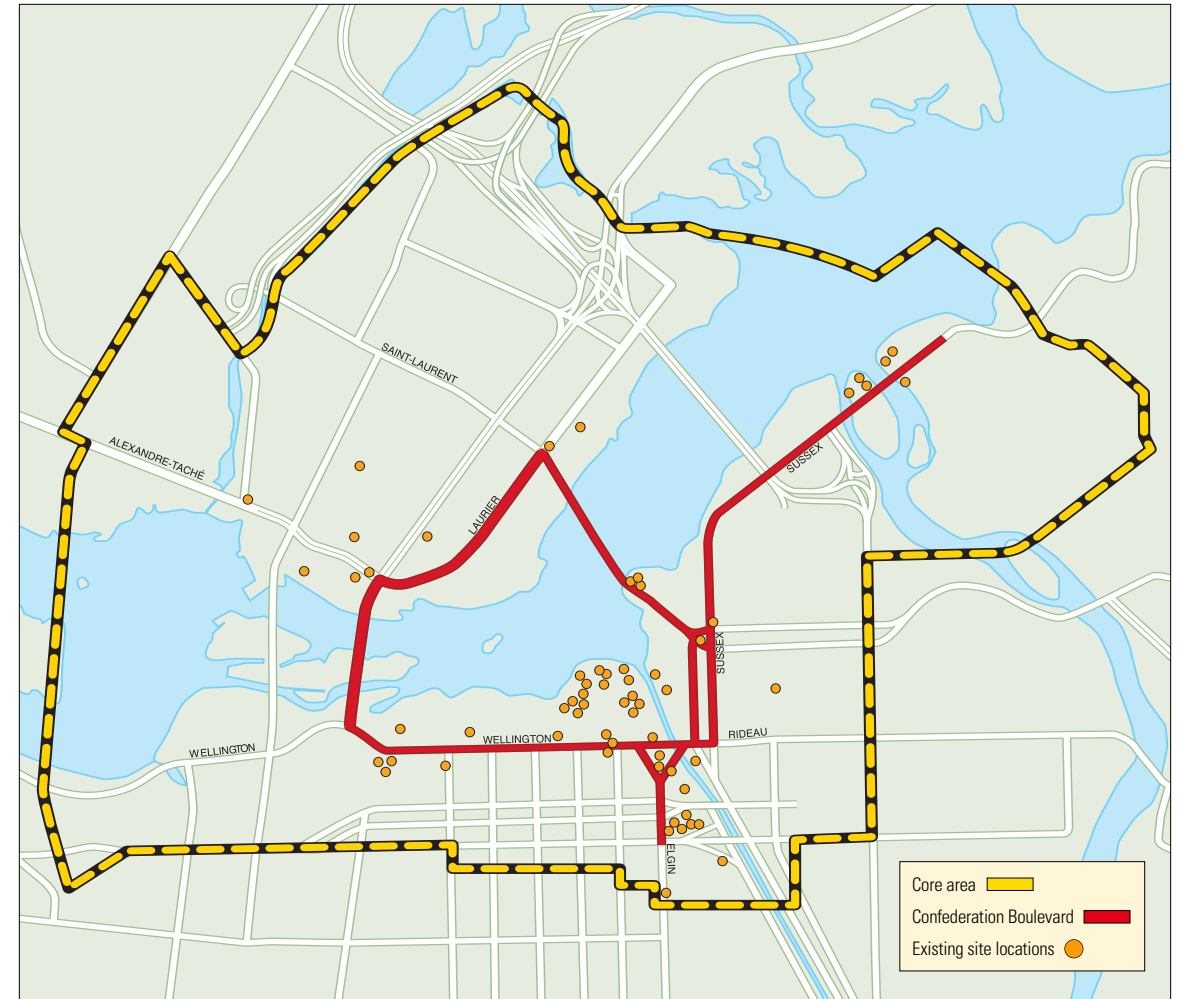
Commemorations at the Core Area Level

The core area, with its strong pedestrian focus, provides the most appropriate setting for commemorations. The area contains many hotels and visitor facilities. Although vehicular traffic is still significant, people are encouraged to explore on foot.

Such an environment allows for the integration of commemorations that can be appreciated at almost any scale. There is the opportunity for direct engagement, not only with the form and siting of the commemorations, but with the rituals and ceremonies that may surround them at certain times. It is here that Canadians gather on Canada Day and Remembrance Day, and on other key days of national commemoration and celebration.

Commemorations in areas of high pedestrian traffic receive significant exposure and are more likely to engage the visitor and contribute positively to the Capital experience.

Sites in these areas are therefore very attractive to proponents submitting new commemoration projects. The core area, and particularly the sites that have a clear federal identity, currently have the highest concentration of commemorations and the most pressure for new commemorations.



The majority of existing commemorations of national significance are clustered in the south east portion of the core area.



Tomb of the Unknown Soldier
 Mary Ann Lui (bronze only), 2000
 In many instances, commemorations require sites that can accommodate national ceremonies, an important role of the commemoration program.



William Lyon Mackenzie King
 Raoul Hunter, 1968
 Canada's longest-serving prime minister. The subject of most commemorations in the Capital fall under the themes of "Political Life" and "Peace and Security."

CONCEPTUAL FRAMEWORK

Many national leaders and planners over the years have expressed their hopes and ideals for the National Capital as a symbol of the larger country. Each expression has contributed to the evolution of the Capital's cultural landscape. In almost every case, the expression has included some reference to the contrast of the natural beauty and a developed urban landscape.

This plan examines both the physical context and the thematic context of commemorations. The physical context refers to a tangible aspect of commemorations,

specifically, their place within the Capital landscape. The thematic context represents the intangible aspect of commemorations, their place within the story of Canada. Prior to developing the conceptual framework, the planning team prepared a series of thematic and urban design principles and objectives that served as a foundation for the planning exercise.

THEMATIC APPROACH

THEMATIC PRINCIPLES

Thematic principles include the following:

- The richness and diversity of the Canadian people and the uniqueness of the Canadian experience will be communicated through commemorations;
- Confederation Boulevard's symbolic role will be strengthened through commemorations;
- People places, and places of gathering, remembrance, celebration and pageantry will be enhanced through commemorative programming;
- Canadian citizens' values will be represented in the Capital.
- The full scope of the Canadian story will significantly be represented around Confederation Boulevard.

THEMATIC OBJECTIVES

The thematic objectives include the following:

- To better reflect the identity and diversity of Canada and Canadians and encourage new commemorations that address the under-represented themes;
- To engage Canadians in a dialogue about commemorations;
- To support and encourage ceremonies and other forms of public programming that play a critical role in raising awareness and appreciation of commemorations and their thematic subjects.



Women Are Persons

Barbara Paterson, 2000

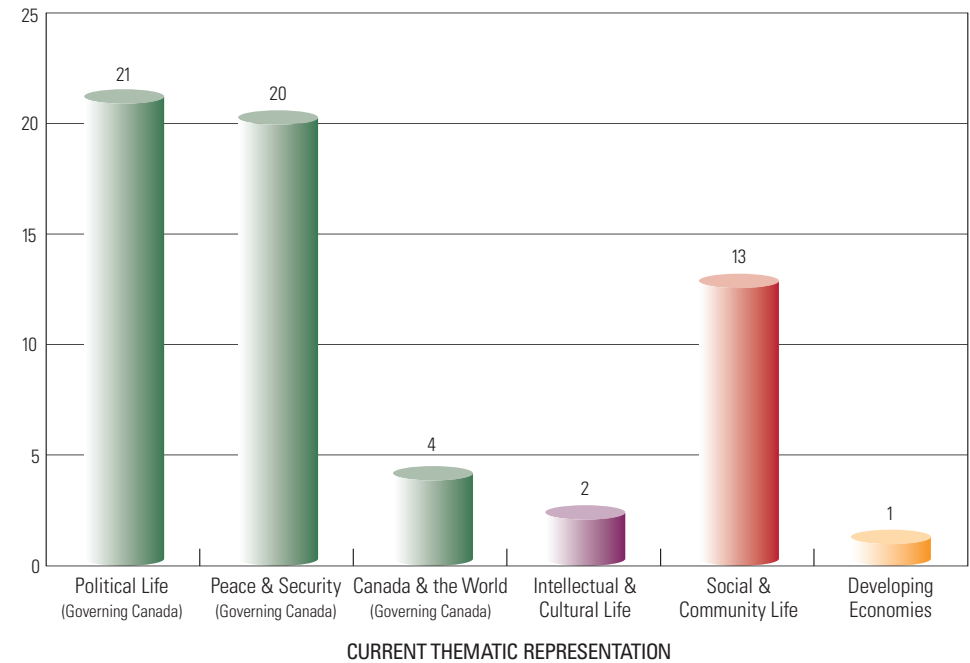
This monument honours the five women who fought the battle to have women recognized as “persons.” To date, only a few Capital monuments commemorate the role of women in Canadian history.

THEMATIC CONCEPTUAL FRAMEWORK

The purpose of creating a thematic framework is to clarify where a potential subject fits within the full range of Canadian ideas and endeavours. The thematic framework provides a way to assess subjects being considered for national commemoration on federal lands or on lands of national symbolic importance.

Considering the NCC’s mandate to represent Canada and Canadians through commemorations in CCR, a review of subjects already memorialized in the Capital was carried out. The purpose of the exercise was to determine the degree of balance and comprehensiveness in the range of Canadian “stories” covered to date. As a planning tool, the

NCC adopted the *National Historic Sites System Plan*. This thematic framework was developed and perfected by the National Historic Sites Branch of Parks Canada during 17 years of intensive research. The NHS System Plan, with its comprehensive list of Canadian commemorations and thematic review of Canadian history, was an appropriate guide for the NCC in developing its thematic framework. Given the role and function of a capital city, the NCC thematic framework does, however, place greater emphasis on the governance and international connections.



CANADA'S CAPITAL PROPOSED THEMES

The following is a system to classify themes and examples of related sub-themes by categories:

Political Life (Governing Canada)

- Politics and Political Process
- Government Institutions
- Confederation
- Political Groups

Peace and Security (Governing Canada)

- Military and Defence
- Community Protection

Canada and the World (Governing Canada)

- Diplomacy
- International Organizations
- Multilateral Affairs



Sundial

Parliament Hill, 1921

This is the only commemoration associated with the “Developing Economies” theme. It makes reference to the Royal Engineers and Miners.

Intellectual and Cultural Life

- Learning and the Arts
- Philosophy and Spirituality
- Sports and Leisure
- Architecture and Design

Social and Community Life

- Migration and Immigration
- Settlement
- Social Movements
- Education and Social Well-Being

Developing Economies

- Communications and Transportation
- Environmental Science
- Health Care
- Industry
- Scientific Discoveries
- Labour
- Trade and Commerce
- Extraction and Production

Priority Thematic Areas

In addition to priority themes, there are priority thematic areas. Thematic areas cut across or are a part of all six themes. The examination of under-represented areas in the Capital identified the following four areas:

1. Aboriginal Peoples
2. Ethnocultural Communities
3. Women
4. Environment.

PRIORITY THEMES

The analysis of Canada’s Capital revealed an extremely uneven pattern within the existing commemorations in CCR. Most subjects were found to fall into only two thematic areas, specifically “Political life” and “Peace and Security.” Four of the six national themes are seriously underrepresented. For example, the theme “intellectual and cultural which includes the sub-theme of sports, has only two commemorations in the Capital, namely the commemoration to Maurice Richard, *Never Give Up!* and *Share the Flame* (Olympic Torch Relay). Much work is ahead to pay tribute to Canada’s philosophers, writers, poets and other cultural icons of renown.

The NCC views as a priority those commemorative proposals that respond to these under-represented themes. This will ensure a better balance in representing the full Canadian experience in the Capital. The under-represented themes include the following:

1. Intellectual and Cultural Life
2. Social and Community Life
3. Developing Economies
4. Canada and the World



Commonwealth Air Force Memorial, 1959

Artist Unknown

The military commemorations on Green Island benefit from their close proximity to each other.



Confederation Boulevard—
The ceremonial route of
Canada's Capital.

URBAN DESIGN APPROACH

THEMATIC FRAMEWORK AND SITE SELECTION

Several locations along Confederation Boulevard favour similarly themed commemorations, given such factors as nearby institutions, other existing commemorations, heritage buildings and site prominence. Thematic groupings create synergy, resulting in more dynamic compositions that reinforces a given subject matter. For example, Sussex Drive lends itself to the theme of Governance (Canada and the world) given the location of the Lester B. Pearson Building and embassies. The achievements of a renowned Canadian scientist could be considered for the grounds of the National Research Council Canada.

The identification of thematic areas is not meant to imply that a specific subject associated with a theme must be located in a specific area. If, however, a commemoration will be enhanced by the context of a specific area, this factor will be considered in determining the location. Commemorations celebrating local heritage may also have important links to commemorations of national symbolic importance. Building on these connections by locating both in close proximity to each other contributes to the richness of the visitor experience.

Tangible commemorations must address the significance of the subject matter and must relate to the physical reality of the urban setting and structure. A successful commemoration is the positive culmination of a process that effectively communicates the importance of the subject and contributes to the form, structure and significance of the urban space.

The purpose of an urban design framework is to plan for the orderly and appropriate siting of commemorations. The framework will help create a comprehensive urban landscape that is attractive and sustainable, providing permanent symbols of shared values and ideas. The foundation for the framework rests on a series of principles and objectives.

URBAN DESIGN PRINCIPLES

The urban design principles developed for this plan include the following:

- Confederation Boulevard and its approaches will serve as the stage for national commemorations in the heart of CCR;
- Commemorations along Confederation Boulevard will strengthen its symbolic role, while reflecting the diversity and richness of Canada and the Canadian experience;
- High-profile sites will be reserved for future generation's commemorative needs;

Reconciliation, Peacekeeping Monument

Jack Harmon, 1992

In comparison with other G8 countries, Canada has very few large-scale commemorations. This landmark, erected in 1992, is one of few large-scale projects erected in the Capital in the 20th century.



Garden of the Provinces and Territories, 1962

Provincial and territorial emblems and sculptured fountains are part of the symbolism that defines the Garden.

- Commemorations located on lands radiating toward Confederation Boulevard will create a sense of anticipation as one approaches Confederation Boulevard;
- Commemorations in the core area will enhance the interconnection between the Capital and the communities;
- Site hierarchy will be reflected through the significance of the commemoration and appropriate design use of quality materials; site location and context will influence the selection and variety of materials;
- New commemorations shall not encroach on, or diminish, existing memorials or historical and cultural resources, in terms of proximity and presence, and with respect to content, zone of influence, skyline and viewscape;

- The Capital's four-season climate shall be considered and celebrated as part of the design process;
- Commemoration design and siting shall adhere to the principles of universal accessibility and sustainability; commemorations will be presented, preserved, protected and maintained so as to honour in perpetuity the subject of the commemoration.

URBAN DESIGN OBJECTIVES

The urban design objectives developed for this plan include the following:

- Protect and preserve Parliament Hill, Rideau Hall and Confederation Square for those commemorative proposals that meet key criteria for these sites;

- Expand the focus of commemorative activity in the core area and ensure that there is a balance of identified sites throughout the entire Confederation Boulevard route;
- Expand commemorative sites in parks, and along parkways, waterways and pathways that radiate toward Confederation Boulevard;
- Enhance the Capital's identity and prominence by encouraging large-scale, high-profile commemorations, where appropriate;
- Encourage a balance between open and natural landscape settings in the integration of the commemorations;
- Collaborate with municipalities and federal partners to ensure that urban design criteria recognize the

- distinction between the capital and civic roles and functions of Confederation Boulevard;
- Prioritize commemorative projects that support urban/civic revitalization efforts and municipal planning initiatives;
- Encourage commemorative forms that move away from the traditional, and encourage more innovative designs with respect to expression, views, scale, interaction and interpretation, where appropriate;
- Encourage the creative illumination of commemorations sensitive to location and environment;
- Consider visitor access to the core and entry points when designing the scale of the commemoration.



Canadian Tribute to Human Rights

Melvin Charney, 1989

This municipal commemoration located on Elgin Street at Lisgar Street is an example of an existing Gateway Node.

URBAN DESIGN CONCEPTUAL FRAMEWORK

INTRODUCTION

The urban design approach for this plan employs many elements and urban devices to mark and articulate the spatial sequence. These features are categorized according to their urban design role in the Capital.

CONFEDERATION BOULEVARD

Confederation Boulevard, as described on page 3 of this document, is the key defining structure for siting commemorations. The primary sites reserved for major commemorations are Landmark Nodes, located at key turning points of Confederation Boulevard, and Gateway Nodes that demarcate the corridor leading to a Landmark Node. Other site categories are briefly described here. However, a more detailed definition can be found in

Appendix B of this document. The nodes and corridors mapped on the illustration on page 17 indicates the proposed urban structure for major commemorations in the Capital core.

LANDMARK NODE

A Landmark Node is an area of great visual prominence and symbolic power, reserved for monumental commemorations that celebrate key events or ideas of national symbolic importance. Located at an intersection of principal streets found at critical turning points along Confederation Boulevard, it provides a strategic focus and identity to an area. The Landmark Nodes, which total seven, are the prime sites, destined to operate as key points of reference and to communicate the values and identity of

the nation. Only two of the seven Landmark Nodes have been developed to date, the National War Memorial, *The Response* and the Peacekeeping Monument, *Reconciliation*. The others should be developed with a similar approach to siting and form in order to create a meaningful place and appropriate setting for a major commemoration.

BOULEVARD CORRIDOR

A Boulevard Corridor is a segment of Confederation Boulevard that connects two Landmark Nodes.

BOULEVARD SITE

A Boulevard Site, located along a segment of Confederation Boulevard, can be either at street intersections, at terminal views along streets leading to Confederation Boulevard, or at other prominent locations. Some examples include the Supreme Court of Canada, or Sussex Drive North at King Edward Avenue.

GATEWAY NODE

A Gateway Node is a significant site that signals the approach to Confederation Boulevard and to a Landmark Node. As such, a Gateway Node heralds the entrance to the Capital core and the ceremonial route. These Gateway Nodes, seven in total, provide opportunities for commemorative installations that are complementary to their adjoining Landmark Nodes. Only one of the seven sites is presently occupied: Elgin Street / Lisgar Street, site of the Canadian Human Rights Monument.

GATEWAY CORRIDOR

A Gateway Corridor is a linear feature that connects a Gateway Node to a Landmark Node. These corridors lead to Confederation Boulevard, and physically and symbolically connect the national domain with the community.

GATEWAY SITE

A Gateway Site is a specifically identified point of reference along a Gateway Corridor, which helps to extend national themes of the core into the local community. Local/regional themes may be represented here.

ADJACENT CORRIDOR

An Adjacent Corridor can be a street, canal, bridge, river, walkway or recreational path that is located adjacent to the Boulevard Corridor or leading to it. Along an Adjacent Corridor, there are Order Three sites—that is, sites that are primarily experienced on an intimate scale and within a local or community context.

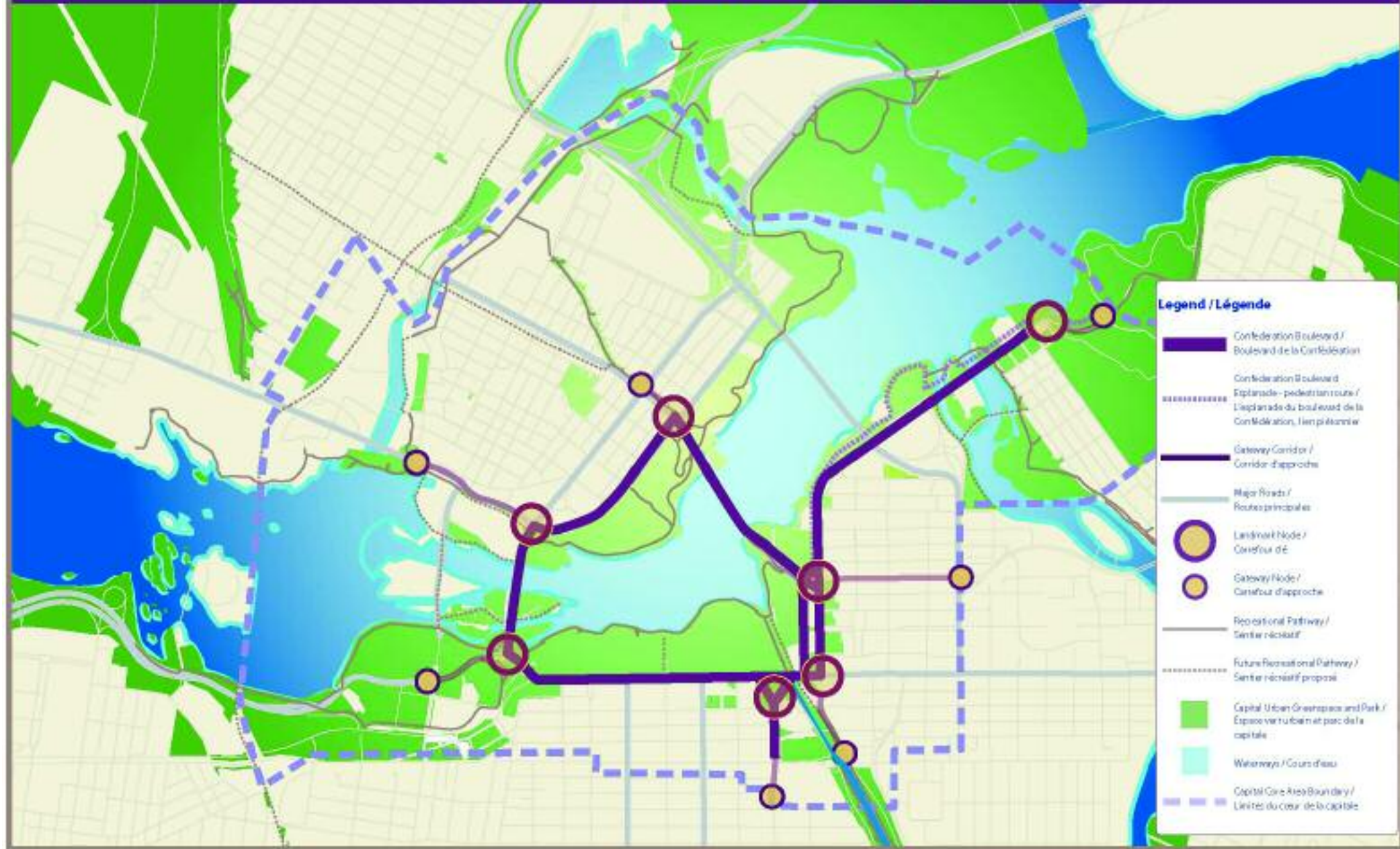
ADJACENT SITE

An Adjacent Site is a specifically identified point of reference along an Adjacent Corridor. Adjacent Sites are experienced primarily on an intimate scale.

AREA

An area is a self-contained space within the Capital core with distinct edges, boundaries and identity. An example of an area include Major's Hill Park in Ottawa. Due to the size of these areas, specific commemorative sites will be identified over time.

Conceptual Framework / Cadre conceptuel





Example of Order One
Confederation Square,
The Response,
National War Memorial



Example of Order Two
Jacques Cartier Park,
Never Give Up!
Bronze sculpture of
Maurice Richard



Example of Order Three
Rideau Canal,
*Rideau Canal
Workers Memorial*

SITE ORDERS

DEFINITION OF SITE ORDERS

In keeping with the analysis prepared on the urban design and thematic approaches, sites were grouped into three different “orders,” according to their physical, symbolic, urban and scale characteristics.

This framework, of Order One, Order Two and Order Three sites, will be integrated into related planning initiatives, notably the core area sector plans. This will ensure that promising potential sites are reserved for future commemorations and that changes to the urban area will respect the potential commemorative vocation of these sites.

“ORDER ONE” SITE DESCRIPTION

- These sites constitute major points of reference in the urban structure or environment and in the image

of the Capital. Located at eminent locations, they are identified as Confederation Boulevard Landmark Nodes and their associated Gateway Nodes.

- These sites are considered to be primary sites and are reserved for commemorations to ideas and events of overarching themes of national and international importance to Canada and Canadians.
- Located in the most visible places, their primary function as commemorative sites is to contribute to the urban form of the area and communicate Canadian values and identity.
- These sites are best suited for large scale commemorations with sufficient area for gatherings and ceremonies of national interest and scope.

“ORDER TWO” SITE DESCRIPTION:

- These are sites located along Confederation Boulevard in the Capital core. They include key sites along the corridors, urban intersections, bridges, vantage points and promontories.
- These sites are reserved for commemorations to people, events and ideas of national symbolic importance to Canada and Canadians.
- These sites are also suitable for commemorations requiring gatherings and ceremonies, and they may offer the potential to include a linear presentation on a series of thematically related commemorations.

“ORDER THREE” SITE DESCRIPTION

- These sites are intimate sites designed to accommodate smaller-scale commemorations to people, events and ideas of national symbolic importance to Canada and Canadians.
- They can be located along the edges, (pathways, roadways, waterways), in open spaces or small niches, such as gardens or courtyards.
- In some cases, these sites may offer a potential to include a linear presentation on a series of thematically related commemorations, such as great Canadian inventors.
- They can also provide excellent opportunities to create suitable ambiance for quiet reflection and can impart an element of discovery for the viewer.

SITING COMMEMORATIONS

INVENTORY OF POTENTIAL COMMEMORATION SITES

An initial list of potential locations was prepared, using the entire Confederation Boulevard sector as the conceptual framework for the placement of commemorations. In addition, other possible locations were identified along scenic driveways leading to the Capital Core Area, in recognition of existing commemoration sites and to extend their impact. Concurrently, various urban design attributes and other planning criteria were identified for the evaluation of the candidate sites. With respect to some of the characteristics, information was also obtained from other NCC databases (i.e. property information).

Close to 90 potential sites were identified as having commemorative siting potential. About 75 percent of these sites are located on lands owned by the federal government; 25 percent are located on lands that are either municipally or privately owned. In addition to the survey report, the information can be found on the NCC's Integrated Asset Management Information System (IAMIS), an electronic database, that allows easy access to all site information, and provides an efficient system for updating information. As future sites become available over time, these new opportunities will be added to the database.

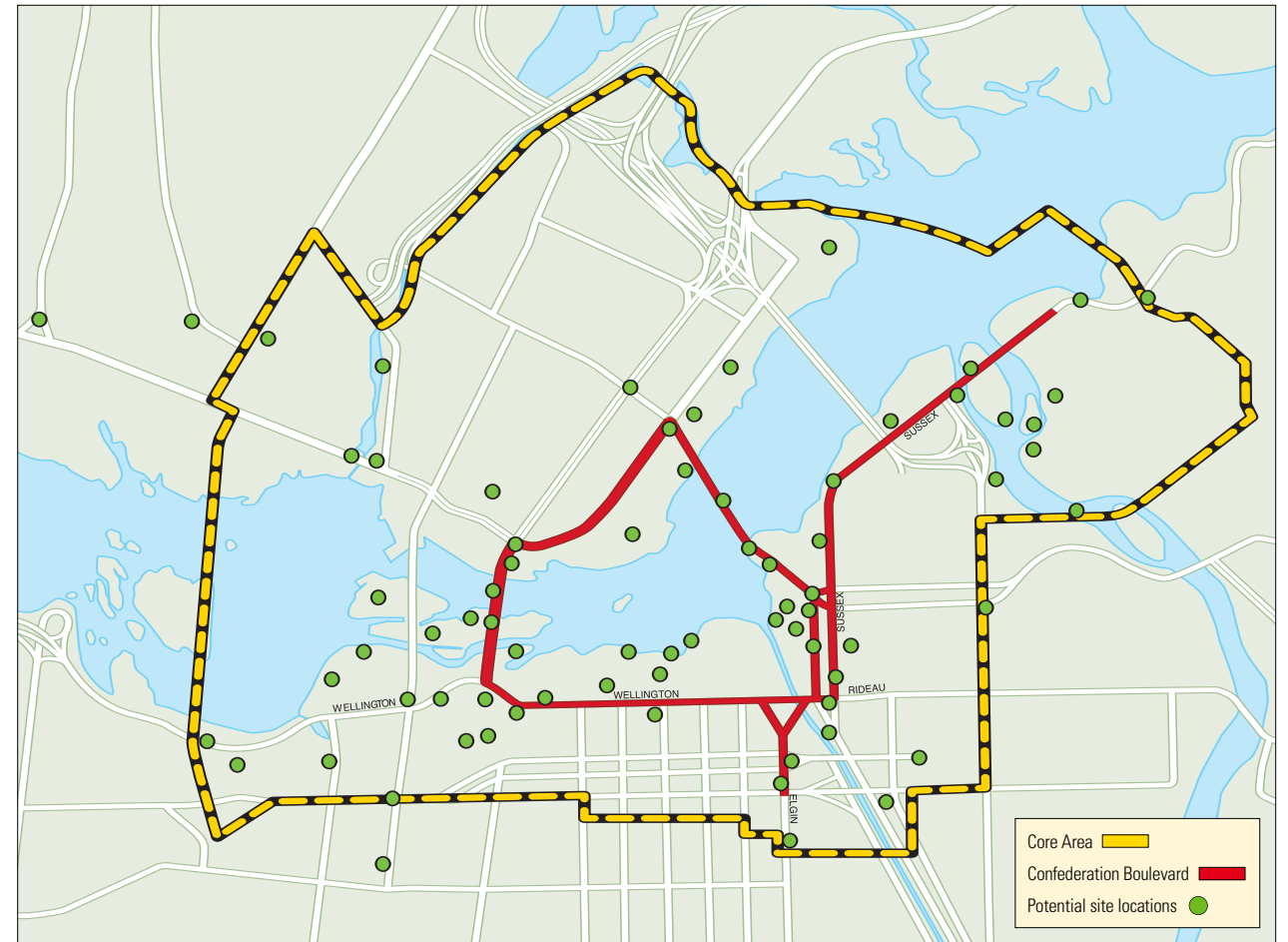
SITE INVENTORY AND ANALYSIS

Based on field observations and working within the planning framework of Canada's Capital Core Area Sector Plan, site inventory and analysis was prepared for each potential location, to document the physical and contextual characteristics of each site, and urban design attributes. Part of the evaluation consisted in assessing the suitability of a site and its appropriateness for a commemorative feature. Sites not deemed fitting for a commemoration were deleted from the initial list, while others were added.

Also, for each site, a graphic representation of the factors to be considered, as well as site-specific questions, were prepared. For reference purposes, every site was photographed, including views leading up to and away from the site.

Site designation by "order" is the result of this process, as well as the consideration of the physical and symbolic relationships between potential commemorations in the same area, and the significance of the location within the core area planning framework.

The details of this analysis and the process followed is described, under separate cover in the *Site Inventory and Analysis Glossary of Terms and Inventory Report*. The following pages include examples of potential Order One, Order Two and Order Three sites.



Potential site locations

Potential Commemorative Site – Order One

Intersection of Laurier Street and Saint Laurent Boulevard, Gatineau, Quebec



Site Description Summary

This very significant site is located at a turning point in Confederation Boulevard by the intersection of Laurier Street and Saint Laurent Boulevard. On the south side, the Canadian Museum of Civilization acts as a background element; it is the most visited national cultural institution in the Capital core. With respect to the view leading up to the intersection from the Alexandra Bridge, the natural line of sight and movement continues along Saint Laurent Boulevard, an important access corridor linking the urban core with Gatineau Park. It also intersects Maisonneuve Boulevard, a major municipal route. To emphasize the ceremonial route, this site would act as an inside pivot to draw attention to the turn in Confederation Boulevard. The site is adjacent to Jacques Cartier Park, and offers a magnificent view of Parliament Hill and the Canadian Museum of Civilization. The location is also situated at the entrance to the De L'Île, a popular recreational pathway.

Commemorative Opportunity

Thematic Association: Intellectual and Cultural Life, Social and Community Life

The two themes are particularly relevant due to the site's close proximity to the Canadian Museum of Civilization and the thematic association with the Gateway Node. A potential commemoration should capitalize on the magnificent view of Parliament Hill in the background, which would contribute to a high-quality commemorative setting. Since the museum acts as a background element to a potential commemoration, the scale and form would need to be designed in harmony with this spectacular building.

Physical Characteristics

Area:	2400 m ²
Configuration:	Circular
Terrain:	Sloping
Overall Character:	Urban green space
Environmental Factors:	Airborne pollution, noise and archaeological potential

Site Context

Historic and Cultural Protection:	No
Programming Link:	No
View Protection:	Foreground height, protection

Profile

Ownership:	NCC, province, other
Current Development:	N/A

Urban Character

Boundaries:	Partially contained
Edge:	Building, vegetation
Scale:	Large
Essence of Site:	Expansive
Adjoining Uses:	Parkland, national cultural, institutions, mixed-use, and commemoration

Site Access

Site Access:	Multi-modal and universal access
--------------	----------------------------------

Visual Quality

Visibility:	High
Prominent Views:	Parliament Hill, Canadian Museum of Civilization, Jacques-Cartier Park, Vieux Hull

Potential Commemorative Site – Order Two

Mackenzie Triangle, Elgin Street, Triangle between Slater Street and Albert Street (Boulevard Site)

Site Image



Location



Vicinity



Site Description Summary

This site occupies a very prominent position as one of the terminal views along the Mackenzie King Bridge, and constitutes a triangular island on the east side of Elgin Street. The surrounding landscape is primarily of an urban character, with influences from the adjacent green space on the south side. In the vicinity are the National Arts Centre, federal accommodations and other commemorations such as the *Monument to Canadian Fallen* (Korean War Memorial). From the site, there are prominent views of the National War Memorial, Parliament Hill and the National Arts Centre. The site is subject to foreground height controls to protect views of the Peace Tower. The ground slopes toward the southeast corner of the site, with small terraces facing Confederation Park and Elgin Street. It is located on top of the National Arts Centre garage, with pedestrian access to the site from the northwest corner.

Commemorative Opportunity

Thematic Association: Peace and Security, Intellectual and Cultural Life

This location provides an excellent potential for a medium-scale commemoration within the parameters of view protection regulations. It is located in a very prominent position, and would greatly contribute to urban form. It is recommended that the commemorative subject is related to the themes of “Peace and Security” or “Intellectual and Cultural Life”. Potential commemorations could take many forms, but the size of the area and its location limit opportunities for on-site commemorative activities.

Physical Characteristics

Area:	1200 m ²
Configuration:	Triangular
Terrain:	Sloping
Overall Character:	Urban
Environmental Factors:	Low archaeological potential, noise level—medium to high

Site Context

Historic and Cultural Protection:	N/A
Programming Link:	No
View Protection:	Foreground height controls

Urban Character

Boundaries:	Partially contained
Edge:	Mixed
Scale:	Medium
Essence of Site:	Expansive
Adjoining Uses:	Urban green space, national cultural institution, commemoration

Visual Quality

Visibility:	High
Prominent Views:	Yes

Profile

Ownership:	PWGSC, NAC
Current Development:	N/A

Site Access

Site Access:	Multi-modal and universal access
--------------	----------------------------------

Potential Commemorative Site – Order Three

Maple Island, East of Minto Bridges at 111 Sussex Drive, Ottawa, Ontario (Adjacent Site)

Site Image



Location



Vicinity



Site Description Summary

Located in a beautiful parkland setting, this site overlooks the Rideau River and the magnificent building of the Foreign Affairs and International Trade Canada with its modern geometric architecture (former Ottawa City Hall). It is a very peaceful and serene site, contained on all sides by vegetation and water. The site is moderately visible from the historic Minto Bridges – a site that fits into the pedestrian landscape and beckons visitors to explore. The site is relatively large and can accommodate a large gathering of people. In the distance, the Peace Tower and the Parliamentary Library are visible against the Ottawa skyline.

Commemorative Opportunity

Thematic Association: Canada and the World

This site has commemorative potential through the combination of a quality setting and an ability to accommodate commemorative activity. The site is very peaceful and serene, overlooking the Rideau River. It is lush and green, with the river gently flowing by. The space can accommodate a small- to medium-scale commemoration, which could take many forms. Because of its location adjacent to the modern building of the Foreign Affairs and International Trade Canada designed by Moshe Safdie, a potential commemoration needs to fit with this building and its surroundings.

Physical Characteristics

Area: 6300 m²
 Configuration: Irregular
 Terrain: Flat
 Overall Character: Parkland
 Environmental Factors: Contamination, airborne pollution, noise level low—high archaeological potential

Site Context

Historic and Cultural
 Cultural Protection: N/A
 Programming Link: No
 View Protection: N/A

Profile

Ownership: NCC
 Current Development: N/A

Urban Character

Boundaries: Contained
 Edge: Soft
 Scale: Large
 Essence of Site: Expansive
 Adjoining Uses: Parkland, federal accommodation, residential

Site Access

Site Access: Pedestrian

Visual Quality

Visibility: Moderate
 Prominent Views: Peace Tower, Minto Bridges, Old City Hall, Rideau River



Lester B. Pearson

Danek Mozdenski, 1990

Pearson, who served as prime minister from 1963 to 1968, won the Nobel Peace Prize for his leading role in the creation of the United Nations peacekeeping forces.



Reflection

John Greer, 2001

Traditionally, commemorations in the Capital celebrated well-known individuals and leaders, but this monument honours the collective contribution of all Canadian humanitarian aid and international development workers.

POLICY AND PROCEDURES SUMMARY

A review of the 1996 NCC commemoration policy and procedures was carried out as part of this planning exercise. The revised policy aims to achieve balance and diversity in newly conceived commemorations. The new approach will allow the Capital to better reflect the rich diversity of the Canadian experience and to function more effectively as a focus of national identity.

PURPOSE

The purposes of the policy are as follows:

- To facilitate the commemoration of individuals, events or ideas of national symbolic importance on visible and accessible lands owned by the federal government;
- To facilitate the presence of under-represented themes in commemorations;

- To locate commemorations on federal lands in CCR where the subjects are appropriate to the nature, significance and environment of the site, and where their symbolic importance and prestige is enhanced by virtue of association with the site;
- To ensure that commemorations in CCR are representative of all Canadians;
- To ensure that Parliament Hill, Rideau Hall and Confederation Square be reserved for only those commemorations that are integrally related to the role and function of these sites;
- To ensure that all proposals are treated in a fair and equitable fashion;
- To ensure that the provisions of the *National Capital Act* are respected.

MANDATORY EVALUATION CRITERIA

SUBJECT EVALUATION

In order to verify that the subject is of national symbolic importance and fits appropriately within the context of the Capital, a series of criteria is used to evaluate all proposals. To assist in this evaluation, the NCC assembles an external ad hoc committee of experts to advise on the proposed commemorative subject, and consults with community leaders and other federal government departments. The results of this evaluation determines whether or not the proposed subject is eligible for a national commemoration on federal lands in CCR.

MANDATORY EVALUATION CRITERIA

1. The subject of a commemoration shall be of national symbolic importance, uphold Canadian values and identity, and be relevant to Canadians in their lives today.
2. Individuals or groups shall have made a contribution to Canada of outstanding and enduring impact that goes beyond their particular community. Ten years must have passed following the death of an individual or the last surviving member of a group.

3. Ideas, principles, concepts or events shall be considered as having an exemplary and positive influence on the lives of Canadians. Events should signify key turning points in the evolution of Canada. At least 20 years must have passed after the occurrence of the event. Disasters, whether natural or human-caused, will not normally be considered.
4. Military commemorations should recognize collective efforts rather than those of individuals. Commemoration to branches of the Armed Forces will be considered as well as major military conflicts sanctioned by the Government of Canada.
5. In a case where a commemoration to a particular subject already exists on federal lands in CCR, a duplicate commemoration of that subject will not normally be considered.

During the evaluation, other factors are considered in order to determine the degree to which the subject is of national symbolic importance. These factors include geographic reach, level and intensity of impact, quality of impact, education and inspirational potential, prominence in a given field, duration or longevity, number of people affected, inclusiveness, and the degree to which the subject corresponds to thematic priorities as identified in this plan.

The NCC also consults with relevant federal and municipal authorities and other related stakeholders to ensure that the proposed subject of commemoration does not conflict or overlap with other projects in their realm of interest.

APPROVAL OF SUBJECT

The Vice-President, National Programming, Communications and Marketing, will refer the proposed commemorative subject to the Executive Management Committee based on advice from the subject expert committee. The Executive Management Committee recommends that the proposal be forwarded to the NCC Board of Directors for review and approval. For minor projects, final approval may be given by the Executive Management Committee.



Louis St-Laurent

Elek Imredy, 1976

The subject of the commemoration should be appropriate to the nature, significance and environment of the site where the commemoration is located. An appropriate site for the statue of Louis St-Laurent was deemed to be the Supreme Court of Canada because of his close association with this institution.

PROJECT APPROVALS

Proposals are reviewed and approved under the Federal Land Use and Design Approval process, which governs all works on federal lands in CCR, and is administered by the NCC. Significant commemorations require review by the NCC Executive Management Committee and the Advisory Committee on Planning, Design and Realty. Recommendations are made to the NCC Board of Directors, who approve the project. The review and approval of other commemorations is delegated to the NCC's Design and Land Use Division. Relevant federal agencies, municipalities and others are consulted to ensure that projects do not conflict or overlap with their projects and to obtain approval if required.

Parliament Hill, Rideau Hall and Confederation Square are reserved for commemorations that are directly related to the role and function of these sites. Parliament Hill and Rideau Hall also involve additional review processes, as well as the NCC federal approvals. Confederation Square is a designated national historic site, and the presence of the National War Memorial and the *Tomb of the Unknown Soldier* preclude the installation of other commemorations.



Monument to Canadian Fallen (Korean War)

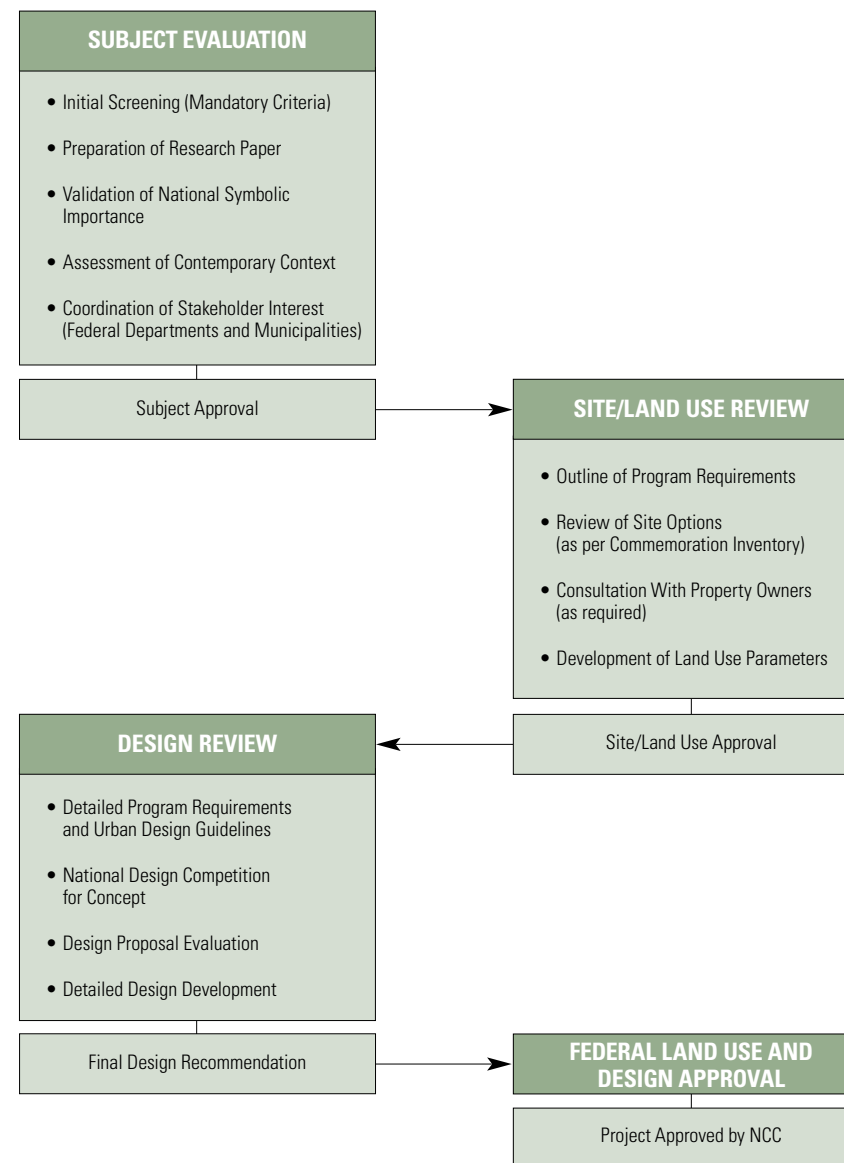
Vince Courtney/Yoo, Young Mun, 2002

NCC SUPPORT AND PROJECT REQUIREMENTS

NCC staff provide assistance and advice at all stages of the project development, including the identification of available sites, development of design criteria, selection of an appropriate design, construction, unveiling and interpretation. In almost all cases, commemorations use sites provided by the NCC or identified by the NCC and negotiated with other partners. Once a potential commemoration site is identified, the earmarked site will be set aside for a period of time to allow the proponent to carry out project fundraising.

Costs associated with the project management, development, construction, installation and perpetual care are the responsibility of the project proponents. Design parameters and/or design guidelines will be required. In some cases, a national design competition will be required. A that includes the detailed policy and the step-by-step process for submitting a national commemoration in the Capital will be made available to project proponents.

NCC APPROVAL PROCESS FOR COMMEMORATIONS





Terry Fox

John Hooper, 1983

This monument was relocated to a prominent location on Confederation Boulevard, through the cooperation of the City of Ottawa, the owner of the monument and the NCC.



Colonel By

Joseph-Emile Brunet, 1971

A monument to the builder of the Rideau Canal and founder of Bytown, present-day Ottawa.

COORDINATION

When a subject is being considered for commemoration in the Capital, it is important to determine if there are related interests or initiatives in other departments or agencies. The Interdepartmental Commemoration Committee provides such a forum for federal agencies and departments to share information and to hold discussions that may lead to joint undertakings or coordinated forms of support.

The need to establish similar networking on commemorations has been identified by the municipalities and the NCC as an important practice. This step is now identified as part of the NCC approval process for commemorations and will help to identify overlapping areas of interest or concern at the national and local levels.

the orderly and appropriate development of the Federal Interest Land Mass, including Capital Core Area sites of national interest. The Commemorations Plan, by systematically identifying sites and pinpointing under-

represented themes, will enhance the NCC's ability to address its mission "to make the Capital a symbolic meeting place for all Canadians."

PLAN ADMINISTRATION

The primary responsibility for administering the Commemorations Plan rests with the NCC's Capital Interpretation Division, National Programming, Communications and Marketing Branch. The Division's mandate includes the development of commemorative markers and

installations that contribute to creating a meaningful Capital for all Canadians.

The safeguarding of commemorative sites, however, is the responsibility of the Capital Planning and Real Asset Management Branch, whose mandate includes overseeing

The Capital continues to evolve over time, and so do the plans that govern that evolution. The proposed urban structure will be modified over time as detailed sector and area plans emerge, not only from the NCC, but also from municipal partners and other federal agencies.

Finally, Canadian citizens themselves have a central role to play in the commemorative process. The proposed thematic structure will be influenced in years to come by the subjects that Canadians propose for

commemorations. The one thing with which almost every Canadian who was consulted seems to agree is that citizens would rather choose their own commemorative subjects for representation in the Capital than to have these subjects chosen on their behalf. It follows that, while a plan and a process can be provided as a starting point, it is not possible at the outset to put forward a neat, final list of subjects and themes. That process awaits the participation of Canadians.

GENERAL CONSIDERATIONS

South African War Memorial
Hamilton MacCarthy, 1902



STRATEGIC ENVIRONMENTAL ASSESSMENT

A strategic environmental assessment* was carried out as part of the development of this plan. An executive summary appears in Appendix C of this document. Some of the recommendations are as follows.

- Support the installation of commemorations along Confederation Boulevard, as many visitors who view the Capital's core are pedestrians. This practice should be fostered, as it reduces vehicular traffic. The need for an integrated transportation initiative is also noted to minimize the use of energy and materials, and to reduce green house gas emissions.

- Suggest the adoption of environmental stewardship (or a Green Capital) as a commemorative theme.
- Suggest that commemorations play a role in demonstrating the impact of the interaction between the land, its people and their identity.
- Support the need to reinvigorate existing commemorations.

* A copy of this document is available by contacting the NCC.



The Harper Memorial (Sir Galahad)

Ernest Wise Keyser, 1905

This monument commemorates a person, Henry Albert Harper, for a heroic, noble and chivalrous deed.

PLAN MODIFICATIONS AND REVIEW

Commemorations reflect the spirit of the age. Although commemorations honour the memory of the past, present interests and biases guide their selection. The thematic and urban design priorities identified within this plan will evolve as Canada evolves and as CCR continues to mature and develop. This evolution may require modifications to the Plan which will be initiated by the Director of Capital Interpretation.

Specific modifications can also occur as a consequence of a particular land use, design or land transaction proposal, or from a monitoring and evaluation process. Amendments will require a submission to modify the plan, as well as approval by the NCC Board of

Commissioners, on the basis of recommendations by the Executive Management Committee and the Advisory Committee on Planning Design and Realty.

Assessments of the broad planning environment will be undertaken periodically to determine changes and their effects on the relevance of plan policies and initiatives. The need for a review will be assessed every five years. A comprehensive update will be initiated within a 10-year period of the last plan or review.



Interment of the unknown soldier at National War Memorial, May 2000.

Confederation Square

MONITORING AND EVALUATION

The success of the plan will be measured not so much by the number of new commemorations that are established in the Capital over the next 20 years as by the broadening of thematic balance, the enrichment of the urban landscape and the level of communication with audiences. It will also be measured by the extent to which key nodes around Confederation Boulevard have begun to develop and by the development of commemorations away from the already

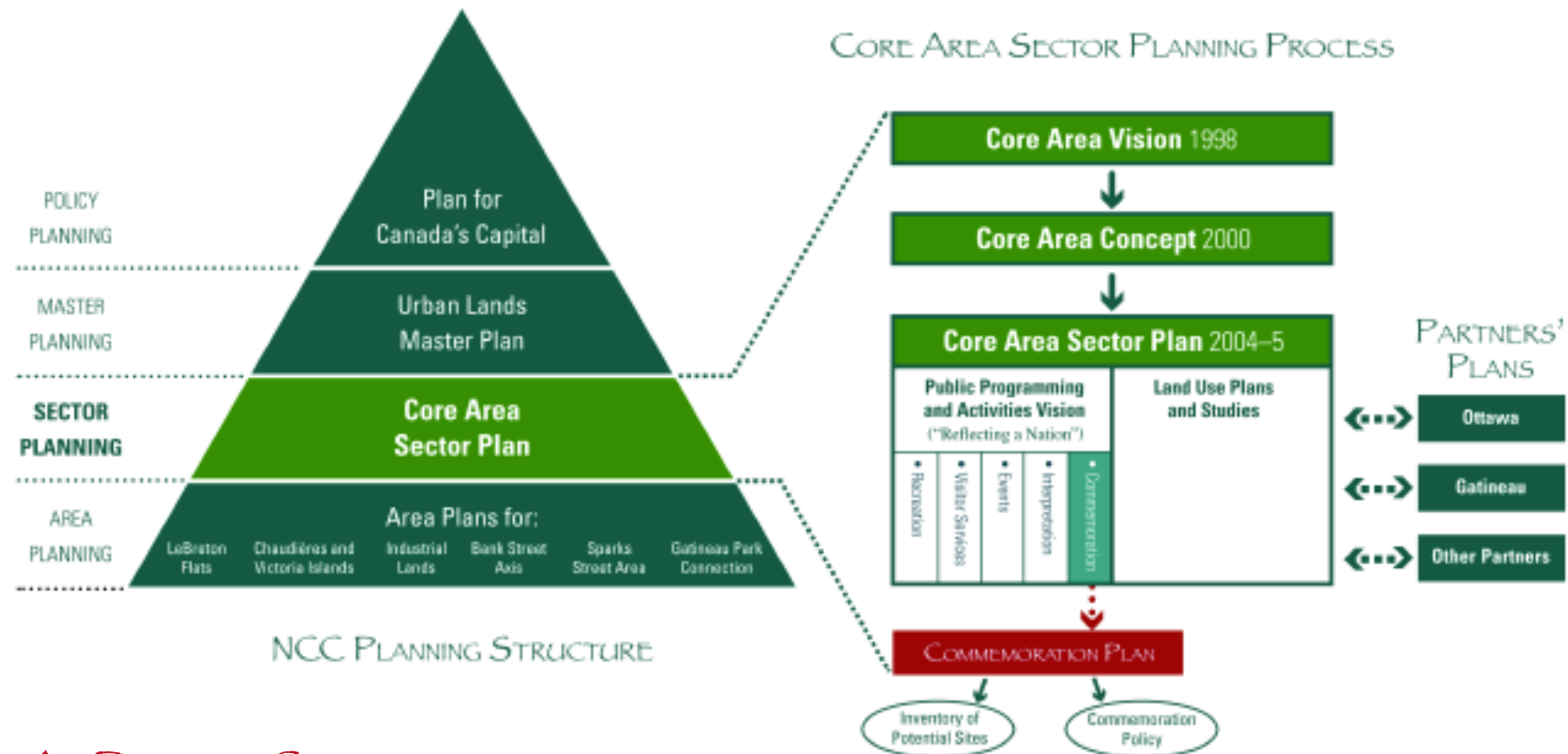
well-developed nodes at Parliament Hill and Confederation Square to areas on the western and northern portion of the core area. Some of these developments will be part of larger urban design initiatives. If the plan is successfully implemented, commemorations in the future will form an integral part of urban design planning and project implementation.

INQUIRIES

The NCC welcomes commemorative proposals from the public. Please contact the Commemorations and Public Art Section of the NCC. Details are also available

on our website (www.canadascapital.gc.ca) under the section entitled "Plan, Preserve and Develop."





APPENDIX A: PUBLIC CONSULTATION, PLANNING PROCESS AND PLANNING TEAMS

COMMEMORATION PLAN – PLANNING PROCESS

This plan constitutes an important element of both Canada's Capital Core Area Sector Plan and Reflecting a Nation: Public Programming and Activities Vision for the Core Area of Canada's Capital.

The process has involved extensive consultation and review by NCC advisory committees, the municipalities of Ottawa and Gatineau, federal partners, representatives and experts

from other major capital cities, and relevant agencies, stakeholders and interest groups. A series of meetings and three major workshops were held to seek input, feedback and perspective.

The planning began with extensive research on the policies of other capital cities and relevant agencies. It also included an analysis of the current situation and an assessment of the location and subject matter of existing commemorations. Draft thematic and urban design

frameworks and a review of the 1996 commemorations policies and procedures ensued.

Reviews were conducted throughout the planning process. Key findings led to revisions, elaboration and refinement of the report into a draft plan, the highlights of which were presented at the Core Area Sector Plan Public Open House in March 2005. This resulted in further refinements and the production of a final plan, a revised policy and procedures for commemorations on

federal lands, and an extensive inventory of potential commemorative sites.

As required by the NCC, the plan received Federal Land Use Approval and was approved by the Board of Directors, National Capital Commission on June 30, 2006

PLANNING TEAMS

The following individuals participated in the preparation of this plan.

National Capital Commission

Board of Directors

Executive Management Committee

Advisory Committee on Planning, Design and Realty

Advisory Committee on Communications,
Marketing and Programming

Steering Committee

John Abel

Christiane Bauer

Brigitte Beaulne-Syp

Marie Boulet

Diane Dupuis

Gilles Lalonde

François Lapointe

Anne-Sophie Lawless

Bob Lewis

Daniel Miron

Benoit Morin

Laurie Peters

Sylvie Pilon-Tilden

Stakeholder Committee

Dave Ballinger (Parks Canada)

Mireille Boudreault (Ville de Gatineau)

Annie Brisson (Ville de Gatineau)

Robert Crampton (Canadian Heritage) June 2003

Nelson Edwards (City of Ottawa)

Jim Mountain (City of Ottawa)

Mike Monahan (PWGSC)

Suzanne Murphy (Canadian Heritage)

Dan Napier (PWGSC)

Anh Richez (Ville de Gatineau)

Vassili Sakellarides – (Public Works and Government
Services Canada, PWGSC)

Working Group

Sherry Berg

Marie Boulet

Robert Crampton

Mary Devine

Pierre Dubé

Diane Irwin

Gérald Lajeunesse

David Malkin

Sylvie Pilon-Tilden

Mary Taylor

Consultant Team

Julian Smith & Associates

Julian Smith

Heather McArthur

Cynthia Gunn

Phillips Farevaag Smallenberg

Greg Smallenberg

Marta Farevaag

Contentworks

Julie Harris

Ellen Kowalchuk

Laurie Smith

Plan Design and Layout

MWorks Communications

Moreen McMahon

We would like to thank all those who participated in the planning process, open houses, workshops and meetings.

SUMMARY OF CONSULTATIONS—CANADA'S CAPITAL COMMEMORATION PLAN

DATE	REVIEW BY	PURPOSE/INFORMATION PRESENTED
December 2002	Stakeholder Committee: Ville de Gatineau, City of Ottawa, Canadian Heritage, Parks Canada	Presentation of planning project
May 2003	Partners: Ville de Gatineau, City of Ottawa, Historic Sites and Monuments Board of Canada, Canadian Heritage, Public Works and Government Services Canada, Veterans Affairs Canada, Carleton University and University of Ottawa Representatives: Commission de la capitale nationale du Québec, National Capital Planning Commission (Washington); representatives of the artistic community	Workshop to seek input on urban design and thematic scope of the plan
November 2003	Commemoration Plan Steering Committee	Interim report presented
December 2003	NCC Advisory Committee on Communications, Marketing and Programming (ACCMAP)*	Introduced plan and sought input on thematic and urban design strategy
December 2003	NCC Advisory Committee on Planning Development and Realty (ACPDR)*	Introduced plan and sought input on thematic and urban design strategy
February 2004	ACPDR	Workshop to discuss urban design criteria
April 2004	Stakeholder Committee: Canadian Heritage, Public Works and Government Services Canada, Ville de Gatineau, City of Ottawa	Progress report; sought feedback on thematic framework, potential sites, criteria, policy and procedures regarding commemorations on federal lands
May 2004	ACCMAP	Presentation of thematic framework
June 2004	Partners: Parks Canada, Public Works and Government Services Canada, Canadian Heritage, Historic Sites and Monuments Board of Canada, Department of Foreign Affairs and International Trade, Privy Council Office, Canadian Museum of Contemporary Photography, National Defence, Veterans Affairs Canada, Library and Archives Canada	Workshop on thematic framework, mapping, policies and procedures
December 2004	Commemoration Plan Steering Committee	Presentation of draft plan
December 2004	NCC Executive Management Committee	Presentation of draft plan
March 2005	Public Consultation Open House (as part of the Core Area Sector Plan and Public Programming Vision)	Plan summary was presented
September 2005	Presentation to representatives of international capital cities; Capitals Alliance Conference in Ottawa (Fourth Capitals Alliance Meeting)	Provided overview to international experts
October 2005	Ville de Gatineau, City of Ottawa	City officials consulted on final changes to plan and to site inventory
October 2005	Tripartite Committee: NCC Chairman, Mayors of cities of Ottawa and Gatineau	Final draft plan presented
April 2006	EMC, ACCMAP	Presentation of draft plan and policy
April 2006	ACPDR	Presentation of draft plan and policy

* NCC advisory committees consist of experts in various relevant fields from across Canada who advise the corporation on significant projects.

APPENDIX B: GLOSSARY OF TERMS

A commemoration is act of honouring the memory of a person, event or idea.

TYPE

Confederation Boulevard Landmark Node

A Landmark Node is at an intersection of principal streets located at critical turning points along Confederation Boulevard. The scale and prominence of the Landmark Node help, to shape the urban space in its particular location. As an area where people heighten their attention, it provides a strategic focus and identity to a district, and aids in navigation. A Landmark Node is used to provide identity to an area and to aid in navigation along Confederation Boulevard. A Landmark Node is an area of great visual prominence and symbolic power, reserved for monumental commemorations that celebrate key events or ideas of national or international symbolic importance. Together, the Landmark Nodes along Confederation Boulevard communicate the values and identity of the nation. Landmark Nodes are categorized as Order One sites. There are seven Landmark Nodes, two of which, Confederation Square and the Peacekeeping Monument, have already been developed. The remainder are located at the following intersections: Wellington / Portage Bridge; Sussex Drive / Colonel By Street; Portage Bridge / Laurier Street; Laurier Street / Alexandra Bridge; Sussex Drive North at Rideau Gate.

Boulevard Site

A Boulevard Site is located along a segment of Confederation Boulevard at intersections between Confederation Boulevard and civic streets, along extensions of Confederation Boulevard, or at other prominent locations. Boulevard Sites may be either Order Two, such as the Supreme Court of Canada, or Order Three, such as Sussex Drive North at King Edward Avenue.

Boulevard Corridor

A Boulevard Corridor is a segment of Confederation Boulevard connecting Landmark Nodes. A corridor is defined as a linear feature in the urban structure, such as roads and bridges, along which movement occurs. The Boulevard Corridor has many opportunities for commemorations occurring at key points along the ceremonial route. Along the Boulevard Corridor are sites that are Order Two or Order Three. The corridors include Wellington Street., Portage Bridge, Laurier Street, Alexandra Bridge, MacKenzie Avenue, Sussex Drive and Elgin Street to Laurier Avenue.

Gateway Node

A Gateway Node is at an intersection of civic corridors that defines the start of a Gateway Corridor leading to a Landmark Node. As such, a Gateway Node signals the entrance to the Capital core and the ceremonial route. These Gateway Nodes and civic corridors represent lines of movement that are heavily used by visitors and residents for navigation around the Capital. The Gateway Node presents an opportunity for a commemorative installation that is complementary to the Landmark Node. Gateway Nodes are Order One sites, and there are seven of them, one of which is occupied: Elgin Street / Lisgar Street, site of the *Canadian Tribute to Human Rights*. The other sites include Laurier Avenue / Nicholas Street, King Edward Avenue / St. Patrick Street / Murray Street, Saint-Laurent Boulevard/ Maisonneuve Boulevard, Alexandre-Taché Boulevard / Montcalm Street, Princess Avenue/ Rockcliffe Parkway, Wellington Street / Booth Street. The Wellington Street / Booth Street site is reserved for a future commemoration.

Gateway Corridor

A Gateway Corridor is a linear feature that connects a Gateway Node to a Landmark Node. These corridors physically and symbolically connect the national domain with the community. Gateway Corridors include extensions along Elgin Street south of Laurier Avenue to Lisgar Street, Wellington Street through LeBreton Flats, Colonel By Drive between Rideau Street and the Laurier Bridge, Alexandre-Taché Boulevard between the Brasserie Creek and Maisonneuve Boulevard, Saint-Laurent Boulevard between Maisonneuve Boulevard and Laurier Street, and St. Patrick Street and Murray Street between Sussex Drive and King Edward Avenue. Along a Gateway Corridor there, are Order Two or Order Three sites, depending on their role in the urban and thematic structure.

Gateway Site

A Gateway Site occurs as a specifically identified point of reference along a Gateway Corridor. These sites can be either Order Two or Order Three sites, depending on their role in the urban and thematic structure. Order Two sites occur in more prominent locations, where they have an influence on the surrounding environment. They can be found at intersections of a Gateway Corridor with a civic street, or at prominent locations and landmarks. They extend national themes into the local community, connecting national, regional and local stories. Order Three sites occur in less prominent locations, where they can be experienced on an intimate scale. While some have been mapped and analyzed, there is a great potential for numerous other Gateway Sites along Gateway Corridors.

Adjacent Corridor

An Adjacent Corridor is a linear feature that constitutes a corridor of movement, such as a street, canal, bridge, river, walkway or recreational path. An Adjacent Corridor is located adjacent to the Boulevard Corridor or leading to it, and may have Order Two or Order Three sites along it, depending on the context. Adjacent Corridors include the Rideau River, the Rideau Canal, Sparks Street Mall, Ottawa River Pathway North, Ottawa River Pathway South, the Le Breton Flats Aqueduct, the Sussex Courtyards, Brasserie Creek, Queen Elizabeth Drive, York Street Corridor and Bank Street north of Wellington.

Adjacent Site

An Adjacent Site occurs as a specifically identified point of reference along an Adjacent Corridor. These sites are mostly experienced on an intimate scale and within a local context, and serve to extend and connect the national landscape within local community. Most of these sites are Order Three sites, but in some cases may be Order Two. While some have been mapped and analyzed, there is a great potential for numerous others Adjacent Sites along Adjacent Corridors.

Area

Areas are self-contained spaces with distinct edges, boundaries and identity. Within these are opportunities for commemorations that could either be Order Two or Order Three sites, depending on their role in the urban and thematic structure. Examples of areas include Major's Hill Park and the Bayview Park Zone. Due to the size of these areas, specific commemorative sites will need to be determined according to commemorative proposals.

SITE CATEGORY

Designation

Potential commemorative sites are assigned one of three different designations, or "orders," based on an understanding of the role of a commemoration, and their part in defining the urban structure. Sites were categorized according to physical, symbolic, urban and scale categories, as well as their relative significance. The designation of a site based on guidelines detailed in this plan.

DESIGNATION OF ORDERS

Potential commemorative sites are assigned one of three different designations, or "orders," based on an understanding of the role of a commemoration, and their part in defining the urban structure. Sites were categorized according to their physical, symbolic, urban and scale categories as well as their relative significance.

Order one sites are major points of reference in the urban structure and are reserved for commemorations to ideas and events of overarching themes of national and international symbolic importance to Canada and Canadians. Located in the most visible places, their primary function as commemorative sites is to contribute to the urban form of the area and communicate Canadian values and identity. Order one sites are best suited for large-scale commemorations with sufficient area for gatherings and ceremonies of national interest and scope.

Order two sites function within the smaller landscapes of the urban core. These sites have an influence over an area and are reserved for commemorations to people, events and ideas of national symbolic importance to Canada and Canadians. They include key sites along the corridors, urban intersections, bridges, vantage points and promontories, and are suitable for commemorations requiring gatherings and ceremonies.

Order three sites can be experienced on an intimate scale and do not define the character of an area, but may contribute to it. They are reserved for commemorations to people, events and ideas of national symbolic importance to Canada and Canadians. These sites can be understood locally and are located along the edges, (pathways, roadways, waterways), and in open spaces or small niches such as gardens or courtyards. They provide excellent opportunities, not only to create suitable ambiance for quiet reflection, but also to impart an element of "discovery" for the viewer.

APPENDIX C: STRATEGIC ENVIRONMENTAL ASSESSMENT SUMMARY

The document fulfills the requirement for a Strategic Environmental Assessment (SEA) of a Commemorations Plan in the core area of Canada's National Capital. The Core Area encompasses the central areas of the City of Ottawa and the City of Gatineau. It is small in size, relative to the CCR, but is the most intensely used sector within the NCC's urban lands portfolio. The commemorations document is part of a larger body of work being prepared by the NCC to articulate a vision for the capital in the 21st century.

The purpose of an SEA is to identify at a strategic level, within the parameters of sustainability, the preferred option for achieving the goals and objectives of a policy, plan or program, before any projects or a detailed plan is implemented. It allows for potential environmental implications that are not easily addressed at the project level to be flagged.

The potential environmental effects of commemoration activity are, to a large extent, dictated by related policies and objectives of the NCC and other jurisdictions. Accordingly, the SEA is based on the scoping of these environmental policies and objectives. It is within this planning context that consideration of alternative options to achieve the goals and objectives for a commemorations plan are explored and assessed. The SEA was launched at the outset of the project. As the project progressed, goals were modified to reflect discussions with the NCC and conceptual findings of the Team, including those emerging from the SEA process.

Seven steps were identified to conduct the SEA. Two plan options were assessed against 18 environmental objectives. The two preferred options were identified as a commemorations plan with supporting policy focusing on the core area bounded by Confederation Boulevard, and the reinvigoration of existing commemorations.

Commemoration activity does not have significant direct effects on sustainability. However, as part of a larger pattern, a commemorations plan could support or detract from policies that encourage densification and discourage sprawl. Moreover, commemorations function as conveyors of messages and values. Choices about what these messages may be indirectly affect our collective understanding and commitment to sustainability. Adoption of stewardship as a theme is encouraged.

Cynthia Gunn
Consultant

A copy of the SEA is available by contacting the NCC.

FEDERAL LAND USE APPROVAL SUMMARY

FEDERAL LAND USE APPROVAL SUMMARY

Building upon the policies of the 1999 Plan for Canada's Capital and the 2005 Canada's Core Area Sector Plan, the 2006 Canada's Capital Commemoration Strategic Plan represents the lead policy document governing the planning, design and development of new commemorations on federal lands in CCR over the next 20 years.

The NCC's Board of Directors approved the 2006

Canada's Capital Commemoration Strategic Plan on June 30, 2006, following the comments and recommendations by the Advisory Committee on Communications, Marketing and Programming (ACCMAP) on April 3, 2006, and by the NCC's Advisory Committee on Planning, Design and Realty (ACPDR) on April 6, 2006.

To ensure that the proposals outlined in Canada's Capital Commemoration Strategic Plan comply with policy, and with master and sector plans for federal lands, a federal land use review was carried out.

In its analysis of the plan, the NCC has taken the following into account:

- That the 2006 Canada's Capital Commemoration Strategic Plan complies with the 1999 Plan for Canada's Capital with the goal to locate nationally symbolic commemorations on visible, accessible and symbolically appropriate sites, and clarifies the 1999 Plan for Canada's Capital;

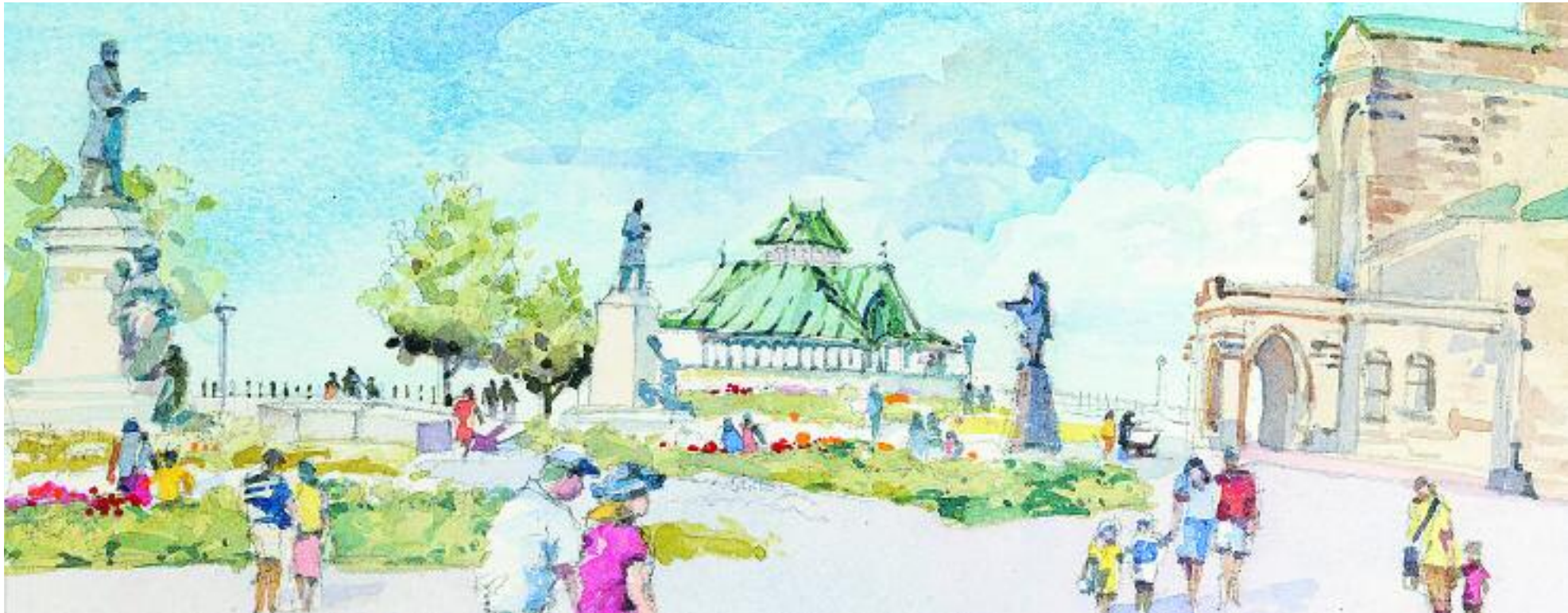
- That the 2006 Canada's Capital Commemoration Strategic Plan complies with the 2005 Canada's Core Area Sector Plan and clarifies the policies of the plan;
- The comments of the NCC's ACCMAP and ACPDR;
- The comments received as part of the public consultation process.

In consequence:

FEDERAL LAND USE APPROVAL IS HEREBY GRANTED TO THE 2006 CANADA'S CAPITAL STRATEGIC PLAN PURSUANT TO SECTION 12 OF THE NATIONAL CAPITAL ACT.

This approval conforms to the NCC's decision taken at its meeting of June 30, 2006.

The complete Federal Land Use Approval is available from the National Capital Commission.



Artist's concept of west side Centre Block, Parliament Buildings.

