

DRAFT  
WASHINGTON AS COMMEMORATION  
**Capital Cities Case Study Research Study**

**APPENDIX A  
OTTAWA, CANADA**

**Developed by the National Capital Planning Commission,  
in conjunction with the National Park Service**

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## APPENDIX A: OTTAWA, CANADA

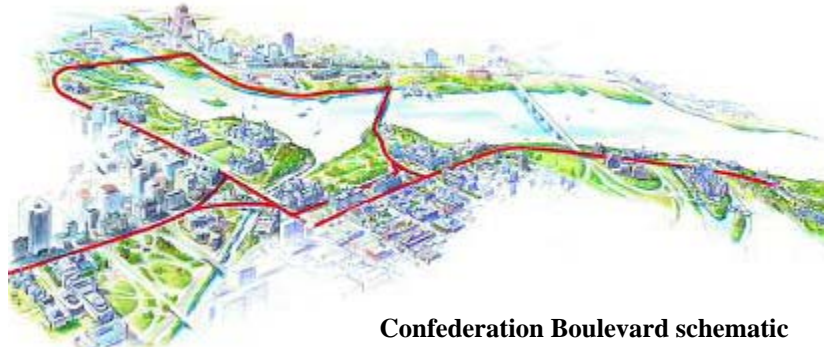
Ottawa is the capital of Canada and the second largest city within the province of Ontario.  
City Population: 812,129; Metropolitan Area Population: 1.3 million

### Commemoration Planning in Ottawa

The National Capital Act of 1958 created the National Capital Commission (NCC) to oversee federal land. Today, the NCC operates as a Crown corporation, a special status that allows the NCC “to function at arm’s length from the central government...[to occupy] a kind of middle ground between the flexibility of private enterprise and the more structure environment of government departments.”<sup>1</sup> With approximately 400 employees, the NCC has a broad range of responsibilities including planning for federal elements, coordinating with local and provincial governments, sponsoring national celebrations, and managing real estate in the in the National Capital Region.<sup>2</sup>

The NCC has assumed responsibility for commemoration planning on federal land in Canada’s Capital Region for the past 20 years. Before this time, the Department of Public Works and local organizations established monuments at will and the NCC accepted them as capital assets if the federal government acquired the land on which they were located. Several public agencies and private entities administer complementary commemorative programs including Canadian Heritage, Parks Canada, the Historic Sites and Monuments Board of Canada, Public Works and Government Services Canada, Veterans Affairs Canada and National Defense.<sup>3</sup> The municipal government for the City of Ottawa also maintains commemorations of mostly local, rather than national, character with a few exceptions, such as the Canadian Human Rights Memorial.

Developed with a 20-year horizon, *Canada’s Capital Commemoration Strategic Plan (Strategic Plan)* recommends policies to “locate commemorations where subjects are appropriate to the nature, significance and environment of the site” and promote underrepresented themes in public art and commemorations.<sup>4</sup> In addition, the NCC recognized a need to encourage new commemorations in areas away from Parliament Hill, the traditional location for national monuments, and preserve high-profile sites for future generations. The 7.5-kilometer Confederation Boulevard around the heart of the core area is intended as an opportunity to expand the focus of commemorative activity and support the NCC’s “flagship urban development project of the past several decades,” augment the Boulevard as an elegant landscape for important federal buildings, and national celebrations, and create an attractive visitor destination.<sup>5</sup>



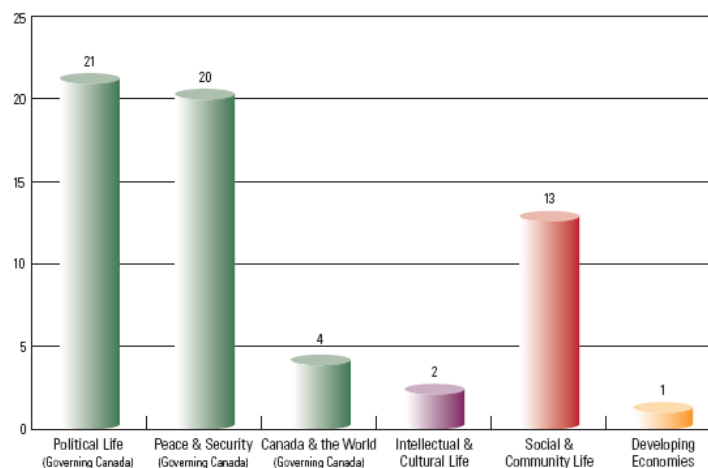
### Commemorative Subject Matter and/or Thematic Analysis

The *Strategic Plan* creates a thematic framework “to clarify where a potential subject fits within the full range of Canadian ideas and endeavors.”<sup>6</sup> Guided primarily by the categories developed by Parks Canada to classify historic sites, the plan identified six broad themes and 25 suggested subthemes to categorize current commemorations or subjects that should be encouraged with new works. Four underrepresented Priority Thematic Areas that cut across themes were also identified: 1) Aboriginal Peoples; 2) Ethnocultural Communities; 3) Women; 4) Environment.<sup>7</sup>

<b>CANADA'S CAPITAL PROPOSED THEMES</b>	
The following is a system to classify themes and examples of related sub-themes by categories:	
<p><b>Political Life (Governing Canada)</b></p> <ul style="list-style-type: none"> <li>• Politics and Political Process</li> <li>• Government Institutions</li> <li>• Confederation</li> <li>• Political Groups</li> </ul>	<p><b>Peace and Security (Governing Canada)</b></p> <ul style="list-style-type: none"> <li>• Military and Defence</li> <li>• Community Protection</li> </ul>
<p><b>Intellectual and Cultural Life</b></p> <ul style="list-style-type: none"> <li>• Learning and the Arts</li> <li>• Philosophy and Spirituality</li> <li>• Sports and Leisure</li> <li>• Architecture and Design</li> </ul>	<p><b>Canada and the World (Governing Canada)</b></p> <ul style="list-style-type: none"> <li>• Diplomacy</li> <li>• International Organizations</li> <li>• Multilateral Affairs</li> </ul>
<p><b>Social and Community Life</b></p> <ul style="list-style-type: none"> <li>• Migration and Immigration</li> <li>• Settlement</li> <li>• Social Movements</li> <li>• Education and Social Well-Being</li> </ul>	<p><b>Developing Economies</b></p> <ul style="list-style-type: none"> <li>• Communications and Transportation</li> <li>• Environmental Science</li> <li>• Health Care</li> <li>• Industry</li> <li>• Scientific Discoveries</li> <li>• Labour</li> <li>• Trade and Commerce</li> <li>• Extraction and Production</li> </ul>

The *Strategic Plan* also categorizes the core area’s 61 existing federal commemorations by theme to “determine the degree of balance and comprehensiveness in the range of Canadian ‘stories’ covered to date.”<sup>8</sup> As shown in the chart below, the thematic analysis revealed that most subjects fell into only two themes, Political Life and Peace and Security with the remaining four themes “seriously underrepresented.”<sup>9</sup>

**Distribution of Memorials by Theme in Ottawa’s Core Area**



Initially, planners considered dividing the downtown area into segments to locate commemorations with common themes together and near related institutions; however, they ultimately determined that this approach would unnecessarily force new works into sites that may not be appropriate. Where possible, commemorations are still located where they make “contextual sense.”<sup>10</sup>

The *Strategic Plan* also includes an inventory of almost 90 potential sites for new memorials to show sponsors that highly-visible locations are available away from the core area. Like NCPC’s *Memorials*

*and Museums Master Plan*, the plan describes the physical characteristics, historical site context and other important features of each site. In addition, the inventory also categorizes the sites within a three-tier hierarchy, which will help the NCC preserve sites near major entrances for commemorations by future generations.<sup>11</sup> A summary of the tiered orders are as follows:

- **Order One:** Primary sites at the most visible, preeminent locations in the capital that should be reserved for large-scale commemorations to ideas and events of overarching themes of national and international importance.
- **Order Two:** Sites along the monumental Confederation Boulevard that should be reserved for “people, events and ideas of national symbolic importance to Canada and Canadians” and may offer the potential to include a “linear presentation on a series of thematically related commemorations.”<sup>12</sup>
- **Order Three:** Smaller-scale sites that can accommodate more “intimate” commemorations, which should still represent subjects of national symbolic importance. This order also recognizes the opportunity to create a corridor of thematically-related commemorations, such as Canadian inventors.

Order One sites are expected to take 2-5 years to develop and cost “upwards of five million dollars,”<sup>13</sup> although the NCC planners estimate the total costs to be more in the “\$10 million plus” range.<sup>14</sup> These guidelines are intended to help “manage expectations” for monument proponents unfamiliar with the process, not to steer monuments into one category or another.

Despite the *Strategic Plan’s* efforts to identify and encourage under-represented themes, most incoming proposals for new works are still military-related.

### ***Comprehensive Commemoration Program and Policy***

Released concurrently with the *Strategic Plan*, the NCC’s *Comprehensive Commemoration Program and Policy (Commemoration Policy)* establishes the procedure for the development of new works while “seeking to ensure a more balanced representation of the themes and subjects of commemorations” within the 20-year planning horizon.<sup>15</sup>

The *Commemoration Policy* is limited to commemorations that are public, tangible and national in interest. A national commemoration is one which “ensures that the memories represented have both historical integrity and a level of shared meaning for all citizens of the country.”<sup>16</sup> Types of commemorations can include figurative statues, “classical” non-representative commemorations (such as triumphal arches or Greco-Roman temples), “land art” commemorations (which specifically cites Washington’s *Vietnam Veterans Memorial* as an example), fountains, plaques and medallions, mementos, and commemorative spaces (such as plazas, squares, streets or gardens). “Dedications,” or functional elements like paving stones, trees, benches, and park furnishings, are specifically excluded from the policy, even if they are commemorative in nature. The NCC plans to address these types of works with a separate policy at a later date.

### **Process to Establish New Works**

Once an application for a new commemoration is received, the NCC staff evaluates the proposed subject in consultation with subject experts, community leaders and other appropriate federal agencies. In the past year, the NCC issued an open call for nominations and qualifications and assembled a voluntary standing committee of four eminent Canadian historians to provide advice and research regarding proposed commemoration subjects and sites. The NCC Board of Directors can consider these recommendations when deliberating authorization of new commemorative subjects. On occasion, the Canadian Parliament passes a resolution in support of a particular project, which carries political influence but does not constitute statutory authority.

The *Commemoration Policy* presents mandatory evaluation criteria to be considered in the review of proposed commemorative subjects:

- Subjects must be of “national symbolic importance” (see criteria below).
- Commemorations must be proposed a minimum of 10 years following the death of an individual or last surviving member of a group.
- Ideas, principles, concepts or events with “an exemplary and positive influence on the lives of Canadians.” Events should “signify key turning points in the evolution of Canada” and may not be proposed for at least 20 years.
- Commemorations to military events should recognize major military conflicts and collective efforts, such as branches, rather than individuals.
- Commemorations with duplicative subject matter on federal lands are not normally considered.<sup>17</sup>

To ascertain the degree of national symbolic importance of a proposed work and the extent to which the subject contributes to capital’s representation of all Canadians, the NCC considers the following factors:

1. Underrepresented theme: the degree to which the subject corresponds to thematic priorities as identified in the *Strategic Plan*.
2. Geographic reach: the geographic impact of the subject assessed by the number of provinces, territories or regions of Canada affected.
3. Level and intensity of impact: the degree to which the subject had a seminal or fundamental impact, or changed national policy and direction.
4. Quality of impact: the degree to which the subject has contributed in a positive way to the well-being of Canadian society, the quality of our life and the health of the nation.
5. Education and inspirational potential: the degree to which the subject can inform and inspire Canadian society through its example and contribute to the understanding of what defines Canada.
6. Prominence in a given field: the degree to which subjects are widely known and respected, both inside and outside their field.
7. Duration or longevity: the degree to which the subject demonstrates importance over a long period of time.
8. Number of people affected: the impact that the subject has had on all segments of society.
9. Inclusiveness: the degree to which the subject helps to broaden the full breadth of the story of Canada so that commemorations reflect all Canadians from all regions, and from all backgrounds.<sup>18</sup>

Following approval of the commemorative subject, the NCC consults with memorial proponents to identify a suitable site for the memorial. The NCC also consults with city planning and cultural affairs officials in Ottawa and Gatineau and other federal agencies, as appropriate.

The identified site is subject to federal land use review by the NCC to assess (1) the specific land use implications of the project, (2) its conformity with existing federal plans and policies, (3) its impact on existing site conditions, and (4) its relationship to and impact on the surrounding land uses. The NCC may require environmental assessments or other studies for proposed sites. For larger projects, the NCC’s Advisory Committee on Planning, Design and Realty reviews the proposed site and makes a recommendation to the NCC’s Board or Directors for final site approval.

Using the *Strategic Plan*’s guidelines and hierarchy of sites, the NCC earmarks the selected site for up to three years to allow the proponent to develop the project and carry out fundraising. In cases where the identified site is not on NCC-owned property, the NCC will assist in negotiations with the managing federal agency.

Commemoration design typically occurs after site selection. While some proponents submit a complete design, the NCC may require a national design competition for large scale commemorations. The NCC

develops urban design guidelines to aid the integration of the work into its setting. The design is also subject to review by the NCC's Advisory Committee on Planning, Design and Realty and final approval by the Board of Directors. In some cases, land use review and design are approved concurrently.

At the time of application, the proponent must submit a letter of intent to raise funds for the commemoration, estimating the project cost and completion date. The NCC must be satisfied that the proponent is able to complete the fundraising before the design stage can commence. All fundraising must be complete before construction can begin. The *Commemoration Policy* specifies that the principal proponents can be acknowledged by means of a plaque at the commemorative site, but donors cannot be recognized.<sup>19</sup>

Once the monument has been fully installed, the NCC accepts ownership of the work and assumes responsibility for perpetual maintenance. Proponents must contribute 10% of the construction value of the work, less design fees, for this purpose. This policy was established in 2006, following Washington's example, and has not been challenged by proponents. The maintenance funds are intended for "life cycle repairs," such as preventative maintenance or minor restoration activities. In the event of significant damage or deterioration of the structure, the NCC reserves the right to permanently remove the work.

The *Commemoration Policy* notes that "because of the changing nature of urban environments, the siting of a commemoration may, in time, no longer be appropriate."<sup>20</sup> In such a case, the agency reserves the right to relocate a work to a site of similar scale and visibility at its own expense. Although relocation is a rare occurrence, one recent example is the statue of French explorer Samuel de Champlain and a native scout. The scout was supposed to be seated in a canoe, but it was never completed. Consequently, the scout appeared to be subserviently crouching at Champlain's feet. In 1997, the Chief of the Assembly of First Nations successfully petitioned the NCC to relocate the scout to a nearby park.

The policies surrounding ownership maintenance and relocation of commemorations are described in the NCC's required Donation Agreement with monument proponents upon completion of the work.

### **Selected Commemorations in Ottawa**

While the recent policies have helped to clarify expectations and streamline the process for proponents, some challenges still arise. In some cases, the commemorative intent is reworked to better match the NCC's subject approval criteria; in other instances, proposals are turned down. For example, despite recognizing the under-representation of cultural monuments in Ottawa, the NCC reluctantly rejected a proposal for a monument to Mahatma Gandhi because it lacked a clear nexus to events of national symbolic importance in Canada. The monument was eventually located on city land.

#### **a. Victims of Totalitarian Communism**

A future memorial to the Victims of Totalitarian Communism is now in its planning stages. The initial project proposal moved forward on the basis that the theme and title would be modified to emphasize the Canadian context and Canada's role as a land of refuge for those fleeing repression. The NCC used a similar approach with the proposed Ukrainian poet Taras Shevchenko monument and requested that the Ukrainian Canadian community's contribution to the development of the country become the primary message. The proponents, however, decided to locate the work on private property in order to pursue their original intentions.

#### **b. Canadian Navy Monument**

Although most monuments in Ottawa are privately financed, there are occasional exceptions, such as when a federal government agency is the primary proponent. The Canadian Navy Monument is an example whereby, on the occasion of the Navy's centennial, the Department of National Defense has mandated the NCC to oversee the entire project.

In 2009, the NCC launched a two-phase national design competition to select a winning design. In the first round, design teams were chosen to compete by a jury based on qualifications and past experience. Of the 50 selected teams, five finalists were selected to submit concept designs for the memorial. The jury considered comments from the public, a technical committee and the NCC's advisory committee on planning, design and realty before deciding on the winning design (shown at right).



*Winning design for the Navy Monument*

The \$1.5 million memorial will be located on the bank of the Ottawa River at the west end of Parliamentary Hill and is scheduled to be completed by May 2011.

## Photo Credits

*Winning Navy Monument design* – CBC News

<http://www.cbc.ca/gfx/images/news/photos/2009/10/29/ot-naval%20monument.jpg>

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<sup>1</sup> [http://www.canadascapital.gc.ca/bins/ncc\\_web\\_content\\_page.asp?cid=16302-22554-22562&lang=1](http://www.canadascapital.gc.ca/bins/ncc_web_content_page.asp?cid=16302-22554-22562&lang=1)

<sup>2</sup> <http://www.nccwatch.org/about.htm>

<sup>3</sup> [http://www.canadascapital.gc.ca/data/2/rec\\_docs/9735\\_CommemorationPolicy\\_E.pdf](http://www.canadascapital.gc.ca/data/2/rec_docs/9735_CommemorationPolicy_E.pdf), p. 3.

<sup>4</sup> [http://www.canadascapital.gc.ca/data/2/rec\\_docs/9735\\_CommemorationPolicy\\_E.pdf](http://www.canadascapital.gc.ca/data/2/rec_docs/9735_CommemorationPolicy_E.pdf), p. 3.

<sup>5</sup> [http://www.capcan.ca/bins/ncc\\_web\\_content\\_page.asp?cid=16300-20444-20505&lang=1&utm\\_source=ncc&utm\\_medium=cpc&utm\\_campaign=home\\_PlanPreserveDevelop\\_ConfedBoulevard\\_EN&bhcp=1](http://www.capcan.ca/bins/ncc_web_content_page.asp?cid=16300-20444-20505&lang=1&utm_source=ncc&utm_medium=cpc&utm_campaign=home_PlanPreserveDevelop_ConfedBoulevard_EN&bhcp=1)

<sup>6</sup> [http://www.canadascapital.gc.ca/data/2/rec\\_docs/9736\\_NCC-Plan2006E-WEB.pdf](http://www.canadascapital.gc.ca/data/2/rec_docs/9736_NCC-Plan2006E-WEB.pdf), p. 12.

<sup>7</sup> [http://www.canadascapital.gc.ca/data/2/rec\\_docs/9736\\_NCC-Plan2006E-WEB.pdf](http://www.canadascapital.gc.ca/data/2/rec_docs/9736_NCC-Plan2006E-WEB.pdf), p. 13-14.

<sup>8</sup> [http://www.canadascapital.gc.ca/data/2/rec\\_docs/9735\\_CommemorationPolicy\\_E.pdf](http://www.canadascapital.gc.ca/data/2/rec_docs/9735_CommemorationPolicy_E.pdf), p. 13-14.

<sup>9</sup> [http://www.canadascapital.gc.ca/data/2/rec\\_docs/9736\\_NCC-Plan2006E-WEB.pdf](http://www.canadascapital.gc.ca/data/2/rec_docs/9736_NCC-Plan2006E-WEB.pdf), p. 13

<sup>10</sup> Kristmanson and Tilden, personal interview.

<sup>11</sup> Kristmanson and Tilden, personal interview.

<sup>12</sup> [http://www.canadascapital.gc.ca/data/2/rec\\_docs/9736\\_NCC-Plan2006E-WEB.pdf](http://www.canadascapital.gc.ca/data/2/rec_docs/9736_NCC-Plan2006E-WEB.pdf), p. 18.

<sup>13</sup> [http://www.canadascapital.gc.ca/data/2/rec\\_docs/9735\\_CommemorationPolicy\\_E.pdf](http://www.canadascapital.gc.ca/data/2/rec_docs/9735_CommemorationPolicy_E.pdf), Section 4.2, p. 8.

<sup>14</sup> Kristmanson and Tilden, personal interview.

<sup>15</sup> [http://www.canadascapital.gc.ca/data/2/rec\\_docs/9735\\_CommemorationPolicy\\_E.pdf](http://www.canadascapital.gc.ca/data/2/rec_docs/9735_CommemorationPolicy_E.pdf), p. 2-3.

<sup>16</sup> [http://www.canadascapital.gc.ca/data/2/rec\\_docs/9735\\_CommemorationPolicy\\_E.pdf](http://www.canadascapital.gc.ca/data/2/rec_docs/9735_CommemorationPolicy_E.pdf), p. 17.

<sup>17</sup> Summarized from [http://www.canadascapital.gc.ca/data/2/rec\\_docs/9735\\_CommemorationPolicy\\_E.pdf](http://www.canadascapital.gc.ca/data/2/rec_docs/9735_CommemorationPolicy_E.pdf), Section 3.4, p. 6.

<sup>18</sup> [http://www.canadascapital.gc.ca/data/2/rec\\_docs/9735\\_CommemorationPolicy\\_E.pdf](http://www.canadascapital.gc.ca/data/2/rec_docs/9735_CommemorationPolicy_E.pdf), Section 3.4, p. 7.

<sup>19</sup> [http://www.canadascapital.gc.ca/data/2/rec\\_docs/9735\\_CommemorationPolicy\\_E.pdf](http://www.canadascapital.gc.ca/data/2/rec_docs/9735_CommemorationPolicy_E.pdf), Section 9.4, p. 16.

<sup>20</sup> [http://www.canadascapital.gc.ca/data/2/rec\\_docs/9735\\_CommemorationPolicy\\_E.pdf](http://www.canadascapital.gc.ca/data/2/rec_docs/9735_CommemorationPolicy_E.pdf), Section 8.3, p. 15.