

Report to/Rapport au :

**Finance and Economic Development Committee
Comité des finances et du développement économique**

and Council / et au Conseil

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**Submitted by/Soumis par : Nancy Schepers, Deputy City Manager/Directrice
municipale adjointe, Planning and Infrastructure/Urbanisme et Infrastructure**

Contact Person / Personne ressource:

*John Smit, Manager/Gestionnaire, Development Review-Urban Services / Examen des
projets d'aménagement-Services urbains Planning and Growth Management/Urbanisme
et Gestion de la croissance*

(613) 580-2424 x13866, John.Smit@ottawa.ca

Capital / Capitale (17)

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**SUBJECT: LANSDOWNE – HERITAGE AND ALGONQUIN INTERPRETATION
AND PUBLIC ART IMPLEMENTATION PLAN**

**OBJET : PLAN DE MISE EN ŒUVRE DE LA PORTION ART PUBLIC ET
INTERPRÉTATION DU PATRIMOINE DU LANSDOWNE**

REPORT RECOMMENDATIONS

That the Finance and Economic Development Committee recommend Council receive the Lansdowne Heritage and Algonquin Interpretation and Public Art Implementation Plan as outlined in this report and presented in Documents 1, 2 and 3 to this report.

RECOMMANDATIONS DU RAPPORT

Que le Comité des finances et du développement économique recommande au Conseil de prendre connaissance du plan de mise en œuvre du volet interprétation du patrimoine et art public du projet Lansdowne et Algonquin, comme détaillés dans ce rapport et présentés dans les Documents 1, 2 et 3 ci-joints.

EXECUTIVE SUMMARY

Throughout the Lansdowne Park Revitalization process, Council has directed that the redevelopment contain strong heritage and Algonquin interpretation elements, as well

as a robust public art program befitting the important history of the site and to welcome the many visitors the development will attract when it is complete.

This direction is reflected in \$4M commitment in the City's Lansdowne budget for two key public art elements within the urban park. This investment represents more than 10 per cent of the urban park budget of \$37.5M and approximately one per cent of the total project costs, including the Ottawa Sports and Entertainment Group costs, stadium renovations and air rights development investments.

Specifically, Council directed that an implementation plan for heritage and Algonquin interpretation and public art be developed and received by Committee and Council prior to the close of the project agreements.

This report fulfills this direction by presenting the implementation plan attached as Document 1. The plan details the locations for heritage interpretation and public art elements and identifies the elements that would be implemented within the current project budget as the first phase of implementation. The report also identifies opportunities for securing additional funding, including means and methods to achieve future implementation of heritage interpretation and public art elements.

Document 2 outlines the City's approach to the Algonquin interpretive elements proposed for inclusion in the Lansdowne revitalization.

Document 3 is a letter from the Algonquins of Ontario (AOO) expressing support for the City's approach to this matter.

RÉSUMÉ

Tout au long du processus de revitalisation du parc Lansdowne, le Conseil municipal a exigé que le réaménagement comporte des éléments d'interprétation du patrimoine et du peuple algonquin consistants ainsi qu'un solide programme d'art public, digne de l'importante histoire du site, en vue d'accueillir les nombreux visiteurs qui seront attirés par l'aménagement une fois celui-ci achevé.

Cet directive va de pair avec un engagement de 4 millions \$ dans le budget de la Ville destiné aux principaux éléments d'art public qui orneront le parc urbain de Lansdowne. Cet investissement correspond à plus de 10 pour 100 du budget du parc urbain, de 37.5 millions \$, et à environ 1 pour 100 des coûts totaux du projet qui comprennent les coûts d'Ottawa Sports and Entertainment Group, de rénovation du stade et des investissements dans l'aménagement des droits relatifs à la propriété du dessus.

Le Conseil municipal a plus particulièrement demandé l'élaboration d'un plan de mise en œuvre de l'interprétation du patrimoine, du peuple algonquin et d'art public, et sa présentation au comité et au Conseil municipal avant la fin des l'ententes du projet.

Le présent rapport exécute cet ordre en présentant un plan de mise en œuvre, ci-joint sous le titre de « Document 1 ». Le plan présente en détail les emplacements des différents éléments d'interprétation du patrimoine et d'art public, et indique les éléments

qui devraient être mis en place dans le respect du budget actuel du projet, en tant que première étape de la mise en œuvre. Le rapport mentionne également les possibilités d'obtenir un financement additionnel, y compris les moyens et les méthodes qui permettront d'effectuer la prochaine mise en place des éléments d'interprétation du patrimoine et d'art public.

Le « Document 2 » présente l'approche de la Ville relative aux éléments d'interprétation du peuple algonquin qu'on propose d'inclure au réaménagement du parc Lansdowne.

Le « Document 3 » est une lettre remise par les Algonquins d'Ontario, qui manifestent leur appui à l'approche de la Ville sur cette question.

BACKGROUND

In June 2010, Council approved the Lansdowne Partnership Plan (LPP) for the revitalization of Lansdowne Park and directed staff to proceed with the implementation of the LPP through the initiation of the required planning approvals. This included direction to have the three major components of the redevelopment including the refurbishment of the Stadium and Civic Centre, the creation of a large urban park and the construction of a mixed-use area that includes shops, offices and residences integrated through the City's two stage site plan approval process.

Embedded in the approvals given by Council were the following directions:

- Design the site to reflect it as an urban park with various elements including opportunities for Public Art and Heritage Interpretation as prescribed by the Lansdowne Design Review Panel (LDRP) using guiding principles created by the Panel in January 2010; Integrate an interpretive walk as an organizing principle for all of Lansdowne reflecting the history and stories of Lansdowne as was proposed through the Ottawa Sports and Entertainment Group (OSEG) proposal; and
- Provide two significant Public Art elements within the urban park as was proposed by the park design team (PFS) as selected through the Urban Park Design Competition that was held in early 2010. These Public Art elements comprise an art screen and beacon.

The Request for Proposal (RFP) for the Urban Park Design Competition also required teams to provide an Algonquin interpretative element in the urban park.

In June 2010, Council approved the following two motions also related to Public Art:

- Motion 92-25
 "Whereas the city of Ottawa's Public Art Program identifies that one percent of the project construction costs for city construction projects will be used to finance Public Art; and

Whereas the one percent Public Art requirement should apply to both the Lansdowne Partnership Plan and the Front Lawn according to City Policy;

Therefore be it resolved that a percent of the construction costs for both the Lansdowne Partnership Plan and front lawn be used to finance Public Art at both locations in accordance with City Policy;

And be it further resolved that the City's standard Public Art selection process be utilized and run by the City."

- Motion 92-26

"That Motion 92-25 be referred to staff and staff report back to Council."

In November 2010, Council gave Stage 1 approval to the integrated site plan for the Lansdowne Revitalization which included conditions for developing an Interpretive and public art plan. This plan included identifying interpretive and public art elements and locations, including an interpretive feature to be located within the urban park area that would celebrate the history of the Algonquin, particularly their relationship to the Rideau River waterway corridor.

The various requirements set out in the Stage 1 site plan approval were satisfied with Stage 2 approval of the site plan being given under delegated approval authority on January 16, 2012. This approval included a comprehensive Design Guidelines document which was previously approved by the LDRP in June 2010. The Design Guidelines contained directions for layering heritage, Algonquin interpretative elements and additional public art opportunities into the Lansdowne revitalization subject to funding sources being identified. The Stage 2 approval also included a condition that the Heritage Interpretation, the Algonquin and Public Art strategies and directions set out in the June 2010 Design Guidelines document be used as the basis for developing an Implementation Plan, and that this be brought to Council prior to project close in the spring of 2012.

The Heritage and Algonquin Interpretation and Public Art Implementation Plan included as Document 1 to this report responds to the above-noted condition included as part of the Stage 2 approval for the Lansdowne Site Plan. This report also will serve as the staff response on Motions 92-25 and 92-26.

DISCUSSION

Through the various approvals given by Council for the Lansdowne Revitalization, there has been a consistent direction that Lansdowne be re-established as a unique and dynamic urban place that reflects its history, including the significance of the Algonquin relationship to the Rideau Canal waterway corridor, and to incorporate public art as part

of the new Lansdowne. All these elements are meant to add a cultural layer to the revitalization program.

Implementation Plan Parameters

The Heritage and Algonquin Interpretation and Public Art Implementation Plan has been developed in the context of several key parameters that stem from various Council approvals and directions. These include:

- Recognition that the City is making a \$4M investment in two key Public Art elements (art screen and beacon) as part of the urban park design that was selected through an international design competition and that this investment represents more than 10 per cent of the urban park budget of \$37.5M and approximately one per cent of the total project cost that includes the OSEG component, stadium, renovation and air rights development.
- Recognition that the current project budget approved by Council for the Lansdowne project does not include any funding for implementation of Heritage Interpretive and Public Art elements outside those to be implemented within the existing approved budget.
- Commitment by the City that Algonquin interpretive elements be integrated into the park design as expressed through requirements set out in the Urban Park Design Competition RFP and subsequently carried forward through as conditions in the site plan approval.

With these parameters, the focus of the Implementation Plan is to:

- Identify locations for interpretive and Public Art elements;
- Identify elements that would be implemented within the current project budget as the first phase of implementation; and,
- Identify opportunities for securing additional funding including means and methods to achieve future implementation of Heritage and Interpretive and Public Art elements.

Implementation Plan Overview

Heritage Interpretation

Commonwealth Historic Resources Management Limited (CHRML) was retained by the City to provide ongoing advice and direction related to heritage and to ensure that the heritage considerations underpinning the guiding principles developed by the Lansdowne Design Review Panel (LDRP) would serve as the foundation for determining the development program. Through their work, CHRML determined that Lansdowne exists today as a significant and distinct cultural heritage landscape.

CHRML highlighted that the site chronicles the diverse personalities, interests and economic sensibilities of a thriving Canadian city from the early stages of establishing

itself as Canada's Capital as it evolved into the 21st century and that Lansdowne Park played significant roles as a regional centrepiece, in shaping the surrounding neighbourhood, as a development impetus for Bank Street, as an early terminus to Elgin Street and as a major node along a greenway system linked by water (the Rideau Canal) and the Queen Elizabeth Driveway (QED).

The overall pattern of planned landscape and evolved features provides a clear, legible framework, distinguishable from the surrounding urban grid providing for the site to be a key cultural element of the fabric of the city. The strategies endorsed in the Stage 2 Site Plan approval for layering heritage interpretive elements into the site will allow Lansdowne to contain a cultural dimension highlighting the site's importance to Ottawans and conveying to visitors the significant role Lansdowne played in shaping the city and region.

The OSEG proposal, approved by Council in June 2010, provided for a heritage walk as an organizing principle for the revitalization program for Lansdowne. The design guidelines document identified possible locations for potential heritage interpretive elements and also set out themes.

The initial implementation of heritage interpretive elements within the current approved project budget is focused on accommodating existing elements located at Lansdowne. These include the Ahearn Fountain, the Cows Fly Home on Sunday sculpture, retaining and using Coliseum building elements for a potential heritage interpretation feature, the Patricia Princess Memorial, the Aberdeen Pavilion heritage interpretive plaques, and a Heritage Interpretive Centre within the relocated Horticulture Building.

The second phase of implementation would determine the elements to be pursued in the future that fit within the themes set out in the guidelines document. With the third phase securing additional funding (from government agencies and the private sector), for implementation over time following project completion.

Some of the future heritage interpretation elements could also be implemented as Public Art to ensure that additional Public Art elements fit within the concept of the interpretative walk and the heritage interpretive themes that the approved strategy sets out. This is also consistent with directions provided by the Ontario Heritage Trust (OHT) through the OHT approval process wherein they recognize the value of Public Art at Lansdowne, but considered it important for Public Art to fit within the context of, and form part of, the heritage interpretation. A request has also been made to the OHT to contribute financially to the implementation of heritage interpretive elements.

Algonquin Interpretation

The City has committed that tribute be paid to the Algonquin through the provision of Algonquin interpretive elements as part of the Lansdowne revitalization. This commitment was extended through a requirement set out in the Urban Park Design Competition RFP for design teams to include an element or elements in their designs that would recognize the Algonquin relationship to the Rideau waterway corridor prior to the arrival of the Europeans to the region.

Given the decision by the Urban Park Design Competition Jury to delete the new island location for an Algonquin Interpretative Centre proposed by the winning design team Phillips Farevaag Smallemberg (PFS) from the park plan, the City has been working with the AOO to develop an overall strategy for including Algonquin interpretive elements within the urban park on City lands.

Based on the strategy, PFS is developing an overall concept for integrating Algonquin interpretive elements to reflect Algonquin history, arts and culture within the urban park on City lands. The concept and proposed interpretive elements were presented to the Algonquin elders and the Algonquin Negotiation Representatives (ANR) on May 4, 2012. The objectives of the session, hosted by the AOO, were to develop a shared understanding of the Lansdowne Revitalization (and other projects underway); explore ways to further integrate and celebrate Algonquin art, heritage and culture; examine opportunities for collaboration between projects and across jurisdictions; and establish a path forward for the AOO to be meaningfully engaged.

Given the feedback received following this presentation, the City developed, in partnership with the AOO, a narrative entitled “Algonquin Interpretation and The Continuing Conversation toward a Vision for a Revitalized Lansdowne” (Document 2). The purpose of Document 2 to this report is to:

- Emphasize the City’s priority to proceed with the implementation of Algonquin interpretive elements with the funding earmarked in the project budget (urban park component);
- Provide an overview of the proposed Algonquin interpretive elements, and highlight the concerns raised by the AOO;
- Underscore the City’s commitment to further develop the proposed Algonquin interpretive elements in partnership, as well as explore additional opportunities to integrate Algonquin elements in the broader Lansdowne Revitalization, including project components beyond the urban park (i.e.: stadium and adjacent mixed-use area) and on federal lands along the canal (NCC and Parks Canada);
- Reference the City’s commitment to explore with the AOO alternative funding sources toward the realization of additional opportunities to integrate Algonquin elements in the broader Lansdowne Revitalization, including project components beyond the urban park (i.e.: stadium and adjacent mixed-use area) and on federal lands along the canal (NCC and Parks Canada);
- Reference the City’s interest in establishing a path forward with the AOO, and suggest additional focused workshops/collaborative sessions along the journey toward a final vision for Lansdowne; and,
- Emphasize that Committee and Council’s consideration of this report and supporting documents do not preclude the continuing conversation toward a vision for a revitalized Lansdowne.

Following the City’s presentation on June 15, 2012, the City and AOO concurred that Document 2 to this report represents an early step in the journey toward a final vision for Lansdowne. As such, the AOO supports the general direction in which Document 2 takes in terms of the growing relationship between the City and the AOO. The City remains committed to continue working in partnership with the AOO to further develop

the Algonquin interpretive elements as key features of the face of Lansdowne, as well as to further explore additional opportunities to integrate Algonquin interpretive elements into the broader Lansdowne Revitalization.

As per Document 3 to this report (Letter from the Algonquins of Ontario re: Lansdowne Park Revitalization Project - CP-124), the AOO are supportive of the process and proposals as outlined in Document 2.

Following Council receipt of this report and supporting documents, the City and PFS will continue to engage and consult with the AOO.

Public Art

The City's Public Art Policy provides direction that one per cent of funds for municipal capital projects be set aside for Public Art in order to enhance public spaces and make art accessible to everyone. The Council approved budget for the urban park is \$37.5M, including approximately \$4M for two significant Public Art pieces – the art screen and beacon. Both these Public Art elements are integral to the park design and were proposed by the winning park design team that was selected through an international design competition, during which teams were encouraged to include a public artist on their team and include Public Art as part of their park design proposals. The two art pieces proposed for Lansdowne comprise art works by Jill Anholt, an accomplished public artist.

The budget committed to the two key Public Art elements for Lansdowne is more than 10 per cent of the park budget. In the context of the entire project cost including the City funded elements, the OSEG funded elements, and the air rights developments, the Public Art budget represents approximately one per cent of the total project cost. While the Public Art was not secured through a commissioning process specific for Public Art, it was secured through a design competition process with the winning park design team having been selected through a jury process.

There remains opportunity for additional Public Art to be provided. The Public Art strategy set out in the Guidelines Document identifies potential locations for additional Public Art or Heritage Interpretive elements, or installations that could be both art and heritage in nature. Implementation of any additional Public Art elements would be subject to additional funding sources being secured through various means such as private sponsorships and arts funding grants. The implementation plan provides for initiating efforts to identify and secure additional funding sources.

In addition to permanent Public Art, there is also potential for temporary art to be provided. This would include using the construction hoarding (temporary fencing covered with a panel) to provide students and amateur artists the opportunity to express their creativity and showcase their art work through murals and paintings. Also, the art screen could provide opportunities for digital art that relates to park programming. The implementation plan calls for pursuit of these opportunities.

RURAL IMPLICATIONS

There are no rural implications associated with this report.

CONSULTATION

The strategies set out in the Guidelines Document for Heritage Interpretation; Public Art and Algonquin Interpretation were developed in consultation with key stakeholders, including the City's Public Arts office, the Algonquins of Ontario, and various heritage interest groups who were engaged by CHRML in developing the themes for Heritage Interpretation.

With regard to Algonquin Interpretation, Document 2 represents an early step in the journey toward a final vision for Lansdowne and a result of the consultative process thus far. The City is committed to continue working in partnership with the AOO to further develop the Algonquin interpretive elements as key features of the face of Lansdowne, as well as to further explore additional opportunities to integrate Algonquin interpretive elements into the broader Lansdowne Revitalization.

Finally, the approach to the implementation plan (Document 1) was presented to the City's Arts, Culture and Heritage Advisory Committee on April 16, 2012.

COMMENTS BY THE WARD COUNCILLOR(S)

Councillor Chernushenko is a member of the LDRP and is aware of the condition included in the Stage 2 site plan approval requiring that a Heritage and Algonquin Interpretive and Public Art Implementation Plan be developed prior to close of the partnership between the City and OSEG for the Lansdowne Revitalization.

LEGAL IMPLICATIONS

There are no legal impediments to receiving this report.

RISK MANAGEMENT IMPLICATIONS

There are no risk management implications associated with this report.

FINANCIAL IMPLICATIONS

There are no financial implications associated with this report.

ACCESSIBILITY IMPACTS

There are no accessibility implications associated with this report.

TECHNOLOGY IMPLICATIONS

There are no technology implications of this report.

TERM OF COUNCIL PRIORITIES

C3 – Provide a compelling vibrant destination

HC4 – Improve Arts and Heritage

SUPPORTING DOCUMENTATION

[Document 1 Lansdowne Heritage and Algonquin Interpretation and Public Art – Implementation Plan](#) (attached separately)

[Document 2 Algonquin Interpretation and The Continuing Conversation toward a Vision for a Revitalized Lansdowne](#) (attached separately)

[Document 3 Letter from the Algonquins of Ontario \(Lansdowne Park Revitalization Project - CP-124\)](#) (attached separately)

DISPOSITION

PFS (the City's urban park design team) to coordinate, through the Planning and Growth Management Department and in consultation with the Algonquins of Ontario, continued development of the Algonquin interpretive elements and their associated design details for implementation as part of the project construction.

Infrastructure Services Department to coordinate with OSEG and PFS implementation of those Heritage and Algonquin Interpretive elements conceptually identified in Document 1 and 2 and that will be confirmed through continued engagement with the AOO as elements to be implemented within the Council approved project budget.

Cultural Services Branch to initiate a process to implement the temporary use of the construction hoarding for community art opportunities and to pursue funding for implementation of additional Heritage Interpretation and Public Art elements as described in Document 1.

General Manager, Department of Recreation and Culture to report back to Council prior to completion of construction on results of efforts to secure funding for implementation of Heritage Interpretation and Public Art that are not currently funded within the current Council approved project budget.