



Essence of Place – Tunney's Pasture Interpretation Framework

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Executive Summary

The *Tunney's Pasture Interpretation Framework* (Interpretation Framework) has been prepared to inform the overall development of Tunney's Pasture. Building on the Tunney's Pasture Master Plan (TPMP, 2014) and on federal objectives for the site, the redevelopment embraces heritage conservation in retaining primary and secondary axis, preparing for adaptive or continuing use of Federal Heritage Properties (FHPs), reconnecting with the Ottawa River corridor, using interpretation to help build an identity for the site, conveying its historical legacy as Indigenous lands, and reimagining a significant federal campus into a new community.

The Interpretation Framework is a strategic approach developed by Public Services and Procurement Canada (PSPC) and Canada Lands Company (CLC), in advance of a full Interpretation and Commemorations Plan that will demonstrate commitment to honouring the history of Tunney's Pasture. By broadening awareness of the area's history and heritage, residents, neighbours, workers, the wider city population, and visitors will be in a strong position to protect and honour the heritage value of Tunney's Pasture.¹

Interpretation, which overlaps with commemoration and provides one of the foundations for creating a sense of place at Tunney's Pasture, will be grounded in a full understanding of the landscape as a place with layers of history experienced by various communities over time. The site is anchored by the Modern architectural vocabularies of its post-war development, which is a key part of its story. Providing opportunities to discover the early history of the site and its multiple connections with the city will require a range of interpretation services and forms of expression, including plantings, pathways, street names, signature views, public art, and others.

This Interpretation Framework developed for the implementation of the TPMP is more tightly focused on opportunities and commitments for the initial phase of development of Tunney's Pasture by setting out general guidelines to support further engagement and decision-making to support this vision, rather than identifying specific stories and techniques to share the meaning of the landscape and build community involvement in interpretation services.

¹ As per the *Standards and Guidelines for the Conservation of Historic Places in Canada*, the sequence of actions in the "ongoing and cyclical process" of conservation begins with "Understanding." See: Historic Places of Canada, *Standards and Guidelines for the Conservation of Historic Places in Canada, Second Edition*, 2010:3.

1 Introduction

The Tunney's Pasture Interpretation Framework (Framework) supports the implementation of the Tunney's Pasture Master Plan. The Framework situates interpretation as a vital tool in the heritage conservation toolbox for protecting and honouring the cultural heritage of Tunney's Pasture over the long term. It complements other heritage conservation actions, such as the retention of FHPs and physical landscape elements.

The Framework is focused on the initial development phase to be directed by Canada Lands Company (CLC), which will oversee the production of a full Interpretation Plan, not only for the public realm of Tunney's Pasture, including its landscaping, public experiences, art, and infrastructure, but also to support community involvement in choosing themes and becoming active in communicating and protecting the heritage value of the area.

1.1 About Interpretation

Interpretation communicates information about the historical, natural, or cultural significance of a place, person, or event so an individual receiving the information feels a stronger connection to the subject. In the context of the protection of places, interpretation can foster actions that help protect heritage and build knowledge needed to make conservation decisions.² Interpretation services (previously known as "techniques") can take many forms, such as place-naming, commemorative plaques and monuments, as well as interpretive walks, online assets and other types of experiences. At Tunney's Pasture, interpretation could also include references to the Modern architectural aesthetic and salvaged materials from removed structures in the design of new buildings and spaces.

1.2 Transforming and Honouring the Heritage Legacy of Tunney's Pasture

Tunney's Pasture holds significant heritage value as a purpose-built federal campus developed as a project of the influential Gréber Plan, but its heritage value cannot be separated from its civic context, the rich history of federal activities on the site, the experiences of the thousands of civil servants whose careers are connected to the campus, and the physical relationships between Tunney's Pasture and the Ottawa River and between the campus and surrounding neighbourhoods.

Tunney's Pasture is being transitioned from a federal office campus to a mixed-use, complete community, while still respecting the rich history and federal legacy of the site. When redevelopment commences, the future CLC Interpretation Plan will direct some detailed design aspects for the site to support a cohesive identity for Tunney's Pasture through specific directions for public art, commemorative markers, landscaping, planting, and signage. As development proceeds, place-based options will be supplemented by other interpretation services, such as community-sponsored heritage walks, initiated by neighbours, the City of Ottawa, and other groups.

Five buildings on the Tunney's Pasture campus were designated as federal heritage buildings: 3/Statistics Canada Building; 9/Brooke Claxton Building; 7/Health Protection Building (demolished 2019); 13/Central Heating Plant, and 1/R.H. Coats Building. Each of these buildings, plus additional buildings identified by the City as being

² UNESCO, *Interpretive Planning at World Heritage Properties in Europe: Report on the Pilot WH-Interp Training Course*, 2022, online at <https://unesdoc.unesco.org/ark:/48223/pf0000381194>.

of cultural heritage value or interest (19/Jeanne Mance Building and 5/Jean Talon Building), will be subjects for interpretation at Tunney’s Pasture, as will the historic campus circulation system and plantings, as well as the area’s history, natural features, relationship with the Ottawa River, and role in Capital planning.

Tunney’s Pasture’s Federal Heritage Buildings & Other Buildings of Municipal Heritage Value or Interest	
	
9/Brooke Claxton Building (1964) Classified Federal Heritage Building	1/R. H. Coats Building (1974) Recognized Federal Heritage Building
	
3/Statistics Canada Building (1953) Recognized Federal Heritage Building	13/Central Heating & Cooling Plant (1952) Recognized Federal Heritage Building
	
19/Jeanne Mance Building (1970)	5/Jean Talon Building (1979)

1.3 Interpretation Vision

Interpretation, which overlaps with commemoration and provides one of the foundations for creating a sense of place at Tunney’s Pasture, will be grounded in a full understanding of the landscape as a place with layers of history experienced by various communities over time. The site is anchored by the Modern architectural vocabularies of its post-war development, which is a key part of its story. Providing opportunities to discover the early history of the site and its multiple connections with the city will require a range of interpretation services and forms of expression, including plantings, pathways, street names, signature views, public art, and others. Through a fuller Interpretation Plan based on careful consideration of the area’s history, urban design opportunities, the site’s animation strategy, community programs, and public interest, interpretation services will be designed to activate community members to contributing to and directing many interpretation services.

1.4 Guiding Principles for Interpretation Planning at Tunney’s Pasture

Drawing from previous studies of Tunney’s Pasture, literature about interpretation planning, and knowledge of the UTPIP team, the following guiding principles inform the Interpretation Framework.

1. Interpretation at Tunney’s Pasture will be based on a plan that is resilient and sustainable.
2. Community engagement will be a foundation for interpretation planning, design and evaluation.
3. Interpretation will be accessible and inclusive, addressing people of different ages, backgrounds, and learning preferences and capabilities.
4. Interpretation will be woven into each facet of the renewal of Tunney’s Pasture – from engagement with communities, to urban design, to heritage conservation actions, to smaller gestures (place names, plantings, street furnishings, etc.)
5. Interpretation at Tunney’s Pasture will aim for artful, thoughtful, and creative approaches that are accessible and inclusive.

1.5 Site Animation Strategy

Heritage is built into the principles of the Site Animation Strategy for the Redevelopment of Tunney’s Pasture (2024), which builds on the 2018 Urban Design Guidelines. A key over-arching theme for the Site Animation Strategy is an approach to cultural heritage that builds “on the federal legacy and the rich history of the site and preserving or reflecting key elements that define Tunney’s Pasture’s identity.” In the Strategy, placemaking aims to contribute to recognizing the cultural heritage value of existing site features brought forth by the Gréber Plan. The Strategy directs built forms to “consider the materiality, transition and articulation of the existing buildings (if applicable), to ensure the relationship between the façades complement each other. Achieving this will ensure key views to primary places are framed and visual harmony is created.” With respect to views and key gateways, the Strategy envisages these elements as becoming “part of honouring and building upon the cultural and natural heritage of the site and further defining the character of key corridors.” A primary consideration that overlaps with interpretation in the Strategy is the role of arts and culture as a means of complementing cultural heritage conservation and values, further animating the site, and creating a distinct identity for Tunney’s Pasture.

1.6 Inspiring Participation

The built heritage, history and landscape of Tunney's Pasture is valued by many groups – the federal civil service, nearby neighbourhoods, community organizations, and Algonquin People. The groups interested in Tunney's Pasture are likely to have different perspectives about which stories matter most, and which kinds of interpretive experiences (physical, intellectual, emotional, social and spiritual) should be the focus of a service or technique. Determining when and who to engage is a key step in interpretation planning. The Framework provides suggestions to support engagement required for the Interpretation Plan.



Figure 1: Jane's Walk at Tunney's Pasture led by local historian Dave Allston, June 2023. Community tours and community events, such as outdoor concerts, can be important interpretation services in 'living' places where history is ongoing. Image source: "Tunney's Pasture Office Building Among Those to Face Disposal," Kitchissippi Times, 1 June 2023, online at <https://kitchissippi.com/2023/06/01/tunneys-pasture-office-building-among-those-to-face-disposal/>.

2 About Tunney’s Pasture

Tunney’s Pasture has a rich history and context. This section of the Framework presents a small selection of ideas and themes that could be developed in the Interpretation Plan following further engagement.

2.1 Algonquin Homeland

The history of Tunney’s Pasture (as a stop along the Ottawa River and as part of the important area around the Chaudière Falls and its islands) is tied to the storied history of the Ottawa River and the nearby Chaudière Falls and islands.

Pending discussions and consultations, the history of Algonquin occupancy and use of the area has strong potential for interpretation. Various interpretation services could be considered, such as murals, toponymy and hosting interpretive walks. As one example, the set of English names for medicinal plants that are already part of the area’s toponymy could be complemented by employing Algonquin plant names elsewhere on the site.

2.2 Ottawa River (Kichi Sibi)

The Ottawa River (Kichi Sibi) is part of the history of Tunney’s Pasture in all eras. Multiple opportunities will emerge to create visual links to the river from Tunney’s Pasture and explain the significance of the river from various perspectives.

2.3 Geology and Geography

The geology of Tunney’s Pasture is an intriguing story that helps explain the landscape’s shape and conditions. Visible elements include the Gloucester fault, which is visible in the transit trench, and the limestone outcrops that are both a defining feature of Tunney’s Pasture and a determinant of its historic vegetative cover.

2.4 Vegetation

While many trees were planted at Tunney’s Pasture in the 1960s and 70s, the site lacks a mature canopy that would be expected, except along the northern boundary that the campus shares with NCC lands along the Ottawa River. The loss of elm trees and other street trees is a factor,³ but even when these trees were extant, the plantings reinforced the strict geometry of Tunney’s Pasture, without providing sheltered spaces and appealing views for the people working on site. Using vegetation to help interpret the modern architectural forms of Tunney’s Pasture, while also connecting the areas to its history as part of the great Champlain forest where Algonquin People harvested acorns for flour, tapped trees for syrups, hunted animals, and felled trees is likely one of the key interpretation strategies that could also achieve other design and development goals for the campus.

³ The poor performance of recently planted trees suggests that the underlying problem with soil and bedrock close to the surface continues to be an issue.

2.5 Civic and Federal History

2.5.1 The Name “Tunney’s Pasture”

Around 1875, the owners of Tunney’s Pasture – the Lumber Merchants Group – permitted Anthony Tunney, an employee of the Upper Ottawa Improvement Company, to manage their fields and pasture animals on their property. At that time Tunney resided on Fifth Street (now known as Parkdale Avenue) in a small wood-frame house that overlooked the empty fields. This agreement is why the property became known as “Tunney’s Pasture.” In the 1950s the City of Ottawa and the federal government discussed whether to change the name to “Tunney’s Park,” thereby allowing the Tunney name to continue without the connotation of a “pasture.” In one of the last public reports about the discussion, one city councilor described the name as “hideous” and said that he agreed with a “high government official” that a better name would be “Tunney’s Park.” Mayor Charlotte Whitton strongly disagreed, successfully arguing that the name should remain to respect the city’s “historical interests.”⁴

2.5.2 Grist Mills and Sawmills

For about 15 years, Nicholas Sparks owned a grist and sawmill located partially on land that is now part of Tunney’s Pasture. The mills were a significant endeavour that operated from about 1847 until approximately 1862. Even after he became involved as a land developer, Nicholas Sparks maintained his lumber business, as he is listed as a lumber merchant with a grist and sawmill at the Chaudière, Upper Town in 1851 and still owned the mill in 1861. He left the mill to his son Nicholas, but the mill was soon abandoned and the land around it sat vacant for several decades. Ownership of the land was transferred often between lumber dealers intent on controlling ownership over the riverfront towards the Chaudière but with little or no intent to use it, which explains why it became “Tunney’s Pasture”.

2.5.3 The Railway

The Canadian Pacific Railway (CPR) laid tracks along the north side of Scott Street in 1870.⁵ The tracks were removed in 1982. The historic pattern of railways in the centre-west part of Ottawa is still visible in the surrounding neighbourhoods and helps define the south edge of Tunney’s Pasture.

2.5.4 “Le Port” and the Shantytown Era

Tunney’s Pasture also witnessed a 25-year period of being a location of unorganized homes for unhoused people. Its use as a place of shelter was so well known that Tunney’s Pasture was nicknamed “Le Port”. From the early 1930s to its peak in 1952, Le Port was home to 27 families and well over 100 residents, most of whom were children. An *Ottawa Citizen* reporter in 1950 wrote that it was “like a visit to another world.” ... More than a score of tar paper shanties, some of them pretentious and some of them only bits and pieces of cardboard boxes are constructed in this area.”⁶ Over many years, authorities attempted unsuccessfully to have the squatters

⁴ “Tunney’s Pasture or Tunney’s Park,” *Ottawa Citizen*, 20 September 1955: 3.

⁵ Dave Allston, “Early Days: Scott Street – How one of Ottawa’s oldest roadways took shape,” *Kitchissippi Times*, September 2020, online at <https://kitchissippi.com/2020/09/10/early-days-scott-street-how-one-of-ottawas-oldest-roadways-took-shape/>. The article is among the examples of local history scholarship that is both a source for interpretation information and an interpretation service.

⁶ “Shanty Town Spells Home to Many, but They Must Go,” *Evening Citizen*, 26 October 1950.

removed. There simply was nowhere else for them to go. Around 1951, the FDC (now NCC) began charging families \$10/month to live on the land, but residents banded together and refused to pay. The shelters remained in place through the early construction of the government buildings but were eventually bulldozed.

2.6 Federal Hub

2.6.1 1950 *Plan for the National Capital*

Jacques Gréber, a French urban planner, was commissioned by Prime Minister William Lyon Mackenzie King to create a new vision for the National Capital District. His 1950 *Plan for the National Capital*, commonly known as the Gréber Plan, was an ambitious undertaking to redesign many parts of Ottawa and the broader Capital region over a five-year period. Many of the plan's ideas came from earlier projects, but it transformed (and continues to impact) Canada's Capital. Key examples are developing federal employment areas, including Tunney's Pasture and Confederation Heights; establishing the plan for the NCC Greenbelt; full renewal of the neighbourhood of LeBreton Flats; moving passenger train service out of downtown; identifying new areas for residential subdivisions; and removing railways and level crossings (including the CPR tracks on Scott Street) to make way for new neighbourhoods and infrastructure.



Figure 2: Tunney's Pasture, 1963. Image source: City of Ottawa Archives, CA 8697.

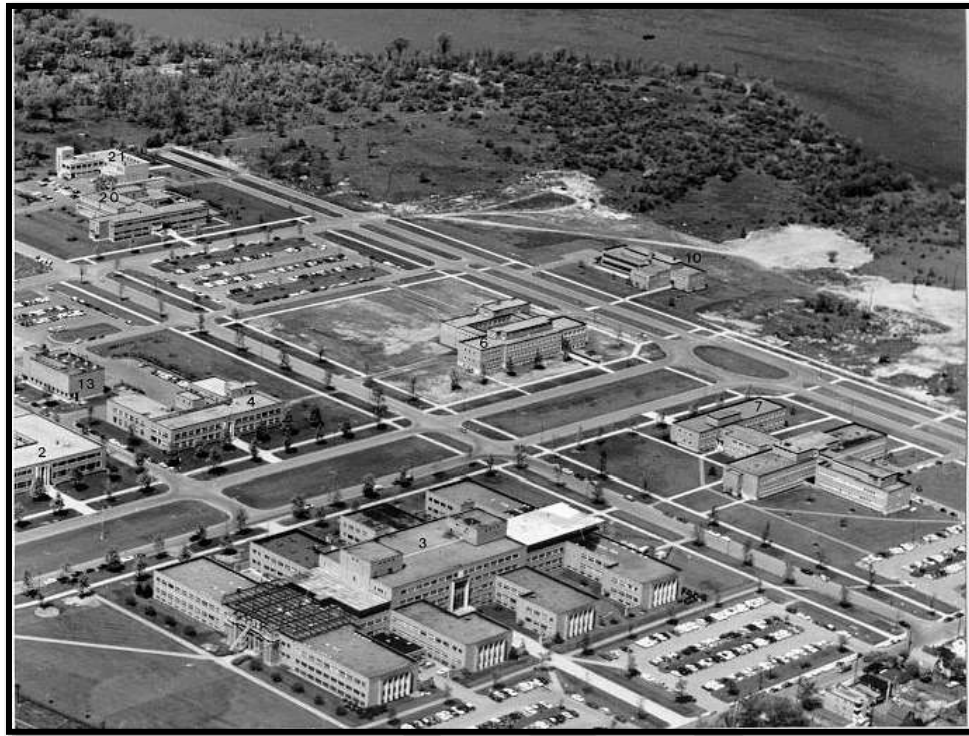


Figure 3. Aerial view of Tunney's Pasture from the south-east, 1963, by Alex Onoszko. This image shows clearly the initial planting patterns at Tunney's Pasture, as well as the pedestrian walkways which are generally positioned either in line with, or at 45° angles to the site's grid pattern. Image source: City of Ottawa Archives, MG159-CA008697.

2.6.2 Tunney's Pasture and Kichi Zībī Mīkan

Tunney's Pasture was developed in parallel with the NCC parkway along the Ottawa River (the Kichi Zībī Mīkan) as part of the Gréber Plan. The Modern movement's influence can be seen in the design of both landscapes, with the Kichi Zībī Mīkan being influenced more strongly than Tunney's Pasture by currents in landscape architecture that emphasized working with, rather than controlling, nature.

2.7 Federal Presence at Tunney's Pasture

2.7.1 Statistics Canada

Coming into existence as part of the Department of Trade and Commerce with the *Statistics Act* of 1918, the Dominion Bureau of Statistics had the responsibility "to collect, abstract, compile and publish statistical information relative to the commercial, industrial, social, economic and general activities and condition of the people, to collaborate with all the other departments of the Government in the compilation and publication of statistical records of administration according to the regulation, and to take the Census of the Dominion."⁷ From its

⁷ The early history of the Dominion Bureau of Statistics is outlined in: Canada. Dominion Bureau of Statistics, *First Annual Report of the Dominion Statistician for the Fiscal Year Ended March 31, 1919* (Ottawa: 1919), online at https://publications.gc.ca/collections/collection_2017/statcan/11-201/CS11-201-1919-eng.pdf.

beginnings, the Bureau experienced relatively steady growth as it establishing a unified and coordinated system of national statistics.

The construction of the new building opened in 1953 was prompted by the passage of the new Statistics Act in 1948 that expanded the organization's original mandate, adding the coordinated gathering of social and economic statistics pertaining to the whole of Canada and each province. The role of the Bureau evolved quickly into influencing economic policy and social programs.



Figure 4: IBM machine in use at Statistics Canada, 1960. Image source: Library and Archives Canada, National Film Board of Canada, 11177437.

2.7.2 Health Canada

The sweeping story of Health Canada will be an integral part of interpretation at Tunney's Pasture. The department administers a large body of acts and regulations that relate to health and welfare, including the *Food and Drug Act*, the *Quarantine Act*, and the *Vocational Rehabilitation of Disabled Persons Act*. Following the passage of the national *Medical Care Act* (a predecessor of the *Canadian Health Act*) in 1966, the importance of health services became a more pressing concern for governments. In the second half of the 20th century, Health Canada, which included social security programs until 1992, became the largest peacetime spending department and the principal locus for the development of social security programs.

The Brooke Claxton Building (1961-4) is an FHP that will be conserved. It was purpose-built as the centrepiece for Tunney's Pasture and as the headquarters of the Department of Health and Welfare (now Health Canada). Together with laboratories built at Tunney's Pasture, the Brooke Claxton Building helped consolidate activities of the department on a single site. The building was named after Brooke Brian Claxton (1898-1960), who was the first Minister of Health and Welfare (1944-6), but construction was initiated by the government of John G. Diefenbaker. Diefenbaker played a key role in developing a federal model to fund Canada's national health programs.

2.7.3 Indigenous Health and Health Canada

First Nations health services were administered through the Department of National Health and Welfare from 1945 to 2000, first by the Indian Health Services Branch (IHS) transferred from Department of Citizenship and Immigration, and then by the Medical Services Branch. Among other programs, the activities of the Branch included health training, administering Indian Hospitals, and providing medical personnel in local communities. Several difficult histories are related to these programs in the period when Health Canada was developing its headquarters facilities at Tunney's Pasture, including nutrition studies and other medical experiments undertaken by the Medical Services Branch. The relationship between the federal government and Indigenous Peoples in the area of health in the post-war period is an active area of scholarship and investigation.⁸



Figure 5: Nurses feeding Inuit babies, 1958, possibly as part of the Medical Services Branch nutrition research program. Image source: Credit: Library and Archives Canada/National Film Board. fonds/e011176886.



Figure 6: Aboriginal Community Health Workers Training Program, Maskwacis (formerly Hobbema), Alberta, 1965. Group portrait of the class [(Front) unidentified, Kathleen Small, unidentified, Nancy Samson, Alice Mustus, unidentified, Joseph Tobie, unidentified. (Middle) 5 unidentified, Evangeline Hole, Dora Guly, unidentified, Lucy Isaac, Alphonse Erachi. (Back) 5 unidentified, Albert Peltier, unidentified. Image source: Library and Archives Canada, Health and Welfare Canada, 4322464.

⁸ One example concerns litigation regarding Indian Hospitals. See: "Ottawa Eyes 'Meaningful Resolution' to Indigenous hospitals class action lawsuit," CBC, 14 January 2020, online at <https://www.cbc.ca/news/indigenous/indian-hospitals-class-action-lawsuit-1.5425171>.

2.8 Thematic Framework

Interpretation planning starts with understanding the full suite of stories that matter and stories that should be told, and those that might not be priorities. For the purposes of the interpretation framework, proposed themes are presented to demonstrate the breadth of stories connected to Tunney's Pasture that could be explored through public engagement as part of the Interpretation Plan.

2.8.1 Indigenous Knowledge and History

Tunney's Pasture has potential for providing a base for interpretation that links Algonquin knowledge of the land and waters with their occupancy, as well as the impacts on Algonquin communities when their lands were taken and transformed for settlement. The area also has strong potential for interpreting how government health programs affected Indigenous Peoples in the past and how Indigenous efforts, skills and knowledge are being integrated into the design, management and evaluation of healthcare today.

2.8.2 People

The choice of which individuals to interpret at Tunney's Pasture will require engagement with interested groups, including Algonquin and Indigenous communities. As the location of headquarters for Health Canada and Statistic Canada, a range of politicians, scientists and senior bureaucrats could be recognized for their work on significant government programs and services in the period after the Second World War, but the record about who benefitted from this work and how specific groups were affected needs to be considered carefully.

A diverse collection of voices and examples is possible, including politicians from all political parties⁹ and people in various fields of knowledge. First Nation, Métis, and Inuit individuals and organizations were at the forefront of legal and political struggles to ensure that health services for Indigenous People were protected.

2.8.3 Innovation

This theme focuses on two areas: 1) health policies and programs connected to health and welfare, including post-war flagship initiatives and legislation, such as the Canada Pension Plan, the Canada Assistance Plan, Medicare and the Canada Health Act; and 2) the role of Statistics Canada in serving a wide range of stakeholders and sectors, including government, business, health, welfare, agriculture and others. The theme reaches back past the acquisition of Tunney's Pasture by the federal government in 1947.

As one example, Canada introduced one of the first pieces of health protection legislation of its kind in 1875 with the Adulteration Act, which was the beginning of controls over food and drugs. The administration and enforcement of food and drug legislation relied on solid scientific information and methods, with the laboratories at Tunney's Pasture being at the heart of this work. The regional laboratories focused mainly on the analytical work required for enforcing compliance with the law, while the investigative work was undertaken at the central

⁹ As an example of the need to balance the history of health services in Canada, the role of Prime Minister John G. Diefenbaker in the post-war federal health innovations is often overlooked in the history of Tunney's Pasture. The Brooke Claxton Building's history began with the Diefenbaker government, which established the Royal Commission on Health Services in 1961, the same year that construction began on the Brooke Claxton Building. On completion, it was named after a Liberal Minister of Health and Welfare who was primarily known as a distinguished veteran and for his work in the areas of communications and international affairs. g

laboratories in Ottawa.

Statistics Canada has been an important innovator in areas that affect Canadians in different ways that could be interpreted in many creative ways, including interactive artworks that further understanding and appreciation of statistics and probability.

The SLOWPOKE 1 reactor constructed at Tunney’s Pasture was developed at Chalk River and served as a prototype for five reactors built at the same time – four in Canada and one earmarked for Cologne, Germany. Located at 20 Goldenrod Driveway, the 4.9-acre SLOWPOKE reactor site was moved in 1984. After the building was demolished, the site was completely remediated in 2002.¹⁰ While the story of the SLOWPOKE is short, it is emblematic of Canada’s involvement in the development of nuclear power and other uses.

2.8.4 Environment and Design

This theme focuses on the natural environment, heritage buildings and landscape features, and the relationship of the site to other parts of the Capital. A small sample of heritage elements that could be integrated into the design of the public realm, infrastructure features and landscaping include:

- International Style architecture of the 1950s that characterized Tunney’s Pasture in its first decade
- Jacques Gréber’s vision for Tunney’s Pasture as an office campus “developed as a park, and in the midst of planted spaces”
- The Beaux Arts approach to the site in its emphasis on rational planning principles
- Visual relationships within the site, relevant to its role as a *designed* cultural landscape, especially the view down the length of Tunney’s Pasture Boulevard to the Brooke Claxton Building
- Importance of the natural conditions on the north side of Tunney’s Pasture that provide a transition from the formality of the Beaux-Arts landscape to the compositions inspired by nature that are part of Kichi Zibi Mikan.

¹⁰ See: “Slowpoke, a new reactor, shows promise commercially,” *The Ottawa Journal*, August 1971: 32; and Royal Military College of Canada, “SLOWPOKE Reactors in Canada,” n.d. Online at: www.rmc-cmr.ca/en/chemistry-and-chemical-engineering/slowpoke-nuclear-reactors-canada.

3 Interpretation Opportunities at Tunney's Pasture

3.1 Steps in Planning

Planning for interpretation at Tunney's Pasture will require an iterative approach that includes a robust engagement program for establishing priorities for stories and interpretive techniques with flexibility of the timing for projects to be implemented.

An Interpretive Plan is normally undertaken in four stages, which may be intertwined in practice. The following steps are recommended for Tunney's Pasture.

1. A review of the history and heritage of Tunney's Pasture and its broader context
 - Further analysis will be required to document Algonquin history and knowledge through engagement, and to determine how to present Indigenous history related to the provision of health services by the federal government, especially in the 1955-1975 period.
 - Prior to determining which stories deserve to be highlighted through interpretation at Tunney's Pasture, further engagement will be needed, including engagement with Algonquin communities to understand the history of Algonquin occupancy more fully, and to bring forward Indigenous perspectives on the history of federal health policies and services in the post-war period. Other groups with knowledge and insights for interpretation planning include community groups and employees (retired and current) of Health Canada and Statistics Canada.
2. Analysis of obligations
 - Consideration of a full suite of legal and policy obligations will be needed, such as City of Ottawa policies on street names and public art, as well as federal policies and statutes, including the United Nations Declaration on the Rights of Indigenous Peoples (UNDRIP) and the federal Action Plan on the implementation of the United Nations Declaration on the Right of Indigenous Peoples (UNDRIP).¹¹
 - With the transfer of lands out of the federal inventory, Tunney's Pasture will be subject to municipal (City of Ottawa) planning authority and community input. In the transition of Tunney's Pasture to a multi-use/ownership context, a system for tracking and adhering to policy directives, such as Indigenous engagement and involvement, accessibility, inclusive design, heritage priorities, and implementing an interpretation plan, will need to be established.
3. Reviewing interpretive services that already exist
 - Some interpretation services are in place through community groups such as heritage walks by Heritage Ottawa and Jane's Walks, and through scholarly articles in local publications. Interpretation along the Ottawa River lands is also pertinent to the story of Tunney's Pasture but could be expanded. The story of LeBreton Flats also intersects with themes related to Tunney's Pasture, such as railways, neighbourhoods, and Capital planning, that could be reinforced through interpretation and wayfinding along the Ottawa River.
4. Designing new interpretive services
 - The Framework identifies options that could be implemented during the development program under the direction of CLC. Pre-existing interpretation elements at Tunney's Pasture include: the

¹¹ Canada. *The United Nations Declaration on the Rights of Indigenous Peoples Act Action Plan*, 2023, p. 10, online at <https://www.justice.gc.ca/eng/declaration/ap-pa/ah/pdf/unda-action-plan-digital-eng.pdf>.

overall landscape, with its grid street pattern, modern design, visual connections to the Ottawa River and lands along the river, character of surrounding neighbourhoods, and Federal Heritage Buildings that will become part of the redeveloped neighbourhoods.

5. Addressing how the plan's implementation can be resilient and sustainable
 - Community engagement will be a critical component for the Interpretation Plan. By building interpretation services aligned with public input, investments in interpretation services will become a foundation for community-led interpretation services.

3.2 Interpretation & Design

The various narratives discussed in the history of Tunney's Pasture have potential for integration in designs for the public realm of Tunney's Pasture, including its landscaping, commemorations, public art, and infrastructure elements.

As general guidance, interpretation at Tunney's Pasture will be enhanced by remaining mindful of the history of specific sites under development and those adjacent to new elements. Building forms, street patterns and the area's natural history should inspire designs, rather than serve as templates. Street furnishings, lighting, signage, fencing and other fixed elements should be considered as potential vehicles for sharing stories.

Tunney's Pasture provides multiple opportunities for interpretation to be a layer that rests comfortably on the landscape by leveraging the attributes of the place itself. Some spaces within Tunney's Pasture that could be appropriate for interpretation services are discussed here. Examples of key spaces that could be both the subject of interpretation and the location of interpretive elements include:

- Connections to Kichi Zibi Mikan and the Ottawa River
- The distinctive grid circulation system
- The OC Transpo Transit Plaza
- Parks, plantings and views

4 Conclusion

Interpretation at Tunney's Pasture will be grounded in a full understanding of the landscape's history over time and by an engagement program to discover stories and key values that may have been overlooked in research and studies to date. Interpretation will unfold on the site as development proceeds, which makes it very important to begin the engagement process soon but also allow for flexibility if new stories or priorities emerge over the next 10 to 20 years.

Providing opportunities to create a meaningful and beautiful urban environment will require a range of techniques and forms of expression, including plantings, pathways, street names, signature views, public artworks, commemorative monuments, online experiences, and more. Setting the stage will require a full interpretation and commemoration plan that integrates design elements with the stories that need to be told.

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