

Commemorative Integrity Statement

July 1

2014

This document defines the commemorative integrity of the Diefenbunker: Canada's Cold War Museum. It provides a baseline for planning, managing, operating, reporting, and taking remedial action.

The
Diefenbunker
National
Historic Site
of Canada





Henriette Riegel, Executive Director
Diefenbunker, Canada's Cold War Museum

Subject: Commemorative Integrity Statement for The Diefenbunker National Historic Site

Dear Ms. Riegel,

I would like to congratulate you and your team for your work to develop and complete the enclosed commemorative integrity statement (CIS) for Diefenbunker / Central Emergency Government Headquarters National Historic Site.

I note the initial workshop to develop the CIS and identify heritage value was held in 1999 followed by a clarification of the designated place boundary in October 2006. I understand there has been ongoing support on the part of Parks Canada to assist in the development of this CIS and I believe the effort to work together has resulted in a comprehensive and useful strategic document for management purposes.

Please accept this letter as support for the work you have done and will continue to do to protect and present this amazing national historic site on behalf of all Canadians.

Regards,

George Green
Vice-President, Heritage Conservation
and Commemoration
Parks Canada



The Diefenbunker National Historic Site of Canada Commemorative Integrity Statement

Approved

Vice-President
Heritage Conservation and Commemoration Directorate
Parks Canada Agency

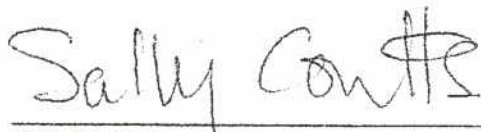
Date



Field Unit Superintendent
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Feb. 17, 2015

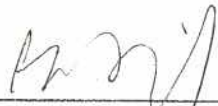
Date



City of Ottawa
Sally Coutts, Co-ordinator Heritage Services

June 16, 2015

Date



Henriette Riegel, Executive Director
Diefenbunker, Canada's Cold War Museum

June 16 / 2015

Date

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1 Introduction

1.1 Overview

The Central Emergency Government Headquarters [CEGHQ], now most commonly known as the Diefenbunker, is a 100,000 square foot, four-storey underground bunker that was designed to house up to 535 people for a duration of 30 days in the event of a nuclear war. It was constructed between 1959 and 1961 near the village of Carp, Ontario, on the outskirts of Ottawa. The history of the Diefenbunker is inextricably linked to the Cold War, which dominated international relations through the latter half of the twentieth century.

Construction of the bunker began in August 1959 and was completed by December 1961. The CEGHQ, also known as Canadian Forces Station Carp (CFS Carp) from 1961 onwards, remained operational through the Cold War years until 1994, when the federal government announced that the facility would be closed. That same year, the Diefenbunker was designated as a National Historic Site of Canada [NHSC].

Besides the bunker itself, the site includes a number of supporting facilities and landscape features that constitute approximately 88 acres or 35.6 hectares. An incorporated, non-profit organization called Diefenbunker, Canada's Cold War Museum/Musée Canadien de la Guerre froide Corporation owns and operates the bunker as the "Diefenbunker, Canada's Cold War Museum." The Corporation also owns and operates approximately 8 acres or 3.2 hectares that consists of the area inside the inner high security fence where the bunker itself is located, as well as the Guard House. The Corporation has rights of access to the property from the main road.

1.2 National Historic Site Objectives

The objectives of the Government of Canada for the national historic sites program are:

- To foster knowledge and appreciation of Canada's past through a national program of historical commemoration;
- To ensure the commemorative integrity of national historic sites by protecting and presenting them for the benefit, education and enjoyment of this and future generations, in a manner that respects the significant and irreplaceable legacy represented by these places and their associated resources;
- To encourage and support owners of national historic sites in their efforts to ensure commemorative integrity.

1.3 Commemorative Integrity

This section addresses the definition and purpose of Commemorative Integrity and the Commemorative Integrity Statement as outlined by the guidelines set forth by Parks Canada.

1.3.1 Definition of Commemorative Integrity

Commemorative integrity describes the health and wholeness of a national historic site. A national historic site possesses commemorative integrity when:

- The resources that symbolize or represent the reasons for designation of the national

- historic site are not impaired or under threat;
- The reasons for the site's national historic significance are effectively communicated to the public; and
- The site's other heritage values are respected by all whose decisions or actions affect the site.

Resources directly related to the reasons for the site's designation are resources of national significance as defined in Parks Canada's *Cultural Resource Management [CRM] Policy*. Those values, resources, and messages that are not related to national historic significance but which have historic value are defined as resources of other heritage value in the *CRM Policy*.

1.3.2 Definition and Purpose of the Commemorative Integrity Statement

Commemorative Integrity Statement [CIS] is an elaboration of what is meant by commemorative integrity for a particular national historic site. The CIS provides the benchmark for planning, managing, operating, reporting and taking remedial action. The document is intended to ensure that:

- *Resources that symbolize or represent the reasons for designation of the national historic site are not impaired or under threat.* This section identifies the resources that relate directly to the site's national historic significance. It also describes the heritage value of these resources. The CIS provides guidance, through objectives, about the meaning of "not impaired or under threat" in the context of the site.
- *Reasons for the site's national significance are effectively communicated to the public.* This section of the CIS identifies messages of national significance, as well as any additional essential information that is required to ensure their understanding. It provides guidance, through objectives, on integrity in presentation and effective communication with audiences.
- *A site's heritage values are respected in all decisions affecting the site.* This section covers heritage resources and values that are not related to national significance, as well as any other matters not covered under the other two elements of commemorative integrity. It provides guidance, through objectives, on what is meant by "respect" in the context of the site.

1.3.3 Uses of the Commemorative Integrity Statement

A Commemorative Integrity Statement is required for each national historic site which falls under Parks Canada's administration. The CIS is also used as the primary basis for planning under the National Historic Sites of Canada Cost-Sharing Program.

The CIS guides site management by:

- Identifying what is most important about a site relative to the national historic designation;
- Ensuring that there is a focus on the "whole", and not just the individual resources;
- Providing the fundamental document to guide management planning;
- Enunciating a set of heritage values and objectives which can be used in analysing and evaluating the impact of development and adaptive re-use proposals on a site or nearby property;

- Providing the basis for design guidelines for development which may take place within or nearby and which may have an impact on the national historic site; and
- Giving direction on heritage messages for marketing plans and programs.¹

1.4 Cultural Resource Management Policy

Cultural resource management is an integrated and holistic approach to the management of cultural resources. It applies to all activities that affect cultural resources, including the care taken of these resources and the promotion of public understanding and enjoyment of them.

The *Policy* is the basis for management of cultural resources by Parks Canada. Other owners of national historic sites are encouraged to apply the principles from the *CRM Policy*.

Management under the *CRM Policy* means:

- Cultural resources and their values are identified through evaluation, and these records are kept up to date;
- There are no uses or threats that reduce the potential for long-term conservation and future understanding and appreciation of the cultural resources;
- Any modification to the site or its cultural resources is based on sound knowledge and respect for the heritage value of the resources and is preceded by adequate research, recording, and investigation;
- Conservation measures are based on direct, rather than indirect evidence, follow the path of least intrusive action, and are clearly recorded;
- Any new work at or adjacent to the site is sensitive in form and scale to the site and its associated resources;
- Monitoring and review systems are in place to ensure the continued survival of the cultural resources with minimum deterioration;
- Reproductions and reconstructions are marked in such a way as not to be confused with the originals they are intended to represent; and
- The heritage value of the resources is fully considered and integrated into the planning, conservation, presentation and operational programs.

¹ Guide to the Preparation of a Commemorative Integrity Statement. Parks Canada.
http://www.pc.gc.ca/eng/docs/pc/guide/guide/commemorative_1_0/commemorative_1_3.aspx

2 Designation and Context

Commemorative intent identifies the reason(s) why the site was commemorated as being of national historic significance by the federal government. While the authority to designate a national historic site rests with the Minister, it is on the advice of the Historic Sites and Monuments Board of Canada [HSMBC or the "Board"] that this authority is exercised. Commemorative intent, therefore, is based on the ministerially approved recommendations of the Board's deliberations.

2.1 The Commemorative Context

HSMBC Minutes, Spring 1994:

During its spring meetings in June 1994, the Historic Sites and Monuments Board of Canada recommended that:

The Central Emergency Government Headquarters at Carp, Ontario, known as the "Diefenbunker" should be designated a national historic site and commemorated by means of a plaque, because it is symbolic of the Cold War and the strategy of nuclear deterrence as well of a people's determination to survive as a nation following nuclear war.

Further, as the Board felt that the "Diefenbunker", a poignant, tangible reminder of what was arguably among the most critical periods in the modern history of mankind, was of exceptional significance at the national level, it recommended that every effort be made to ensure that the facility, or a portion of it, is preserved, presented and made accessible to the public Finally, the Board recommended that if, as it hoped, the "Diefenbunker" became an operational national site, some attention should be paid in its interpretation to its importance as an engineering achievement and to the critical path method of planning used in its construction.

HSMBC Minutes Fall 1994:

During the fall meetings in November 1994, the Board was informed that the Diefenbunker had been stripped of its furnishings and fixtures. While the Canadian War Museum and the Museum of Civilization had been fortunate enough to save a number of artefacts, the most had been or were to be disposed of through Crown Assets. It was noted in the minutes that:

The Board was extremely upset to learn that the facility had been gutted, as it believed that the "Diefenbunker" had been the most important surviving Cold War site in Canada. . . . The Board stated, however, that it was not prepared to rescind its recommendation regarding the national significance of the "Diefenbunker". . . . [and] at some time in the future it might be possible to reopen it and, through the reintroduction of those fittings seen to be essential to the telling of its story, or other means, provide Canadians with a meaningful interpretation of the story it so poignantly symbolizes - Canada and the Cold War.

2.2 Statement of Commemorative Intent

The Central Emergency Government Headquarters / Diefenbunker, was designated a national historic site in 1994. The reasons for designation, as derived from the 1994 HSMBC Minutes, are:

- *It is symbolic of the Cold War and the strategy of nuclear deterrence;*
- *It is symbolic of a people's determination to survive as a nation following nuclear war; and*
- *It is a poignant, tangible reminder of what was arguably among the most critical periods in modern history.*

2.3 Designated Place

The designated place is a geographically definable location that is circumscribed by boundaries to provide a clear indication of what was designated by the Minister responsible.

The following is an excerpt from the HSMBC Status of Designations Committee Minutes, 25, October 2006:

Clarification of the Designated Place of the Diefenbunker / Central Emergency Government Headquarters National Historic Site of Canada, Ottawa, Ontario

As the Board's Minutes are not clear with respect to the designated place of the Diefenbunker / Central Emergency Government Headquarters National Historic Site of Canada, the Committee clarified that the designated place is defined as:

the legal boundary of former CFS Carp, which encloses an area of 35.6 hectares and includes the bunker and all its supporting facilities. It is bounded on the east by the Carp Road (County Road No. 5), on the west by the meandering line of the Carp River, and on the north side by Craig Side Road. The southern boundary runs in a straight line along the edge of a wooded area between Carp Road to the east and the Carp River to the west (See Appendix B).

2.4 The Historic and Geographic Context

The Central Emergency Government Headquarters was constructed by the Government of Canada in response to the threat that nuclear war posed to the survival of the nation.

The Cold War

The Cold War emerged from the destruction and instability at the close of the Second World War as relations between the United States, its Western allies, and the Soviet Union became increasingly strained over the shape of the postwar world. Tensions escalated steadily throughout the late 1940s as the United States led Western Europe in a struggle to halt the Soviet Union's efforts to erect a barrier of communist satellite states along its western border, and to encourage the spread of communism in Western Europe and Asia. For almost 50 years, East-West relations were characterized by mutual suspicion and recrimination, periodically punctuated by periods of extreme tension.

The dangers associated with a nuclear confrontation escalated markedly in the mid-1950s when both the Soviet Union and the United States began to develop intercontinental ballistic missiles (ICBM) as delivery systems for nuclear war heads. Ironically, however, as the Berlin Crisis of 1961 and the 1962 Cuban Missile Crisis made clear, nuclear stalemate and the threat of mutually assured destruction imposed a certain stability on East-West relations.

The Cold War ended as quickly as it began when the Soviet Union, weakened by external adventures and internal corruption, proved incapable of maintaining its control over the communist states of Eastern Europe. The collapse of the Eastern Bloc culminated with the demolition of the Berlin Wall in 1989, and was followed by the collapse of the communist government and subsequent dissolution of the Soviet Union in 1991.

Canada and the Cold War

Besides communist aggression in Europe and the manifestation of Cold War conflicts throughout the globe, Canada faced Cold War threats within its own borders. Geographically located between the United States and the Soviet Union, Canada was in a most uncomfortable and vulnerable position if the Cold War turned hot. Efforts to erect an extensive early-warning radar system and to develop an integrated air defence with the United States provided little comfort. It was always apparent to Canadian defence planners that at least some Soviet bombers would get through, and with the advent of intercontinental ballistic missiles the threat intensified.

By 1956, the threat that Canada could suffer the devastating consequences of a nuclear attack prompted the federal government to look closely at what measures could be taken, not to defend against but to survive such an eventuality. Despite the potentially high levels of destruction and loss of life, it was believed that many people would survive an attack and these survivors would need care, leadership, organizational planning and resources in order to rehabilitate and reconstruct their society.

The Construction of the Central Emergency Government Headquarters [CEGHQ]

The strategy for national survival called for the establishment of a series of protected emergency government headquarters in six regions across the country. These various headquarters would be interconnected by an integrated communications network to allow either centralized or decentralized control depending on situations. Maintaining communications was the key element of the strategy.

Planning for the location and construction of Central Emergency Government Headquarters began at the end of 1957. The design called for two buildings, a main or receiver building – the one built at Carp – and a second smaller transmitter building located at Richardson, approximately 45 kilometres south of Carp.

The receiver building at Carp would be situated on a natural ridge, just below the ridge's high point, providing natural protection from any blast that occurred to the east. The ridge afforded the site good drainage down a moderate slope to the Carp River. Other geological characteristics of the area were ideal for the bunker's construction, namely the presence of a water supply (i.e. two deep natural wells that would be protected against radioactive fallout), as well as the natural soil properties that would provide ideal shock dampening for the underground structure.

Excavation and construction began in the summer of 1959. The design was a four-storey hardened concrete box built in the enlarged sand pit resting on a crushed gravel pad nearly two metres thick. The field of hardened construction was relatively new at the time, but would allow the completed structure to withstand waves of immense pressure travelling at very high speeds. Conventional methods of construction would not provide sufficient protection against a nuclear blast. An additional envelope of crushed gravel compacted around the bunker provided more shock dampening and allowed the building to move. This dynamic characteristic of the bunker necessitated that all exterior connections had to be flexible to prevent damage if the building moved. For its time, the structure utilized exceptionally heavy concrete, 650 pounds (295 kilos) of reinforcing bars per cubic yard. The box was capped with a 122 centimetre thick reinforced concrete roof covered with several metres of clay loam. The land over and surrounding the structure was rounded and sloped to allow blast waves to pass over.

Planning and managing the construction utilized the then new Critical Path Method, a process that coordinated and scheduled the different phases and components of a complex project by mapping out the relationships between individual tasks along a precise timeline (i.e. a 'Critical Path'). This method allowed for the simultaneous design and construction of the bunker, which was crucial for ensuring that the project was completed as quickly as possible. The use of early computers was another noteworthy aspect of the planning and construction process of the bunker. The construction was completed by December 1961.

Operational Overview of the Central Emergency Government Headquarters

During its 33 years as a federal operational facility, the CEGHQ was under the custody of the Canadian Army, which was responsible for the care and maintenance of the structure. The federal Emergency Measures Organization [EMO] and its bureaucratic successors were responsible for the use of the building for civilian training purposes in peacetime and for the operational readiness of the bunker for wartime government emergency.

In terms of completing the federal civil emergency plan, 1967 was the high point. Beginning in August of that year, the federal government announced its intention to reduce spending in many areas, including civil emergency measures. The government's decision reflected the lessening tensions on the international front.

In 1968, the government's announced approach to emergency preparedness was to freeze spending on new equipment and facilities and to reduce administrative and maintenance costs on existing facilities. Ottawa noted that there was no intention to dismantle the system, but it would be kept in a reduced state of readiness and in a condition that could be reactivated quickly in the event of a crisis. Budget freezes were followed by budget cuts for civil emergency measures. The decline continued through the 1970s.

Cold War tensions flared again in the early 1980s with the Soviet Union's invasion of Afghanistan, and the Canadian government once more began to give wartime emergency planning and civil defence a higher priority. As a result, the Diefenbunker underwent some improvements and modernizations.

In 1989, however, the downfall of the Soviet Union began with the popular overthrow of one after another of the Eastern Bloc's communist regimes. Within two years, the government of the Soviet Union collapsed on 26 December, 1991, marking the end of the Cold War. In January 1994, the Canadian government announced that it was closing the CEGHQ (CFS Carp), along

with all the other regional emergency centres. Today, only the bunker at Val Cartier remains operational under the Canadian Military for training and simulation purposes unrelated to the building's original intent.

3 Resources Directly Related to the Reasons for Designation as a National Historic Site

This section contains details on the resources – the whole and the parts of the whole – which are directly related to the reasons for designation.

This section also addresses the objectives associated with the designation. Objectives in the CIS express the desired state of the site, its resources, and their heritage value. Objectives describe the ideal field conditions sought through management. Evaluating whether these conditions are met serves as the basis for identifying necessary policies and actions.²

3.1 The Designated Place

The designated place of the Diefenbunker NHS incorporates key design and infrastructure features that were part of the operational facility over its 33-year history. Examples of these features include: the bunker itself, the contoured landscape that forms the roof and surrounding area of the bunker, the Guard House and attached blast shelter, as well as the underground garage. Landscape features include the remains of the antenna farm, the air intake and exhaust elements, the escape hatches, the deep wells, the former sewage lagoons, the Construction Engineering building (currently housing the Ottawa Public Library, Carp Branch), the Mess Hall, the line maintenance building, along with the interior and exterior perimeter fencing, archaeological elements, the helicopter pad/parking lot, two other parking lots and roadways plus associated historic objects both on and off site (*See Appendix A*).

3.1.1 Heritage Value (Associative)

The designated place is valued for its symbolic association with:

- The Cold War era that dominated international relations for nearly 50 years following the end of the Second World War, as the bunker is a poignant and tangible reminder of what was one of the most critical periods in history;
- The planning and construction of an important engineering achievement;
- The utilization for the first time in Canada the Critical Path Management planning method;
- The strategy of nuclear deterrence that was the hallmark of the Cold War and meant mutually assured destruction if either East or West initiated a nuclear attack; and
- Canada's determination to survive as a nation following nuclear war. The Diefenbunker was an example of planning for the unthinkable, for a nation to carry on in the aftermath of a major nuclear war through either centralized or decentralized government structure.

3.1.2 Character-defining Elements (Physical Value)

The designated place includes the following character-defining elements:

² Guide to the Preparation of a Commemorative Integrity Statement. Parks Canada.
http://www.pc.gc.ca/eng/docs/pc/guide/guide/commemorative_2_0/commemorative_2_3.aspx

- A number of ancillary buildings with direct functional relationships to the bunker have survived. These buildings include:
 - The underground garage with its rolling blast door and rounded concrete roof protected by a sloping ridge, used to house vehicles and heavy equipment;
 - The Guard House with its own small blast shelter below, including original fixtures and a periscope to permit surveillance from the shelter, representing part of the site's security system;
 - The exterior appearance and the location of the fiberglass tuning hut (a.k.a. the antenna tuning unit building);
 - The underground communications vault, which housed important equipment to support the various communications functions, including relay cables to the transmitter stations in Richardson and at the Burnt Lands;
 - The exterior appearance and the location of the All-Ranks Mess Hall;
 - The exterior appearance and the location of the Construction Engineering (CE) Support Building; and
 - The exterior appearance and the location of the Line Troop Building.

3.1.3 Objectives for the Designated Place

The designated place will be unimpaired and not under threat when:

- The form and fabric of the built structures and related systems is safeguarded and maintained in accordance with recognized conservation practices;
- The engineered landforms, open spaces and exterior circulation patterns are safeguarded and maintained in accordance with recognized conservation practices;
- The site's other nationally significant cultural resources are inventoried, evaluated and properly safeguarded and maintained in accordance with recognized conservation practices;
- Those elements that contribute to a sense of a high security military facility are safeguarded;
- Future development respects the visible profiles and existing building scale;
- Future development respects key sight lines within the place;
- Future development respects the sense that this place was a high security military facility;
- Decisions regarding its protection, presentation and use are founded on site specific knowledge; and
- Its values are effectively communicated to the public.

3.2 Buildings and Structures

The built heritage of the Diefenbunker that symbolizes or represents its national significance consists of the following buildings:

- The bunker, which includes the entrance way blast tunnel, Butler Hut (entrance building attached to the blast tunnel) and the Bank of Canada vault;
- The Guard House and related blast shelter;
- The underground garage;
- The fiberglass tuning hut (a.k.a. antenna tuning unit building) (site plan #A);
- The Construction Engineering building (currently housing the Ottawa Public Library, Carp Branch);

- The Mess Hall (currently operated by the Huntley Community Association);
- The line maintenance building; and
- The underground communications vault.

3.2.1 The Bunker

While the last seven structures mentioned above are important ancillary buildings and their past function represents important components of the facility's operations, the bunker itself is the key element of the built heritage. The bunker contains unique design elements, components and systems that symbolize or represent its national significance.

3.2.2 Heritage (Associative) Value

The bunker is valued for its:

- Symbolic association with Cold War and the strategy of nuclear deterrence;
- Poignant and tangible association with Canada's determination to survive as a nation following a nuclear war;
- Design, scale, fabric, systems and completeness as a fortified structure which survives as a tangible reminder of what was one of the most critical periods in modern history;
- Innovative design and engineering features related to its construction;
- Use of the innovative Critical Path Method during its construction;
- Association to an important era in the history of the Canadian army, particularly the Canadian Army Signals System (CASS); and
- Surviving systems, infrastructure, fittings and organization which speaks to its intended purpose, operation and enhances understanding of the structure.

3.2.3 Character-defining Elements (Physical Value)

The bunker includes the following character-defining elements:

- Its massiveness and strength in terms of location, design, and materials used in its construction – the bunker was designed to maintain operational capability under nuclear attack with a surface burst of a five megaton weapon with ground zero at 1.8 kilometres (1.1 miles);
- The extensive office spaces and living quarters designed to house over 400 individuals for 30 days in a self-contained and protected environment to ensure the continuity of government in the event of nuclear war;
- The remains of the extensive civilian and military communication facilities and systems, including a CBC radio studio;
- The “forgotten” bedroom on Level 100 containing original furniture and fittings (this room was not stripped of its contents when the military vacated the bunker);
- The bunker's essential mechanical and environmental systems such as:
 - The extensive and complex HVAC systems,
 - The electrical system which included the substation building and the computerized environmental management system,
 - The water supply and sewage disposal systems,
 - The radiation and blast detection systems,
 - The fire detection, control and suppression systems,

- The security system, and
- The food handling and garbage processing systems;
- The duplication and designed redundancy of systems to ensure continued operation of the facility in the event of a system's failure;
- The shock mounted machinery;
- The application of naval engineering technology to many aspects of the structure;
- The elaborate tie-down system such as the slotted steel inserts designed to secure equipment;
- The emergency escape hatches;
- The medical centre and operation room;
- The decontamination area;
- The Federal Warning Centre;
- The Bank of Canada vault; and
- The painted colour schemes intended to alleviate the sense of claustrophobia.

3.2.4 Objectives for the Bunker

The bunker will be unimpaired and not under threat when:

- Its form and fabric is safeguarded and maintained in accordance with recognized conservation practices;
- A regular monitoring and maintenance regime is in place as part of the conservation program;
- Its open and confined spaces, circulation patterns and functional organization are respected and maintained;
- Its structural/functional details, interior fittings, and other identified elements are maintained and safeguarded;
- The evolutionary changes are respected;
- The colour decor is respected;
- The equipment of the mechanical and environmental systems are safeguarded and, where feasible, maintained in an operational mode;
- Interventions are based on structure-specific knowledge;
- An inventory or record of the mechanical and environmental systems is developed and maintained;
- A permanent record is maintained of any changes or interventions to the structure or to its mechanical or environmental systems and any removed elements are documented and preserved, where feasible; and
- Its values are effectively communicated to the public.

3.2.5 Objectives for the Seven Ancillary Buildings and Structures

The seven ancillary buildings will be unimpaired and not under threat when:

- Their form and fabric is safeguarded and maintained in accordance with recognized conservation practices;
- A regular monitoring and maintenance regime is in place as part of the conservation program;
- Their structural/functional details, interior fittings, and other identified elements are respected;
- Interventions are based on structure-specific knowledge; and

- Their values are effectively communicated to the public.

3.3 Landscape and Landscape Features

The character of the facility's landscape has experienced a major change since the end of operations in 1994 with the removal of seven of the eight antenna towers that constituted the former antenna farm (base remnants remain). This is a significant loss, therefore it is crucial that those major landscape features that remain *in situ* are safeguarded.

The important surviving features of the Diefenbunker landscape include:

- The gently-rolling, engineered contours over the bunker designed to allow a blast wave from the east to pass over the site with minimal damage to the facility;
- The grassed, open spaces of the site within the two perimeter fences and the unfenced portion to the east of the entrance road that comprises the small hill and slope to the entrance road and the area that comprises the two former sewage lagoons;
- The outer and inner security fences topped with barbed wire, the rolling gates and Guard House enhance the sense/atmosphere of a high security facility;
- The complex of visible surface features – including the remaining antenna tower, base remnants and open spaces of the former antenna farm, air exhaust and intake vents, the tops of the escape hatches, the cloudburst cover and the tunnel portals that speak to the functioning of the facility and provide some indication of the complex below grade; and
- The roadways, parking lots and helicopter pad.

3.3.1 Heritage (Associative) Value

The landscape and noted landscape features are valued for their:

- Symbolic association with Cold War and the strategy of nuclear deterrence;
- Symbolic association with Canada's determination to survive as a nation following a nuclear war;
- Functional aspects which are a tangible reminder of what was one of the most critical periods in modern history;
- Designed features such as the open space over much of the site that enhanced the safety by reducing the danger of flying debris in the event of a blast: the open ground provided better security for surveillance and it minimized interference with communication functions;
- Innovative design elements related to the construction and the operation of the facility; and
- Collective presence that enhances the understanding and purpose of the facility.

3.3.2 Objectives for the Landscape and Landscape Features of the Diefenbunker

The landscape and landscape features of the Diefenbunker will be unimpaired and not under threat when:

- The identified landscape profiles and features are safeguarded through a regular monitoring and maintenance regime;

- The open spaces of the former antenna farm are safeguarded and maintained;
- The surveillance sight lines from the Guard House are maintained;
- Proposed changes or interventions to the landscape respect the identified historic character;
- The site's landscape and sight lines are safeguarded and maintained in their entirety; and
- Identified values of the landscape features are effectively communicated.

3.4 Objects

Examples of objects with direct association with the operational history of the Diefenbunker, located both on and off site, consists of such items as:

- Archival material - plans, technical drawings, system instruction manuals, specifications and shop manuals, emergency preparedness manuals, materials and records;
- Audio-video recordings of interviews with former staff;
- Furnishings - beds, tables, chairs, office equipment, office supplies, telephones, books and desks;
- Specialized equipment and furnishings from the medical centre, CBC Radio studio, Emergency Government Situation Centre;
- Detached architectural fabric and machinery or machinery parts/components such as the diesel generators;
- Site signage;
- Visual material - photos, negatives, prints;
- Special items - the bunker model, the rad sniffer, the original computer "MYRTLE", radio equipment, televisions;
- Site ephemera such as mugs, tableware and T-shirts from the historic period;
- The Signal Transmitting Receiving and Distribution (STRAD) console (currently housed at the Military Communications and Electronics Museum, Kingston, Ontario), not under direct management of the Diefenbunker CCWM; and
- The Alert Board originally situated in the Emergency Government Situation Centre (currently housed at the Canadian War Museum, Ottawa, Ontario), not under direct management of the Diefenbunker CCWM.

3.4.1 Associated Value

The historical objects that symbolize or represent the national significance of the Diefenbunker are valued for their:

- Direct association with the operational history of the facility;
- Contribution to the knowledge and enhanced understanding of the technology and function of the bunker;
- Enhanced understanding of the social aspects of working and living in the bunker; and
- Enhanced understanding of aspects of the continuity of government and surviving nuclear war.

3.4.2 Objectives for the Historical Objects

The historical objects will be unimpaired and not under threat when:

- The location and condition of site-specific objects are inventoried and records are maintained;
- Important or high-priority site-specific objects located off site are repatriated where feasible;
- Objects are properly conserved and maintained according to professional standards and are accessible for research and presentation purposes; and
- Records should distinguish between site-specific (national significance) and non-site specific (other heritage value) cultural resources.

3.5 Archaeological Sites

The archaeological sites that symbolize or represent the national significance of the Diefenbunker include building remains, antenna farm remains, buried cables, buried roadways and the two former sewage lagoons.

3.5.1 Associated Value

The archaeological sites are valued for their:

- Direct association with the operational history of the site; and
- Tangible remains, which contribute to an understanding of the organization and function of the site.

3.5.2 Objectives for the Archeological Sites

The archaeological sites will be unimpaired and not under threat when:

- An inventory of archaeological resources and records is developed and maintained; and
- Any below grade interventions on the site are preceded by archaeological consultation.

4 Effective Communication of the Reasons for Designation as a National Historic Site

Messages of the reasons for designation are derived from the Statement of Commemorative Intent (See Section 2.2) and focus specifically on why the site was commemorated a national historic site.

Effective communication focuses on what knowledge and understanding as many people as possible should have regarding the national significance of the site. This involves communicating the national significance, and also the provision of contextual information that enhances people's historical knowledge and understanding of the site.

The information outlined below is intended only as a basic communications framework. These are key messages upon which a heritage presentation program should be developed.

4.1 Reasons for Designation as a National Historic Site

The public should understand that the reasons for designation of the Diefenbunker are:

- It is symbolic of the Cold War and the strategy of nuclear deterrence;
- It symbolizes Canada's determination to survive as a nation in the event of a nuclear war; and
- Its presence serves as a poignant and tangible reminder of what was one of the most critical periods in modern history.

4.1.1 Contextual Messages of Reasons for Designation as a National Historic Site

The contextual messages represent key elements of information that should inform the development of the site's presentation programming so that the public can better understand the nationally significant messages and place them in a meaningful and comprehensible context.

4.1.2 Effective Communication of Cold War History and the Strategy of Nuclear Deterrence

In order to understand the Cold War and the strategy of nuclear deterrence, the public should know that:

- The Cold War referred to a period of international tension with a recurring threat of armed confrontation between the Soviet Bloc countries (under the leadership of the Soviet Union) and the Western Alliance (under the leadership of the United States) that lasted from the end of the Second World War until the early 1990s;
- The tensions were based on ideological differences as well as competing geo-political interests;
- Throughout the nearly 50 year history of the Cold War, the level of tension and the threat of war fluctuated from periods of high crisis to times of relative calm - the periods 1947-1948; 1950-1953; 1956; 1961-1962; 1968; and the early 1980s; are considered the most critical;
- By the mid 1950s, the USSR was closing the gap with the US in terms of the development and number of thermo-nuclear weapons (the hydrogen bomb) and

- weapons delivery systems;
- The significance of the launch of Sputnik 1 in 1957 demonstrated the ability of the USSR to deliver military payloads anywhere on earth. This led to a worldwide focus on building blast-resistant nuclear bunkers, of which the Diefenbunker is one. Funds were diverted away from the suddenly obsolete long range bomber interceptor program, and directed towards the planning and construction of Emergency Government Headquarters throughout Canada;
- Under the strategy of nuclear deterrence, often called the “balance of terror”, both sides built and stockpiled vast arsenals of nuclear weapons to the point where no matter who attacked first, the other side could respond with a catastrophic level of force;
- Cold War tensions spread to all corners of the globe during the 1960s and 1970s, as the US and the USSR waged proxy wars through sponsored clients in South America, Africa and Asia; these brush-fire wars fuelled tensions between Washington and Moscow and continually raised fears that any single conflict might escalate out of control;
- The Cold War was an era when secretiveness was given high priority; and
- The Cold War ended with the collapse of the Soviet Union and the fall of communism in Russia in 1991.

4.1.3 [Effective Communication of Canada’s Determination to Survive as a Nation in the Event of Nuclear War](#)

In order to understand Canada’s determination to survive as a nation in the event of nuclear war, the public should know that:

- Canada’s sense of security or geographic immunity from attack by a European power began to erode in the Second World War and ended in the mid 1950s when the USSR developed thermo-nuclear weapons along with the technology to deliver such weapons in large numbers anywhere across the globe, first with long-range bombers, and then by way of inter-continental ballistic missiles (ICBMs);
- Despite the highly destructive nature of thermo-nuclear weapons accompanied by deadly fallout, it was believed that many people would survive such an attack and these survivors would need care, organizational planning, and access to resources in order to rehabilitate and reconstruct their society; and
- The federal Canadian program called Continuity of Government (COG) was devised in an attempt to ensure the continuity of a Canadian government for the survivors of a nuclear war and was the basis for the construction of the Diefenbunker, along with the other facilities that were part of the network of Central and Regional Emergency Government Headquarters.

4.1.4 [Effective Communication of the Diefenbunker as a Poignant and Tangible Reminder of a Critical Period in Modern History](#)

In order to understand that the Diefenbunker serves as a poignant and tangible reminder of what was one of the most critical periods in modern history, the public should know that:

- Of all the bunkers, bomb-shelters and other protective structures – both public and private – built throughout Canada during the Cold War, the Diefenbunker is the largest and most sophisticated;

- It was considered the most important of all the national bunkers because it was intended to house key government, military, and civil service leaders; and
- It is a reminder that during the Cold War, planning for the unthinkable was considered a necessity.

4.1.5 Effective Communication of the Diefenbunker as a Canadian Engineering Achievement

This message, while not of explicit importance to national significance, was encouraged as a valuable point of discussion in the 1994 HSMBC recommendations.

In order to understand that the Diefenbunker was a Canadian engineering achievement and the application of the Critical Path Method used for its construction, the public should know that at the time of its construction:

- The use of hardened construction technology and other protective design features were considered important contributions to Canadian engineering achievements;
- The designed systems, frequently based on naval engineering technology, were unique adaptations; and
- The Critical Path Method was a new and innovative planning methodology, calling for a high degree of cooperation and coordination among the numerous sub-projects of the construction.

4.2 Objectives for Effective Communication

Effective communication means that the overall heritage presentation program for a site, in terms of all methods used to reach the public, conveys the reasons for the site's designation. It also implies that those who experience heritage presentation understand these reasons. It is not sufficient to merely present the reasons for designation to the public; efforts must be made to ensure the public understands them. The success of heritage presentation programming should be monitored to ensure its effectiveness.

Planning and design of heritage communication programs will be effective when:

- The diversity of audiences and markets is considered and accounted for;
- Presentation practices and key messages are incorporated into programs; and
- Monitoring of program content, accuracy, quality and delivery occurs.

In the second element of commemorative integrity, the audience to be reached is defined as the public. This includes on-site and virtual visitors, as well as stakeholders. The audience also includes the site stewards: owners, managers, and staff.

Measures and measurement methodologies will be put in place to determine the effectiveness of the delivery – as well as the audience's understanding – of the key messages. Effectiveness measures will need to ensure that:

- A combination of off-site and on-site experiences are employed to meet visitor and non-visitor needs; and
- The nationally significant messages are delivered to all main target markets at appropriate places using relevant methods.

5 Resources, Values and Messages Not Related to the Reasons for Designation as a National Historic Site

In addition to those resources and messages that are directly related to or represent the national significance of the Diefenbunker, the site possesses other heritage value and resources that contribute to the site's heritage character and enhance the heritage experience.

5.1 Objects

In terms of cultural resources, these include:

- The historical objects and archival material related to the Diefenbunker in the historic period, but never housed at the site such as the large evacuation floor map from the Canadian Emergency Preparedness College, Arnprior, Ontario; furnishings and documents from the provincial and zonal bunkers as well as furnishings and documents from various emergency preparedness and civil defence organizations during the Cold War;
- The historical objects and archival material from the Cold War period that illustrate various aspects of Cold War history, but are not directly related to the site; and
- The historical objects that are components of the bunker's original construction, or components of later renovations;

Decisions impacting these resources should consider and respect their heritage value. The determining factors that should be considered to define the nature of a resource's heritage value should include – but not, whenever possible, be limited to – its significance under the guidance of Parks Canada's *Cultural Resource Management [CRM] Policy*. In cases where a particular object is part of a greater artefact, consideration should also include the heritage value of the greater artefact and what the particular object contributes to the overall heritage value.

5.2 Messages

The messages listed below are associated with the Diefenbunker, although they are not directly linked to the reasons for its national significance. These include:

- The messages regarding the off-site antenna farms which are part of the redundancy aspects built into the emergency measures system;
- The evolving technology story 1961-1994, looking at the changes in telecommunications and computers during the 32 year operational history of the site;
- The Diefenbunker as the key or central site of the Central and Regional Emergency Government Headquarters: there were associated transmitter stations along with other local and regional sites that were part of the overall system;
- In addition to its role in the Central and Regional Emergency Government Headquarters, the Diefenbunker as a site used for military communications as part of the Canadian Forces Warning and Reporting System;
- The story of the political background to the planning, construction and operation of the site;
- The human stories associated with the construction and operation of the Diefenbunker, including individuals such as Lt-Col. Churchill who was responsible for the construction of the bunker and later directed important aspects of the construction of Montreal's

World Fair (Expo 67);

- The story of the exposé of the Diefenbunker in the media, its impact, and implications for the public;
- The story of particular individuals, mostly from the local community, who with the closing of the facility recognized the significance of the site and worked for its preservation and presentation;
- The story of the Diefenbunker as part of a developing series/network of cold war heritage sites (“atomic tourism”);
- The story of the “ban the bomb” and the peace movement (these are important parts of the Cold War story and they became a catalyst for social change in the Western world);
- The story of how propaganda was used as an important part of the Cold War story and, in some respects, a ‘weapon’ of war; and
- The story of the relationship of the Diefenbunker to the NATO Integrated Communications System building (NICS).

Another message that should be communicated is that the Diefenbunker is part of a family or network of National Historic Sites of Canada across the country with particular relationships to other fortified sites. The Diefenbunker is but the latest in the evolution of fortifications engineered to offer its inhabitants protection from the weapons of the time. See for example the Fortifications of Quebec NHS in Quebec City, QC, Fort Henry NHS in Kingston, ON, and Fort Wellington NHS in Prescott, ON.

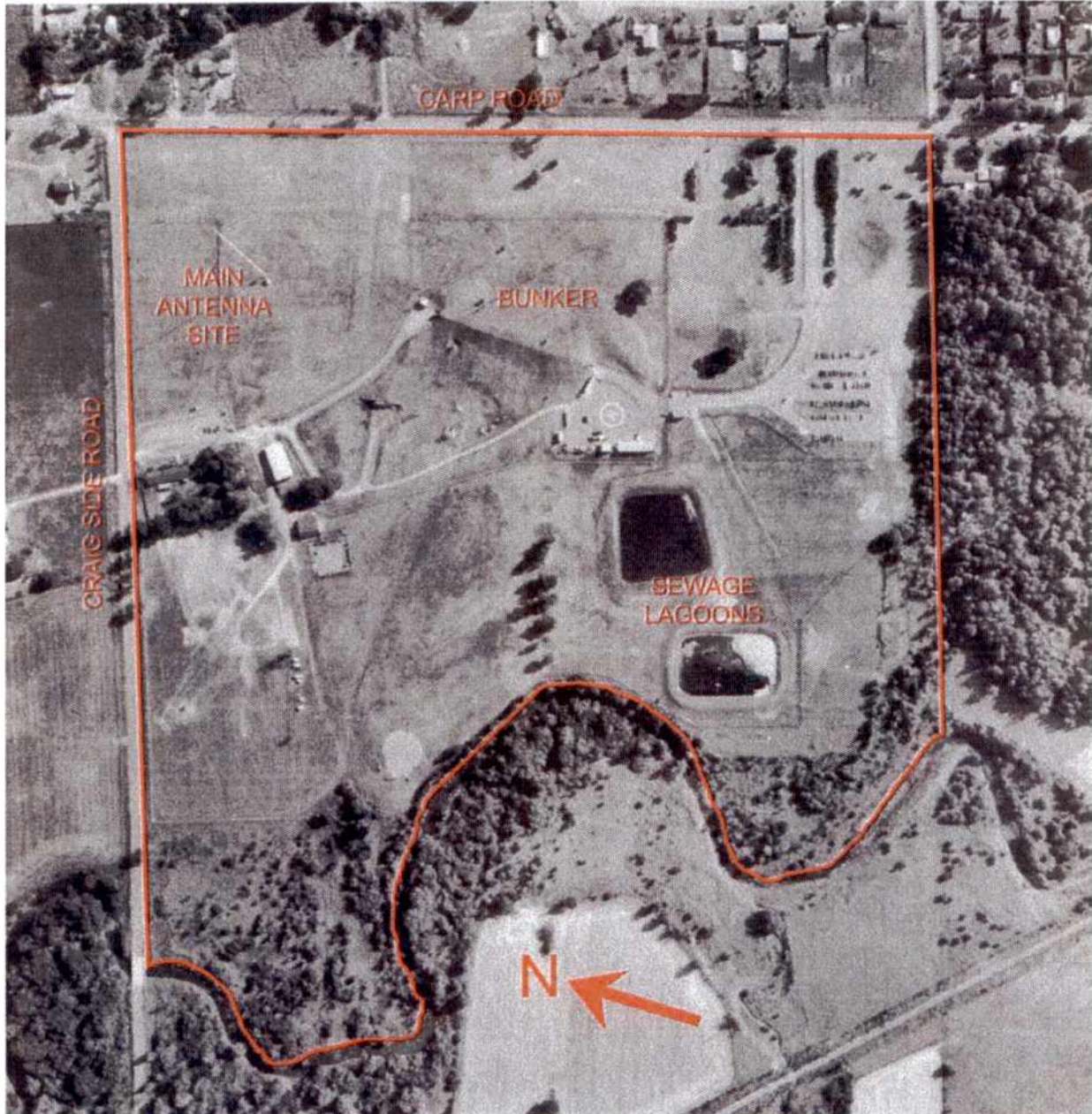
These values and messages are important parts of the larger Diefenbunker story, but they should not overwhelm or detract from the communication of the messages of national significance.

6 Appendices

The following appendices are supplementary to the Commemorative Integrity Statement, and provide pictorial and photographic references of the Diefenbunker National Historic Site.

B. Aerial Photograph

Aerial Photograph and the Boundary of the Designated Place.



C. Satellite Image

Satellite image from 2007, note that the sewage lagoons have been filled in.



D. Plaque Text

Approved by the HSMBC, 8 May 1998

Irreverently known as the Diefenbunker, this structure is a powerful symbol of Canada's response to the Cold War. Designed in the 1950s to withstand all but a direct hit by a nuclear weapon, it was intended to shelter key political and military personnel during a nuclear attack. Fortunately, it never served its intended purpose, although the Diefenbaker government made plans to retreat to its protection during the Cuban missile crisis of 1962. The bunker functioned as the hub of a communications network and civil defence system until it closed in 1994.

E. Statement of Reason for Designation, City of Ottawa

CENTRAL EMERGENCY GOVERNMENT HEADQUARTERS 3911 AND 3929 CARP ROAD (WEST CARLETON)

Bylaw 2006-121

Plaque

Statement of Reason for Designation- 3911 and 3929 Carp Road

The Central Emergency Government Headquarters, 3911/ 3929 Carp Road, now known as the Diefenbunker, Canada's Cold War Museum, is recommended for designation under Part IV of the Ontario Heritage Act for its cultural heritage value.

Constructed from 1959-1961 by the government of John Diefenbaker, the underground complex was intended to house key government and military personnel in the event of a nuclear war. It was the largest of a series of seven emergency government headquarters built across Canada as the federal government's response to the threat of nuclear attack during the Cold War. It was equipped with supplies that would have allowed 400 people to live for 30 days. It served as a communications centre for the government until 1994.

Heritage Attributes

As constructed, The Diefenbunker, as it came to be called, was barely discernable at grade, as the bunker, where the government functions were located, is underground. Access to the bunker is provided through a butler hut which opens into the "blast tunnel" which is lined with corrugated steel and was designed specifically to withstand a nuclear blast. Inside the four storey, hardened concrete structure, there is a rich mix of rooms, reflecting the function of the complex, including the offices of the Prime Minister and the Chief of the Defence staff, a vault in which to store the gold reserves of the Bank of Canada, a communications facility including a CBC studio, meeting rooms, an infirmary, a dentist's office, living quarters, and kitchens etc. The entire underground complex is included in the designation.

The entire former site, including lands owned by the Museum and the City of Ottawa, is included in the designation. Above ground, there are a number of site elements that contribute to the Diefenbunker's cultural heritage value. These include; the guard house, the contoured hill that covers the actual bunker, that was engineered specifically to withstand a nuclear blast, the security fences, the vents and exhausts, the parking lots, the former antennae field and the helicopter landing pad.

The Public Library is included in the designated parcel, but the reading garden and other library-related site elements are not to be regulated by this designation.

F. Participants

This commemorative integrity statement was a product of a three-day workshop held at the Diefenbunker in November 1999. The completion of the document was delayed by clarification of the designated place, changes in municipal government (Carp became part of Ottawa) and clarification of the municipal designation of the site. In December 2007, the document was reviewed and updated to reflect the changes required as a result of the HSMBC clarification of the Diefenbunker's designated place.

The 1999 workshop participants included:

From the Diefenbunker, Canada's Cold War Museum (DCCWM):

Doug Beaton
Bob Borden
Barry Bruce
J. Leo Enright

Louise Fox
Bernie Gorman
Robert Moreau
Dave Peters

Andy Renaut
Pat Wohler

From the Department of National Defence:

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From the Parks Canada Agency:

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Rick Stuart

From the Heritage Conservation Directorate, Public Works and Government Services:

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The 2007 document review participants included:

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