

NATIONAL CAPITAL COMMISSION
COMMISSION DE LA CAPITALE NATIONALE

No.	2020-P225
To	Board of Directors
Date	2020-01-23

For	DECISION
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Subject/Title

Federal Land Use Approval – National LGBTQ2+ Monument – Site Selection

Purpose of the Submission

- To obtain land use approval for the preferred site for the National LGBTQ2+ Monument.

Recommendations

- THAT the Federal Land Use Approval for the Preferred Site for the National LGBTQ2+ Monument be granted, pursuant to section 12 of the *National Capital Act*.
- THAT the signature of the Federal Land Use Approval document be delegated to the Vice President, Capital Planning Branch.

Submitted by:

Pierre Vaillancourt, Acting Vice President, Capital Planning Branch
Name

Signature

1. Authority

- *National Capital Act*, section 12

2. Project Description

The LGBTQ2+ National Monument will memorialize the historic discrimination against LGBTQ2+ Canadians, including the LGBT Purge. It is funded through the LGBT Purge Fund, a not-for-profit corporation that was established in 2018 to manage a \$15-25M fund to be used in part for projects that memorialize the LGBT Purge. This includes a national monument in Canada's Capital Region with an overall project budget of \$8M.

The money for this fund was provided from the settlement of a class action lawsuit in 2018 between the Government of Canada and members of the LGBT community who were employed by the Canadian Armed Forces, the Royal Canadian Mounted Police (RCMP), and the Canadian federal public service. The fund is overseen by a Board of Directors.

LGBT members of the Canadian Armed Forces, the RCMP, and the federal public service were systemically discriminated against, harassed and often fired as a matter of policy and sanctioned practice. They were followed, interrogated and abused. This shameful period is known as the "LGBT Purge" and it generally took place in Canada from the 1950s to the mid-1990s.

Canadian Heritage (PCH) is the overall project lead and responsible for the design competition. The NCC will provide project management, technical services for design development and construction phases and federal approvals. As landowner, the NCC will also be responsible for long-term operation and maintenance.

A detailed description of the preferred site at the north-east side of the intersection of Wellington Street and the Portage Bridge can be found in the Appendices.

The design team and concept will be selected through a two-phase national design competition. In spring 2020, PCH will issue a Request for Qualifications and a jury will select up to six finalist teams. The NCC will prepare the Program and Design Guidelines, which will provide design criteria and identify site considerations for their design concepts. A draft version of the Guidelines will be presented to ACPDR in the summer of 2020. The design proposals from the competition will be presented to the jury and ACPDR in the spring of 2021. The jury will recommend a winning design and that team will begin detailed design in mid-2021.

3. NCC Staff Analysis / Risks and Mitigations Measures

3.1 Site Selection Highlights

Several site options were presented to the proponent by the NCC. This submission focusses on the preferred site based on the following considerations:

- The site is situated close to important federal institutions that had a bearing on historic discrimination against LGBTQ2+ Canadians, including the LGBT Purge, and/or institutions that will be important in this memorialization. Specifically, it offers a strong thematic link to the Judicial Precinct through proximity to the precinct and views to the roofline of the Supreme Court.
- It offers an appropriate balance of public visibility from the surrounding area and space for quiet contemplation.
- It provides adequate space for future gatherings and events of up to 2,000 people.
- It is centrally located and highly accessible by foot, bike, public transit and car. The site is surrounded by pedestrian and cycling pathways, within a 500m walk of the Lyon LRT station and within 500m of several public parking lots and garages.
- Its pastoral, green setting adjacent to the Ottawa River provides views of surrounding natural and built features and/or has aesthetic qualities that will enhance the visitor experience.
- The site is owned by the NCC. It is part of the National Interest Land Mass and is designated as 'Capital Urban Greenspace' in Canada's Core Area Sector Plan (2005).

3.2 Risks and Mitigations Measures

- The site is subject to foreground views control under the Canada's Capital Views Protection regulation to protect views to National Symbols, specifically the Parliamentary buildings and the Supreme Court. During the development of the monument's design guidelines, NCC staff will establish criteria such as height restrictions, which ACPDR will have the opportunity to review.
- At the same time, the site is significantly lower than the surrounding streets and at least part of the monument will require some height to enable the visibility that is desired by the proponent. NCC staff will analyze the views and other site conditions to find the appropriate balance between visibility and views protection criteria described in the bullet above. This will provide a creative challenge and opportunity to the future design teams.
- PSPC is updating the 2006 Long Term Vision and Plan (LTVP) for the Parliamentary and Judicial Precincts. At the October 2019 meeting, the ACPDR specifically recommended that the LTVP Update include a Monuments and Commemorations Plan for the entire precinct to guide themes and locations for future commemorations and to protect both, the footprint of potential sites and the public space and landscape.
- The site being proposed for the LGBTQ2+ Monument is located within the area subject to the LTVP Update. This site approval would precede the Monuments and Commemorations Plan of the LTVP Update. The draft LTVP Update Visitor Experience

Position Paper shows the preferred site for this monument as being located in an area of commemoration opportunities.

- The preferred site is located in close proximity to the Royal Canadian Navy Monument and the site tentatively identified for a future bridge connection to Richmond Landing. The Design Guidelines will include considerations related to the adjacent commemorative areas and areas of influence.
- Preliminary inquiries with Rideau Valley Conservation Authority (RVCA) indicate that the lower part of the site is under the 100-year floodplain and that the entire site is within the RVCA limit area. NCC staff will consult with RVCA staff throughout the guideline development and design process to integrate their recommendations while meeting other project objectives.
- The entire site is sloped including the furthest west portion where slopes are up to 11%. While this presents opportunities in terms of views and visual interest, the design team will need to find creative solutions to accommodate the required gathering space for large crowds during ceremonies and events.
- The site has low levels of contaminated soil and mitigation measures will be undertaken in the monument construction phase within the project budget. The NCC will do a risk assessment of the site in 2020 due to the higher intensity public use proposed for this project. In addition, an Impact Assessment will be undertaken. NCC Environmental Services will be closely involved in these aspects of the project.
- The site has low pre-contact archeological potential but medium to high historical archaeological potential. Once the design is known, archaeological test pitting will be required within the footprint of the excavation area and, if necessary, will be followed by archaeological salvage, as needed, before construction, within the project budget.
- Some mitigation from traffic noise on adjacent roads will be required to achieve a more contemplative environment.
- Some underground conditions will require further investigation including utility locates and geotechnical studies.

3.3 ACPDR Comment Resolution

- At the December 5, 2019 ACPDR meeting (refer to Appendix C), the committee expressed support for the site selection. They flagged specific items for careful analysis and inclusion as criteria for the Design Guidelines, which NCC staff will ensure are addressed, including:
 - Height, visibility and views protection, as well as
 - Integration into the existing context and future proposals on adjacent lands.
- Additionally, the committee noted that public engagement should be part of the process to include the many stakeholders and supporters of this project. PCH and the proponent have thus far been committed to a thorough and inclusive approach to stakeholder and public engagement for this project and are moving ahead with the development of a public engagement strategy.

4. Strategic Links

- NCC Mandate to “*Guide and control the use and development of federal lands in Canada’s Capital Region; and maintain heritage sites in Canada’s Capital Region, such as ... commemorative sites.*”
- NCC Corporate Priority: 4. Initiate, renew and communicate land use plans, and provide timely and effective coordination of federal land use and design in the National Capital Region.
- NCC Plan for Canada’s Capital (2017-2067): *The NCC will collaborate with Canadian Heritage and other federal departments and agencies to celebrate and commemorate key anniversaries of Confederation, significant events in Canadian History and Canada’s role on the world stage and as a land of democracy.*
- NCC 2005 Core Area Sector Plan, containing the following goals for Capital Commemoration and Public Art:
 - *Facilitate the commemoration of individuals, events or ideas of national significance on highly visible and accessible lands within the Core Area owned by the federal government.*
 - *Expand commemorative sites along corridors (parkways, waterways and pathways) that radiate out from Confederation Boulevard.*
- Canada’s Capital Views Protection (2007)
- National Interest Land Mass (NILM)

5. Consultations and Communications

The following groups participated in a site consultation process to review three potential sites that included a site tour and a feedback survey. All those who provided input visited the three sites in person.

- The six-member LGBT Purge Fund Board of Directors
- The Monument Advisory Committee, a diverse group of LGBT Purge survivors, community leaders, advocates, artists, historians and design professionals.
- An LGBTQ2+ National Monument Indigenous Circle, comprised of Two-Spirit and LGBTQ2+ First Nations, Inuit and Métis people. It also included consultation with Capital Pride and with an LGBT Purge victim family representative.

The site consultation clearly shows that the site presented in this submission is their preferred site, demonstrating a very positive and enthusiastic response for this location. Section 3.2 highlights their rationale for choosing this site. The other options exhibit some suitable features but others were deemed to be less desirable – a lack of accessibility and tranquility on one site and a lack of visibility at another.

As part of this consultation project, Algonquin leadership from the Pikwakanagan and Kitigan Zibi Anishinabeg Nations were first informed of the project via the NCC’s Indigenous Affairs team. The LGBT Purge Fund Board distributed a letter to the Algonquin communities to provide information on the project and to invite engagement in the site selection process

from the Algonquin LGTBQ and non-LGBTQ community. The LGBT Purge Fund Board has not received feedback to date.

Following the Federal Land Use Approval on the site selection, additional consultations will include:

- Continued consultation by the NCC and PCH with PSPC on the LTVP to ensure coordination.
- Consultation by the NCC and PCH with planning contacts at adjacent institutions, such as Library and Archives Canada (LAC), to ensure coordination given the proximity of the proposed site to these institutions.
- NCC and PCH to engage with the Royal Canadian Navy Fund.
- Follow-ups by the LGBT Purge Fund with stakeholder groups to provide an update on site selection, to further define the vision and to outline project next steps.
- Follow-ups by the LGBT Purge Fund and PCH, in collaboration with the NCC's Indigenous Liaison Office with the Algonquins of Kitigan Zibi Anishinabeg and Pikwakanagan to engage in discussion on the selected site.

6. Next Steps

- Design competition phase 1 – Spring 2020
- Presentation of design guidelines to the ACPDR – Summer 2020
- Selection of finalists – Fall 2020
- Design competition – Phase 2 – Fall 2020
- Presentation of design concepts to ACPDR and the jury – Spring 2021

7. List of Appendices

Appendix A – Site Context

Appendix B – Site Plan and Photos

Appendix C – Draft excerpt of the minutes of the ACPDR meeting of Dec. 5, 2019

8. Authors of the Submission

Pierre Vaillancourt, Acting Vice-President, Capital Planning Branch (CP)

Isabel Barrios, Director, Federal Approvals, Heritage & Archaeology Programs, CP

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Appendix A – Site Context

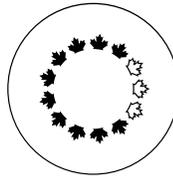


Appendix B – Site Plan and Photos

Views to the Site







NATIONAL CAPITAL COMMISSION COMMISSION DE LA CAPITALE NATIONALE

Excerpt of the Minutes of the

Advisory Committee
on Planning, Design and Realty

Meeting of December 5, 2019

2019-P225 - Federal Land Use Approval –
LGBTQ2+ National Monument – Site
Selection (C)

The committee has not approved these minutes yet.

Members received a presentation on the site selection for the LGBTQ2+ National Monument. They provided the following comments :

Site Selection

- Members appreciated the thoroughness and clarity of the presentation content and site analysis.
- Generous dimensions which would accommodate larger gatherings and symbolic location close to federal institutions make this a prime location for this monument.
- The cross-sections and study of grades are appreciated and should be part of the competition package.
- Finding the proper height will be a challenge: making the monument visible from further west on the parkway should be considered.
- The site analysis and guidelines should include the future Cliff Plant stacks.

Extrait du procès-verbal du

Comité consultatif
de l'urbanisme, du design et de l'immobilier

Séance du 5 décembre 2019

2019-P225 - Approbation fédérale d'utilisation
du sol – Choix de l'emplacement du
Monument national aux personnes LGBTQ2+
(C)

Le comité n'a pas encore adopté ce procès-verbal.

Les membres reçoivent une présentation sur le choix de l'emplacement du Monument national aux personnes LGBTQ2+. Ils font les commentaires suivants :

Choix de l'emplacement

- Les membres apprécient la rigueur et la clarté du contenu de la présentation et de l'analyse du site.
- Les dimensions généreuses qui pourraient accueillir des assemblées plus larges et l'emplacement symbolique à proximité des institutions fédérales en font un emplacement de choix pour ce monument.
- Les coupes transversales et l'étude des pentes sont appréciées et devraient faire partie du dossier du concours.
- Trouver la hauteur appropriée représente un défi : on devrait envisager de rendre le monument visible de plus loin à l'ouest sur la promenade.
- L'analyse du site et les lignes directrices devraient inclure les futures cheminées de la centrale Cliff.

2019-P225 - Federal Land Use Approval –
LGBTQ2+ National Monument – Site
Selection (C)

2019-P225 - Approbation fédérale d'utilisation
du sol – Choix de l'emplacement du
Monument national aux personnes LGBTQ2+
(C)

The committee has not approved these minutes yet.

Le comité n'a pas encore adopté ce procès-verbal.

- The monument should be well-integrated with the existing Navy Monument and with the pathway network.
- The possibility of future monuments and bridges should be considered, including the proposed bridges linking Richmond Landing with Victoria Island.
- It was suggested that a 360 degree design be considered for the monument, rather than having a distinct front and back.
- The proponent must understand that the parking lot will eventually be revegetated.

- Le monument devrait être bien intégré avec le Monument de la Marine et le réseau de sentiers.
- On devrait envisager la possibilité de monuments et de ponts futurs, y compris les ponts prévus reliant le débarcadère Richmond avec l'île Victoria.
- On suggère d'envisager un concept à 360 degrés pour le monument, au lieu d'avoir un avant et un arrière distincts.
- Le requérant doit comprendre que tôt ou tard, le stationnement va être revégétalisé.

Process

Processus

- All aspects of the project should be well-documented: the community is wide and undefined, and the subject delicate, so roles and responsibilities among the proponent and partners should be clearly defined, including who should address concerns/complaints.
- Public consultations should be part of the process: there are many stakeholders and supporters, and the public should understand the cause.
- The monument will be known internationally given that Canada was the first to recognize LGBTQ2+ people.

- On devrait bien documenter tous les aspects du projet: la communauté est large et indéfinie, et le sujet est délicat, donc les rôles et les responsabilités devraient être clairement définis entre les requérants et les partenaires, y compris qui devrait traiter des inquiétudes et des plaintes.
- Les consultations publiques devraient faire partie du processus: il y a un grand nombre de parties prenantes et de sympathisants, et le public devrait comprendre la cause.
- Le monument sera connu de façon internationale étant donné que le Canada a été le premier pays à reconnaître les personnes LGBTQ2+.

Committee Secretary

Secrétaire des comités

CAROLINE BIED