

NATIONAL CAPITAL COMMISSION
COMMISSION DE LA CAPITALE NATIONALE

No.	2021-P225
To	Board of Directors
Date	2021-01-21

For DECISION

Subject/Title

Federal Land Use and Design Approval – LGBTQ2+ National Monument – Draft Program and Design Guidelines

Purpose of the Submission

- To obtain federal land use and design approval on the draft Program and Design Guidelines for the LGBTQ2+ National Monument.

Recommendation

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

Submitted by:

Kalen Anderson, Vice President, Capital Planning Branch
Name

Signature

Submitted by:

Pierre Vaillancourt, Vice President, Design & Construction
Branch
Name

Signature

1. Authority

- *National Capital Act*, section 12

2. Project Description

Background:

Between the 1950s and mid-1990s, LGBTQ2+ members of the Canadian Armed Forces, the RCMP and the Federal Public Service were systematically discriminated against, harassed and often fired as a matter of policy and sanctioned practice. In what came to be known as the LGBT Purge, people were followed, interrogated, arrested, abused and traumatized. The LGBT Purge was implemented at the highest levels of the Government of Canada and was done without regard for the dignity, privacy and humanity of its targets. An estimated 9,000 lives were devastated by the Purge.

Over time, survivors of the Purge worked hard to secure apologies, gain recognition, win compensation and change Canadian law. In 2016, survivors of the Purge launched a class action lawsuit against the Canadian government. A ground-breaking settlement was reached in 2018 and included funds earmarked for reconciliation and memorialization measures. Among these measures is the legally mandated creation of an LGBTQ2+ National Monument to memorialize the discrimination against LGBTQ2+ people in Canada and to recognize that their struggle is not over.

Vision Statement:

The LGBTQ2+ National Monument will be a visible landmark that will recognize the generations of LGBTQ2+ people in Canada and tell the story of those who have been persecuted, abused, dismissed and marginalized because of who they desire and how they identify. It will generally acknowledge the discrimination experienced by the LGBTQ2+ community, specifically the abuse perpetrated by the Canadian state on its people during the LGBT Purge.

Goals and Objectives:

- The Monument will be a permanent location where the public can learn about the historical and present-day discrimination faced by LGBTQ2+ people in Canada.
- The Monument will memorialize the profound social, physical and psychological impacts of the discrimination carried out against the LGBTQ2+ community, from its colonial origins, to the LGBT Purge, to the present and beyond.
- The Monument will celebrate the triumphs, both large and small, of LGBTQ2+ community organizations, activists, artists, lawyers, politicians and allies whose steadfast commitment has led the fight for LGBTQ2+ equality in Canada.
- The Monument will encourage acceptance, inject strength and provoke action. It will be a beacon of hope and change for the future.

Guiding Principles:

Four principles will guide the design and visitor experience of the Monument:

- **Inclusion:** The Monument must reflect the LGBTQ2+ community's spectrum of sexual and gender identities and expressions as well as its wide range of lived experiences. The Monument must acknowledge this complexity of difference and experience while remaining physically, intellectually and emotionally accessible to all.
- **Indigeneity:** Colonialism dramatically transformed perceptions and treatment of Two-Spirit and LGBTQ First Nations, Inuit and Métis people and as a result changed how they expressed and experienced their sexuality. The Monument must tell this story of intolerance and encourage reconciliation both with people outside the LGBTQ2+ community and those within it.
- **Visibility:** The Monument must address the erasure of LGBTQ2+ people in Canada by making the community's struggle and presence visible, literally and figuratively.
- **Timelessness:** Though it will speak to the past, the Monument will allow for the inclusion of evolving narratives and remain relevant to those fighting for LGBTQ2+ rights and freedoms.

Budget:

The project is funded through the LGBT Purge Fund, and the overall project budget is \$8M. The total all-inclusive budget for the design and construction of the Monument will be no less than \$5,790,000 (excluding applicable taxes).

Partners:

This project is a partnership between three parties:

- The LGBT Purge Fund is the proponent of the monument;
- Canadian Heritage (PCH) is responsible for the design competition and overall management of this project;
- The National Capital Commission (NCC) is the landowner of the monument site, and will manage the design development of the winning concept and all construction work on site, serve as approvals authority, assume ownership of the Monument once the project is completed and maintain the Monument in perpetuity.

Site Description:

The site, approved by the NCC Board of Directors on January 23, 2020, is a prominent parcel of 6,300 m² situated along Confederation Boulevard, in close proximity to many of Canada's major legislative, legal and cultural institutions and the Ottawa River. At the December 5, 2019 ACPDR meeting, members supported this location as a prime site for the commemoration due to its generous dimensions, suitability for large gatherings, and symbolic location, close to federal institutions and within view of the Supreme Court of Canada.

Design Competition:

The design team and concept will be selected through a two-phase design competition. In October 2020, PCH launched a Request for Qualifications where a Jury will select five

finalist teams in February 2021. The Program and Design Guidelines will be given to the shortlisted teams and will provide design criteria and identify site considerations for their design proposals. These proposals will be presented to the Jury and ACPDR in August 2021. The Jury will recommend a winning design concept and that team will undertake detailed design beginning in fall 2021.

3. NCC Staff Analysis / Risks and Mitigations Measures

3.1 Program and Design Guidelines

- **NCC Planning Context:** The site is owned by the NCC and is part of the National Interest Land Mass. It is designated as ‘Capital Urban Greenspace’ in Canada’s Core Area Sector Plan (2005).
- **Federal Planning Context:** PSPC is updating the 2006 Long Term Vision and Plan (LTVP) for the Parliamentary and Judicial Precincts. PSPC reviewed the design guidelines to insure conformance with the current planning exercise. The NCC will continue to work closely with PSPC to ensure optimum integration of the LGBTQ2+ National Monument into the future approved Plan of this area.
- **Commemorative Context:** In designing the LGBTQ2+ National Monument, design teams are required to consider the surrounding monuments, their proximity and visual relationship to and from the site.
- **Views Protection and Height Restriction:**
 - The site is subject to two view restrictions: Viewpoint 16 and Viewpoint LB/B.
 - During the development of the monument’s design guidelines, NCC staff developed a 3D modeling tool to establish an appropriate height restriction for the commemoration. Using this tool, it was established that the monument should be no higher than 10 metres from elevation 48.67 in order to:
 - a) Optimize the legibility of the monument from the primary approach;
 - b) Be highly visible from multiple vantage points in the Capital;
 - c) Not overwhelm the visitor on site;
 - d) Respect the height control planes set for Viewpoint 16 and Control Point LB/B; and,
 - e) Be integrated within the hierarchy and scale of the existing monuments in the National Capital.
 - Flexibility has been incorporated into the design guidelines to allow for the proposal of slender signature elements which exceed the designated height restriction.
- **Floodplain Restrictions:** The Rideau Valley Conservation Authority (RVCA) identified the site as being affected by two natural hazards:
 - a) The eastern part of the site is within the 100-year floodplain; and
 - b) The steep slopes pose stability concerns.
 - The guidelines invite designers to maintain existing grades and minimize hardscaping as much as possible within the 100-year floodplain.
 - Any changes, such as the addition of structures or the addition or removal of fill within the 100-year floodplain will require a demonstration that it does not

impact the floodplain and that any removal of flood storage capacity can be offset by flood storage creation in the area.

- Prior to any works on the existing slopes, a geotechnical examination (slope stability assessment) must be undertaken to ensure that any proposed work will not negatively impact the slope or initiate a slope failure.
- **Grading:** The entire site is sloped including the furthest west portion where slopes are up to 11% gradient. While manipulation of the existing grades may be required to establish an appropriate commemorative setting, to provide gathering space and universal accessibility, the alterations should respect and be well-integrated into the existing topography.
- **Contaminated Soils:** Completed in November 2020, a Phase II ESA concluded that the site contains contaminated fill that exceeds both federal and provincial standards for parkland use. While these levels were significant in certain locations on site, the contamination is not indicative of a specific source. Instead, this condition is most likely the result of heterogenous and industrial fill previously used to grade the site. Mitigation measures to manage these contaminated soils have been specified in the guidelines.
- **Archaeological Considerations:** The site has low pre-contact archeological potential but medium to high historical archaeological potential. Once the final design is selected and reviewed by the NCC's Archaeology Program, archaeological test pitting will be required within the footprint of the excavation area and, if necessary, will be followed by archaeological salvage on an as-needed basis, prior to construction, within the project budget.
- **Underground Servicing:** Underground conditions including existing service lines have been included within the design guidelines. The proposed location of the conduit for PSPC's future ESAP project has been captured where it crosses the northwest corner of the Monument site, including restrictions on elements which can be built on top of the district heating pipe.
- **Placemaking:** The LGBTQ2+ National Monument is destined to be a visual reference in the Capital landscape. Creating a sense of unique identity is important and placemaking must be central to the design approach.
- **Orientation:** The Monument should address all vantage points with a multi-faceted design that offers visual interest on all sides. However, a strong emphasis should be placed on the primary viewpoint from Confederation Boulevard, which will afford the visitor views of the monument against the iconic silhouettes of the Parliament Buildings and the Supreme Court of Canada. Juxtaposition of the monument against these federal institutions with a significant role in the LGBT Purge and with a strong bearing on the historic discrimination against LGBTQ2+ Canadians is a very powerful symbol. Four vantage point have been selected to illustrate the visibility of the monument – these will be provided to the finalist teams for their respective monument renderings, though this will not preclude the use of additional renderings to illustrate the design intent.
- **Monument Placement:** Finalist teams are encouraged to take advantage of the green enclave, created by the existing landform and rugged escarpment, to provide a tranquil

space for visitors. This existing “bowl effect” promotes quiet introspection and provides a contemplative environment, away from traffic noise on adjacent roads.

- **Form and Character:** Further to the guiding principle of timelessness, the Monument should also express contemporary design and reflect current times. Its character must powerfully reflect the singularity of the theme while being evocative and engaging.
- **Lighting and Evening Experience:** The guidelines respect the NCC’s Capital Illumination Plan (2017) for Feature Sites along Confederation Boulevard.
- **Commemorative Strategy:** Contemporary monuments should have a built-in flexibility or adaptability to social and political values that reflect how people respond to or interact with them. Like the fight for equality, the LGBTQ2+ National Monument must not feel finished, but be living, growing and expanding. Contemporary commemorative practices are underpinned with the goals of relaying missing information, valorizing resilience, survival and social reintegration. Counter-narrative approaches in commemoration often engage visitor’s performance and participative practices suited to remembering.

3.2 ACPDR Comment Resolution

- At the November 27, 2020 ACPDR meeting (refer to Appendix C), the committee commended the quality and breadth of the draft Program and Design Guidelines document.
- Members suggested maintaining a degree of flexibility on adjacent NCC lands to ensure optimum integration of the design with the surrounding context (e.g. pathway modifications, tree pruning, etc.).
- In addition, the committee also recommended:
 - The inclusion of local Indigenous languages in interpretive elements;
 - Reconsideration of the existing parking area vis-à-vis visual impact and serviceability; and
 - Consideration of resiliency to large gatherings, vandalism and flooding events.
- These aspects have been addressed within the guidelines in response to the ACPDR’s comments, saving for the reconsideration of the parking lot which will be flagged for consideration within the current LTVP update and the inclusion of local indigenous languages that is waiting for PCH updated policy on interpretation in the Capital Region.

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.*
- PSPC's Long Term Vision and Plan for the Parliamentary and Judicial Precincts (2006; update in progress)
- Canada's Capital Views Protection (2007)
- NCC Capital Illumination Plan (2017)
- NCC Sustainable Development Strategy (2018-2023)
- NCC Capital Pathway Strategic Plan (2020)
- National Interest Land Mass (NILM)

5. Consultations and Communications

- The LGBT Purge Fund and PCH are responsible for consultation and communication on this project.
- The LGBT Purge Fund has initiated consultation with various project stakeholders including:
 - 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.
- Additional consultations included:
 - Consultation by the NCC with PSPC on the LTVP to ensure coordination with the current Plan update;
 - Consultation by the NCC with planning contacts at adjacent institutions, such as Library and Archives Canada (LAC), to ensure coordination given the proximity of the site to these institutions;
 - Consultation by the NCC with the Rideau Valley Conservation Authority (RVCA) to ensure adherence to Floodplain restrictions and Steep Slope Hazard Restrictions present on site;
 - Leadership from the Kitigan Zibi Anishinabeg and Algonquins of Pikwakanagan First Nation were first informed of the project via the NCC's Indigenous Affairs team. Letters were sent by the LGBT Purge Fund to these

communities to follow up on previous discussions, to inform them of project advancements and to invite feedback on the Vision and Program of the commemoration. Both communities will be informed about the selection of finalist design teams when the second competition phase is launched in Winter 2021. Additionally, they will be invited to comment on proposals within the public consultation period.

6. Next Steps

- February 2021: Shortlisted design team site visit (either in-person or virtual)
- August 2021: Proposals of the finalist teams will be presented to the Jury and ACPDR (joint presentation).
- August/September 2021: Selection of winning design.
- October 2021: Federal approval of winning design concept by NCC Board of Directors.
- Fall 2021 to Spring 2023: Detailed design development of approved design.

7. List of Appendices

Appendix A – Context of Approved Site

Appendix B – Draft Program and Design Guidelines

Appendix C – Draft excerpt of the minutes of the ACPDR meeting of Nov.27, 2020

8. Authors of the Submission

Kalen Anderson, Vice President, Capital Planning Branch (CP)

Pierre Vaillancourt, Vice President, Design & Construction Branch (D&C)

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Kelly Wojnarski, Landscape Architect, Federal Design Approvals, CP

Valérie Rouette, Senior Landscape Architect, Landscape Architecture & Industrial Design, D&C



LGBTQ2+ National Monument Site



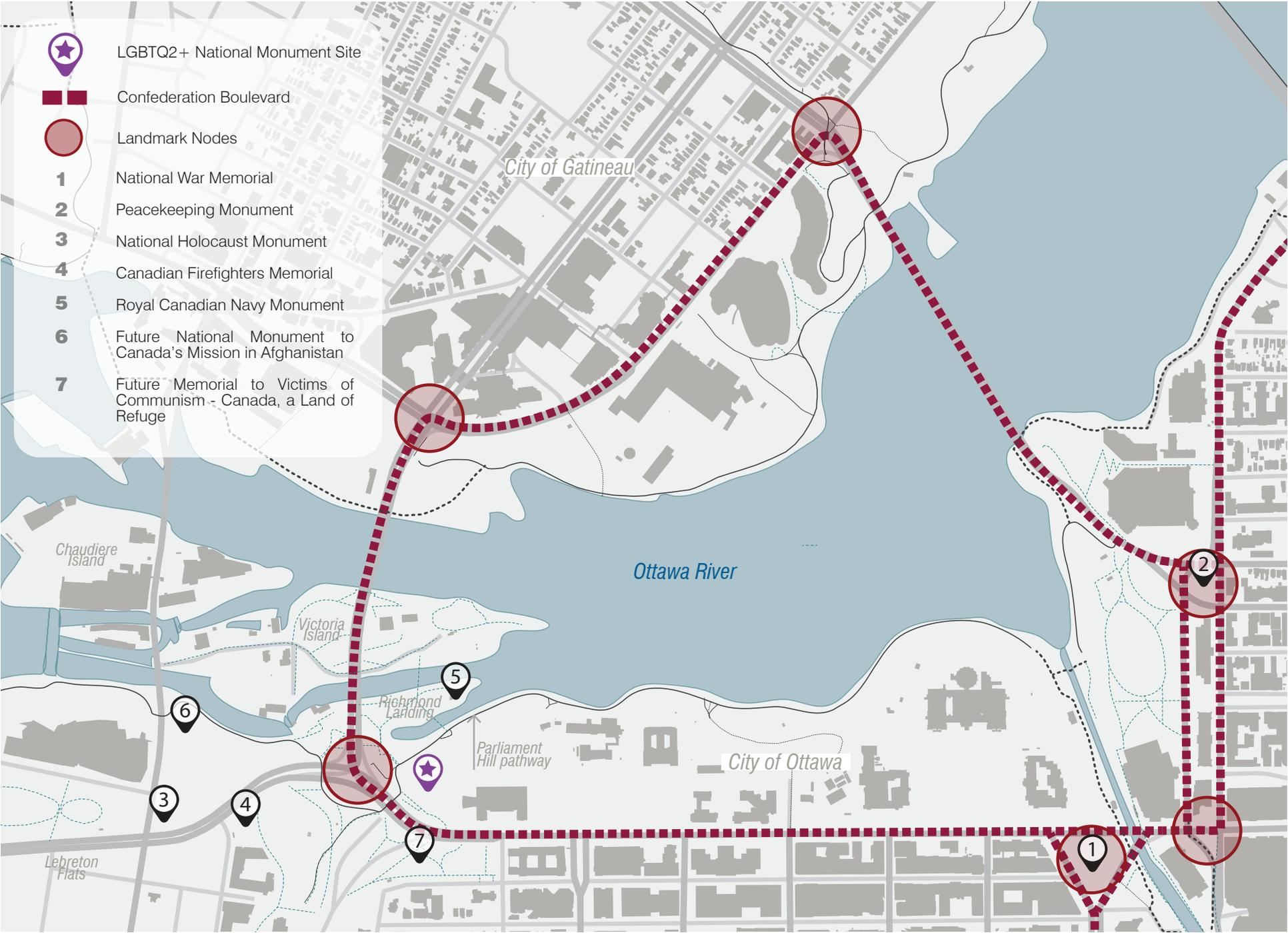
Confederation Boulevard



Landmark Nodes

- 1
- 2
- 3
- 4
- 5
- 6
- 7

National War Memorial
 Peacekeeping Monument
 National Holocaust Monument
 Canadian Firefighters Memorial
 Royal Canadian Navy Monument
 Future National Monument to
 Canada's Mission in Afghanistan
 Future Memorial to Victims of
 Communism - Canada, a Land of
 Refuge



LGBT
Purge
Fund



Le Fonds
Purge
LGBT



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Canadian
Heritage

Patrimoine
canadien

Canada

Design Competition - Phase 02

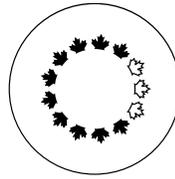
PROGRAM AND
DESIGN GUIDELINES





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NATIONAL CAPITAL COMMISSION COMMISSION DE LA CAPITALE NATIONALE

Excerpt of the Minutes of the

Advisory Committee
on Planning, Design and Realty

Meeting of November 26 and 27, 2020

2020-P225 - LGBTQ2+ National Monument
– Draft Program and Design Guidelines (C)

The committee has not approved these minutes yet.

Members received a presentation on the draft Program and Design Guidelines for the LGBTQ2+ National Monument. They provided the following comments:

Overall

- This is an exemplary document with a significant breadth of material to work from that should be distributed for educational purposes.
- Flexibility in the application of the guidelines should be communicated to the jury members to allow for exceptional proposals.
- Flexibility in the design, to help optimize the site should be allowed; realignment of existing pathways and opening the views towards the river and the Royal Canadian Navy Monument through selective pruning.

Commemorative Elements

- Local Indigenous languages should be considered for the commemorative elements, given the site's history.

Extrait du procès-verbal du

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

Séance des 26 et 27 novembre 2020

2020-P225 - Monument national LGBTQ2+ :
Programme et lignes directrices de design
provisoires (C)

Le comité n'a pas encore approuvé ce procès-verbal

Les membres reçoivent une présentation sur le programme et les lignes directrices de design provisoires pour le Monument national LGBTQ2+. Ils font les commentaires suivants :

Ensemble

- C'est un document exemplaire qui comporte un large éventail d'éléments à partir desquels travailler, qui devrait être distribué à des fins didactiques.
- On devrait communiquer aux membres du jury que l'application des lignes directrices doit se faire avec souplesse afin de permettre les projets exceptionnels.
- On devrait permettre la souplesse de la conception pour aider à optimiser le site : réalignment des sentiers actuels et ouverture des vues vers la rivière et le Monument de la Marine royale canadienne grâce à un élagage sélectif.

Éléments commémoratifs

- Étant donné l'histoire du site, on devrait envisager d'ajouter les langues autochtones locales sur les éléments commémoratifs.

2020-P225 - LGBTQ2+ National Monument
– Draft Program and Design Guidelines (C)

2020-P225 - Monument national LGBTQ2+ :
Programme et lignes directrices de design
provisoires (C)

The committee has not approved these minutes yet.

Le comité n'a pas encore approuvé ce procès-verbal

Parking Area

- The visual impact of the existing parking lot should be addressed in the short term, since its removal is planned for the long term.
- Consideration should be paid to the parking area for service requirements, especially in relation to hosting larger events at the site (e.g. temporary washrooms).
- Transforming this element into a mixed use, green parking lot would help reduce the visual impact on the monument while maintaining site serviceability.

Stationnement

- On devrait remédier à l'impact visuel du stationnement actuel à court terme, puisqu'on planifie de l'enlever à long terme.
- On devrait envisager d'utiliser le stationnement pour les besoins de service, en particulier pour l'organisation d'activités de grande envergure sur le site (p. ex. toilettes temporaires).
- Le fait de transformer cet élément en aire de stationnement écologique à usages mixtes pourrait contribuer à réduire l'impact visuel sur le monument et à assurer le bon fonctionnement du site.

Site and Monument Resiliency

- Large scale events on green spaces can be very damaging. Hardscaping should be encouraged if large scale events are to happen frequently.
- The anticipated scale of gatherings as well as the expected temporary amenities should clearly be communicated as part of the design guidelines.
- Resilient and vandalism-resistant materials which consider the site's location within the 100-year floodplain should be encouraged within the design guidelines.

Résilience du site et du monument

- Les activités de grande envergure sur des espaces verts peuvent être destructrices. On devrait encourager l'aménagement de surfaces minérales si on prévoit des activités de grande envergure fréquentes.
- Les lignes directrices doivent clairement communiquer l'envergure prévue des rassemblements, ainsi que les commodités temporaires attendues.
- On devrait encourager dans les lignes directrices l'utilisation de matériaux résistants au vandalisme et qui tiennent compte de l'emplacement du site sur la plaine d'inondation centennale.

Committee Secretary

Secrétaire des comités

CAROLINE BIED