

NATIONAL CAPITAL COMMISSION
COMMISSION DE LA CAPITALE NATIONALE

No.	2023-P284
To	Board of Directors
Date	2023-06-22

For	DECISION
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Subject/Title

Federal Land Use and Design Approval – 2SLGBTQI+ National Monument – Final Developed Design

Summary

- The purpose of this submission is to obtain approval for the Final Developed Design of the 2SLGBTQI+ National Monument.
- The National Capital Commission (NCC) entered into a three-party agreement with the Minister of the Department of Canadian Heritage (PCH) and the LGBT Purge Fund in October 2020.
- A design competition was launched in 2021 to provide the opportunity for design consultants to submit proposals for the design of the new monument.
- The winning consultant proposal was selected in March 2022 based on the results of a jury selection.
- The Schematic Design was completed in 2022 and the project team is currently in the process of completing the construction documents.
- The approval of the 2SLGBTQI+ National Monument – Final Developed Design will authorize full construction of the monument to proceed and ensure the proposal can be delivered in alignment with the project schedule.

Risk Summary


- Delays in obtaining Federal Land Use and Design Approval (FLUDA) for the Developed Design will result in construction schedule delays and potentially cost overruns.

Recommendation

- That the FLUDA for the 2SLGBTQI+ National Monument – Final Developed Design be granted, pursuant to section 12 of the *National Capital Act*; and
- That the preparation and signature of the FLUDA documents be delegated to the Vice-President, Capital Planning Branch.

Submitted by:

Alain Miguelez, Vice-President, Capital Planning Branch
Name



Signature

1. Strategic Priorities

The proposal is aligned with the following strategic directions and priorities from the National Capital Commission's (NCC) 2023-2024 to 2027-2028 Corporate Plan.

- Strategic Directions:
 - Foster an inclusive and meaningful National Capital Region of national significance reflective of all Canadians, including Indigenous peoples, and all levels of government.
 - Contribute to a thriving, connected and sustainable National Capital Region that inspires Canadians, through the planning, development and improvement of the NCC's assets.
- Corporate Priorities:
 - Plan, rehabilitate and revitalize key assets and transportation networks in the National Capital Region.
 - Ensure that inclusiveness and the richness of Canada's diversity are reflected in the stewardship of NCC assets and the development of its workforce.

2. Authority

National Capital Act, section 12.

3. Context

Background:

Between the 1950s and mid-1990s, 2SLGBTQI+ members of the Canadian Armed Forces, the Royal Canadian Mounted Police (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 2SLGBTQI+ National Monument to memorialize the discrimination against 2SLGBTQI+ people in Canada and to recognize that their struggle is not over.

Partners:

This project is a partnership between three parties:

- The LGBT Purge Fund is the proponent of the monument.
- The Department of Canadian Heritage (PCH) is responsible for the design competition and overall management of this project.
- The NCC is the landowner/custodian of the monument site and manages the design development of the winning concept and all construction work on site, serves as approval authority, assumes ownership of the Monument once the project is completed and will maintain the Monument in perpetuity.

Project Background:

In January 2020, the NCC granted land use approval for the monument site located at the north-east side of the intersection of Wellington Street and the Portage Bridge, and adjacent to the Ottawa River. PCH launched a two-stage national design competition including design guidelines prepared by NCC staff in consultation with the NCC's Advisory Committee on Planning, Design and Realty (ACPDR) and a vision statement established by the Proponent.

Vision Statement:

The 2SLGBTQI+ National Monument will be a visible landmark that will recognize the generations of 2SLGBTQI+ 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 2SLGBTQI+ community, specifically the abuse perpetrated by the Canadian state on its people during the LGBT Purge.

Design Development:

The jury identified the winning proposal in 2021 called Thunderhead, submitted by Team Wreford (composed of Public City Architecture, Shawna Dempsey and Lorri Millan, visual artists, and Albert McLeod, Indigenous and Two-Spirited People subject-matter expert and advisor) from Winnipeg. PCH informed the Minister of Canadian Heritage of the jury's selection in March 2022.

The initial concept draws on the symbolism of a thunderhead cloud, which embodies the strength, activism and hope of 2SLGBTQI+ communities.

The Proponent has advanced the design in consultation with Federal Approvals staff. Generally, the design has remained consistent with the competition proposal. The key design modifications that are highlighted in the appendices and upcoming presentation include:

- Pathway reconfiguration around the monument to increase visibility, to offer safer circulation to and around the Monument and for overall enhanced site integration.
- Additional berming provided north of the site for a better visitor's experience.
- Internal pathways reconfiguration including the removal of the concrete bridge and the upper-level access to Thunderhead.
- Removal of the upper public balcony and south-facing opening in Thunderhead.
- Reconfiguration of the Tribute area, providing additional seating opportunities, removing the walls and changing the tribute basin for a ceremonial maple tree.
- Adding an interpretation wall adjacent to the south pathway and some interpretation stand alone panels in the treed area.
- Details about the lighting, site furnishings and a planting scheme.
- Details on Thunderhead construction method, openings and materiality.

4. Options Analysis / NCC Staff Analysis

The project has advanced positively, and the Proponent has satisfactorily responded to the advice provided by Federal Approvals staff:

- Integrated advice received during the competition process from the jury, the NCC Technical Committee and the ACPDR;
- Aligned with the NCC Design Guidelines;
- Integrated sound urban design, landscape and environmentally sustainable practices;
- Revised the project scope to ensure the estimated construction costs do not exceed the construction budget;
- Incorporated iterative reviews from the NCC Technical Committee (composed of NCC experts in various fields);
- Incorporated input from the LGBT Purge Fund and PCH; and
- Integrated new information from the geotechnical study in the design and remediation plan.

Views Protection:

The design of the monument respects the height limitation as outlined in the NCC 2SLGBTQI+ National Monument – Program and Design Guidelines (10 metres from elevation 48.67). The height optimizes the legibility of the monument from the primary approach; is highly visible from multiple vantage points in the Capital; does not overwhelm the visitor on site, balances visibility for the monument and protection of views towards the national symbols and integrates within the hierarchy and scale of the existing monuments in the National Capital.

Planning Context:

Public Services and Procurement Canada (PSPC) is updating the 2006 Long Term Vision and Plan (LTVP) for the Parliamentary and Judicial Precincts. The NCC will

continue to work closely with PSPC to ensure optimum integration of the 2SLGBTQI+ National Monument into the future approved Plan of this area.

Commemorative Context:

The design of the 2SLGBTQI+ National Monument takes into account surrounding monuments, their proximity and visual relationship to and from the site.

Rideau Valley Conservation Authority Restrictions:

The Rideau Valley Conservation Authority identified the site as being affected by two natural hazards: The eastern part of the site is within the 100-year floodplain and the steep slopes pose concerns associated with stability.

- Major areas of hardscape in the design have been located outside of the 100-year floodplain. The major structures are also located outside the 100-year floodplain.
- Geotechnical investigation was completed and influenced the grading revisions proposed for the site.

Grading:

Allows for an appropriate commemorative setting, and provides universal access and gathering space, while being well-integrated into the existing topography.

Contaminated soil:

A complete environmental site assessment Phase II was completed in September 2020 and concluded that the site contains contaminated fill. Exceedances for both federal and provincial standards for parkland use was noted. Mitigation measures to deal with contaminated soil will be included in the project specifications.

Archaeological potential:

The site has low pre-contact archeological potential but medium to high historical archaeological potential. An Archaeological Impact Assessment was conducted in September 2022 and resulted in no indication of archaeological remains within the proposed development area. No further archaeological study is required related to the monument.

Placemaking:

The 2SLGBTQI+ National Monument will be a visual reference in the Capital landscape. It will create a sense of unique identity and placemaking is central to the design approach.

Orientation:

The Monument is oriented to address all vantage points with a multi-faceted design offering visual interest on all sides. The primary emphasis has been given to the primary view from Confederation Boulevard where the visitor will have views of the monument with the iconic silhouettes of the Parliament Buildings and the Supreme Court of Canada as a backdrop. Juxtaposition of the monument against these federal institutions with a role in the LGBT Purge and with a bearing on the historic discrimination against 2SLGBTQI+ Canadians is a very strong and powerful symbol.

Lighting and evening experience:

The design of the monument respects the NCC's Capital Illumination Plan, 2017–2027 (2017) for Feature Sites along Confederation Boulevard.

5. Financial Details

Not Applicable.

6. Opportunities and Expected Results**The Monument will educate:**

The Monument will be a permanent location in the National Capital Region where the public can learn about the historical and present-day discrimination faced by 2SLGBTQI+ people in Canada.

The Monument will memorialize:

The Monument will identify and acknowledge the profound social, physical and psychological impacts of the discrimination carried out against the 2SLGBTQI+ community, from its colonial origins to the LGBT Purge, to the present and beyond.

The Monument will celebrate:

The Monument will celebrate the triumphs, both large and small of 2SLGBTQI+ community organizations, activists, artists, lawyers, politicians and allies whose steadfast commitment has led the fight for 2SLGBTQI+ equality in Canada.

The Monument will inspire:

The Monument will encourage acceptance, inject strength and provoke action. It will be a beacon of hope and change for the future.

7. Alignment with Government and NCC Policies

- NCC Plan for Canada’s Capital, 2017–2067 (2017):
 - The NCC will collaborate with PCH 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 Canada’s Capital Core Area Sector Plan (2005), 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.
- The Parliamentary and Judicial Precincts Area, Site Capacity and Long-Term Development Plan, (2006 – currently being updated)
- Canada’s Capital Views Protection (2007)
- NCC Capital Illumination Plan, 2017–2027 (2017)
- NCC Capital Pathway Strategic Plan (2020)
- NCC 2SLGBTQI+ National Monument – Program and Design Guidelines approved by the NCC Board in January 2021
- NCC Sustainable Development Strategy, 2018–2023 (2018)
- NCC Capital Design Guidelines (2022)
 - GBA Plus: Through appropriate lighting, circulation pattern (no dead end), animation and increase in natural surveillance. Gender diversity is celebrated through interpretation and key messaging.
 - Universal Accessibility (UA): Universally accessible route is offer via the main pathway, edge detection is part of the design, armrests are included in all seating and all text and interpretation to respect the UA guidelines

8. Risks and Mitigation Measures

Risk	Likelihood	Impact	Mitigation Measure
Coordination with other projects in the area (e.g. Energy Services Acquisition Program (ESAP))	Medium	Moderate	Close coordination with the stakeholders is ongoing. ESAP site work is well underway, and implementation will be concluded by fall 2023, one season before the Monument site mobilisation.
Challenging constructability and quality control for niche scopes (e.g.	Medium	Moderate	Due to the unique complexity of Thunderhead, the NCC will proceed with a 2-steps tendering approach to prequalify bidders for all GFRC (glass fiber reinforced concrete) elements

Thunderhead structure)			(Thunderhead and interpretative walls), Thunderhead structural steel and the interior mirror tiling.
Spring Flooding. Part of the site is within the 1 in 100-year floodplain.	Medium	Moderate	Ensure site is left in an appropriate state at end of construction season prior to potential for spring flooding.

9. Public Engagement and Communications

- The LGBT Purge Fund and PCH are responsible for consultation and communication.
- 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 2SLGBTQI+ National Monument Indigenous Circle, comprised of Two-Spirit and 2SLGBTQI+ First Nations, Inuit and Métis people. It also included consultation with Capital Pride and with an LGBT Purge victim family representative.
- Additional consultations included:
 - Letters by the LGBT Purge Funds to the Algonquins of Kitigan Zibi Anishinabeg and Pikwakanagan to follow up on previous discussion, to inform on advancement of project and to welcome feedback on the Vision and the Program of the commemoration.
 - Consultation by the NCC with PSPC on the LTVP to ensure coordination with the current exercise to update the Plan.
 - Consultation by the NCC with planning contacts at adjacent institutions, such as Library and Archives Canada, to ensure coordination given the proximity of the site to these institutions.
 - Consultation by the NCC with the Rideau Valley Conservation Authority to ensure adherence to Floodplain restrictions and Steep Slope Hazard Restrictions present on site.
- A communication plan has been developed by PCH and public announcements will be made at key milestones over the course of the project.

10. Next Steps

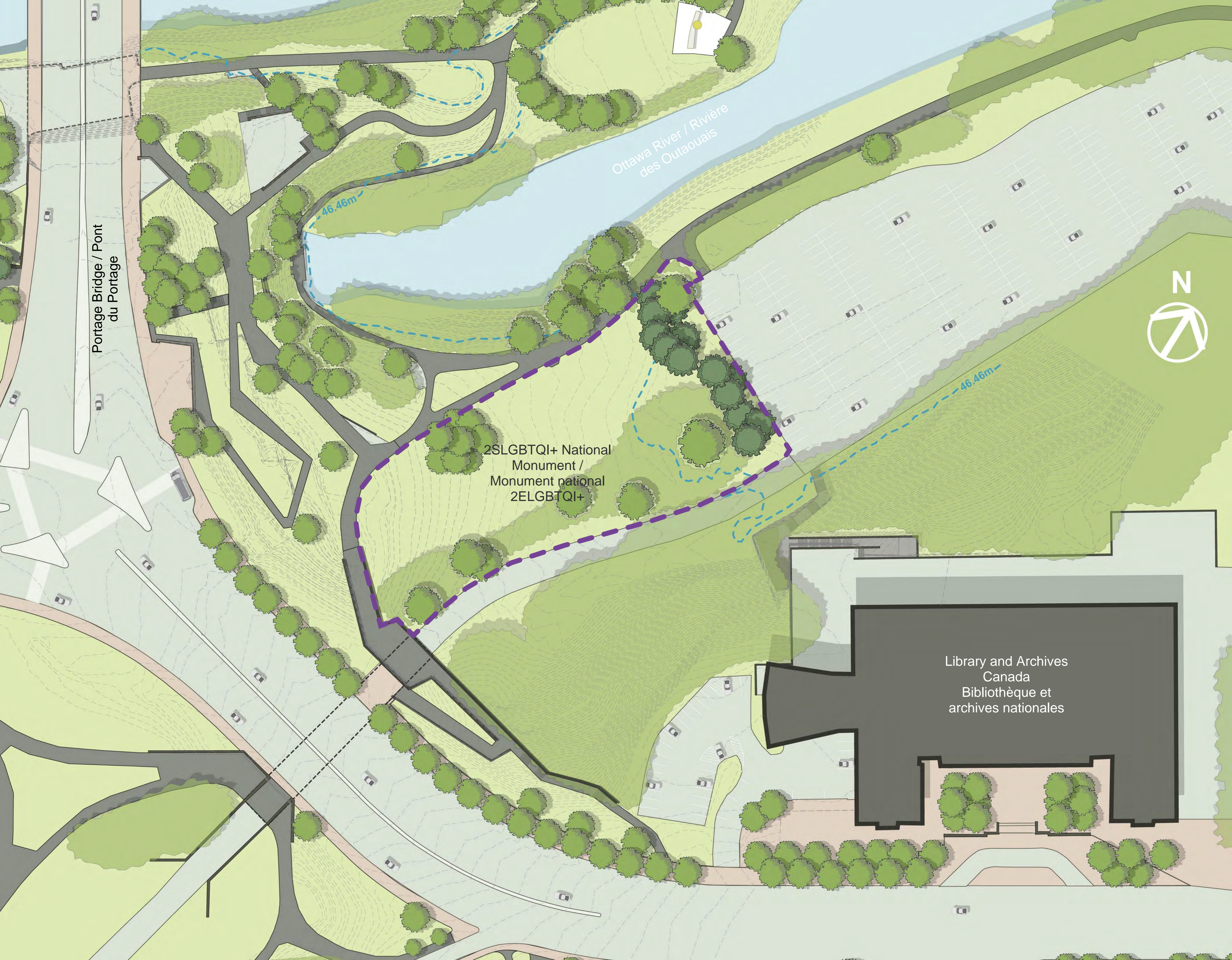
- June 2023 to November 2023: Finalize Construction package development
- August 2023 to September 2023: Tender Thunderhead artistic element
- November 2023 to January 2024: Tender Siteworks
- April 2024 to June 2025: Implementation
- Spring/Summer 2025: Unveiling of the Monument

11. List of Appendices

- Appendix A: Location Plan
- Appendix B: Thunderhead LGBTQ2+ National Monument Design Proposal (August 2021)
- Appendix C: Site plan & Renderings

12. Authors of the Submission

- Alain Miguelez, Vice-President, Capital Planning Branch (CP)
- Isabel Barrios, Director, Federal Approvals and Heritage, and Archaeology Programs (FAHA), CP
- Jason Hutchison, Chief, Federal Design Approvals, FAHA, CP



Portage Bridge / Pont
du Portage

Ottawa River / Rivière
des Outaouais

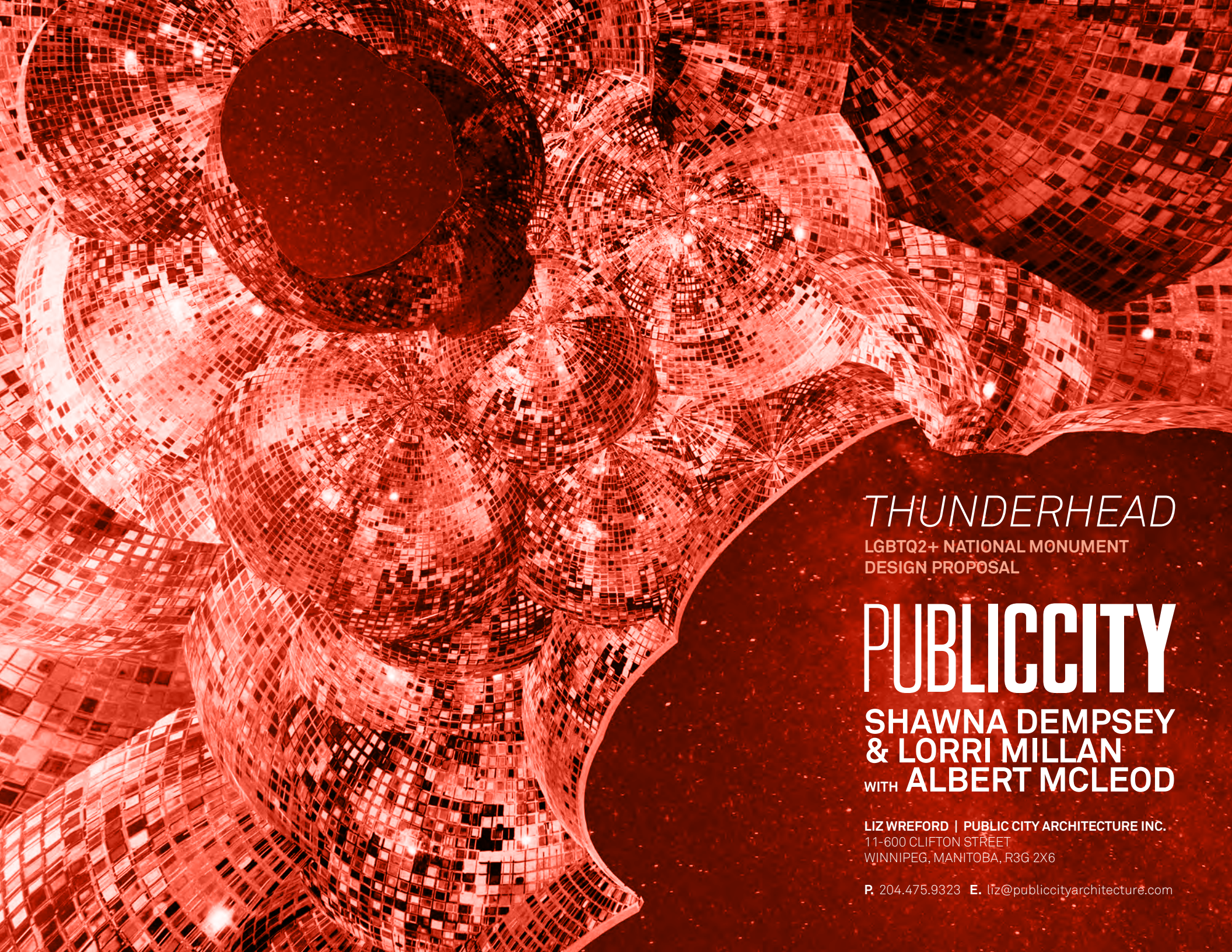


46.46m

46.46m

2SLGBTQI+ National
Monument /
Monument national
2ELGBTQI+

Library and Archives
Canada
Bibliothèque et
archives nationales



THUNDERHEAD

LGBTQ2+ NATIONAL MONUMENT
DESIGN PROPOSAL

PUBLICCITY

SHAWNA DEMPSEY
& LORRI MILLAN
WITH ALBERT MCLEOD

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THUNDERHEAD



01



02



03

Images

- 01 Thunderhead cloud
- 02 *Thunderhead* initial sketches by Lorri Millan
- 03 Process models exploring containment and void

This monument stands as testament to systemic injustices against LGBTQ2+ peoples perpetrated and condoned by the Canadian state, and it memorializes individuals who were lost and harmed by these actions, including the many who were impacted by the Purge. The trauma was deep, irreconcilable and requires public accountability. The *Thunderhead* design we propose irrefutably attests: “this happened”, “this was wrong” and “our lives mattered”. It also embodies joy, love, creativity and strength as LGBTQ2+ communities and individuals, for we are so much more than pain and oppression. *Thunderhead* honours those who have gone before and is alive in the present. It is an active space in which to make our own meanings and to imagine ourselves into the future.

At the entrance to the site, a wide, curving path arcs toward the Ottawa River. The visitor is drawn forward, flanked by a gently sloping grassy commons and abundant trees and plantings. This verdant environment envelops the site, including the destination of the path: an imposing columnar form that rises in the centre of the grounds. However, this monumental structure is not monolithic. It is disrupted—cut away—revealing a flashing and glowing interior that seems to break apart the form, pushing it outwards and upwards: a rising *Thunderhead* embodying activism, change and renewal.

The visitor’s journey towards this barely contained cloud begins with water. A drinking fountain addresses the body’s needs and marks a ceremonial/symbolic beginning to the path which then continues past didactic panels tracing the history of Canadian LGBTQ2+ peoples. This includes the incarceration of Two-Spirit children in Indian Residential Schools, abuses of government employees in 1950-90s and recent battles for basic human rights for Trans people. A circular pause in the path centred around a tribute basin allows a stop for reflection and a place where offerings and mementos can be left. A poetic text marks this as a space of memorialization (see p.28).

As the path continues, the ground slopes down; this creates

an illusion that the path rises up to become a bridge into the monument itself. The visitor enters *Thunderhead*, elevated inside the volume of the cloud, able to look down to ground level and up into its heights. The roiling interior of the form is covered in glass mosaic tiles. This material reflects light inwards and out, and reminds the viewer of mirror balls, speaking to joy, community and sexuality. *Thunderhead* is a luminous space that literally reflects our many identities. It is also a void, symbolically holding those we have lost. Whether standing on this balcony or at ground level, the visitor is bathed in light, awash in prismatic brilliance, enfolded into the form itself. One is immersed in the immensity of the experiences of the LGBTQ2+ peoples, and the power of collective rage, activism and hope that has brought us to the present.

This structure embodies emergence to inalienable, inherent selfhood, human rights and empowerment. It also symbolizes erosion of fixed notions of gender and sexuality. The billowing cloud in the interior space seems to be growing, just as our movement continues to grow. A skylight in the roof of the column extends the power of the cloud beyond the architecture—the cloud is breaking through the monument. In this way it challenges monuments that surround it. The lookout from the *Thunderhead* provides views of the Houses of Parliament, The Supreme Court and the National Archives, institutions that now protect us, and the Ottawa River, a waterway that joins with others across the country to unite us.

Thunderhead is the focal point of the site, and many paths invite the visitor to, around and inside it. It also invites creativity and activism. The ground level of this dynamic sculptural pavilion contains two stages, one interior and intimate, and one larger and outward facing. The smaller is ideal for vigils, intimate gatherings and readings. The larger thrusts beyond the monument toward the sloping lawn that can accommodate 2000 people. This stage is designed for protests, larger performances and dance parties. The two performance areas are key. They acknowledge the importance



01



02

Images

- 01 Mirror balls
- 02 Still from "The Fruit Machine", a documentary directed by Sarah Fodey, illustrating a map of Ottawa used by the Canadian state to track LGBTQ2+ gatherings

of art to our history and provide platforms, accessible to anyone, to proclaim, "I am". The stages will be animated by our queer superpower (performance), dancing (which has always been part of our revolution) and protest (for the fight for justice is not over).

A path at the base of the *Thunderhead* leads to a large medicinal garden and a healing circle of 13 stones hand-picked by Two-Spirit Elders, one from each province and territory. The rocks encircle a firepit for ceremonial use. This space is a setting for reflection and healing. Other circles dot the north end of the park, for relaxation, play and socializing. These circular zones reference mapping conducted by the Canadian state to identify locations where "deviants" congregated (a Purge survivor quipped that there were so many dots, they quickly merged into one). The monument site marks one such location: the cruising areas along the banks of the Ottawa River and in adjacent parks.

The site is shaded by Trembling Aspen, a tree that turns brilliant yellow in fall. This species represents the strength of our communities: they share one root system, even as they appear to be many individuals. Their leaves create a chorus as they move in the breeze. The word "trembling" evokes our history of fear, our experience of sexual energy and our anticipation for the future. The site also includes a fruit orchard, alive with vibrant blossoms. Fruit and flowers are symbols often associated with queerness and are reclaimed here to provide sustenance and beauty.

Red is the accent colour of the design throughout the site, a colour chosen to reflect our lifeblood, anger and power. It is also the colour of the Red Ribbon (AIDS) and the Red Dress (MMIWG+), two potent symbols of our activism throughout queer history.

The entire site is designed to create many different opportunities for engagement, and many ways to feel "belonging". Our histories and experiences are different. Our

identities are different. Our proposed design creates room for these differences to be expressed actively in different ways, at different times. It is a site for Pride celebrations and protest rallies, drag shows and vigils; a spot to gather with friends on a blanket or play with ones' children; a space to remember the trauma of the past; a space to ask for healing and peace; a lookout to the river from which to contemplate the past and look to the future. We are hiding no longer: *Thunderhead* is a highly visible monument that honours those who have come before while creating space for those who will follow.

Above all, the monument is a lasting testimony to the courage and humanity of those who were harmed by the LGBTQ2+ Purge. This glittering, dynamic memorial stands in contrast to all of the places where we have been rendered invisible in the past and shines proudly into the future.





**2SLGBTQI+ NATIONAL MONUMENT //
MONUMENT NATIONAL 2ELGBTQI+**

SITE PLAN & RENDERINGS _ 90% DESIGN DEVELOPMENT
PLAN DE SITE ET RENDUS GRAPHIQUES _ DÉVELOPPEMENT DU DESIGN À 90%

JUNE 2023 // JUIN 2023























COLONTOPI
National Monument

ColonTOPI is a public space designed to celebrate the city's rich history and culture. It features a large, white, cylindrical monument that serves as a focal point for the park. The monument is surrounded by a variety of trees and shrubs, creating a beautiful and serene atmosphere. The park is designed to be a place where people can enjoy the outdoors, walk, and play. It is a perfect spot for families, friends, and anyone who loves nature.