



Planning and Land Use Committee Report

For the meeting on April 16, 2015

To: Planning and Land Use Committee **Date:** April 1, 2015

From: Adrian J. Brett, Heritage Planner, Community Planning

Subject: Heritage Alteration Permit Application No. 00201 for 1030 Quadra Street

RECOMMENDATION

Staff recommend that Committee forward this report to Council and that Council consider the following motion:

"That Council consider authorizing the issuance of Heritage Alteration Permit No. 00201 for 1030 Quadra Street subject to:

1. Plans date stamped September 20, 2014.
2. Development meeting all Zoning Regulation Bylaw requirements.
3. Final plans to be generally in accordance with the plans identified above to the satisfaction of the Assistant Director of Community Planning."

LEGISLATIVE AUTHORITY

In accordance with sections 972 and 973 of the *Local Government Act*, Council may issue a Heritage Alteration Permit which may be subject to terms consistent with the purpose of the heritage protection of the property, including: (i) conditions respecting the sequencing and timing of construction, (ii) conditions respecting the character of the alteration or action to be authorized, including landscaping and the siting, form, exterior design and finish of buildings and structures and (iii) security. Council may refuse to issue a Heritage Alteration Permit for an action that, in the opinion of Council, would not be consistent with the purpose of the heritage protection of the property.

EXECUTIVE SUMMARY

The purpose of this report is to present Council with information, analysis and a recommendation on the placement of an Afghanistan memorial in Pioneer Square, a City of Victoria Heritage-Designated property. The proposal is to install a granite memorial to commemorate the fallen Canadian soldiers who served in Afghanistan from 2001 to 2011. The memorial is to be located in the southwest corner of the park, also referred to as the naval corner.

The following points were considered in assessing this application:

- consistency with the *Standards and Guidelines for the Conservation of Historic Places in Canada*
- consistency with the *Heritage Conservation Act* of British Columbia
- consistency with the Pioneer Square Statement of Significance (SOS)
- consistency with the Future Commemorative Monuments section of the *Pioneer Square Management Plan* (PSMP).

This application was reviewed by the Heritage Advisory Panel at its meeting on March 10, 2015. The Panel recommended that Council deny the issuance of a Heritage Alteration Permit on the basis that the application conflicts with the heritage characteristics of Pioneer Square. The panel chose to recommend a denial of a Heritage Alteration Permit as the panel members believed the naval corner area of the park was already congested with commemorative monuments that exhibit little relevance to the persons actually buried in the Square. The panel members were concerned about adding an additional monument that may confuse the public about the authentic historical significance of Pioneer Square.

BACKGROUND

Pioneer Square, also referred to as the “old burying ground,” was Victoria’s primary cemetery from 1855 to 1873. Since 1908 it has served as a City park. In 2013 Council adopted the *Pioneer Square Management Plan* to guide the future development of this historic place. The Management Plan contains guidelines on the placement and location of future commemorative monuments on this site. The Statement of Significance for Pioneer Square, which describes its heritage value and heritage character-defining elements, was also recently updated in 2013.

Prior to the application being reviewed by the Heritage Advisory Panel, Council requested that the Old Cemeteries Society provide a formal letter of opinion on the placement of the Afghanistan memorial in Pioneer Square. Please refer to the attached letter, dated February 20, 2015.

Description of Proposal

The proposal is to install a granite memorial in the southwest corner of Pioneer Square, a City-owned and Heritage-Designated property. The memorial will measure 3.5m in length and stand 1.8m at its tallest point and 1.2m at its shortest point. A proposed 1.5m wide path would surround the monument to allow for wheelchair access.

ANALYSIS

The following sections provide a summary of the memorial’s consistency with relevant National, Provincial and City policies and guidelines.

Standards and Guidelines for the Conservation of Historic Places in Canada

In relation to the Standards and Guidelines, the application reflects the recommended practices for Cultural Landscapes. Specifically the application addresses Guideline 4.1.1: Evidence of Land Use, by proposing the placement of a commemorative military memorial in the Square which is compatible with the past and current land uses of the site. Pioneer Square contains several existing military memorials and civilian grave markers. Although the monument does not pay tribute to specific persons buried in the Square, it does memorialize the military service

of several past Victoria citizens. Its presence does not detract from the use of the space as a public park nor as a place of remembrance.

Also the application addresses Guideline 4.1.4 Spatial Organization, by proposing the placement of the commemorative monument within the boundaries of the naval corner of Pioneer Square. This part of the park contains the existing military memorials and is specifically identified in the City's *Pioneer Square Management Plan* as the only place for future commemorative monuments to be located. Please refer to the attached Pioneer Square Management Plan Park Map.

Heritage Conservation Act

Pioneer Square is a known archaeological site and thus falls under the protection of the *Heritage Conservation Act* of British Columbia. The City of Victoria currently holds a Site Alteration Permit from the Province of British Columbia which would cover any ground cover changes or installation of park-related structures in Pioneer Square. This Alteration Permit is valid until December 31, 2017.

Pioneer Square Statement of Significance

Pioneer Square is valued for its heritage as both a burial ground and as a city park (see attached Statement of Significance for full details). The site was once Victoria's primary cemetery and contains the graves of many prominent early settlers. Since 1908 it has served as a park and is one of the only urban green spaces near downtown Victoria. Its character-defining elements include both park landscaping and cemetery associated features. Of particular relevance to this proposal, commemorative monuments, both civilian and military, are listed as character defining elements of this historic site. Overall, Pioneer Square is a prominent place of remembrance. The installation of an additional commemorative memorial into this context would not contradict the existing use and would not detract from the existing character-defining elements of the site.

Pioneer Square Management Plan (Future Commemorative Monuments section)

The Management Plan was adopted by Council in April of 2013. The purpose of the plan is to build on past recommendations to create a high level, long-term vision for Pioneer Square. It sets specific goals, objectives and recommendations intended to deal with key management issues such as rehabilitation of park space, preservation of monuments, interpretation of historical significance, public amenities, maintenance and social conditions.

Relevant policies associated with this proposal from the Commemorative Monuments Section of the Management Plan (page 14) include:

"Commemorative monuments will only be considered within the naval corner of Pioneer Square."

"Future commemorative monuments to be considered for Pioneer Square must:

- Be relevant to the site: Proposed monuments should be related to past burials or war memorials and should commemorate a significant event or group relevant to the City of Victoria.
- Be consistent with the aesthetic value of the Square: The design of the monument should be in keeping with the monuments currently installed in the Square."

The proposed Afghanistan memorial will be located in the naval corner. It is also a war memorial and is relevant to the military members of Victoria and their families. The proposed Afghanistan memorial would be consistent with the aesthetics of existing commemorative monuments in the Square; its design is similar in composition to the existing Royal Canadian Navy memorial.

CONCLUSIONS

The proposed installation of an Afghanistan memorial in the naval corner of Pioneer Square is consistent with the City's Pioneer Square Management Plan's policies on future commemorative monuments and would not detract from the character-defining elements of the site as defined by the Statement of Significance. In addition, the placement of an Afghanistan memorial in the Square is consistent with the Standards and Guidelines for the Conservation of Historic Places in Canada with regards to Cultural Landscapes, both in terms of preserving the site's existing use and its spatial organization. Overall, Pioneer Square is a site deeply associated with the remembrance of persons who have contributed, either in small or significant ways, to the civil society of Victoria in their past lives. The inclusion of the Afghanistan memorial would continue to reinforce to contemporary audiences the overarching theme of remembrance embodied by Pioneer Square and can assist in continuing to make the site relevant to Victorians today.

ALTERNATE MOTION

That Council decline Heritage Alteration Permit Application No. 00201 for the property located at 1030 Quadra Street (Pioneer Square).

Respectfully submitted,



Adrian Brett
Heritage Planner
Community Planning



Andrea Hudson
Assistant Director, Community Planning
Sustainable Planning and Community Development

Report accepted and recommended by the City Manager: _____



Jason Johnson

Date: _____

April 10, 2015

AB/ljm

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List of Attachments

- Letter from the applicant, dated September 20, 2014
- Plans, dated September 11, 2014
- Park Map of Pioneer Square and Naval Corner, *Pioneer Square Management Plan*, 2013
- Pioneer Square Statement of Significance, 2013
- Letter from the Old Cemeteries Society, dated February 20, 2015.

AFGHANISTAN MEMORIAL COMMITTEE of VICTORIA

25 – 4630 Lochside Drive
Victoria, British Columbia
V8Y 2T1



September 20th 2014

Ms Leigh Sifton
Manager, Parks Planning & Design
Parks, Recreation and Culture
City of Victoria, 1 Centennial Square
Victoria, British Columbia V8W 1P6

Dear Ms Sifton:

Subject: AFGHANISTAN MEMORIAL – PIONEER SQUARE

Canada's 12 year engagement in Afghanistan was the largest deployment of Canadian Armed Forces since World War II with more than 40,000 personnel serving in southwest Asia between 2001 and 2014. Regrettably, the human sacrifice in support of the mission, so that Afghans may enjoy life in a democratic society, amounted to 158 Canadian Armed Forces personnel, 5 members of the Public Service of Canada and 43 United States Armed Forces personnel who served under Canadian command. Our committee believes such a tragic loss should be commemorated with a memorial to the fallen in order that others may appreciate the human sacrifice in the cause of peace and freedom.

Scope of Project

The memorial shall be of polished grey granite, as shown in the attached drawings, with an inscription of dedication in both English and French and the names of Canadian fallen on both sides which are represented by the falling maple leaves.

A concrete path 1.5 m wide will surround the monument for wheelchair access.

Location

Pioneer Square, south side of southwest pathway as shown on the attached sketch. We would appreciate an onsite meeting to confirm this location.

Cost


The cost of design, manufacture and installation will be the responsibility of the Committee.

Our committee believes the proposed memorial is relevant to Pioneer Square due to the significance and human sacrifice of the Mission in the cause of peace and freedom. Also, the memorial is in keeping with the aesthetic value of the park and will consist of durable materials thereby ensuring its longevity and minimal future maintenance cost.

For ease of communication I may be contacted at mvheppell@shaw.ca or 250-658-1391.

Yours sincerely

Michael E. Heppell
Afghanistan Memorial Committee



This Memorial is in honor of the men and women of the Canadian Forces who served in support of the United Nations in Afghanistan from threat and harm.

Canada's 12 year commitment to the United Nations Force since World War II in south-east Asia, Latin America and the Middle East.

43 United Nations

This Memorial is in honor and remembrance of those who paid the supreme sacrifice with their lives in Afghanistan. It acknowledges the dedication, valour and professionalism of those who served in support of the mission so that Afghans may enjoy life in a democratic society free from threat and harm.

158 Canadian Armed Forces personnel
5 Public Service of Canada personnel
43 United States Armed Forces personnel under Canadian command

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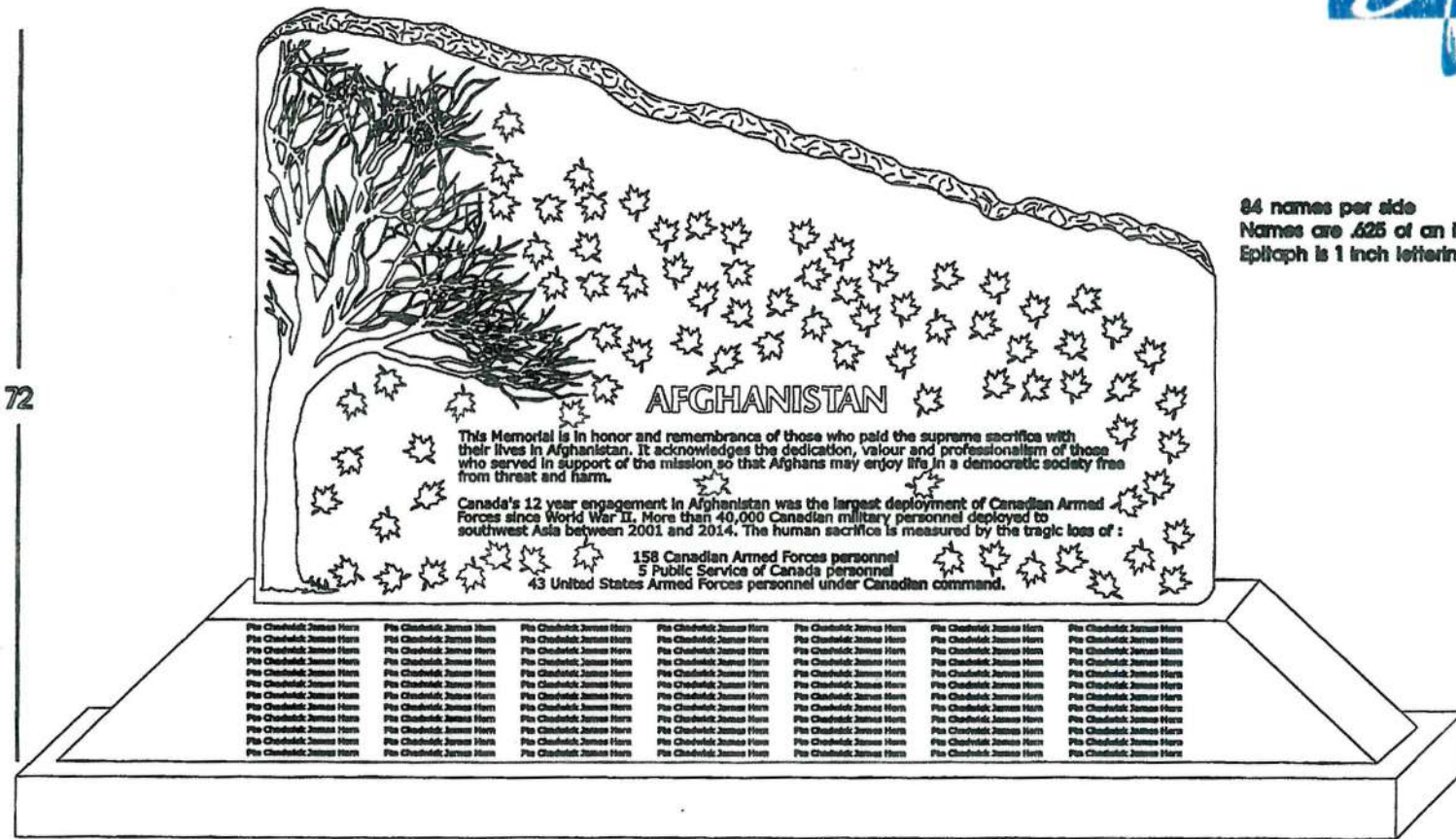
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The Journal of Biological Sciences
The Journal of Chemical Sciences
The Journal of Earth System Science
The Journal of Geology
The Journal of Marine Research
The Journal of Mathematics
The Journal of Physics
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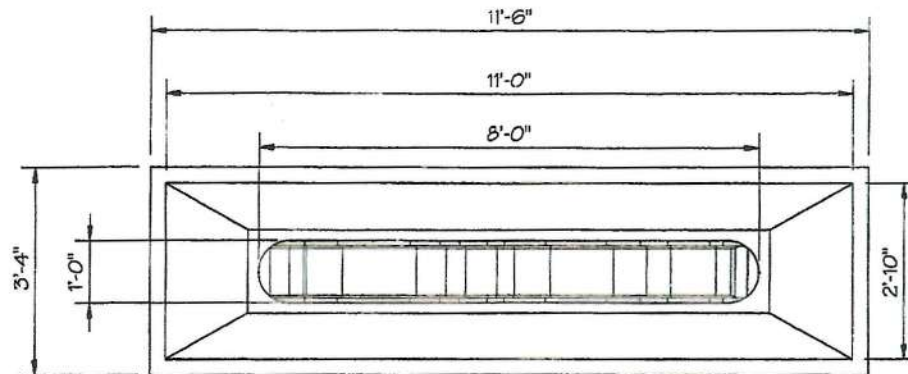
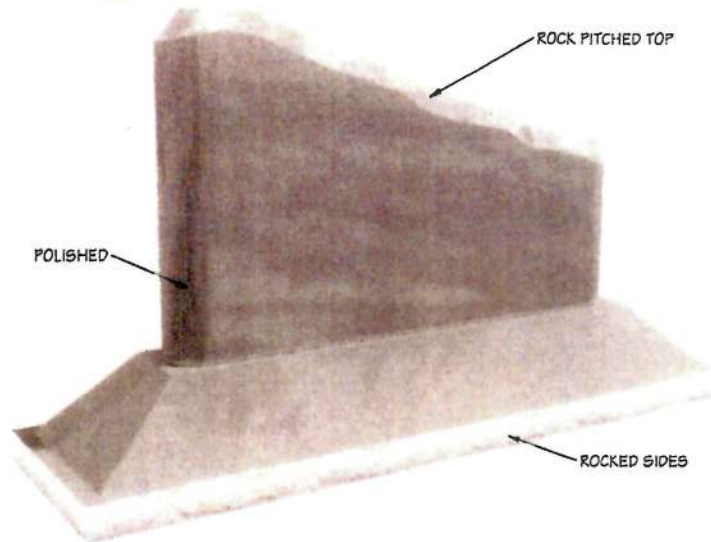
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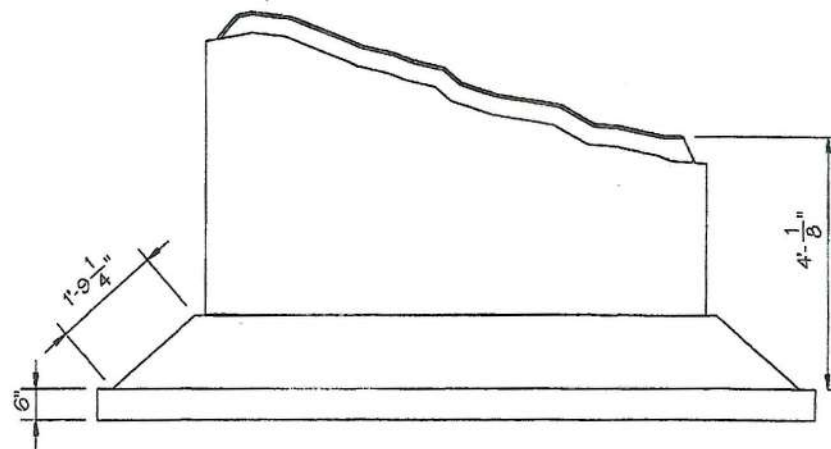
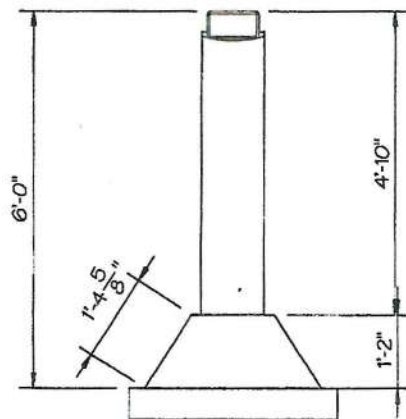
Please Note: All schematics, drawings and specifications remain the property of Stewart Monumental Works Ltd. and are not for distribution or replication without the consent of the above.
Thank you



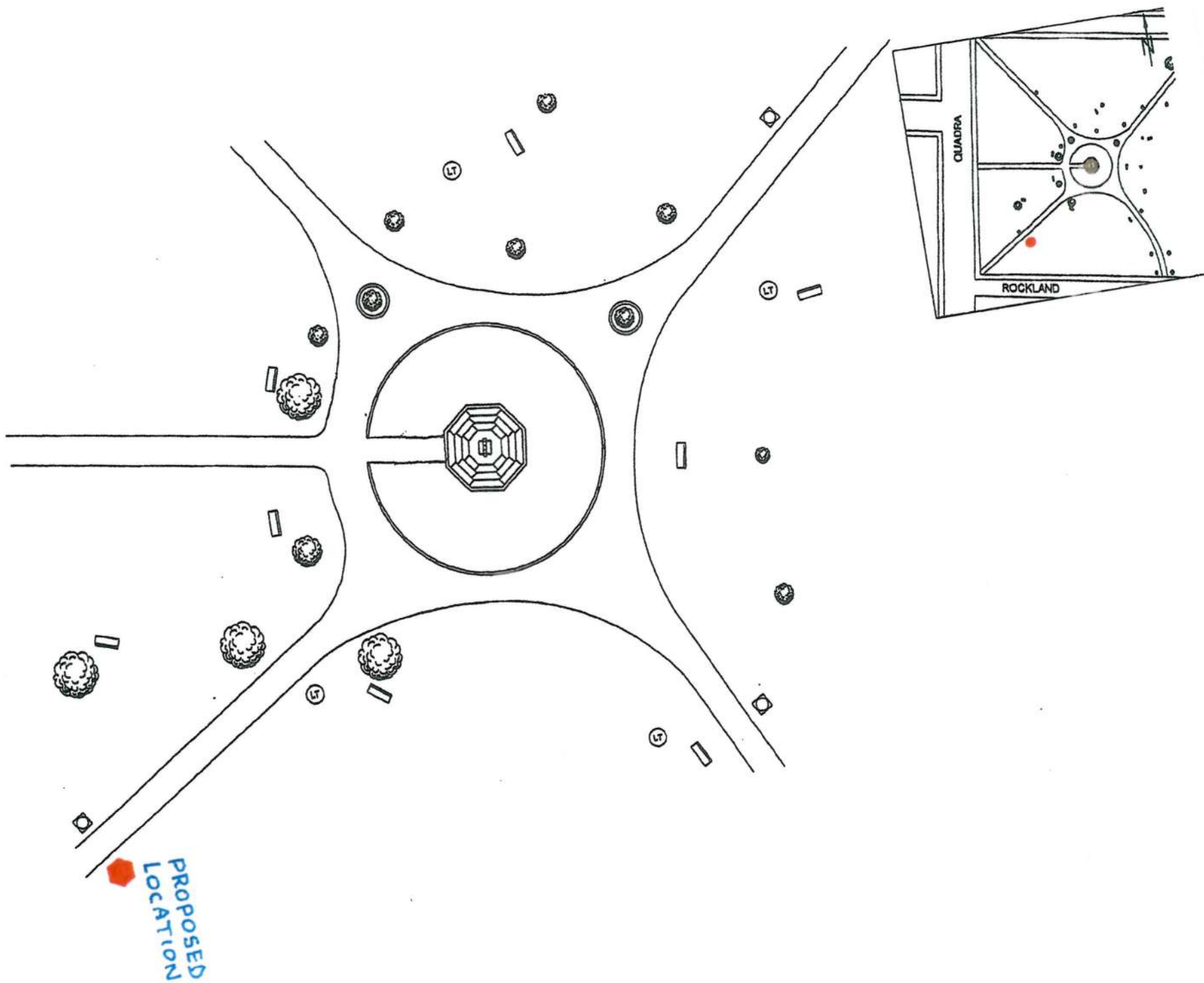
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Thank you



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Management Plan

STATEMENT OF SIGNIFICANCE

Pioneer Square

HISTORIC NAMES

- Victoria Cemetery
- Quadra Street Cemetery
- Quadra Street Burying Ground
- Old Burying Ground
- Old Cemetery
- Pioneer Square

Date of Establishment: 1855

Active as Cemetery: 1855-1873

City of Victoria Park: 1908-Present

DESCRIPTION OF HISTORIC PLACE

Pioneer Square occupies a rectangular site on the edge of downtown Victoria, situated to the north of Christ Church Cathedral, with frontages on Quadra Street, Rockland Avenue and Meares Street. The site contains at least 1,300 interments, marked by a number of surviving gravestones and bench tombs. Since 1908, Pioneer Square has been a City of Victoria park, and retains its formal Edwardian-era layout with diagonal paths and a central circular focus, grassed flat terrain and mature trees and plantings. There are also a number of other, later memorials located within the park setting.

HERITAGE VALUE OF HISTORIC PLACE

Pioneer Square is valued as the most significant colonial-era cemetery in the Province of British Columbia, and is inextricably linked with the pioneer community of Victoria. It was established as a burying ground in 1855 following the closure of the Fort Victoria Graveyard. Between 1855 and 1873, Pioneer Square was Victoria's primary cemetery. It contains some of the province's oldest carved headstones, and embodies a collective memory of British Columbia's colonial era. Many of the province's earliest and most prominent settlers are interred here, including: James Murray Yale (1796-1871), Hudson's Bay Company Chief Trader; David Cameron (1804-1872), first Chief Justice of the Colony of Vancouver Island and his wife Cecilia, sister of Governor James Douglas; John Work (1792-1861), Hudson's Bay Company chief factor; and Dr. John Sebastian Helmcken (1824-1920), the remains of his wife Cecilia and their three infant children.

This burying ground is a direct link to the formative years of the City, at the time of its evolution from a Hudson's Bay Company outpost to the second incorporated city in western Canada, and illustrates the importance of the Wakefield System at the time of colonial settlement. The townsite that the Hudson's Bay Company laid out around the Fort starting in 1852 was based on the philosophical and social precepts of Edward Gibbon Wakefield's theory of colonization. This provided a controlled system of land development, by providing reserves of land for public use including schools, churches, hospitals and parks that was the template for the ultimate development of Victoria's urban structure. Pioneer Square is located within the original Church Reserve, an integral component of the city's infrastructure and a reflection of Wakefield's ideals of an ordered, properly-organized society.

Pioneer Square is additionally significant as a symbol of Victoria's multicultural origins and as a physical testament to the pioneering spirit of the early community of Victoria. A wide variety of people were interred at the cemetery including different ethnic, secular and religious groups, and many community members who reflect the history, development, heroics and tragedies of Victoria, with local, provincial and national associations. The cemetery initially had designated sections for Anglicans, Catholics and Royal Navy personnel, but as the city's population diversified so did the cemetery. The influx of settlers from the 1858 Fraser River Gold Rush resulted in the allocation of space to the Chinese community in the northeast section of the cemetery. Situated adjacent to the Chinese section was a designated area for Kanakas (Hawaiians). Presbyterians, Methodists, Baptists and Congregationalists were also accommodated. The cemetery also had direct ties to local military history, and the southwest corner was the location of naval interments and memorials. Since its closure as a cemetery, Pioneer Square continues to be used as an active place of commemoration.

Pioneer Square is also significant for its continuity as a designed landscape, first as a Victorian-era burying ground and for over a century as a City park. Its original rambling, picturesque character reflected the 19th century aesthetics of death and memorialization. With the opening of Ross Bay Cemetery in 1873, the Quadra Street Burying Ground was officially closed, and ultimately neglected. In 1908, the provincial government issued a Crown Grant for the cemetery to the City of Victoria. The undergrowth was cleared and most of the monuments were removed. Typical of park design of the Edwardian era, meandering diagonal paths and a central circle originally intended for a fountain were installed. Tombstones, curbing and grave fences were removed, with some installed in a new grouping to the east side. Today, historic Pioneer Square continues to function as one of the only urban green spaces near downtown Victoria.

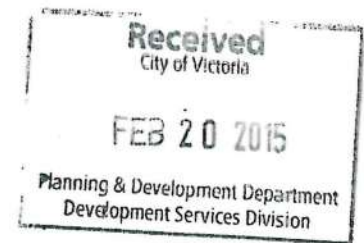
CHARACTER-DEFINING ELEMENTS

Key elements that define the heritage character of Pioneer Square include its:

- location on the edge of downtown Victoria adjacent to Christ Church Cathedral, with frontages on Quadra Street, Rockland Avenue and Meares Street;
- continuous use as a designed landscape since 1855, first as a Victorian-era cemetery then as a Edwardian-era park, with open spatial qualities and diagonal paths with a central circular focus;
- associated use of the space as a park for reflection and relaxation for over a century;
- earliest areas in the cemetery including the Anglican section, the Catholic section, the Chinese section and the Naval Corner;
- existing monuments including the Carroll and Pritchard monuments and the Sutlej Memorial, which represent outstanding examples of Late Victoria funerary and commemorative architecture;
- unique memorial elements such as burial vaults and bench tombs, which are the only remaining examples on the West Coast of Canada;
- variety of headstone styles such as shouldered and screen headstones, and flat plaque markers;
- variety of headstone materials such as carved granite, cement and sandstone;
- variety of gravestone symbols such as epitaphs, religious or animal symbolism, body symbolism, and connections to fraternal and social organizations;
- military memorials and later historical commemoration, including Naval Corner and the Canadian Scottish Regimental Cenotaph; and associated landscape features such as grassed terrain and many mature trees and plantings.



The Old Cemeteries Society
PO Box 50004
RPO Fairfield Plaza
Victoria BC V8S 5L8



Submission to City of Victoria Heritage Advisory Panel

Pioneer Square Heritage Alteration Permit application for the proposed Afghanistan Memorial Monument

The Old Cemeteries Society of Victoria (OCS) is opposed to the issuance of this Heritage Alteration Permit.

Background

The OCS was a major participant in the Pioneer Square Management Plan (PSMP) and a member of the Advisory Group. We had no opportunity for comment on this proposal. It was submitted by the Afghanistan Memorial Society to the Manager, Parks Planning and Design on Sept. 20, 2014 and OCS was not aware of the proposal until Jan. 23, 2015 when it appeared in the media.

Based on the very general and vague guidelines for Future Commemorative Monuments in the PSMP, staff recommended and Council approved the proposal.

These guidelines state that:

"For future memorial requests, it is important to clarify the types of memorials and monuments that fit within Pioneer Square specifically as well as within the overall parks system and to outline a policy for concept approval as well as monument location and design."

The general guidelines presented regarding "relevant to the site", and "consistent with the aesthetic value of the park" are much too vague and provide no clarification for types of memorials or a policy for concept approval.

OCS accepted these guidelines assuming that a proposal such as this would be referred to the Advisory Group which, as recommended in the PSMP, would meet 2-3 times a year to "ensure implementation of this plan in a manner fitting with the square's heritage, commemorative and greenspace aspects". Meetings were held to discuss the Rockland Ave. Road Closure, but no such meetings were held to discuss the Afghanistan Memorial proposal.

Much has been made of the "several" military memorials already located in Pioneer Square. The Old Quadra Street Burial Ground was laid out with a defined Naval Corner, thus the *HMS Sutej* Monument of 1866 and the Royal Canadian Naval Association monument of 1993 *"dedicated to the memory of 55 men of the Royal Navy and one City of Victoria Police Constable who died while serving the Crown during the years 1846-1868"* are appropriate installations.

In 2008 the Royal Canadian Air Force monument was approved by Council and installed with Parks and Heritage Planner approval. There was no recognition of the existing burials below. Yet, along with the Canadian Scottish cenotaph installed in 1938 (and upgraded in 1951), these two monuments are used as a reason for allowing more memorial monuments.

The stated purpose of the Afghanistan monument is to commemorate fallen personnel of the Canadian Armed Forces (158) and Public Service of Canada (5), and US Army Forces (43) under Canadian Command. One of the PSMP guidelines states that a monument should commemorate a significant event or group relevant to the City of Victoria. We fail to see that this monument does this.

Summary

The plan to commemorate veterans who served in Afghanistan with a new monument is a worthy one, but surely a better place than Pioneer Square can be found for this project. Somewhere of higher visibility, centrally located and not on top of documented burials would be a more fitting tribute to the veterans and more respectful to the pioneers in Pioneer Square. This memorial could add interest to a place that needs an attraction - the RBCM courtyard, Confederation Garden Court, the lawn near City Hall in Centennial Square, at the Mile Zero monument – or has a military connection.

There is currently no City policy for memorials. Drafting of a comprehensive policy is currently in progress. Until this is completed it is not known if there is a much more appropriate place for an Afghanistan Mission Memorial.

Pioneer Square has much history to offer the citizens of Victoria. However, apart from the name, little has been done to remember the pioneers whose graves remain under the sod. We should do more to memorialize them. This memorial will do nothing towards that end. Placing a monument not related to the purpose of the area will only serve to push the true history and purpose of this land further from the minds of Victorians.

There are clear parallels here with Grace Islet and other places where First Nations burials have been disturbed. It is often pointed out that "white men's" graves would not be desecrated. Pioneer Square is a classic example showing that they have been in the past and continue to be. Placing more monuments there just adds to the problem.

Recommendation

Approval for a Heritage Alteration Permit should not be granted at this time.

- The existing guidelines for Future Commemorative Monuments in the PSMP need to be clarified and should relate more specifically to the conditions and history of Pioneer Square.
- Nothing further should be done with this proposal until the comprehensive policy on memorials in the City of Victoria is completed.
- We strongly recommend that Pioneer Square not be considered a suitable location for this particular proposal.
- The role of the PSMP Advisory Panel should be stated clearly and include involvement not only in the implementation of the plan but in specific issues such as commemorative monuments.

Old Cemeteries Society of Victoria
20 February 2015