



Governance and Priorities Committee Report

For the Meeting of January 22, 2015

To: Governance and Priorities Committee
From: Julie MacDougall, Acting Director, Parks and Recreation
Subject: Proposed Afghanistan Memorial

Date: January 5, 2015

Executive Summary

The Afghanistan Memorial Committee of Victoria have submitted a request to erect a permanent monument in Pioneer Square to commemorate fallen Canadian Armed Forces and Public Service personnel as well as United States Armed Forces personnel who served under Canadian command.

Pioneer Square is located on Quadra Street at Rockland Avenue, adjacent to Christ Church Cathedral and served as the city cemetery from 1855 to 1873. It has been a city park since 1908. Pioneer Square features mature trees and plantings and is home to close to 1,300 interments, marked by a number of heritage tombstones and bench tombs. There are also several military memorials here included a cenotaph for the Scottish Regiment, and the Royal Canadian Air Force.

In the absence of an existing policy on memorials, as part of the review process, staff reviewed the monument in relationship to the Official Community Plan and the guidelines outlined in the Pioneer Square Management Plan. Due to the proposed size of the monument and its proposed location within Pioneer Square, a site with known social issues, parks staff discussed the proposal with the Victoria Police Department. A moderate concern was raised with regard to the size and location of the proposed monument.

Recommendation:

That Council accept the offer of a donated Afghanistan Memorial for installation within Pioneer Square as proposed, subject to the Heritage Alteration Permit process.

Respectfully submitted


Leigh Sifton
Manager, Parks Planning and Design


Julie MacDougall
Acting Director, Parks and Recreation

Report accepted and recommended by the City Manager:

Date:  January 19, 2015

Purpose

The purpose of this report is to present Council with options and a recommendation for a proposed Afghanistan Memorial monument.

Background

The Afghanistan Memorial Committee of Victoria have submitted a request to erect a permanent monument in Pioneer Square to commemorate fallen Canadian Armed Forces and Public Service personnel as well as United States Armed Forces personnel who served under Canadian command (Appendix A). Between 2001 and 2014, more than 40,000 Canadian Armed Forces personnel were deployed to Afghanistan, making it the largest deployment of Canadian Armed Forces since World War II.

Pioneer Square is located on Quadra Street at Rockland Avenue, adjacent to Christ Church Cathedral and served as the city cemetery from 1855 to 1873. It has been a city park since 1908. Appendix B provides a location map. Pioneer Square features mature trees and plantings and is home to close to 1,300 interments, marked by a number of heritage tombstones and bench tombs. There are also several military memorials located in the Square, including the Scottish Regiment cenotaph, and the Royal Canadian Air Force commemorative monument.

In April 2013, Council approved the Pioneer Square Management Plan which outlines guidelines for future commemorative monuments within Pioneer Square related to site relevance, aesthetic consistency, ongoing maintenance and capital costs.

Following approval of the management plan, Pioneer Square was granted municipal heritage designation for its cultural heritage landscape. Any modifications to Pioneer Square are subject to the Heritage Alteration Permit process.

There is currently no City policy for memorials. In April 2014, Council directed staff to draft a comprehensive policy for memorials for Council consideration. Drafting of this policy is currently in progress and is expected to come to Council in 2015. Staff will be including this project within the 2015 operational plan for Council's consideration.

Issues & Analysis

The proposed monument is polished granite inscribed with a tree and the names of those service personnel whose lives were lost in Afghanistan. It is proposed to be 3.5 metres long and approximately 1 metre wide and 1.8 metres high at its tallest, sloping to just over 1.2 metres high. A 1.5 metre wide concrete pad of is proposed on all sides of the stone to allow accessible access to all sides of the monument. This creates a total monument area of 6.5 metres by 4 metres. Appendix C provides a depiction of the monument showing its approximate proposed size and location within Pioneer Square.

In the absence of an existing policy on memorials, as part of the review process, staff have reviewed the monument in relationship to the Official Community Plan and the guidelines outlined in the Pioneer Square Management Plan.

The Official Community Plan states the objective to "protect and steward cultural heritage landscapes on City land as consistent with the National Standards and Guidelines for the Conservation of Historic Places in Canada".

Regarding additions or alterations to a cultural landscape, the National Standards and Guidelines for the Conservation of Historic Places in Canada recommends “designing a new feature when required by a new use that is compatible with the past or continuing land use”. Not recommended is “adding a new feature that alters or obscures a continuing land use” or “introducing a new feature that is incompatible in function with the past or continued land use”. As Pioneer Square contains existing commemorative monuments, a new commemorative monument would not be outside the National Standards and Guidelines.

The following provides a comparison of the proposal to the guidelines for commemorative monuments within the Pioneer Square Management Plan:

- Site Relevance:
 - From Management Plan: Related to past burials or war memorials and should commemorate a significant event or group relevant to the City of Victoria.
 - How proposal relates: War memorial recognizes national efforts and sacrifice.
- Aesthetic Consistency:
 - From Management Plan: Design of the monument should be in keeping with the monuments currently installed in the Square.
 - How proposal relates: Granite materials are in keeping with square. With the exception of the Scottish Regiment cenotaph and two of the existing tombstones, the proposed monument massing is larger than other existing monuments, particularly in its horizontal length. As a result it may dominate the landscape of the square and may change the intended reflection on past burials and existing war memorials.
- Longevity and Minimal Maintenance:
 - From Management Plan: Adequate provisions should be made in the design for continued maintenance. Monuments should be made of durable materials, such as granite or stone, which will stand up over time.
 - How proposal relates: Proposed monument is constructed of granite. No provisions are outlined in the proposal for ongoing maintenance. Ongoing maintenance costs would be minimal and would be related to potential vandalism events (i.e. graffiti removal, etc).
- Capital Costs:
 - From Management Plan: Design, manufacturing and installation will be paid for by the proponent.
 - How proposal relates: The Afghanistan Memorial Committee has committed to funding the design, fabrication and installation of the memorial.

Due to the proposed size of the monument and its proposed location within Pioneer Square, a site with known social issues, parks staff discussed the proposal with the Victoria Police Department. A moderate concern was raised with regard to the size and location of the proposed monument as it may limit sightlines and may become a target for nuisance behaviour such as graffiti. A smaller monument that has similar massing to existing monuments in Pioneer Square may not pose the same concerns and could be pursued to address this issue.

Options & Impacts

Option 1 (Recommended)

Accept the offer of a donated Afghanistan Memorial for installation within Pioneer Square as proposed, subject to the Heritage Alteration Permit process.

Impacts:

- The memorial may dominate the landscape of the square and may change the intended reflection on past burials and existing war memorials.
- There may be undesirable social impacts as discussed with VicPD

Option 2

Accept the offer of a donated Afghanistan Memorial for installation within Pioneer Square and direct staff to work with the proponent to revise the proposed monument scale and/or consider alternate sites for approval by Council.

The Heritage Alteration Permit process would be required.

Impacts:

- May result in a delay of the proponents fundraising efforts
- May result in additional design costs for the proponent

Option 3

Delay a decision on this request until a comprehensive memorial policy is adopted.

Impacts:

- Delaying the decision for this request until the policy has been developed and approved by Council may result in a delay of the proponents fundraising efforts.

Option 4

Decline the offer of a donated Afghanistan Memorial for installation within the City of Victoria.

Recommendations

That Council accept the offer of a donated Afghanistan Memorial for installation within Pioneer Square as proposed, subject to the Heritage Alteration Permit process.

Attachments

Appendix A: Afghanistan Memorial Committee of Victoria proposal

Appendix B: Location Map

Appendix C: Conceptual Diagram

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.

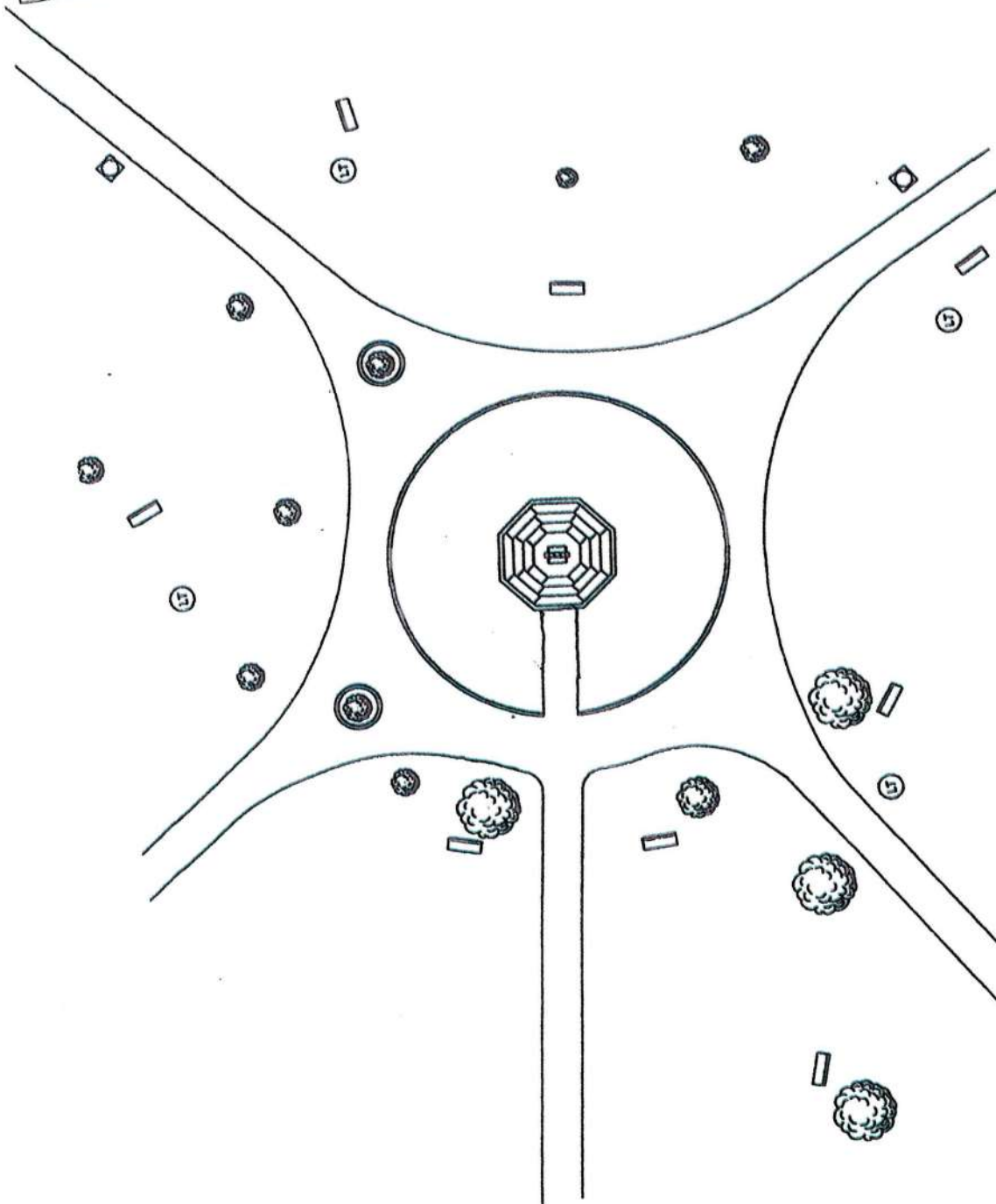
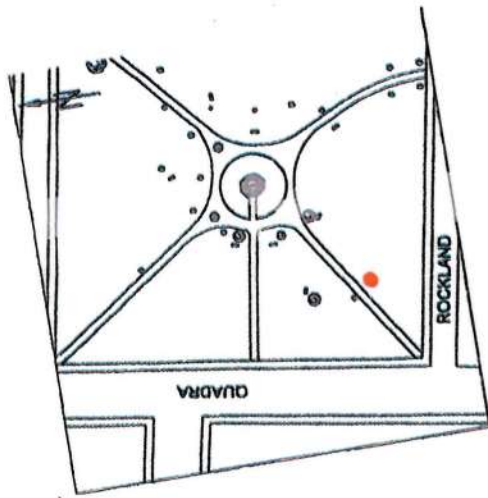
Our committee believes the proposed memorial is relevant to Pioneer Square due to the significance and human sacrifice of the Mission in the cause of peace and freedom. Also, the memorial is in keeping with the aesthetic value of the park and will consist of durable materials thereby ensuring its longevity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



PROPO
LOCAT



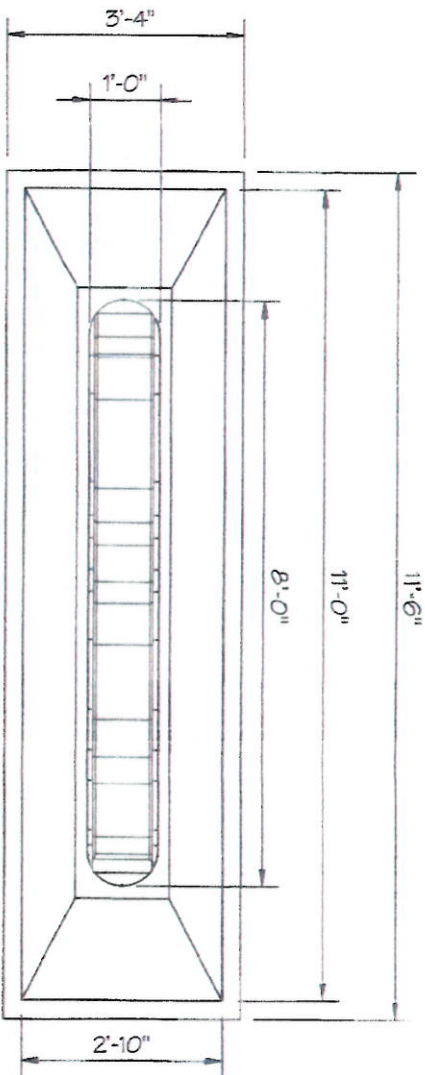
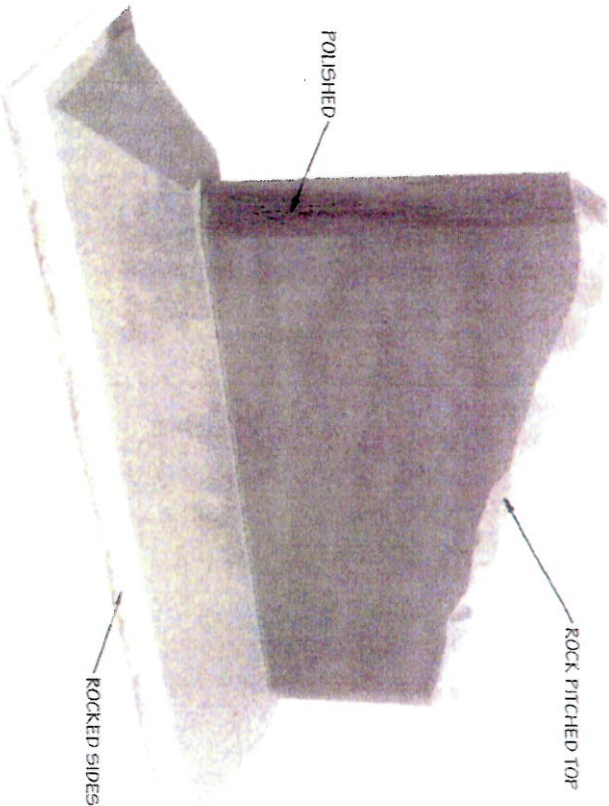


TITLE		ORDER		DRAWN BY:	
AFGHAN MEMORIAL		XXX		BW	
CLIENT		REF.		SCALE	
STEWART MONUMENTS		11/10/2014		1:30	
WEIGHT		DATE		DATE	
12291 lbs		11/09/2014		11/09/2014	

APPENDIX A: Afghanistan Memorial Committee of Victoria proposal Page 3 of 5

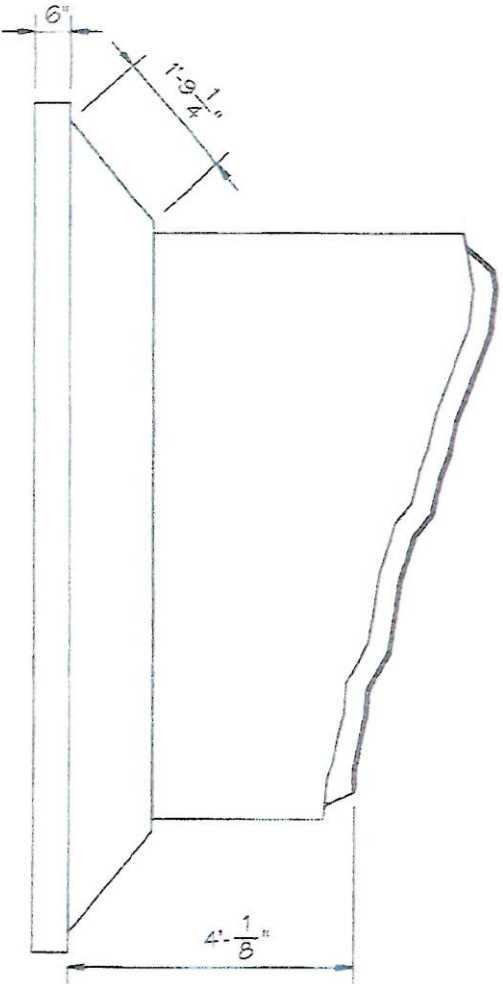
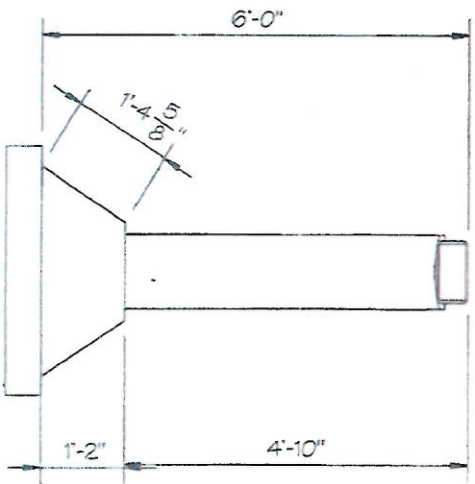
The detail was prepared for your approval

Sign and return Approved by _____ Date: _____



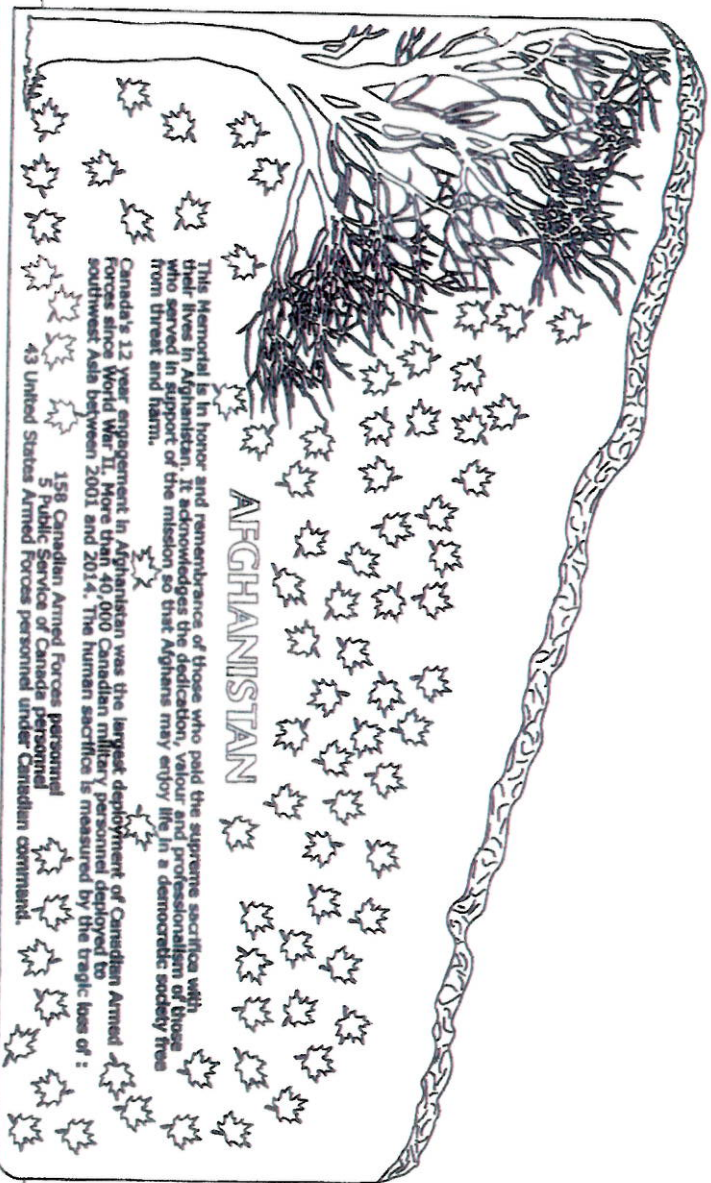
Please Note: All schematics, drawings and specifications remain the property of Stewart Monumental Works Ltd. and are not for distribution or replication without the consent of the above.

Thank you





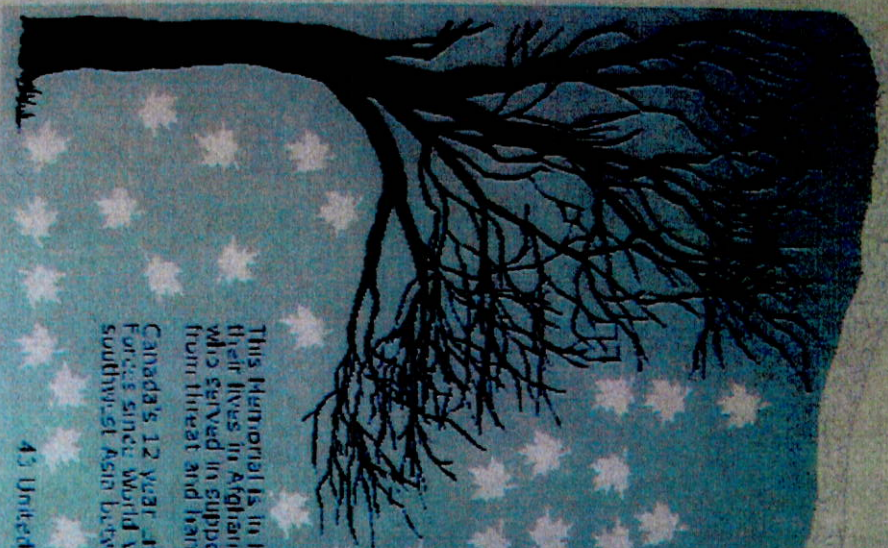
84 names per side
Names are .625 of an inch
Epitaph is 1 inch lettering



72

48

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



AFGHANISTAN

This Memorial is in honor and remembrance of those who paid the supreme sacrifice with their lives in Afghanistan. It acknowledges the dedication, valor, 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.

Canada's 12 year engagement in Afghanistan was the largest deployment of Canadian Armed Forces since World War II. More than 40,000 Canadian military personnel deployed to Southwest Asia between 2001 and 2014. The human sacrifice is measured by the tragic loss of

43 United States Armed Forces personnel under Canadian command.

24 names
Names are
Epiloph is

Appendix B: Location Map

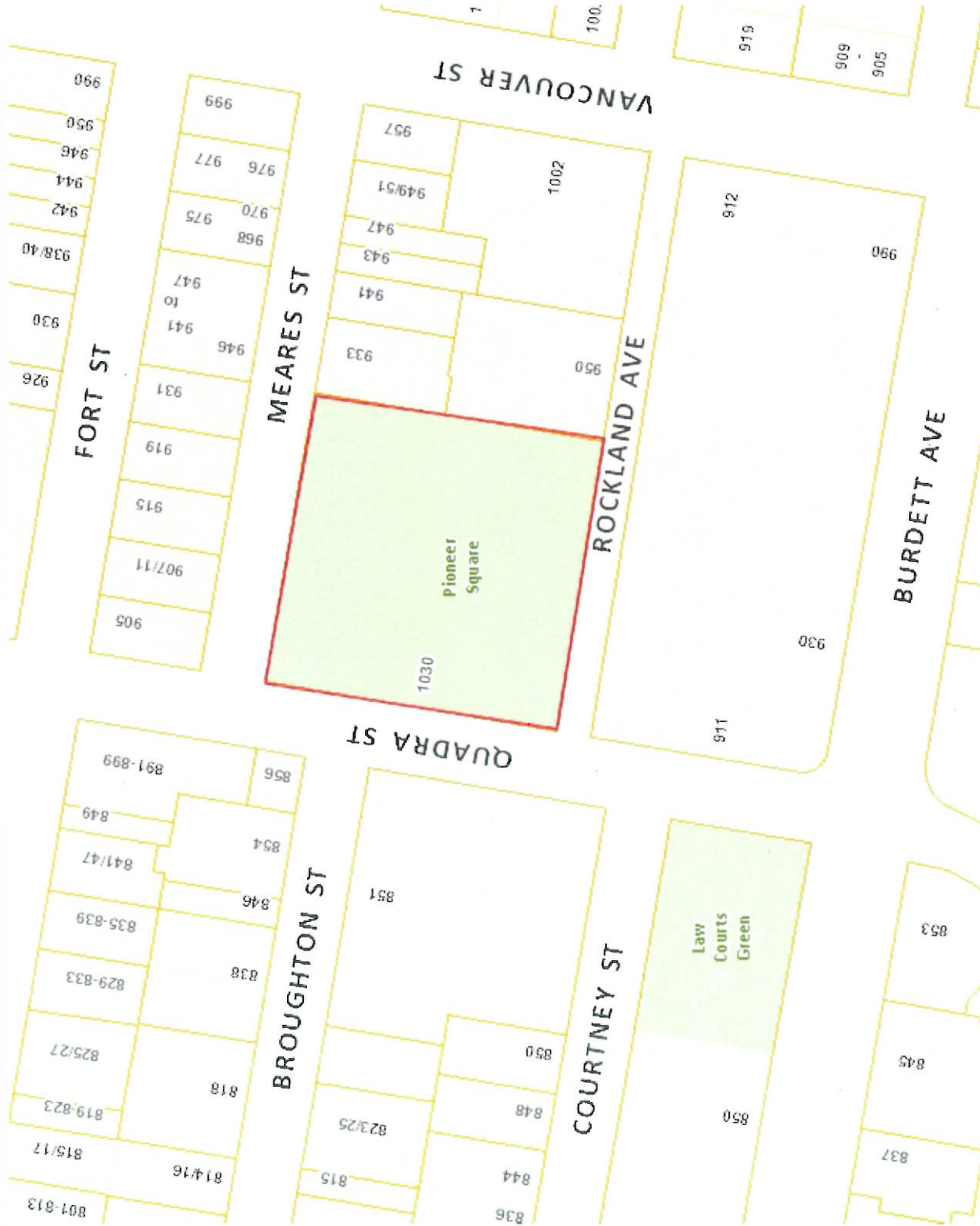
01/14/2015



Legend
 Victoria Parcels

1: 1,806

Notes



91.7 Meters

45.87

0

91.7

This map is a user generated static output from an Internet mapping site and is for reference only. Data layers that appear on this map may or may not be accurate, current, or otherwise reliable.

THIS MAP IS NOT TO BE USED FOR NAVIGATION

NAD_1983_CSRS_UTM_Zone_10N

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Appendix C: Conceptual Diagram
Approximate size and location of proposed monument within Pioneer Square

