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Heritage Advisory Committee
August 01, 2007

TO: Chair and Members of the Heritage Advisory Committee

SUBMITTED BY:

A handwritten signature in black ink, appearing to read "Paul Dunphy".

Paul Dunphy, Director of Community Development

DATE: July 26, 2007

SUBJECT: Nova Scotia Fallen Peace Officers Memorial

ORIGIN

March 28, 2006, Regional Council approved a recommendation from Halifax Regional Board of Police Commissioners to partner with HRM's Real Property and Asset Management Division to identify a suitable site for a Nova Scotia Fallen Peace Officers Memorial

RECOMMENDATION

It is recommended that the Heritage Advisory Committee:

1. Approve, in principle, the Grand Parade as the location for a permanent memorial to commemorate Nova Scotia Fallen Peace Officers thereby enabling staff to work with the Nova Scotia Fallen Peace Officers Committee to initiate a design process for the memorial for the Heritage Advisory Committee and Regional Council's future consideration and approval

BACKGROUND

Halifax Regional Police (HRP), RCMP and the NS Chiefs of Police Association began discussions in 2005 to plan a memorial to acknowledge Police and Peace Officers across Nova Scotia who have lost their lives in the line of duty. The proposed memorial has been endorsed and supported by the Nova Scotia Chiefs of Police, the Provincial Minister of Justice, and Halifax Regional Council.

Over the last year, a joint Committee of HRP, RCMP, and the Province has collaborated with staff to secure an appropriate location for the memorial. In consideration of various sites throughout the Downtown Halifax area, the Peace Officers Memorial Committee has expressed its desire to locate the memorial in the Grand Parade in Downtown Halifax. It is the Committee's position that the Grand Parade site offers an element of prominence and dignity, as well as the functional gathering space to accommodate annual ceremonies held in October of each year.

The Grand Parade Square:

The Grand Parade is a municipal, provincial and national registered heritage site, so careful attention must be paid to the quality and context of all future developments, including the proposed monument. Additionally, the portion of Barrington Street between George Street and Spring Garden Road, is currently the subject of a proposed Heritage Conservation District. The Grand Parade is considered an anchor to this area and is flanked on three sides by municipally registered heritage properties, all of which together create a significant and unique heritage district. St. Paul's Anglican Church, the oldest church in Halifax, and Halifax City Hall, form a key part of the foundation for the Grand Parade's heritage status.

Under the HRM's Heritage Property Program alterations which significantly alter a registered heritage property follow the Level 2 Design Review Process as outlined in the Heritage Property Program's Alteration Guidelines. This process requires the proposal be reviewed by staff with a recommendation to the Heritage Advisory Committee (HAC). Where the HAC does not recommend approval, the application may be forwarded to Regional Council for review.

Grand Parade Province House Area Joint Public Lands Plan:

Council recently approved the Grand Parade Province House Area Joint Public Lands Plan. The Plans states that the Grand Parade must remain adaptable to a wide variety of uses and events to ensure that the space will remain useable over the long term. The Plan establishes design principles for future alterations to the site that reflect the history and role of the site, its visual character, and its ongoing evolution as a civic square and gathering site.

DISCUSSION

The proposed monument and ceremonial use appears to fit within the vision and principles that have been established for the Grand Parade as referenced through Grand Parade Province House Area Joint Public Lands Plan. The following discussion highlights some of the key factors that have been considered in determining the appropriateness of the Grand Parade Square for the proposed memorial:

a) Significance of Grand Parade and NS Peace Officers

The Grand Parade has long been the main gathering place and civic centre for the people of Halifax. Since its creation in the mid 1700s as a parade square and military drill area, the Grand Parade has remained an integral part of the civic fabric of Downtown Halifax and the Region as a whole. The site is defined not only by its continued use as a public open space, but also by City Hall and Saint Paul's Church as two institutions that anchor the site to the north and south. The Grand Parade remains a premier site within the HRM for civic and special events, ceremonies, and gatherings. The civic and ceremonial stature of the Grand Parade makes it an historically symbolic and appropriate site for the proposed NS Fallen Peace Officers Memorial.

Also, in 1869 Halifax's Police force was located in the basement of City Hall. Shortly thereafter, a new station was built immediately adjacent to City Hall at the corner of Duke and Barrington Streets. However, more significant is the symbolic importance of having the memorial located within the original town square and seat of Government for the Capital City and the HRM.

Design and Heritage Aspects:

Of significant importance to any future alterations to Grand Parade are its registered heritage status and the character of its surroundings. Also of significance is the existing Cenotaph Monument situated toward the south end of the site as a memorial to those who died at war. The Cenotaph was designed by well-known Scottish sculptor, Massey Rhind and unveiled on July 1, 1929. The important national significance and the location and design of this monument must play a key role in determining the exact site and design context of the proposed memorial.

In recognition of the significance of Grand Parade at a number of levels, a carefully laid out design and approval process has been developed to guide the NS Fallen Peace Officers Committee and stakeholders over the next year. The process places emphasis on siting and design and on appropriate heritage review at key stages in the process.

The following process has been developed to guide the memorial design process and its final installation over the next 14 months:

Approval in Principle for Grand Parade location, Heritage Advisory Committee (HAC)

Information Report to Regional Council

Information Report to Cultural Advisory Committee (CAC)

Call for Artists to submit design proposals

Fallen Peace Officers Memorial Committee select preferred design*

Approval of Memorial Design, HAC & Regional Council

Artist chosen and detailed design and fabrication initiated

Information update to HAC, CAC and Regional Council - mid way through process

Memorial installed September 2008

Official unveiling and ceremonies October 2008

** A representative from the Heritage Advisory Committee and the Cultural Advisory Committee will be invited to participate on the design selection Committee.*

The following principles and objectives will be used as guidance to prospective artists:

- the work will consider the memorial nature of the site in balance with the overall use of the Grand Parade for public gathering and civic experience
- the memorial should engage park users and those who come to the site to pay their respects
- the memorial should take a form that showcases artistic and urban design excellence
- relationship to the geography or specific location of the site and its surroundings
- consistency with overall site design including heritage design aspects, form and materials
- compatibility with other existing or proposed works, buildings, or structures and the suitability of the scale of the proposed work to the site
- quality of work based on originality and artistic expression
- public safety and security

Staff will work with the Peace Officers Committee over the next several months to execute the design, fabrication and installation of the monument in time for an October 2008 ceremony and unveiling. The budget will be accounted for and managed by the NS Fallen Peace Officers Monument Society.

BUDGET IMPLICATIONS

There are no budget implications at this time. Municipal funds for this project have been approved. Budget implications will be reviewed upon completion of selection of the preferred design by the Fallen Peace Officers Memorial Committee.

FINANCIAL MANAGEMENT POLICIES / BUSINESS PLAN

This report complies with the Municipality's Multi-Year Financial Strategy, the approved Operating, Capital and Reserve budgets, policies and procedures regarding withdrawals from the utilization of Capital and Operating reserves, as well as any relevant legislation.

ALTERNATIVES

1. The Heritage Advisory Committee could choose to not support staff's recommendation to approve Grand Parade, in principle, as the location for the Nova Scotia Fallen Peace Officers Monument. This is not recommended as the rationale for staff's recommendation is supported by the approved Grand Parade Province House Area Joint Public Lands Plan and the proposed design and implementation process which will enable HAC's future input and approval of the final memorial design.

ATTACHMENTS

None

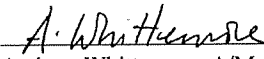
**NS Fallen Peace Officers Monument
Heritage Advisory Committee Report**

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A copy of this report can be obtained online at <http://www.halifax.ca/council/agendasc/cagenda.html> then choose the appropriate meeting date, or by contacting the Office of the Municipal Clerk at 490-4210, or Fax 490-4208.

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