

Item No. 11.1.6
Halifax Regional Council
February 25, 2014

TO: Mayor Savage and Members of Halifax Regional Council

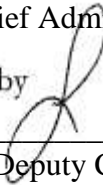
Original signed by



SUBMITTED BY:

Richard Butts, Chief Administrative Officer

Original Signed by



Mike Labrecque, Deputy Chief Administrative Officer

DATE: January 6, 2013

SUBJECT: Children's Memorial Dragonfly Garden - Sullivan's Pond Park

ORIGIN

Approved Motion, Regional Council Item No.13.2, November 8, 2011, "It was MOVED by Councillor McCluskey, seconded by Councillor Hendsbee that Halifax Regional Council request that staff examine their (Children's Memorial Dragonfly Park Society's) proposal and bring back a recommendation on how the project (development of a memorial park) might proceed. MOTION PUT AND PASSED."

Sullivan's Pond and Lake Banook Master Plan, 2007.

Approved 2012/13 Capital Budget, Project No. CDG00493, page C8 in the Supplemental Report project description.

LEGISLATIVE AUTHORITY

Halifax Charter, Part III, **Powers of Municipality Regarding Property Section 61(3)** the property vested in the Municipality, absolutely or in trust, is under the exclusive management and control of the Council, unless an Act of the Legislature provides otherwise.

RECOMMENDATION

It is recommended that Halifax Regional Council approve HRM's acceptance of a donation of a memorial park feature (dragonfly) from the Children's Memorial Dragonfly Park Society as a contribution to the recommended Children's Memorial Dragonfly Garden to be constructed at Sullivan's Pond Park, Dartmouth.

BACKGROUND

The Society:

The Children's Memorial Dragonfly Park Society ('Society') is composed of families who have suffered the loss of a child. The Society is a non-profit organization under the Registry of Joint Stock Companies of Nova Scotia, and bears charitable donation status in support of its fund-raising efforts. The board of directors of the Society approached Councillor McCluskey, District 5 – Dartmouth Centre, requesting HRM to collaborate with the Society to develop a public memorial garden in honour of the memory of children in the downtown Dartmouth area.

What is a Memorial Garden?

A memorial garden is intended as a place for contemplation; it is a place to commemorate an event (e.g., a battle), an individual (e.g., Joseph Howe), or a group of people (e.g., children). Memorial gardens may be situated on private land, encompassed within private or public cemeteries or section of a public park. A memorial garden may be as simple as a bench surrounded by ornamental trees and a commemorative plaque. It may otherwise encompass acres of parkland, including landscape features (e.g., pathways, plantings, seating), and may be adorned with sculptures. Some municipalities in North America host children's memorial gardens within their public parks.

The Society's Proposal:

The Children's Memorial Dragonfly Park Society's proposal included the following collaborative efforts:

1. HRM to select a parkland venue where a memorial garden may be developed;
2. The Society and HRM to jointly design a garden and memorial focal point;
3. HRM to construct, own, and maintain the garden; and
4. The Society to develop and donate a park feature in the form of a dragonfly as a focal point of the memorial garden.

After Council approved the motion for staff to examine the Society's proposal and return a recommendation on how the project might proceed, staff began its investigation by:

1. Developing criteria and identifying a suitable location for the proposed garden in downtown Dartmouth;
2. Developing a preliminary conceptual plan for the garden and a preliminary construction estimate based on that concept; and
3. Assisting with development of site-specific guidelines by which a memorial concept could be prepared.

This report is the culmination of the above investigations.

DISCUSSION

Proposed Location:

The Society requested that the proposed memorial garden be located on parkland owned by HRM, somewhere in the downtown Dartmouth area. They requested it to be a place where one could sit in quiet contemplation or where a group could gather in remembrance. Other criteria developed jointly included: public visibility, ease of access, water views, HRM-owned/existing parkland, consistent with surrounding uses, nearby parking, relative low cost of capital development, relative low cost of maintenance, and safety.

Candidate locations were then identified: Dartmouth Common, Lake Banook, and Sullivan’s Pond. Staff of HRM subsequently analyzed these locations against project objectives and criteria, yielding the recommended venue at the northeast corner of HRM’s Sullivan’s Pond Park, at the intersection of Prince Albert Road and Hawthorne Street (see Attachment 1.)

The benefits of locating the recommended garden in Sullivan’s Pond Park include:

- Reduced development costs, because of the existing flat, lawn area already in-place;
- Reduced maintenance costs, as it will be an extension of an existing park operation;
- Opportunity for greater public use of existing park infrastructure, given surrounding parkland and neighbourhood;
- Public visibility and safety, due to proximity of surrounding streets, sidewalks, and homes; and
- Few, if any, conflicts with surrounding uses are expected, since conjoined parkland is un-programmed and is used as passive open space.

Master Plan Congruence:

Development of the proposed park location (i.e. the northeast corner of Sullivan’s Pond Park) as a garden was also recommended in the Sullivan’s Pond and Lake Banook Master Plan (2007). This is one of several master plans intended to direct municipal investment along the Shubenacadie Canal system within HRM.

The master plan recommends that HRM develop the northeast corner of Sullivan’s Pond Park. The report explains that this area is:

“...known by many locals as Charman’s Corner, for the green grocer who occupied this corner for many years. Charman was known to have supplied food donations for children during the depression in the early 1930s. The proposal suggests a small plaza at this entrance to the park...”

Garden Conceptual Plan:

The garden is proposed to include the following landscape features (see Attachment 1):

1. A structural (concrete) base for the memorial feature (to be donated);
2. A path through the garden, which would connect adjoining, existing sidewalks;
3. Benches;
4. Perennial and annual vegetation;

5. A small plaza for gathering; and
6. A plaque or sign that interprets the meaning of the space.

Park Capital & Maintenance Expenditures:

Since Sullivan's Pond Park is owned by HRM, park maintenance of this section (i.e. litter removal and vegetation maintenance) is proposed to be extended as part of existing park operations. Also, any *capital* maintenance items that are needed from time-to-time (i.e. dragonfly feature repairs, bench/seating replacement) would also befall HRM's responsibility. Funds for annual maintenance have already been approved in the 2012/13 Project Budget as Operating Costs of Capital within Project No. CDG00493, found on page C8 in the Supplemental Report project description, intended for Sullivan's Pond and other Canal Greenway areas such as the former Starr Manufacturing Site. The preliminary capital estimate for construction of the garden is \$50,000 (see Financial Implications Section for a more thorough explanation.)

Future awards for construction that utilize public funds will be approved as per requirements set out in Administrative Order Number 35 Respecting the Procurement Policy.

Memorial Dragonfly Feature:

The Society's contribution is proposed to be a memorial focal point that is conceptualized in the form of a dragonfly. The Society proposed its symbolism as the transformation or transcendence between two worlds, for example: between water and air, or between Earth and Heaven. This symbolism is proposed in the memory of children.

The Society chose a fabricator, Atlantex CreativeWorks of East Chezzetcook, to design and fabricate the dragonfly. HRM staff (Regional Recreation & Culture and Real Estate & Land Management), the Society, and Atlantex then agreed-upon a set of design considerations (i.e. safety, size, height, and material) for the dragonfly feature. Atlantex then proposed the conceptual design that appears in Attachment 2, which was accepted and paid-for by the Society. The consensus of HRM staff involved in the project was that the concept reflects the criteria and guidelines agreed-upon among the parties. The dragonfly park feature falls outside HRM's Public Art Policy as it was not created by a professional artist and is incorporated as a landscape component of the memorial garden. Therefore, HRM can accept the donation without specific requirements including ownership agreements and maintenance funding, as outlined in the Public Art Policy.

The total estimated cost for conceptual design, detail design, and fabrication is approximately \$50,000. The Society continues to fundraise and has, to-date, raised approximately 45 percent of capital funds needed for the dragonfly feature.

Commemorative Naming:

The Society advised that, pending Regional Council approval, it intends to request HRM to name the new garden section of Sullivan's Pond Park as the "Children's Memorial Dragonfly Garden". It will be an *additional* feature or component of Sullivan's Pond Park, rather than renaming Sullivan's Pond Park or being subdivided from Sullivan's Pond Park. The commemorative naming would be conducted as per Article 15 of Administrative Order Number 46 Respecting

HRM Asset Naming Policies, which requires Regional Council to approve asset names based on bi-annual recommendation reports (i.e., a separate report from this one.)

FINANCIAL IMPLICATIONS

Halifax Regional Council approved \$100,000 in the 2012/13 Capital Budget for improvements to the Shubenacadie Canal Greenway, more specifically the Starr Site (Prince Albert Road) and Dragonfly Park (Sullivan's Pond); this allocation resides in Project No. CDG00493, found on page C8 in the Supplemental Report. Based on the conceptual design (see Attachment 1) of the memorial garden, the preliminary estimate for construction (i.e., not including the Dragonfly feature) is approximately \$50,000 (not including contingency.)

On-going maintenance of proposed park features (including the Dragonfly – see next paragraph) will be included as an extension of Sullivan's Pond Park operations. Funds (\$10,000) for ongoing operating costs of capital (OCC) were approved as part of the 2012/13 project budget. The Municipal Operations Division, who is responsible for park maintenance, estimated that maintenance of the new memorial garden features and repairs to the dragonfly may reach \$3,500 per year. The needed funds will be derived from the \$10,000 OCC and will, more specifically, be used for maintenance of proposed pathways, grassed areas, garbage receptacles, planting beds and benches associated with the new memorial garden.

The dragonfly, also estimated at a capital cost of \$50,000, is proposed to be donated as a memorial park feature, thus bringing the cost-sharing ratio between the society and HRM to approximately 50:50. The Society is currently fundraising for the balance of the funds needed to fabricate the dragonfly feature. The dragonfly will be made from aluminum alloy, requiring minimal maintenance. Repairs to the dragonfly may be needed from time-to-time in the event of storm damage or vandalism, for example. The approved OCC (above) is deemed to be sufficient to redress any such eventualities.

COMMUNITY ENGAGEMENT

Several meetings between HRM staff and The Society's board of directors took place to determine: 1) location, 2) garden's function and maintenance, 3) conceptual park design, 4) dragonfly design, and 5) collaborative approaches through which the project may be implemented.

ENVIRONMENTAL IMPLICATIONS

Environmental implications were not identified.

ALTERNATIVES

Alternative 1:

Regional Council may choose to alter the recommended collaboration with the Society, such as finding another location for the proposed garden and memorial dragonfly park feature. Additional analysis and consultation would thus be necessary.

Alternative 2:

Regional Council may choose to not proceed with the garden's development, to use HRM's capital funds for other municipal purposes, to not accept the Society's offer of a donation, or a combination thereof. If Regional Council decides to not accept the donation, then privately raised funds spent to-date by the Society for the conceptual development of the dragonfly sculpture may be foregone.

ATTACHMENTS

1. Proposed Concept – Garden Site Plan
2. Proposed Concept – Memorial Dragonfly

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

Report Prepared by: Rudy Vodicka, Coordinator, Real Estate & Land Management, P&I, 490-5582
Jamie MacLellan, Public Art Facilitator, Regional Recreation & Culture, CRS, 490-1039

Financial Approval by: _____
Greg Keefe, Director of Finance & Information Communication & Technology/CFO, 490-6308

Report Approved by: _____
Brad Anguish, Director, Community & Recreation Services, 490-4933

Report Approved by: _____
Jane Fraser, Director, Planning & Infrastructure, 490-7166

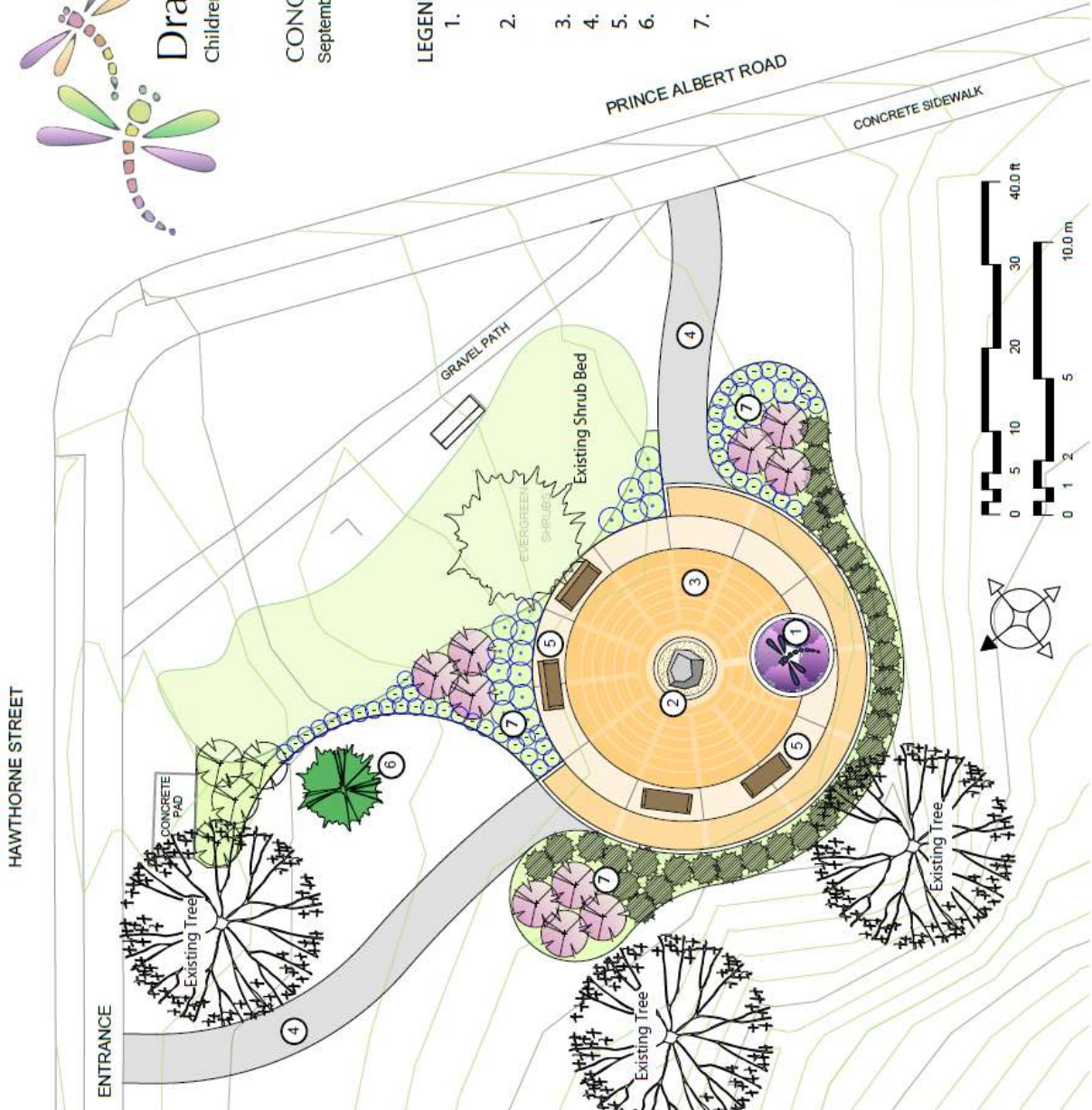
Attachment 1 – Proposed Concept – Garden Site Plan
Children’s Memorial Dragonfly Garden - Sullivan’s Pond Park



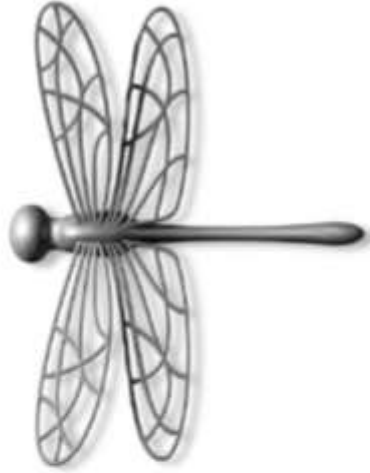
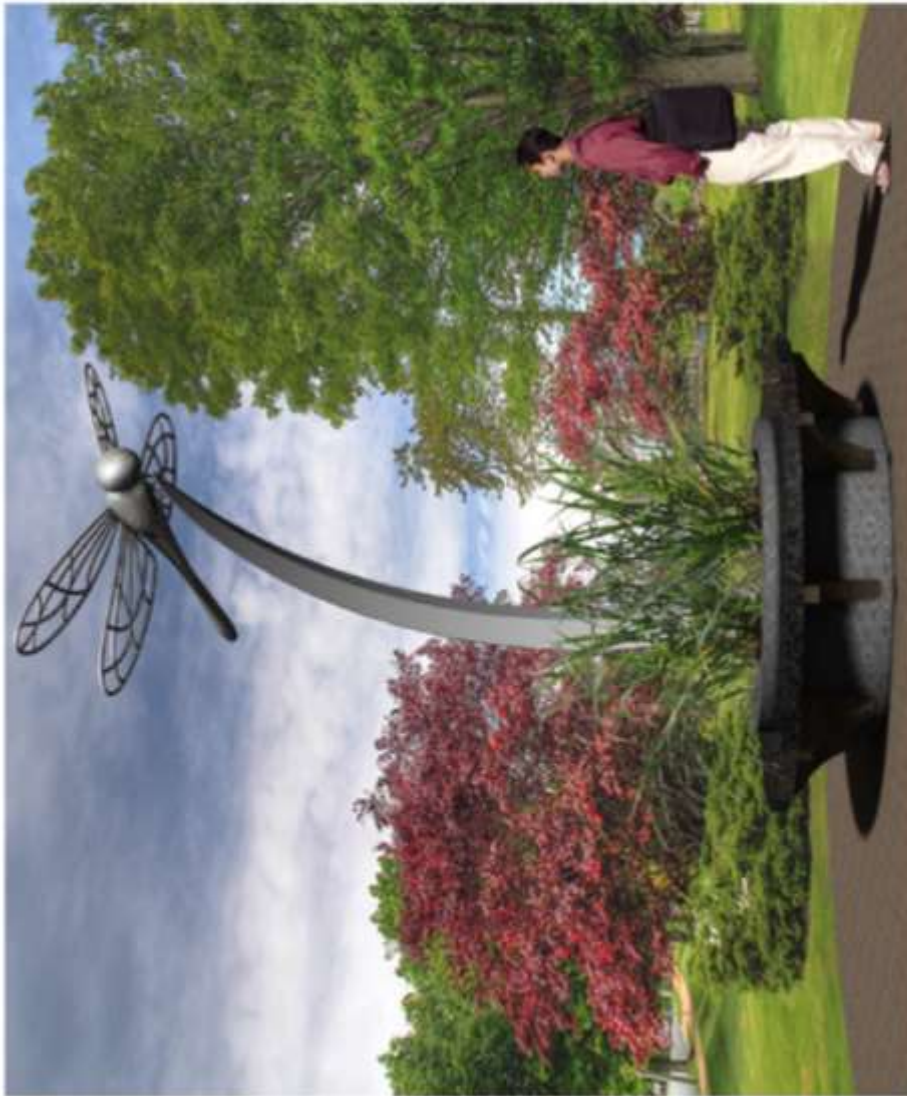
Dragonfly Garden
Children’s Memorial at Sullivan’s Pond

CONCEPTUAL PLAN
September 2013

- LEGEND:
1. Dragonfly Sculpture in raised planter
 2. Dragonfly Story Plaque on large boulder
 3. Concrete unit pavers
 4. Asphalt paths
 5. Benches
 6. Evergreen tree for seasonal memorial ornaments
 7. Planting beds - shrubs and perennials



Attachment 2 – Proposed Concept - Memorial Dragonfly
Children’s Memorial Dragonfly Garden - Sullivan’s Pond Park



No.	Description	QTY