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Item No. 9.1
Heritage Advisory Committee
July 24, 2019

TO: Chair and Members of the Heritage Advisory Committee

-Original Signed-

SUBMITTED BY:

Kelly Denty, Director of Planning and Development

-Original Signed-

Jacques Dubé, Chief Administrative Officer

DATE: June 26, 2019

SUBJECT: **Case H00468: Request to Include 26 Elliot Street, Dartmouth in the Registry of Heritage Property for the Halifax Regional Municipality**

ORIGIN

Application by a third party, Maura Donovan, a resident of Dartmouth.

LEGISLATIVE AUTHORITY

The Heritage Property Act

RECOMMENDATION

It is recommended that should 26 Elliot Street, Dartmouth score more than 50 points, the Heritage Advisory Committee recommend that Regional Council:

1. Set a date for a heritage hearing to consider the inclusion of the subject property in the Registry of Heritage Property for the Halifax Regional Municipality; and
2. Approve the request to include 26 Elliot Street, as shown on Map 1, in the Registry of Heritage Property for the Halifax Regional Municipality as a municipal heritage property.

BACKGROUND

Maura Donovan has submitted an application to include the property located at 26 Elliot Street, Dartmouth (Map 1) in the Registry of Heritage Property for the Halifax Regional Municipality. The HRM owned property is currently occupied by the Findlay Community Centre.

The building was constructed in 1932 as a six room elementary school, known as the Findlay School. It represents a good and intact example of a “bungalow school” which is representative of school designs during the inter-war years when the urban population was growing, but economic conditions precluded larger, more elaborate school buildings. The school was closed in 1971 and transferred to the City of Dartmouth to be converted into a community centre for the area. The property is currently owned by HRM and operated by the municipal Parks and Recreation Department.

This application is being considered in accordance with Sections 14 and 15 of the *Heritage Property Act*.

HRM's *Heritage Property Program*

The purpose of the HRM Heritage Property Program is to help protect and conserve significant heritage resources including buildings, streetscapes, sites, areas, and conservation districts that reflect the rich heritage found in local communities throughout HRM. One of the principal aims of the Heritage Property Program is to recognize significant heritage resources through the inclusion of properties in the Municipal Registry of Heritage Properties.

Under the Heritage Property Program, all registration applications for heritage buildings are evaluated by the Heritage Advisory Committee (HAC) using “The Evaluation Criteria for Registration of Heritage Buildings in Halifax Regional Municipality” (Attachment A).

To assist the HAC in making a recommendation to Council, evaluation criteria for scoring a property and building are broken down into six categories as follows:

Criterion	Highest Possible Score
1. Age	25
2. Historical or Architectural Importance	20
3. Significance of Architect/Builder	10
4. Architectural Merit: Construction type and Style	20
5. Architectural Integrity	15
6. Relationship to Surrounding Area	10
Total	100

It has been the practice that, should the HAC score a property with more than 50 points, a positive recommendation will be forwarded to Regional Council.

Nova Scotia Heritage Property Act

HRM's Heritage Property Program receives its authority from the *Heritage Property Act* which seeks:

“to provide for the identification, designation, preservation, conservation, protection and rehabilitation of buildings, public-building interiors, structures, streetscapes, cultural landscapes, areas and districts of historic, architectural or cultural value, in both urban and rural areas, and to encourage their continued use”.

The current application has been submitted by a third-party applicant. In HRM, heritage registration applications are most commonly submitted by the owners of heritage properties or are initiated by the Municipality. However, the *Heritage Property Act* does not limit who may apply to register a property. Sections 14(2) and 15(1) under the *Heritage Property Act* require that notice of recommendation is given to the property owner at least thirty (30) days prior to any Council decision to include the property in the Registry of Heritage Property for the Halifax Regional Municipality. The property owner is also given an opportunity to address Council before they make a decision on the registration request. Should a positive

recommendation be forwarded to Council, heritage staff will ensure the required notices are sent to the owners and deposited at the Registry of Deeds. In this case, where the property is owned by the municipality, notice shall be served to the Office of the Clerk and HRM Parks and Recreation.

DISCUSSION

Heritage registration applications are evaluated by the HAC relative to six evaluation criteria as outlined above and described in greater detail in Attachment A. To assist the HAC in their evaluation and scoring, staff offer the following comments based on a historical research provided by the applicant. A report outlining the property's heritage value is included as Attachment B.

1. Age

In 1931, the Findlay family donated 5 acres of property on Elliot Street to the Dartmouth Board of School Commissioners and plans for a new six room elementary school on the site were announced. The Findlay School building was constructed in 1932 and officially opened for classes in September of that year.

2. Historical OR Architectural Importance

Important/Unique Architectural Style or Highly Representative of an Era:

The Findlay School building is a rare remaining example of a “bungalow school” in the Dartmouth area. These types of school buildings became common in the years following World War I, when major reconstruction and population growth was taking place but the economy was in decline. These one storey, simply designed school buildings generally featured four to eight classrooms. The design and scale of these schools was ideal for increasing student capacity within neighbourhoods and represented a compromise between small, traditional school houses and large, expensive, centralized school buildings. The term “bungalow” is being used here to refer to their simple, single-storey form.

It is estimated that approximately nine bungalow schools were constructed in the Dartmouth area between 1920 and 1957. Since that time, four of the buildings have been demolished and two have been significantly altered to accommodate modern uses. The Findlay School building represents one of the few remaining bungalow school buildings in Dartmouth. However, this style of school was fairly common in Nova Scotia and a number still exist across HRM in both the urban and rural areas. Many of the surviving examples of Bungalow Schools in HRM are run as community spaces or schools including:

- **John W. MacLeod School, Jollimore (1947)** – Still operating as an elementary school by the Halifax Regional Centre for Education;
- **The Old School Community Gathering Place, Musquodoboit Harbour (1924)** – A municipally registered heritage property owned and operated by a non-profit community group;
- **Acadia Centre, Lower Sackville (1948)** – The Sackville area recreation programming office owned and operated by HRM;
- **North Woodside Community Centre (1937)** – Owned by HRM and operated by a non-profit organization;
- **Ecole Beaufort Annex, Halifax (1923)** – Owned by HRM and operated by the Halifax Regional Centre for Education as a school building.

3. Significance of Architect or Builder

The Findlay School was designed by architect Douglas A. Webber. Webber received an architectural degree in 1924 and worked as a draftsman before being commissioned to design the Findlay School in 1931. The project was the first of many school designs that he would go on to complete. Webber founded his own firm in 1945 and he and his office were involved in the planning and design of schools across the province. This included Middleton Regional High School, the first rural high school built in Nova Scotia.

The firm continued to grow and complete designs for other institutional buildings throughout the province, including churches, civic buildings, hospitals and post-secondary facilities. Prominent projects include the Science Building of the Nova Scotia Agricultural College, the Nova Scotia Institute of Technology and the Dalhousie Law School Building. Following Webber's death in 1971, the firm continued to expand across Atlantic Canada. In 2016, it merged with six other offices from across Canada to become part of Architecture 49, a national design and project management firm.

4. Architectural Merit

Construction type or building technology:

The Findlay School is a one storey, wood frame structure. The building features a steeply pitched, hipped gable roof and wood shingle siding. This building technology and built form is characteristic of other "bungalow schools" built during this period in Dartmouth and elsewhere across the Country during the inter-war period.

In the 1960s a cinderblock gymnasium was constructed as an addition across the rear of the building. This addition altered the building's original "U" shape at the rear and created an enclosed outdoor courtyard in the center of the building. While not consistent with the architectural style of the building, the addition is not visible from the front of the building.

Style:

The Findlay School building was designed in the Georgian Colonial Revival style. This is a classic style of architecture that is demonstrated in the Findlay School building by its gable roof and symmetrical façade with elaborate entryway porticos featuring columns on either side. The original Georgian style generally included elaborate and detailed designs that were greatly simplified as the style evolved in the 20th century. Detailing of the Findlay School building includes the long grouped windows across the façade, the fan detailing on the entranceway pediments and a rounded eyebrow window centred on the roof.

The character-defining elements of the property include:

- One storey height
- Wood shingle siding
- Hipped gable roof
- Entranceways on either side of the façade with porticos and columns
- Rounded eyebrow window centred on the roof
- Long windows grouped across the façade

5. Architectural Integrity

The historic form and façade of the Findlay School building have generally been maintained. The location and appearance of the building's main architectural features, including the entranceways and pediments, main floor windows, wood shingle siding and center eyebrow window, are very similar to their appearance in 1932. However, changes to the materials used on the building have taken place. These include the replacement of the original wood windows with vinyl windows, the introduction of clapboard siding on the front of the building and the replacement of the entranceway doors and columns with modern technology.

The most significant changes to the building have been accessibility upgrades to the entranceways, including the installation of two large ramps and moving one of the doorways higher on the façade, and the construction of the gymnasium addition at the rear of the structure in the early 1960s. Both of these changes were functional and not consistent with the architectural style of the building.

6. Relationship to Surrounding Area

The Findlay School building is located in a low density residential neighbourhood largely comprised of two storey detached houses. Its traditional one storey bungalow school design allows the Findlay School

building to be compatible with the built form in the surrounding area. It also features a similar setback from Elliot Street as the surrounding houses, which allows the building to easily fit into the streetscape.

Today, the Findlay School building is known as the Findlay Community Centre and provides a variety of services for residents, including a fitness centre, meeting rooms, a pottery studio, a playground, horseshoe pits and a community garden. This community centre use is compatible with the building's history as a public facility for residents of the Dartmouth area.

Third Party Registration

The *Heritage Property Act of Nova Scotia* does not prohibit third parties (individuals or groups with no ownership interest in the property) from making application for heritage registration. These applications can be controversial due to the fact that the property owner(s) may not be supportive of the application. Other than registrations initiated by the Municipality, there have been few examples of applications for registration that were not initiated by the property owner. The following describes three recent examples of third party registration:

1. 2263 Brunswick Street (St. Patrick's Church) was considered for registration against the wishes of the owner on July 22, 2014 and successfully added to the registry of heritage property.
2. Neighbouring property owners applied to register 851 Young Avenue to prevent demolition in April, 2016. The owner proceeded to demolish the property before HAC could consider the application.
3. 1740 Granville Street (Kenny-Dennis Building) was considered on November 27, 2018 for registration after an application was submitted by a third party. The application was ultimately supported by the property owner, the Province, and successfully added to the registry of heritage property.

As these types of applications are becoming more commonplace, staff are developing a standardized approach to notifying property owners when a third-party application has been submitted for their property. Heritage Staff have discussed the application with HRM's Parks and Recreation Department, who manage the Findlay Community Centre, to inform them of the implications of a potential registration. They did not identify any plans for the demolition or substantial alteration of the property that would be impacted by the registration.

FINANCIAL IMPLICATIONS

The HRM costs associated with advertising and processing this application can be accommodated within the approved 2019/20 operating budget for C002 – Urban Design.

As an HRM-owned recreation facility, the registration of the property may result in higher maintenance costs pertaining to the retention of the building's character defining elements (such as wood siding and trim). Any substantial alterations to these elements would require Council approval. There are currently no plans for significant capital upgrades, or for the demolition or substantial alteration of the building.

RISK CONSIDERATION

There are no significant risks associated with the recommendations in this Report.

COMMUNITY ENGAGEMENT

The community engagement process for a heritage registration is consistent with the intent of the HRM Community Engagement Strategy. The level of community engagement was information sharing achieved through public accessibility to the required Heritage Advisory Committee meeting. As a provision of the Heritage Property Act, no registration of a municipal heritage property shall take place until Regional Council has given the owner of the property an opportunity to be heard.

ENVIRONMENTAL IMPLICATIONS

There are no significant environmental implications associated with the recommendations in this Report.

ALTERNATIVES

1. The Heritage Advisory Committee may choose to refuse the application to include 26 Elliot Street in the Registry of Heritage Property for the Halifax Regional Municipality if the property does not score above 50 points based on the evaluation criteria.
2. The Heritage Advisory Committee may choose to forward the application to include 26 Elliot Street in the Registry of Heritage Property for the Halifax Regional Municipality to Regional Council without a recommendation.

ATTACHMENTS

Map 1: Location Map

Attachment A: Evaluation Criteria

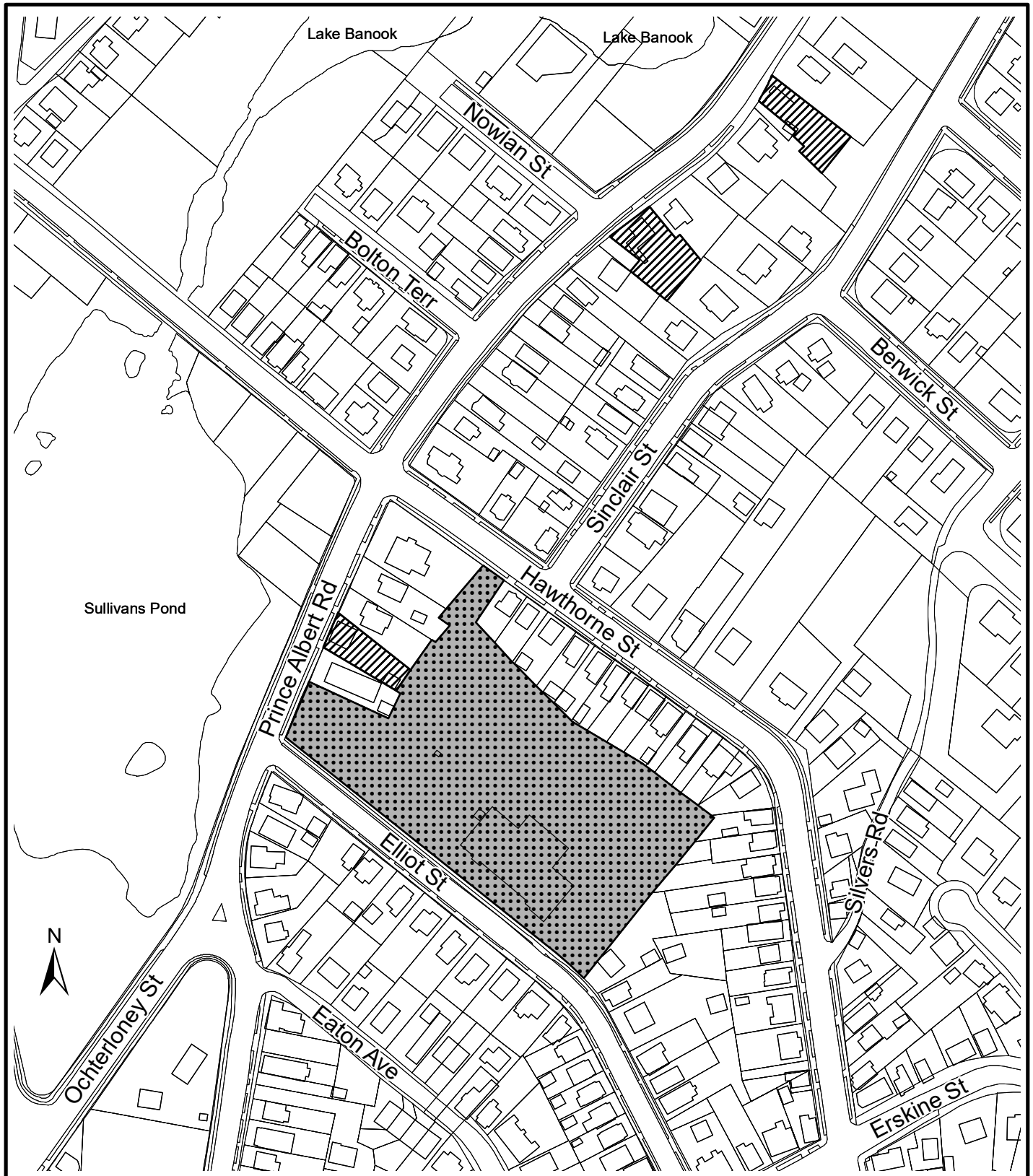
Attachment B: Historical Research Report

A copy of this report can be obtained online at halifax.ca or by contacting the Office of the Municipal Clerk at 902.490.4210.

Report Prepared by: Kathleen Fralic, Planner II, 902.490.4904



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Report Approved by: Eric Lucic, Manager of Regional Planning, 902.430.3954

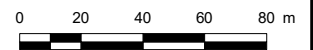


Map 1 - Location Map

26 Elliot Street,
Dartmouth

-  Registered Heritage Property
-  Subject Property

HALIFAX



HRM does not guarantee the accuracy of any representation on this plan.



HERITAGE PROPERTY PROGRAM

EVALUATION CRITERIA

**Heritage Property Program
Community & Recreation Services**

March 2013

**EVALUATION CRITERIA
FOR REGISTRATION OF HERITAGE BUILDINGS (Revised 2004)**

1. AGE

Age is probably the single most important factor in the popular understanding of the heritage value of buildings. The following age categories are based on local, national and international occasions that may be considered to have defined the character of what is how the Halifax Regional Municipality and its architecture.

Date of Construction	Points	Timeline
1749 - 1785	25	Halifax Garrison Town to the Loyalist migration
1786 - 1830	20	Boom period following construction of Shubenacadie Canal
1831 - 1867	16	From Boom to Confederation
1868 - 1899	13	Confederation to the end of the 19 th century
1900 - 1917	9	Turn of the Century to Halifax Harbour Explosion
1918 - 1945	5	The War Years
1945 - Present	3	Post-War

** Maximum score of 25 points in this category*

2. HISTORICAL OR ARCHITECTURAL IMPORTANCE

A building can receive points for:

- A) Having specific associations with important occasions, institutions, personages and groups,
OR
B) For being architecturally important unique/representative of a particular period.

2A) Relationship to Important Occasions, Institutions, Personages or Groups

Nationally	Points	Comments
Intimately Related	16 - 20	
Moderately Related	11 - 15	
Loosely Related	1 - 10	
Provincially	Points	Comments
Intimately Related	11 - 15	
Moderately Related	6 - 10	
Loosely Related	1 - 5	

Locally	Points	Comments
Intimately Related	11 - 15	
Moderately Related	6 - 10	
Loosely Related	1 - 5	
No relationship to important occasions, institutions, personages or groups.	0	

** Maximum score of 20 points in this category, scoring from one of the three categories only*

2B) Important/Unique Architectural Style or Highly Representative of an Era

Importance	Points	Comments
Highly important, Unique, or representative of an era	16 - 20	
Moderately important, Unique, or representative of an era	11 - 15	
Somewhat important, or representative of an era	10 - 1	
Not important, Unique, or representative of an era	0	

** Maximum score of 20 points in this category.*

3. SIGNIFICANCE OF ARCHITECT/BUILDER

Is the structure representative of the work of an architect or builder of local, provincial or national importance?

Status	Points	Comments
Nationally	7 - 10	
Provincially Significant	4 - 6	
Locally Significant	1 - 3	
Not Significant	0	

** Maximum score of 10 points in this category.*

4. ARCHITECTURAL MERIT

The assessment of architectural merit is based on two factors:

A) **Construction type/building technology**: which refers to the method by which the structure was built (early or rare uses of materials), and building techniques;

AND

B) **Style**: which refers to the form or appearance of the architecture.

Construction Type/Building Technology		
A) Construction type	Points	Comments
Very rare/ early example	7 - 10	
Moderately rare/ early	4 - 6	
Somewhat rare/ early example	1 - 3	
Not rare/ common example	0	
B) Style	Points	Comments
Very rare/ early example	7 - 10	
Moderately rare/ early	4 - 6	
Somewhat rare/ early example	1 - 3	
Not rare/ common example	0	

** Maximum score of 10 points for Construction Type, and a maximum score of 10 for Style - a total maximum of 20 points in this category.*

5. ARCHITECTURAL INTEGRITY

Architectural Integrity refers to the extent to which the building retains original features/ structures/ styles, not the state of the building's condition.

Architecture	Consider any additions/ removal/ alterations to windows, doors, porches, dormers, roof lines, foundations, chimneys, and cladding.	
Exterior	Points	Comments
Largely unchanged	11 - 15	
Modest changes	6 - 10	
Major changes	1 - 5	
Seriously compromised	0	

** Maximum score of 15 points in this category.*

6. RELATIONSHIP TO SURROUNDING AREA

Points	Comments
6 - 10	The building is an important architectural asset contributing to the heritage character of the surrounding area.
1 - 5	The Architecture is compatible with the surrounding area and maintains its heritage character.
0	Does not contribute to the character of the surrounding area.

** Maximum score of 10 points in this category.*

SCORING SUMMARY

Property	Date Reviewed	Reviewer

Criterion	Highest Possible Score	Score Awarded
1. Age	25	
2. a) Relationship to Important Occasions, Institutions, Personages or Groups OR 2. b) Important, Unique Architectural Style, or Highly Representative of an Era	20	
3. Significance of Architect or Builder	10	
4. a) Architectural Merit: Construction type/building technology	10	
4. b) Architectural Merit: Style	10	
5. Architectural Integrity	15	
6. Relationship to Surrounding Area	10	
Total	100	

SCORE NECESSARY FOR DESIGNATION**50****Designation Recommended?****YES****NO****COMMENTS:**

Attachment B

Research Report

26 Elliot Street

In support of Heritage Registration Application H00468

Prepared by:

Kathleen Fralic, Planner II
Planning and Development

Based on information submitted by the applicant

May 5, 2019

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Age

The Findlay School was commissioned by the Dartmouth Board of School Commissioners in 1931 and the building was constructed in 1932. The school included six classrooms and housed students from grades one to six. The building was located on roughly 5 acres of property that continues to provide outdoor recreational space for the community.

The school was officially named the Findlay School in November, 1932, in honour of Sara Findlay. Ms. Findlay was a high school vice principal who taught in Dartmouth area schools for 44 years. She was also very active in the community, helping to establish a school library, teaching night classes for adults and organizing other extracurricular activities. Prior to her death in 1927, Ms. Findlay offered to donate her land on Elliot Street for a new school to help address school overcrowding in Dartmouth. When the school was commissioned in 1931, her family moved forward with the land donation.

The building continued to operate as a school until 1971, when it was closed and converted into a community centre. The Findlay Community Centre is currently owned and operated by the Halifax Regional Municipality and provides a variety of services to the area.



Figure 1: Aerial photograph of the Findlay School property, 1963 (HRM Archives)

Historical or Architectural Importance

Important/Unique Architectural Style or Highly Representative of an Era

The Findlay School building is notable as a rare remaining example of a bungalow school in the Dartmouth area.

Bungalow schools are generally one storey with very simple designs and include four to eight classrooms. They often do not provide common school amenities like gymnasiums, cafeterias or libraries. Bungalow schools became common in the early 20th



Figure 2: Findlay School building, 1993 (Image provided by Applicant)

century. This style of school building was larger than traditional school houses, allowing a greater number of students to be accommodated, but was less costly than larger, more ornate school buildings that became common in the Victorian and Pre-War eras. They also fit well into established residential neighbourhoods due to their smaller scale and height.

In the Dartmouth and Halifax areas, bungalow schools became more common in the years following World War I, when major reconstruction was taking place but the local economy was slumping. In Dartmouth in particular, school overcrowding was a significant issue that resulted in students attending schools in morning and afternoon shifts, being housed in non-school buildings or travelling to attend schools in Halifax. However, there was also limited public interest in incurring the costs associated with building new school facilities.

It is estimated that nine bungalow schools were constructed in the Dartmouth area between 1920 and 1957. Since that time, four of the buildings have been demolished and two have been significantly altered to accommodate modern uses. The Findlay School building represents one of the few remaining maintained bungalow school buildings in Dartmouth.

Significance of Architect/Builder

The Findlay School was designed by architect Douglas A. Webber. Webber was born in 1901 in Lake Charlotte, Nova Scotia. Early in his career, he worked in various roles within the construction industry in Ontario and Massachusetts. In 1924, he received an architectural degree and returned to Nova Scotia to work as a draftsman. He went on to become a member of the Royal Architectural Institute of Canada and the Nova Scotia Association of Architects.

In 1931, Webber was commissioned to design the Findlay School. He completed the design from his home in Dartmouth. This project was the first of many school designs that he would go

on to complete. He founded his own firm in 1945, and he and his office were involved in the planning and design of schools across the province. This included Middleton Regional High School, which was the first rural high school built in Nova Scotia, as well as Admiral Westphal School in Dartmouth, and Flemming Tower School in Jollimore.



Figure 3: Middleton Regional High School, 2015 (Google Maps)

Webber's office also completed designs for other institutional buildings across the province, including churches, civic buildings, hospitals and post-secondary facilities. Prominent projects include the Science Building of the Nova Scotia Agricultural College, the Nova Scotia Institute of Technology and the Dalhousie Law School Building.



Figure 4: Flemming Tower School, 2018 (Google Maps)

Webber retired in 1967 but remained active with the firm until his death in 1971. The office continued to grow and practice across Atlantic Canada, including high profile projects such as the Public Archives of Nova Scotia and Camp Hill Veterans Hospital. In 2016, the office merged with six other firms from across the country to become part of Architecture 49, a national design and project management firm.



Figure 5: Dalhousie's Schulich School of Law, 2018 (Google Maps)

Architectural Merit

Construction Type/Building Technology

The Findlay School is a one storey, wood frame structure. The building features a steeply pitched, hipped gable roof and wood shingle siding. This building technology and built form is characteristic of bungalow schools.

In the 1960s a cinderblock gymnasium was constructed as an addition across the rear of the building. This addition altered the building's original "U" shape at the rear and created an enclosed outdoor courtyard in the center of the building.



Figure 6: Rear gymnasium addition, 2018 (Photo provided by Applicant)

Style

The Findlay School building was designed in the Georgian Colonial Revival style. This is a classic style of architecture that is demonstrated in the Findlay School building by its gable roof and symmetrical façade with elaborate entryway porticos featuring columns on either side. The original Georgian style generally included elaborate and detailed designs that were greatly simplified as the style evolved in the 20th century. Detailing of the Findlay School building includes the long grouped windows across the façade, the fan detailing on the entranceway pediments and a rounded eyebrow window centred on the roof.



Figure 7: Findlay Community Center, 2018 (Photo provided by Applicant)

Architectural Integrity

The historic appearance of the Findlay School building has generally been maintained. The main architectural features of the façade are largely still in place with some alterations. In particular, while the grouped windows across the façade have been replaced with vinyl windows, their locations, sizes and appearance have been maintained. The entranceways on either side of the facade have also been maintained with their pediments and fan detailing, but the number of columns at each entrance have been reduced from four to two and they are modern replicas. The majority of the building's exterior continues to be wood shingles but repairs to the façade between the entranceways were done with clapboard.



Figure 8: Findlay Community Centre, 2017 (Google Maps)

Two major changes to the building have taken place that are not consistent with the architectural style of the building. The first is the accessibility upgrades to the entranceways, including the construction of two large ramps, the installation of modern doors and moving one of the doorways higher on the façade. The second is the construction of the gymnasium addition at the rear of the structure in the early 1960s which significantly altered the form of the building.

Relationship to Surrounding Area

The Findlay School building is located in a low density residential neighbourhood largely comprised of two storey detached houses. Its traditional one storey bungalow school design allows the Findlay School building to be compatible with the built form in the surrounding area. It also features a similar setback from Elliot Street as the surrounding houses, which allows the building to easily fit into the streetscape.

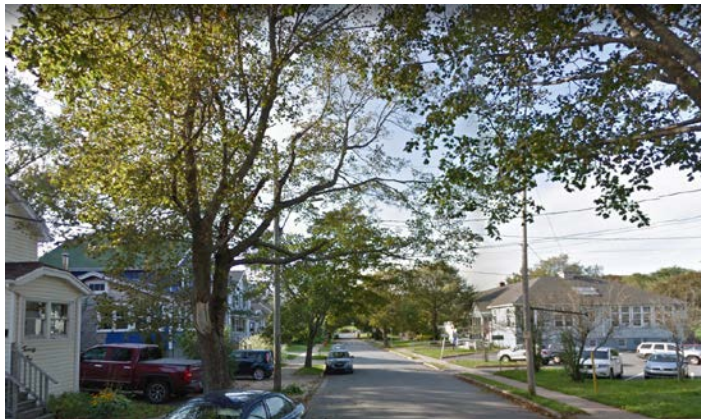


Figure 9: Elliot Street, 2017 (Google Maps)

Today, the Findlay School building is known as the Findlay Community Centre and provides a variety of services for residents, including a fitness centre, meeting rooms, a pottery studio, a playground, horseshoe pits and a community garden. This community centre use is compatible with the building's history as a public facility for residents of the Dartmouth area.

References

Donovan, Maura & Gray Cox, Denise (2019). Research materials supplied by applicants including property history, bungalow school information and current and historic photos.

Rosinski, Maud (1994). Architects of Nova Scotia: A Biographical Dictionary 1605-1950.