



P.O. Box 1749
Halifax, Nova Scotia
B3J 3A5 Canada

Item No. 12.1
Halifax Regional Council
December 10, 2019
February 11, 2020

TO: Mayor Mike Savage and Members of Halifax Regional Council

SUBMITTED BY: Original Signed

For Jenny Lugar, Chair, Heritage Advisory Committee

DATE: November 28, 2019

SUBJECT: **Case H00469: Request to Include 5381 Spring Garden Road, Halifax in the Registry of Heritage Property for the Halifax Regional Municipality**

ORIGIN

- A third-party application for registration under the *Heritage Property Act*.
- November 27, 2019 meeting of the Heritage Advisory Committee, Item 9.1.1.

LEGISLATIVE AUTHORITY

Heritage Property Act

s. 14(1) A heritage advisory committee may recommend to the municipality that a building, public building interior, streetscape, cultural landscape or area be registered as a municipal heritage property in the municipal registry of heritage property.

HRM By-law No. H-200 - Heritage Property By-law

4. The [Heritage Advisory] Committee shall, within the time limits prescribed by Council or the [Heritage Property] Act, advise the Region respecting:
- (a) the inclusion of buildings, public building interiors, streetscapes, cultural landscapes or areas in the Registry.

RECOMMENDATION

The Heritage Advisory Committee recommends that Halifax 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 5381 Spring Garden Road in the Registry of Heritage Property for the Halifax Regional Municipality, as shown on Map 1 of the September 9, 2019 staff report, as a municipal heritage area under the Heritage Property Act.

BACKGROUND

At the November 27, 2019 meeting of the Heritage Advisory Committee, the Committee received a staff recommendation report dated September 9, 2019, and received a staff presentation on Case H00469. Staff noted that should the Committee award the property a total score of thirtyfive (35) points or more, then the staff recommendation is that the Committee recommend the property for registration by Halifax Regional Council.

For additional background information on this item, refer to the staff report dated September 9, 2019 (Attachment 1).

DISCUSSION

At the November 27, 2019 meeting, following the presentation from staff, the Committee evaluated the application using the Evaluation Criteria for Registration of Heritage Properties in HRM. The Committee awarded the property a total score of 57 points out of a possible 70 points. Based on this evaluation, the Committee approved a motion recommending that Halifax Regional Council schedule a heritage hearing for the matter, and to approve the registration.

For further discussion on the heritage registration evaluation criteria as it relates to this application, refer to the staff report dated September 9, 2019 (Attachment 1).

See Attachment 2 for the evaluation scoring summary for this application.

FINANCIAL IMPLICATIONS

Refer to the September 9, 2019 staff report (Attachment 1) for information on financial implications associated with this application.

RISK CONSIDERATION

None identified.

COMMUNITY ENGAGEMENT

Meetings of the Heritage Advisory Committee are open to public attendance. The agenda, reports, and minutes of the Committee are posted online at Halifax.ca.

Refer to the September 9, 2019 staff report (Attachment 1) for further information on community engagement specific to this item.

ENVIRONMENTAL IMPLICATIONS

None identified.

ALTERNATIVES

The Committee did not provide alternatives.

ATTACHMENTS

Attachment 1 – Staff recommendation report September 9, 2019

Attachment 2 – Evaluation Scoring Summary

**Case H00469: Request to Include 5381 Spring Garden Road, Halifax in the Registry of Heritage
Property for the Halifax Regional Municipality
Council Report**

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December 10, 2019

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, or Fax 902.490.4208.

Report Prepared by: Liam MacSween, A/Deputy Clerk, Office of the Municipal Clerk 902-490-6732



P.O. Box 1749
Halifax, Nova Scotia
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Item No. 9.1.1
Heritage Advisory Committee
November 27, 2019

TO: Chair and Members of the Heritage Advisory Committee

SUBMITTED BY: -Original Signed-
Kelly Denty, Director, Planning and Development

-Original Signed-
Jacques Dubé, Chief Administrative Officer

DATE: September 9, 2019

SUBJECT: **Case H00469: Request to Include 5381 Spring Garden Road, Halifax in the Registry of Heritage Property for the Halifax Regional Municipality**

ORIGIN

Application by a third-party, David Bentley, a resident of Halifax.

LEGISLATIVE AUTHORITY

The Heritage Property Act.

RECOMMENDATION

It is recommended that should 5381 Spring Garden Road, Halifax score more than 35 points on evaluation as a heritage site under HRM heritage property program, 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 5381 Spring Garden Road in the Registry of Heritage Property for the Halifax Regional Municipality, as shown on Map 1, as a municipal heritage area under the *Heritage Property Act*.

BACKGROUND

David Bentley, a third-party applicant, has applied to include 5381 Spring Garden Road, also known as the former Halifax Memorial Library (Map 1), in the Registry of Heritage Property for the Halifax Regional Municipality.

The Halifax Memorial Library was opened to the public in 1951 and served as the main branch of the Halifax Regional Library system until the completion of the Halifax Central Library which opened on an adjacent site in 2014. Since that time the former library building has remained vacant and is in a deteriorating condition. Several attempts to find new uses for the building have been explored, but to date none have been successful. The former library site is owned by the Municipality.

The former library building represents a unique example of Modern Classical architecture designed by renowned local architect Leslie Fairn. Upon its completion, the library was inaugurated as the principal Second World War memorial in the city and is located in a very prominent site at the intersection of Spring Garden Road and Grafton Streets. The site, known historically as Grafton Park, was once part of the poor house grounds in the 18th and 19th Centuries, and may contain the remains of over 4500 individuals. Most of the library property is maintained as parkland and forms an important pedestrian thoroughfare between Grafton Street and Spring Garden Road.

There was a previous heritage registration attempt brought forward to Regional Council in May of 2011 (case H00357) that was initiated by the Heritage Advisory Committee in anticipation of the library's closure. At that time, the building received a score of 59 out of a possible 100 and was forwarded to Regional Council. In consideration of the ongoing attempts to find a new use for the building, Regional Council deferred their decision and a heritage hearing was never held.

Based on a consideration of the varying significance of both the building and the grounds, staff are recommending that the property be evaluated as a heritage site and are providing the Heritage Advisory Committee (HAC) with the option to decide whether the property should be evaluated as a heritage site or a heritage building. While the building evaluation criteria speaks more to the value of the architectural elements of the structure itself, evaluation as a site would place more emphasis on the heritage value of the entire property and its historic associations over a broader period of time.

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

HRM's *Heritage Property Program*

The purpose of HRM's 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 throughout HRM. One of the principal aims of the Heritage Property Program is to recognize significant heritage resources through the inclusion of properties into the Registry of Heritage Property for the Halifax Regional Municipality.

Heritage Site vs. Heritage Building Evaluation Criteria

Under the Heritage Property Program, all registration applications for heritage properties are evaluated by the HAC using "The Evaluation Criteria for the Registration of Heritage Sites in Halifax Regional Municipality (Attachment A), or "The Evaluation Criteria for Registration of Heritage Buildings in Halifax Regional Municipality" (Attachment B). The heritage site evaluation criteria focuses on the broader use and cultural associations of a property over time, focusing only partially on any structures that may exist there. The heritage building analysis however, focuses primarily on the structure, with the broader site history and landscape features typically being considered as secondary.

The practical implications of choosing one evaluation method over the other is that a site with a long and varied history may score better on a site evaluation and have a broader list of character defining elements

associated with historic land use and landscape elements. Conversely, a property whose heritage value is mainly confined to an existing structure may score better through the building evaluation criteria and have most of its listed character defining elements relate to the structure itself. The resulting list of character defining elements would likely have some impact on any future applications for substantial alteration under the *Heritage Property Act*, as a substantial alteration is defined as any action affecting the property's character defining elements. A property receives the same level of legal protection under the *Heritage Property Act* under either evaluation method.

The Evaluation Criteria for scoring a heritage site are broken down into four categories as follows:

| Criterion | Highest Possible Score |
|----------------------------|------------------------|
| 1. Age / Continuity of Use | 25 |
| 2. Historical Importance | 25 |
| 3. Integrity | 10 |
| 4. Context | 10 |
| Total | 70 |

The Evaluation Criteria for scoring a heritage 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 |

Should the HAC score a property with more than 35 points on evaluation as a heritage site or more than 50 points on evaluation as a heritage building, a positive recommendation will be forwarded to Regional Council. The difference in the total number of points between these two evaluation methods does not imply that one is less rigorous than the other. Both are equally valid methods of determining a property's heritage value.

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. However, the *Heritage Property Act* does not limit who may apply to register a property. For example, in 1978 the Former City of Halifax initiated the registration of many heritage properties following the adoption of the *Evaluation & Protection System for Heritage Resources in Halifax*, which provided evaluations and recommendations regarding unregistered heritage resources in the community.

Sections 14(2) and 15(1) under the *Heritage Property Act* require that notice of recommendation be 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 Regional Council before it decides on the registration request. Should a positive recommendation be forwarded to Council, municipal staff will ensure the required notices are sent to the owners and deposited at the Registry of Deeds. In this case, the relevant municipal departments have been notified of the application.

Under the Act, "heritage value" is defined as:

...the aesthetic, historic, scientific, cultural, social or spiritual importance or significance for past, present or future generations and embodied in character-defining materials, forms, locations, spatial configurations, uses and cultural associations or meanings

Character Defining Elements are defined as:

...the materials, forms, location, spatial configurations, uses and cultural associations or meanings that contribute to heritage value and that must be sustained in order to preserve heritage value

Through the evaluation process, HAC and Regional Council will determine the heritage value of the property and building, and may confirm, amend or expand upon the list of identified character defining elements as they exist at the time of evaluation.

DISCUSSION

Heritage registration applications are evaluated by the HAC relative to evaluation criteria as outlined above and described in greater detail in Attachments A and B. In this case, HAC is being presented with a property that has many layers of history embodied in a building and its surrounding grounds, but also contains a significant public building with a unique architectural style. While staff are recommending evaluation as a heritage site, the Committee has the option to focus on the building itself and its architectural elements through evaluation as a heritage building.

To assist the HAC in their evaluation and scoring, staff offer the following comments based on a research report (Attachment C) completed in support of the 2011 registration application (Case H00357), as well as a heritage value assessment completed by heritage staff in 2009 (Attachment D) and additional staff research.

Information is provided for scoring as both a heritage site and heritage building. Properties evaluated under the site criteria, if registered, will be registered as a "heritage area" under the *Heritage Property Act*. It should be emphasized that there is no difference in the legal protections provided by the *Heritage Property Act* for properties registered as a heritage property or heritage area. The difference is solely in the focus of the evaluation on certain aspects of the property and its history.

Heritage Site Evaluation

A Heritage site is defined as an area, cultural landscape, or feature, together with any structures thereon, which is significant to the social, cultural, commercial, military or political history and development of Halifax Regional Municipality, the Province or Country. The Heritage Value of a site is derived from a number of sources, including age of a site or duration of use, as well as community and historical associations.

Properties evaluated under this set of criteria, if registered, will be formally designated a "heritage area" under the *Heritage Property Act*, which implies the same legal protection as a heritage property.

1. Age of Site / Continuity of Use:

Age of Site

The site in question was cleared of trees around the time of the settlement of Halifax in 1749 and was just outside the palisaded walls of the early town. Due to the risk of attack from the Mi'kmaq in the early days of the settlement, and due to the frequent outbreaks of deadly disease, sites were selected directly outside the town walls for use as burying grounds, and it is the prevailing consensus that this site was used for this purpose from the earliest days of settlement.

In 1760 a “poor asylum” was constructed between present-day Doyle Street and the Royal Artillery Park. As there were no forms of government welfare during the 18th and 19th centuries, debtors, and those unable to financially care for themselves were provided basic necessities in exchange for hard labour in prison-like conditions. At a time when sanitation and healthcare were rudimentary, many residents of the poor house perished during their stay and were interred on the grounds in un-marked graves. A city map from 1762 shows the former memorial library property as the site of the poor house burying grounds, and it remains described as such on maps dating up to the 1860s.

Records show that the institution had 71 inmates in 1779, 282 in 1809, 775 in 1831 and 850 in 1850. From 1760 until its closure and relocation in 1869, over 4500 individuals are said to have been buried on or near the poor house grounds now making-up the former library site. In addition to poor house residents, Hessian Soldiers, British sailors, unidentified individuals and even convicted pirates are known to be buried on the site.

Continuity of Use

Due to the central location and its various historic uses, the site has been in constant use for nearly 270 years, or since 1749/50. In the early 1870s the site was levelled and gravel pathways placed in what became known as Grafton Park. The corner closest to the intersection of Brunswick Street and Spring Garden Road was the site of the “deaf and dumb asylum” for a number of years, and then an engine house for the Halifax Fire Department which stood on the site until the mid 1950s, just after the construction of the Halifax Memorial Library. Residents of Halifax have been using the pathways and open space of Grafton Park for nearly 150 years to the present day.

2. Historical Importance

In terms of importance, the site’s history can be broken down into three eras:

- a) Site of the Halifax poor asylum burial grounds (1760-1869);
- b) Grafton Park (1870-1949); and
- c) Halifax Memorial Library (1951 – 2014).

During each of these periods, the site played an important (and at one time unfortunate) role in the civic life of Halifax and later the Halifax Regional Municipality.

In 1951, the Halifax Library was moved from Halifax City Hall to a new building built on this site as the “Halifax Memorial Library”, which was considered state-of-the-art upon its opening. The library was built as the main memorial to those who had served and died during the Second World War, and various artefacts, including a book of remembrance were displayed within the building. The placement of the Winston Churchill statue in 1979 emphasizes its significance as a war memorial. During the time the memorial library

was in operation, the site hosted many events and the open space along Grafton Street continues to act as an important civic park.

Character-defining elements of the Grafton Park/memorial library site include:

- mature trees, diagonal walkway and publicly accessible open space of Grafton Park;
- stone retaining wall circling the site;
- statue of Winston Churchill erected in 1979;
- mass gravesite of the early town and poor asylum;
- commemorative associations with the Second World War; and
- Modern-Classical library building with limestone façade, two semi-circular bays and decorative central entrance with classical detailing and inscriptions.

3. Integrity

Unlike most other sites in Downtown Halifax, the Memorial Library site has been occupied by very few buildings since the city's founding, likely due to the existence of the historic burying ground and Grafton Park.

From the 1840s until the construction of the library, the site was heavily treed and encircled by a stone wall. A small building, originally housing the “deaf and dumb” asylum, and later an engine house for the Halifax Fire Department existed on the present corner of Brunswick Street and Spring Garden Road which was demolished in the early 1950s. The library itself was constructed between 1949 and 1951, and a large addition was constructed at its rear in 1974.

4. Context

Relationship to Surrounding Area

Grafton Park and its public open space and pathways have been integral to the context of the area since the 1870s. The Classical-revival style former library building surrounded by open space is complementary to the similarly scaled and designed institutional buildings around it including St. David's Church, the Dalhousie Medjuck Building, the provincial courthouse, and St. Mary's Basilica.

Community Value

There are few public buildings that hold as much community value as libraries, as can be gauged by the public reception to the opening of the new Halifax Central Library in 2014 and its continued popularity. The former Halifax Memorial Library was a center of civic life in downtown Halifax for over 60 years. The site's history as a public park has an even longer history, dating back to the 1870s, with uninterrupted use of the pathway connecting Grafton Street to Spring Garden Road across the site and the surrounding open space. With the addition of the war memorial aspect of the former library building and the mass gravesite, this site contains significant community value.

Heritage Building Evaluation

1. Age:

Planning for the construction of the Halifax Memorial Library began in 1948, and the building was opened to the public on November 12th 1951.

2. Historical OR Architectural Importance:

Relationship to Important Occasions, Institutions, Personages or Groups:

The library is clearly identified as a memorial on its exterior through the name “Halifax Memorial Library” inscribed in stone lettering across the top of the building, and in the cornerstone which mentions that it “was laid under the auspices of the Halifax Branches of the Canadian Legion on November 11, 1949”. Over the years, the library had amassed a great number of items that highlighted its role as a memorial. Some of these include flags, standards, plaques, a Silver Cross replica, and two Books of Remembrance, which were on display in the interior lobby until the library’s closure in 2014. In addition, the statue of Winston Churchill, erected in 1979 in Grafton Park in front of the library, reinforces its memorial role. The book of remembrance and some of the commemorative artefacts were moved to the new Halifax Central Library following the closure of the former Memorial Library, others including three murals were donated to other institutions including the Maritime Command Museum in Halifax.

From its opening in 1951 to its closure in 2014, the Halifax Memorial Library served as an important public institutional space in the center of the provincial capital. Its construction is connected to the terms of two prominent Halifax Mayors, Gordon Kinley and John (Gee) Ahern. Upon the creation of the Halifax Regional Library Board in 1954 the building was officially renamed the Halifax City Regional Library, and by 1956 it had 78,000 books and 22,000 regular borrowers. In 1996, municipal amalgamation resulted in the creation of Halifax Regional Library system. The Memorial Library was the main branch of this regional system, housing special collections and an extensive reference section.

3. Significance of Architect or Builder:

The Memorial Library was designed by Leslie R. Fairn, a prominent and prolific Nova Scotian Architect known for his traditional style. Born in 1875 in Waterville, Kings County, Fairn trained in Boston and apprenticed with Edward Elliott who designed Halifax City Hall.

In 1907, Fairn became a charter member of the Royal Architectural Institute of Canada (RAIC) and in 1937 was elected a fellow of that organization. Throughout his career he chose styles that were fashionable at the time, yet traditionally Nova Scotian in detail. Later in life, he chose to work in more modern or brutalist styles. Most prominent of his buildings were those built on the Acadia and Dalhousie University Campuses.

Fairn’s other notable buildings include:

- Kings County Courthouse, now Kings County Museum (1903)
- Annapolis Royal Town Hall Memorial Building (1922)
- Administration Building, Acadia University, Wolfville (1924)
- Dominion Public Building, Amherst (1936)
- Henry Hicks Academic Administration Building, Dalhousie University, Halifax (1951)
- Killam Memorial Library, Dalhousie University, Halifax (1971)

4. Architectural Merit:

Construction type or building technology:

The construction type is very typical of institutional and commercial buildings from this time period and up to the present day. The building is built of structural steel and concrete with limestone cladding.

Style:

When the building was opened in 1951, the media reported that the library is “of contemporary architecture strongly influenced by classic design.” The building’s mix of modern and classical styles are typical and exemplary of early 20th century Canadian institutional architecture. This mix of styles is also what makes it stand out in the Halifax context because at the time it was built, this approach to architecture was beginning

to be replaced by a more overtly modern style of architecture such as the international style, which included the use of pre-fabricated materials.

Character-defining elements relating to Fair's Modern Classical building include:

- Limestone façade with modern-classical detailing;
- Symmetrical façade with grand central entrance;
- Wide window bays separated by fluted pilasters;
- Decorative aluminum spandrels separating the floors of the building within each bay;
- Semi-circular bays at each end of the building;
- Original 6 over 6 windows in second floor;
- Decorative classical entablature and pilasters at north entrance;
- Black granite finish over foundation;
- Plain frieze with simple medallions and inscription "Halifax Memorial Library"; and
- Crest of the former City of Halifax above main entrance.

5. Architectural Integrity:

The architectural integrity of the building is quite high considering the long-standing public use of the building. Changes that have occurred include:

- Removal of the original brass entrance doors;
- Removal of original 6 over 6 windows on the main floor;
- 1974 concrete addition to the building, obscuring the original 'T' shaped footprint, as well as the south side and a portion of the rear of the building.

6. Relationship to Surrounding Area:

The former Memorial Library fits very well into its surroundings due to the existence of several other landmark institutional buildings of similar scales on the adjacent properties. While not as old as these surrounding structures, the library's subtle classical style and detailing show it to be a modern building, while reflecting the more traditional architecture of the surrounding area.

The adjacent historic buildings include:

- St. David's Church (Victorian Gothic Revival, 1868)
- St. Mary's Boys School (Second Empire, 1904)
- St. Mary's Girls School (Second Empire, 1889)
- St. Mary's Basilica (Gothic Revival, 1829)
- Halifax Provincial Courthouse (Classical Revival, 1862)
- Dalhousie Medjuck Building (Classical Revival, 1909)
- Halifax Central Library (Post-modern, 2014)

Third Party Registration

The *Heritage Property Act of Nova Scotia* allows third parties (persons with no ownership interest in a property) to apply for heritage registration. Staff have standardized their approach to notify property owners when a third-party application has been submitted for their property. Under the *Act*, owners are not required to be notified until a date has been set for the heritage hearing, at which point they are provided an opportunity to speak to the application before Regional Council. In this case, the Municipality is the property owner, and formal notification of the departments having responsibility for the property have been notified.

FINANCIAL IMPLICATIONS

The HRM costs associated with processing this application can be accommodated within the approved 2019/2020 operating budget for C002 – Urban Design.

Should the site or building be successfully registered, there may be significant financial implications due to required abatement, maintenance and repair costs for the existing building and site infrastructure. Should this application result in heritage registration for the site, consideration should be given to additional budget for the repair and maintenance of the property's character defining elements.

RISK CONSIDERATION

As this is a municipally-owned property that is subject to considerations for re-purposing and significant public interest, the risks associated with this report are considered medium.

To reach this conclusion, consideration was given to operational, financial, and/or strategic risks.

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

No concerns identified.

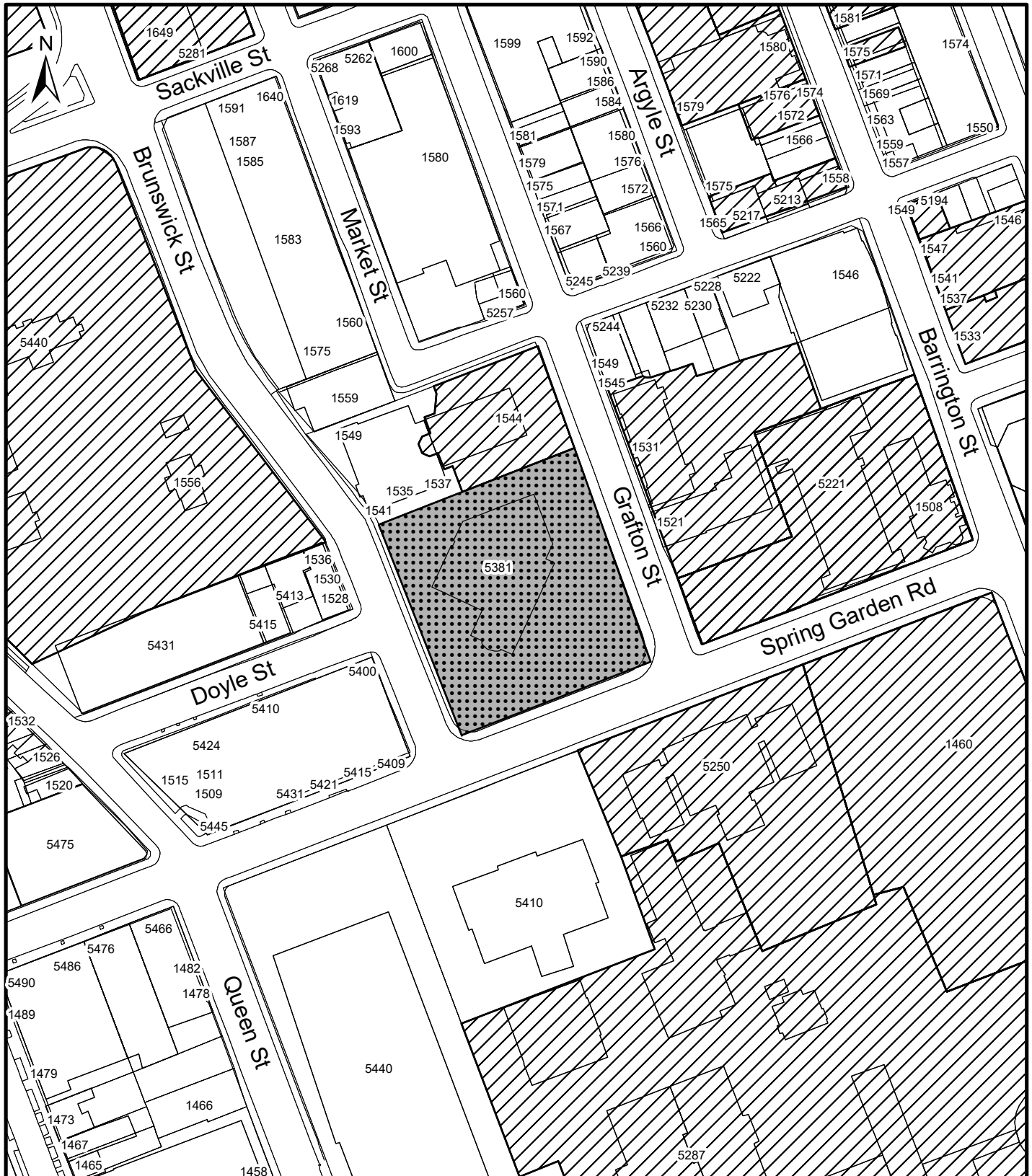
ALTERNATIVES

1. The Heritage Advisory Committee may choose to evaluate the property under the Heritage Building Evaluation Criteria and forward a positive recommendation to Regional Council if the property scores over 50 points based on the evaluation criteria.
2. The Heritage Advisory Committee may choose to refuse the application to include 5381 Spring Garden Road in the Registry of Heritage Property for the Halifax Regional Municipality if the property scores less than 50 percent based on the evaluation criteria.

ATTACHMENTS



Map 1: Location Map
Attachment A: Heritage Site Evaluation Criteria
Attachment B: Heritage Building Evaluation Criteria
Attachment C: 2011 Research Report
Attachment D: 2009 Heritage Value Assessment
Attachment E: Site Photos

Map 1 - Location Map



Map 1 - Location Map

5381 Spring Garden Road,
Halifax

-  Registered Heritage Property
-  Subject Property

HALIFAX



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

Attachment A



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.*

**EVALUATION CRITERIA
FOR REGISTRATION OF HERITAGE SITES
HALIFAX REGIONAL MUNICIPALITY**

A Heritage site is defined as an area, cultural landscape, or feature, together with any structures thereon, which is significant to the social, cultural, commercial, military or political history and development of Halifax Regional Municipality, the Region, Province or Country. *The Heritage Value* of a site is derived from a number of sources, including age of a site or duration of use, as well as community and historical associations.

1. AGE OF SITE/CONTINUITY OF USE

1 a) Age of Site

Age is an important factor in the popular understanding of the value of heritage sites. The following age categories are based on local, national and international occasions that may be considered to have defined the character of what is the Halifax Regional Municipality and how it was developed. A site may receive points for its age **or** its continuity of use.

| Date of Original Use | Points | Timeline |
|----------------------|--------|--|
| 1749 - 1785 | 23-25 | Halifax Garrison Town to the Loyalist migration |
| 1786 - 1830 | 20-22 | Boom period following construction of the Shubenacadie Canal |
| 1831 - 1867 | 17-19 | From Boom to Confederation |
| 1868 - 1899 | 14-16 | Confederation to the end of the 19 th Century |
| 1900 - 1917 | 11-13 | Turn of the Century to the Halifax Harbour Explosion |
| 1918 -1945 | 8-10 | The War Years |
| 1946 - Present | 5-7 | Post-War |

OR

1 b) Continuity of Use

A site may also be deemed to have heritage value because it has served the same function or a similar function over a long period of time.

| Duration of Continue/Similar Function | Points | Comments |
|---------------------------------------|--------|----------|
| 100+ Years | 20-25 | |
| 75-99 Years | 15-19 | |
| 50-74 Years | 10-14 | |

Maximum score of 25 points in this category.

2. HISTORICAL IMPORTANCE

Historical importance refers to relationships to important occasions, institutions, individuals or groups.

| Nationally | Points | Comments: Please give reference to relationship below |
|---------------------|---------------|--|
| Intimately Related | 20-25 | |
| Moderately Related | 15-20 | |
| Loosely Related | 10-15 | |
| Provincially | Points | Comments: Please give reference to relationship below |
| Intimately Related | 15-20 | |
| Moderately Related | 10-15 | |
| Loosely Related | 5-10 | |
| Locally | Points | Comments: Please give reference to relationship below |
| Intimately Related | 10-15 | |
| Moderately Related | 5-10 | |
| Loosely Related | 0-5 | |

** Maximum score of 25 points in this category - scoring from only one of three categories.*

3. INTEGRITY

Integrity refers to the degree to which the site reflects its original state during the period it was used. This may include the presence of physical features or structures.

| Points | Comments |
|---------------|--|
| 6-10 | Largely intact with presence of original features or structures |
| 1-5 | Moderately intact with vestiges of original features or structures |

Maximum score of 10 points in this category.

4. CONTEXT

A site may receive points for its relationship to its surrounding area **or** for its inherent value to the community.

4 a) Relationship to Surrounding Area

| Points | Comments |
|---------------|---|
| 6-10 | The site is an important asset contributing to the heritage character of the surrounding area |
| 1-5 | The site is compatible with the surrounding area and maintains its heritage character |

OR**4 b) Community Value**

| Points | Comments |
|---------------|--|
| 6-10 | The site is well documented in local history (written or oral) |
| 1-5 | The site is little known or not documented in local history |

Maximum score of 10 points for either relationship to surrounding area or community value for this category.

SCORING SUMMARY

| PROPERTY | DATE REVIEWED | REVIEWER |
|-----------------|----------------------|-----------------|
| | | |

| Criterion | Highest possible Score | Score Awarded |
|--|-------------------------------|----------------------|
| 1. a) Age of Site or 1. b) Continuity of Use | 25 | |
| 2. Historical Importance | 25 | |
| 3. Degree of Intactness | 10 | |
| 4. a) Relationship to Surrounding Area or 4. b) Community Value | 10 | |
| TOTAL | 70 | |

Score necessary for designation**35**

Designation Recommended?

YES

NO

Comments:

Attachment C

An Historical Report on:

Spring Garden Road Memorial Public Library;

Halifax Main Branch Library

(Formerly: Halifax Memorial Library)

5381 Spring Garden Road, Halifax, NS

Prepared for: Maggie Holm, Heritage Officer/ Planner - Halifax Regional Municipality

Prepared by: Alfreda Withrow - Research Consultant

Date: May 16, 2011

Research criteria conducted on the Spring Garden Road Halifax Main Branch Library, formerly called the Halifax Memorial Library:

1) Age: Construction began in 1949 and library was completed in 1951

The building, located at 5381 Spring Garden Road, was originally called the Halifax Memorial Library. A committee of twelve was formed in 1945 to develop a public library that would be available for all citizens of Halifax. A decision was made by this committee to produce a library that would be a memorial to those who died during the First and Second World Wars. The site chosen to construct the building is known as Grafton Park. This park is where paupers were buried during the late 1700s to the mid-1800s. According to the 1878 Hopkins Atlas map, only an "Engine House" is shown to be located on this property; however the 1895 GOAD Insurance plan of Halifax lists the property as a "Public Park" along with the engine house.

On November 12, 1951 the new library was opened to the public and is now called the "Spring Garden Road Memorial Park Library." It is a popular place for people to sit; enjoying the sun, eating lunch or meeting friends. It is owned and operated by the municipal authority and provides free library service to the residents and taxpayers of Halifax. Ownership of the land has been in the hands of the City of Halifax since 1882 but the deed was registered in 1884 in Grant Book #5, Page 54. It states that the City was to receive "a lot of land containing one and one quarter acres, situated, lying and being in the County of Halifax..." and the City was to pay one peppercorn as rent for the lands described in the deed on the 25th of March each year.

2) Historical or Architectural Importance:

A) A number of public officials played a historical role in connection to the development of the Memorial Library, including the following three Mayors:

- **Mayor John Edward Lloyd** was the Chairman of the Committee formed in 1945 to originally research the idea of producing the library and played a major role in obtaining the financing from various sources. Lloyd was born in Aldershot, England in 1908 and came to Canada as a young child. He was educated in the public schools in Halifax. After graduating from high school he attended the Maritime Business College and eventually became a chartered accountant, admitted to the Nova Scotia Institute of Chartered Accountants in 1931. From 1931 to 1933 he was the corporation assessor for the Federal

Income Tax Department and then for the next five years established a private accounting and auditing practice. From 1938 to 1943 Mayor Lloyd was the comptroller for the Oland and Keith Breweries. He served as an Alderman for the City of Halifax before being elected the Mayor of Halifax in 1943 to 1944 and returned once again in 1961.

During his time on City Council, Mr. Lloyd was instrumental in advocating the “city manager system.” He was also involved in the development of the Angus L. Macdonald Bridge and once completed he served on the Halifax-Dartmouth Bridge Commission. He was a strong supporter of better housing for those less fortunate. From 1940-1961 he lectured on taxation and accounting at Dalhousie Law School and was an associate professor of commerce at the university. Mr. Lloyd was a past president of the Nova Scotia Institute of Chartered Accountants. In 1945, he served as special assistant to the director of finance of the United Nations Relief and Rehabilitation Administration in Washington, DC.

Mr. Lloyd was defeated the first time he ran as a Liberal candidate for Parliament in 1962 but won on his second try in the 1963 election. He has been described as “one of the most valuable members of the Liberal team, and his experience and knowledge of economics were of great importance to parliament. He was appointed to four federal government committees, finance, trade and economic affairs, housing, urban development and public works, and the public accounts committee.”

- **Mayor John Edward (Gee) Ahern** was the one chosen to turn the first sod when the construction of the library began on April 21, 1949. J. E. (Gee) Ahern was a former newspaperman and hockey star when he was elected as an Alderman in Ward Three on April 25, 1940. On April 24th, 1946 Deputy Mayor Ahern was elected Mayor for a year by a slim margin and once again in 1947. In April 1952 he asked the residents of Halifax to support him once more in his bid to be elected Mayor and felt that what he had accomplished in the past would help him to achieve that goal. Mr. Ahern stated that he gave the citizens of Halifax lower business tax rates, provided children with better schools and recreational facilities, made Halifax a better City to live in, work and raise a family. He provided better streets and lighting. He ended his term as Mayor with a surplus of more than \$100,000.00 and was rated as one of the best Mayors in Canada. (See Appendix II)

- **Mayor Gordon S. Kinley** laid the cornerstone for the library on November 11, 1949. Kinley was a prominent Halifax druggist and President of the Halifax Drug Company. He entered civic politics as an Alderman from 1938 to 1942 and then served three terms as Mayor of Halifax from 1949 until 1951.

He was born in Lunenburg, NS and was the son of Captain James F. Kinley. Following graduation from public school in Lunenburg Gordon Kinley studied pharmacy with his brother who became Senator J. J. Kinley. He moved to Halifax as a certified druggist and

established a business in 1912 on Barrington Street. In 1946 he moved his drugstore to Almon and Windsor Streets. He was elected as President of the NS Pharmaceutical Society.

During the First World War he served with the first battalion of Halifax Rifles and later becoming commanding officer with the rank of Lieutenant-Colonel. On May 1, 1950 Mayor Kinley was sworn into office and re-elected to serve another one year term in 1951. It was during his term as Mayor that a final decision was made to proceed with establishing the position of Council-Manager form of civic government. Also during his term as Mayor the Armdale Rotary (now Roundabout) plan had previously been “generally approved” by civic, county and provincial officials. City access continued to be a priority for Halifax citizens. Mayor Kinley felt that the decision to construct a bridge between Halifax and Dartmouth was important as an exit for the population in case of an emergency which was completed in 1955 and named the Angus L. Macdonald Bridge. It was also during his time in office that a decision was being considered allowing any resident of Halifax, over the age of 21, to be able to vote in a civic election. Until that time only taxpayers were allowed to vote. Previously this included only those who paid poll, household and real property tax and it excluded wives of taxpayers who were not allow to vote until this new legislation was passed. Sadly Mr. Kinley passed away on August 26, 1967.

A plaque that was placed just inside the library entrance was designed by Alderman A. H. MacMillan and bronzed by William Collings & Sons. The inscription on the plaque states: “In memory of those who gave their lives in defence of their country 1914-1918 and 1939-1945, for their faith, for their courage, for their sacrifices, we will remember them.”

2) Representative of the era:

B) The library is representative of the era. The building was constructed in the “Modern Classical Style” which was a new style produced after the Second World War when the style of commercial and government buildings were changing. For nearly 60 years the citizens of Halifax talked about erecting a new library. Finally in 1951 it was completed. The style chosen represents “a new approach to Library science in this part of the country because it embodies not only all the elements of a first class local library but also space and facilities for expansion to full co-operation in the provincial governments regional library scheme.” The library can definitely be identified as a memorial with “Halifax Memorial Library” incised in stone lettering across the top of the building and the cornerstone stipulating that it was “laid under the auspices of the Halifax Branches of the Canadian Legion on Nov. 11, 1949.” A number of items symbolic of the era are visible within the Library as well as the statue of Winston Churchill erected in 1979 in Grafton Park “reinforces its symbolic value as a war memorial.”

3) Significance of Architect/Builder:

The structure was erected by Standard Construction Co. Ltd. from architectural plans designed by architect, Leslie Fairn. Mr. Fairn's long career as an architect has earned him the title of "dean of modern Nova Scotia architects."

- Leslie Raymond Fairn was born in Waterville, Kings County to W. H. and Laura (Lyon) Fairn. He studied industrial arts in Boston and trained in architecture with Peabody & Storm, also in Boston. In 1896 he was listed as a draftsman in Bridgetown, NS. He then apprenticed with a local architect, Edward Elliott, in Halifax around 1897. During the time he was a student he also spent his summers working on construction sites for Rhodes, Curry Co. He returned to Nova Scotia and was appointed principal of the Manual Training Department of Horton Academy in Wolfville, from 1901 to 1904. For the next few years he advertised in the *Maritime Gazetteer* offering his services as an architect. In 1907 Fairn became a charter member of the newly formed Royal Architectural Institute of Canada. During the first twenty years of Fairn's practice he mainly designed residential buildings and then in 1923 he was chosen to design the new administration building for Acadia University. Fairn worked in Aylesford, NS and joined the Council of Maritime Provinces of the Royal Architectural Institute of Canada. He moved to Wolfville, NS after the incorporation of the Nova Scotia Association of Architects in 1932. During the next twenty years of his practice, Fairn emerged as one of the most prominent architects in Atlantic Provinces.

In 1946 when he was seventy years old, Fairn opened a second office in Halifax on Argyle Street. His new firm, L. R. Fairn & Associates, was managed by his son Laird L. Fairn and they handled large contracts at home and in other Provinces. This firm was dissolved in 1979 but they were responsible for designing numerous buildings including churches, garages, courthouses as well as the Memorial Halifax Library to name a few. These structures can be seen throughout Nova Scotia and other parts of the Maritimes, as well as such places as Florida. Many of the structures were designed in the various styles that were quite popular at this time. He would often link styles together such as the Classical Revival for his public buildings and adding the Georgian tradition of the Maritimes. (See Appendix I)

Mr. Fairn has been described as a gentleman farmer with a courteous relaxed manner. He played a prominent role in the architectural associations. He became President of the Nova Scotia Architectural Association in 1936 and 1937; elected a fellow in 1939 and vice-president in 1947 and once again in 1951. Recognition as an architect was bestowed upon him in 1951 when he was elected a fellow of the Royal Society for the Encouragement of the Arts in London (England) and again in 1968 when Acadia University, in Wolfville, NS

“conferred on him an honorary degree of Doctor of Civil Laws, a distinction given only to those who had become legends in their profession in their own time.”

Fairn retired in Wolfville, NS and served as the town’s councillor and owned a farm, several commercial properties as well as his family home on Main Street. He died in Wolfville in August 1971, aged 96 years old.

4) **Architectural Merit:**

A) Construction type of building technology:

The library was constructed of masonry and reinforced concrete and steel with limestone cladding. It is “symmetrically designed with a grand, central entrance with substantial steps; along with flanking window bays separated and defined by wide fluted pilasters. The windows in each of the bays are separated by aluminum spandrels defining the second and third floor levels and this pattern is repeated with variations around building.” Two semi-circular bays are located at each end of the building which “provide a simple classical allusion and softens the form.” The composition is capped by a wide plain frieze ornamented with simple medallions and ribbed cresting. The foundation is finished in black granite. The library was originally designed in a “T-shaped footprint” with three levels and is located diagonally facing Grafton Park with the front entrance facing the corner of Grafton Street and Spring Garden Road.

Over the years very few changes have been made to the original library building. Some of the original “multi-paned sash windows have been replaced with inappropriate awning windows but many original windows remain.” The multi-paned windows originally located above the entrance have been replaced with a modern style window. The second floor windows in the semi-circular bays are the original six over six sashes but the first floor windows have been replaced by modern awning windows. Also the original brass doors were removed long ago because they were too heavy for some patrons to open and they were replaced with plain aluminum doors.

B) Style:

The Library was built in the early 20th Century “Modern Classic Style.” Multi-storey structures were being built with reinforced concrete which became fashionable for “corporate headquarters, luxury apartments, city halls, large hotels and sophisticated residences.” Leslie Fairn is said to have designed the Memorial Library based on the Elsie Perrin Memorial Library constructed in London, Ontario in 1939. “It is of contemporary

architecture strongly influenced by classic design.” The modern classical style is usually flat-roofed with very little decorative designs. The Library has over its main entrance the City’s coat of arms carved in stone. The entrance has a wide cement concourse with steps all around.

When the library opened its’ doors in 1951, it was written in the newspaper that the Memorial Library is of “contemporary architecture strongly influenced by classic design. It is this merging of the modern with the traditional that gives this building its distinctive character and places it in the Modern Classic style that characterizes early twentieth century Canadian institutional architecture.”

5) **Architectural Integrity:**

It was during 1970 to 1971, “a feasibility study was undertaken by the architectural firm of Duffus, Romans, Kundzins & Rounsefell to determine if the present building could be redesigned to permit a more functional use of space.” Tenders were called to build an extension and to renovate the building, with the work to be completed by the end of 1974. The firm, Duffus Romans Kundzins Rounsefell Ltd. was also chosen to design the addition to the Library that fit in with the original classical design produced by Leslie Fairn. D. C. Menchions Construction Ltd. was chosen as the general contractor.

This architectural firm was established in 1949, in Halifax, and began as a partnership between Allan Duffus and Henry Romans. Since that time the firm has become one of the major architectural firms within the Atlantic Provinces who have completed numerous works that involved restoring landmarks in the City of Halifax’s core. Their projects include a number of institutional, commercial, industrial and residential fields. This includes the Izaak Walton Killam Hospital for Children (1970), Library at Kings College (1991), the Bedford Institute of Oceanography (1958, 1968,1977), Alderney Gate Civic Centre (1990), andValley Regional Hospital (1992) to name a few. One of the firm’s more prominent historical restorative works, that they were responsible for, is the Historic Properties, located on the Halifax Waterfront. “This restoration and development has become the cornerstone of the Halifax waterfront and contains some of the finest historic buildings in Halifax. This development houses a mixture of commercial, retail and university spaces ensuring both economic viability as well as the vibrant life of the downtown.”

This firm’s projects have received a number of design awards, including an Award of Excellence for Historic Properties from the Canadian Architects Yearbook in 1972 and the first City of Halifax Design Award for King’s College Library in 1992. One of the firms’

owners, Allan Duffus, was elected a fellow of the Royal Architectural Institute of Canada in 1956 and served as dean of the College of Fellows 1969-1972 and President 1973 to 1974.

The extensions, designed by this firm, are located on the north side and the rear of the Library. The addition to the north side of the original structure is styled in two sections. The front section, facing Grafton Street, "is a single storey extension of the original building's basement level and enables the semi-circular bay on the end to remain in prominence." The rear section faces Brunswick Street and is tucked in by the original building and is the same height as the original and separated from it by a slightly inset connecting bay. "Visual continuity is established by a plain concrete "frieze" that caps the building and extends the lines of the limestone frieze on the original building." The addition is different from the original design because it is "largely a windowless box clad and entirely in ribbed concrete." Although the Library has been added to and altered to some extent on both extensions of the building "it has substantially retained its character and defining elements and historic integrity."

6) Relationship to Surrounding Area:

This Library does stand out as an excellent addition to the Spring Garden Road area. It is surrounded by historical buildings with St. David's Presbyterian Church, the Provincial Courthouse, St. Mary's Basilica and St. Paul's Old Burying Grounds, to name a few within the immediate area. However, the fact that the structure was erected within a cemetery that was known as the "Pauper's burial grounds" makes Grafton Park historically significant.

GRAFTON PARK:

HISTORICAL NOTES REGARDING GRAFTON PARK:

The land on which the Memorial Library was constructed has been known as Grafton Park for over two hundred years or more. Prior to the library being erected in the Park it was where 'paupers' were interred for many years. According to Dr. Louis Collins, who wrote in his book, *In Halifax Town*, "Originally, in the early days of settlement, the site of a Poor Asylum and a pauper's burying ground was just inside the southern palisade, because of the location, as various excavations are carried out over the years, the skulls and bones of some earlier citizens' have on occasion been disinterred." He also states that, "The library itself was to be set back far enough to the north to preserve a traditional diagonal walk that had let citizens for years to walk to and fro through

Grafton Park from Grafton Street to the intersection of Brunswick and Spring Garden Road.” Various historical maps, showing this part of Halifax, indicate that this was a park with walkways as early as 1895 or earlier.

(A) Age of Grafton Park:

From an article written on the Poor House Cemetery and located on file at the Halifax Memorial Library, there is a historical note stating that the parishioners of St. Paul’s Church, in the early 1760s, were asked to help pay for “fencing in the new burying ground situated on the north side of Spring Garden Road and West of Grafton St. (now known as Grafton park).” It also claims that this cemetery was created in “response to attacks from ‘Indians’ who made a funeral procession outside the palisades a treacherous feat.”

Also in the book, *Glimpses of Halifax*, written by Dr. Phyllis Blakeley, she writes the following: “In the south end of the city the Poor House Cemetery opposite the Court House in Spring Garden Road had been converted into Grafton Park. In this cemetery were buried Hessians and British soldiers from regiments like the 84th who died of the plague during the American Revolution as well as paupers.” Apparently, at one point, when bodies were being taken to this site for burial, to lie in one long trench, due to the lack of coffins, one soldier had recovered. He was found sitting by his dead comrades until the next cart load returned the next morning. If these soldiers were buried in this Park, this indicates that the burial grounds have been in use as early as the late 1770s.

In an article written by Sarah Baxter Emsley in “Worship and Special Events- From St. Paul’s in Grande Parade,” she states that, “Around 1918, twenty feet of cemetery was paved when Spring Garden Road was widened and all the graves of the New Burying Ground (used from 1760 – 1883 and located at the corner of Spring Garden Road and Grafton Street) disappeared beneath Grafton Park and later the Halifax Memorial Library.”

Also, written in the *Nova Scotian*, on Oct. 8, 1988, it states that the title for the Old Burying Ground and the Poorhouse Burying Ground was granted to St. Paul’s Church and it claims that the Poorhouse was referred to as the “newer” cemetery.

(B) **Historical Significance of the Park:**

Sadly very little is known about those who were buried over time in the pauper's cemetery but there is one gentleman who has left a lasting memory. Philippe-Aubert-de-Gaspé was born in 1814 and is said to be buried in 1841 in Grafton Park. He was the son of an English woman and a wealthy aristocratic French landlord in Lower Canada or Quebec. He was named for his famous father, Philippe-Ignace-Francois Aubert de-Gaspé. The family lived in a country manor in St. Jean Port Joli. Philippe, known as a novelist, wrote his one and only novel, called *L'Influence d'un Livre (The Influence of a Book)*. He was a newspaper reporter who covered the Legislative Assembly of Lower Canada. When he caused a brawl in the House of Assembly, Philippe was jailed for a month and when he was let out of jail after serving his sentence, he threw a stink bomb on the hot stove in Quebec Chambers. A warrant was issued for his arrest, so he left the city and went and hid in his father's summer home. This is when he decided to write his novel that had an English influence, causing many French citizens to be upset. Around this time his father was placed in debtor's prison for unpaid debts even though he was also the local Sheriff.

Philippe decided to leave Quebec so he travelled to Nova Scotia in 1840. Unfortunately he was destitute since his father was in prison from 1838 until 1841 and wasn't able to help him financially. In Halifax, an old school mate, Thomas Pyke, who was connected with the poorhouse, got him a job teaching at the orphanage, which was also part of the poorhouse. At this time he was twenty-seven years old and sadly he suddenly died in 1841 from a mysterious illness. It is believed that he was buried in Grafton Park, even though he was a Catholic.

Apparently a few Pirates are also said to be buried in this Cemetery. In 1844 the whole crew on the ship *Saladin*, except for a cook and the cabin boy, were said to have been murdered by a passenger and a few mutineers. This mutiny took place during rough seas off of the coast of Nova Scotia where those who survived were rescued. Halifax authorities became suspicious when they heard the remaining crew's story and the fact that the last passenger was also murdered. The cook and cabin boy stated that they had been hostages and they gave another version to the events that took place on the ship. The Hon. William Young defended the crew who placed all blame on the dead passenger. Judge Brenton Halliburton did not believe the crew, except for the cook and cabin boy and he sentenced them to all be hanged. They are believed to be buried in Grafton Park.

(C) Approximate Totals of Those Interred in the Poorhouse Cemetery:

According to Dr. Allan Marble, who wrote in his book, *Physicians, Pestilence, and the Poor: A History of Medicine and Social Conditions in Nova Scotia, 1800-1867*, he states the following: "...the number of officially reported deaths in the Asylum during the period 1802 to 1866 was 2,840. It is estimated that the number of additional deaths, during the years when no official reports were filed with the House of Assembly, would total about 1,700. This would suggest that there could be approximately 4,500 paupers buried in the Poores' Burying Ground..." These numbers indicate that there are a lot more than the 800 which G. G. Gray suggested had been buried there in his article, *Recollections of Halifax*, published in the *Acadian Recorder* on December 5th, 1882.

Dr. Marble also states in his book, that during 1846, records show that there were thirty-six persons from the Poor House buried in Holy Cross Cemetery located on South Park Street. There is also a section in Camp Hill Cemetery, which opened in 1841, and is referred to as the Pauper's burying area, so not all paupers who died in the Poor House Asylum were buried in Grafton Park

(D) Changes and Additions Made to Grafton Park:

In 1872 plans were being made by the City to add a new railing, along with graveled walkways and benches to be placed throughout the cemetery and to open it to the public as a park. Residents and visitors to Halifax could then find a place to sit and relax in the sun or under a shaded tree during the hot summer months. A few people, who felt it wasn't respectful to be walking about the grounds and over the graves of those buried there, protested this decision. By 1885 the park was said to be "unsightly" as the stone wall that had enclosed the Cemetery since 1835 was falling apart.

(1) Sir Winston Churchill Statue:

Adding to the beauty of the Park is the bronze statue of Sir Winston Churchill, the former Second World War Prime Minister of Great Britain. The statue, sculpted by Oscar Nemon weighs 1.5 tons and stands ten feet high. It was unveiled on January 20, 1980 and the statue was sculpted in the image that was taken from a photograph of Churchill while walking in Halifax. He was born in 1874 at Woodstock, Oxfordshire, England and died in 1965 in London. At times he had been a soldier, journalist, author and politician. He is generally regarded as one of the most important leaders in British and world history. He won the 1953 Nobel Prize in literature. "Considered reactionary on some issues, such as granting independence to Britain's colonies and at times regarded as a

self-promoter who changed political parties to further his career, it was his wartime leadership that earned him iconic status.”

(2) Sculptor of the Sir Winston Churchill Statue:

Oscar Nemon (Neumann), the sculptor, was born in 1906 in Osijek, Austria-Hungary and died when he was 79 years old, in 1985 in Oxford, England. He was a well known Croatian sculptor and is best remembered for his series of more than a dozen public statues of Sir Winston Churchill. He was the son of Mavro Neumann and his wife, Eugenia Adler. Oscar was considered an accomplished artist from an early age and began exhibiting his sculptures locally in 1923 while still attending school. He studied in Paris and then went to Brussels in 1925 to study at the Academie Royale des Beaux-Arts where he won a gold medal for his sculpture. He continued to produce sculptures of a number of prominent people. However, with the threat of the Nazi Germany he decided to escape to England in 1938, just before the Second World War broke out. He had to leave behind numerous sculptures he had been working on, as well as members of his family who sadly died in the Holocaust.

In 1939 he married Patricia Villiers-Stuart, daughter of Lieutenant-Colonel Patrick Villiers-Stuart and settled in Oxford, England. During the war and after the war was over he continued to produce sculptures of “a spectacular list of high-profile figures.” Besides the numerous sculptures he produced of Winston Churchill, he made portraits of various members of the British Royal Family, including Queen Elizabeth and the Duke of Edinburgh and the Queen’s Mother. He also made a sculpture of such leaders as Harry S. Truman, Margaret Thatcher and Dwight D. Eisenhower to name only a few. His last major piece was a monumental memorial to the Royal Canadian Air Force in Toronto in 1984. “He was made an Honorary Doctor of Letters at the University of St. Andrews in 1977, and a retrospective was held at the Ashmolean Museum in 1982.”

After his death in 1985, his house and studio remained closed for the next 17 years, but was reopened in 2003 as a museum of his life’s work. It also houses his papers which have been archived. Other papers, in connection to Winston Churchill and Margaret Thatcher’s sculptures are held in the Churchill Archives Center in Cambridge, England.

Besides the impressive statue of Sir Winston Churchill standing in the Park, there is once again a beautiful stone wall surrounding the Park’s boundaries, which was added in 1951 when the Memorial Library was constructed and continues to be kept in excellent condition. The walkways continue to be used as a short cut to travel from Grafton and Brunswick Streets to Spring Garden Road. The benches are in demand as people relax, feeding the pigeons or eating their lunches before returning to work. The Park continues to be very popular with the residents and tourists of the City of Halifax with

many people unaware that they are walking over the graves of those who were less fortunate and were buried in a pauper's grave.

APPENDIX I:

The following is a short list of the buildings designed by **Leslie R. Fairn** – Architect:

Nova Scotia

- Kings County Courthouse, now [Kings County Museum](#) (1903)
- Digby County Court House (1910)
- West Highlands School, Amherst (1911)
- Administration Building, Acadia University, Wolfville (1924)
- Dominion Public Building, Amherst (Beaux Arts, 1936)
- Annapolis Royal Town Hall Memorial Building (Classic Revival, 1922)
- Halifax Public Library (1951)
- Henry Hicks Academic Administration Building, Dalhousie University, Halifax (1951, with E. W. Haldenby)¹
- Killam Memorial Library, Dalhousie University, Halifax (1971)

New Brunswick

- Northumberland County Courthouse (Richardsonian Romanesque, 1913)
- Highfield Street United Baptist Church, Moncton, New Brunswick (English Gothic and Greek, 1923)

Prince Edward Island

- Robertson Library, University of Prince Edward Island, Charlottetown (1973, completed posthumously)

SOURCE: //en.wikipedia.org/wiki/Leslie_R_Fairn

APPENDIX II:

MAYOR JOHN (GEE) AHERN:

Mayor John "Gee" Ahern, in his early years, was an active participant in hockey, rugby and baseball. The promotion of sport is what "Gee" Ahern is known for. He was responsible for the Halifax Herald Ten Mile Marathon, the Halifax Herald Full Marathon, and the Halifax Herald Forty Five Mile Bicycle Race. Ahern established the original Nova Scotia Sports Hall of Fame in 1958. He collected and donated many of the items that were first on display at the old Industrial Building at the Halifax Forum complex. An all-round community person, Ahern served as an Alderman and Mayor for the City of Halifax and also was a member of the Nova Scotia legislature.



APPENDIX III:

Memorial Items: Over the years, the library has amassed a great number of items and symbols that strengthen its role as a memorial. Some of these include flags, standards, plaques, a Silver Cross replica, Book of Remembrance (2), and murals (since donated to Maritime Command Museum).

Flags and Standards

There are two glass cases on either side of the Spring Garden entrance; one contains a Union Jack and a flag of the British Empire Service League, the other has two standards of the Silver Cross Women of Canada.

Silver Cross

The Silver Cross hanging in the Library is a replica of the silver cross presented by the government of Canada to all mothers and widows of those who died in the service of their country during WWI, WWII and the Korean War. It was donated to the Library in 1950 by the Silver Cross Women of Canada.

Books of Remembrance

There are two books of remembrance; the first one contains the names of Haligonians who perished during WWI. It also lists the cause of death.

The second book lists the names of the 677 men and women from Halifax who perished during WWII and the Korean War, and was donated to the Library in 1955 by the Silver Cross Women of Canada. Both are on public display. The books have been digitized and are available on the Halifax Public Libraries' website in [electronic format](#).

Cornerstone

The cornerstone bears the mention, "This stone was laid under the auspices of the Halifax Branches of the Canadian Legion on November 11, 1949 by His Worship Lt. Col. GS Kinley, VD, Mayor of Halifax. The sod was turned for this building by Mayor JE Ahern on April 21, 1949."

Plaque

A plaque on the building explains that "This building was erected in memory of those who gave their lives in defence of their country 1914-1918 1939-1945. For their faith – for their courage – for their sacrifice, we will remember them."

Murals

Three murals were commissioned and painted by local artist Commander Donald C. MacKay in 1951. They were exhibited in the library and donated to the Maritime Command Museum (CFB Halifax) in 1974.

The Library as a Living Memorial

The library was chosen as a memorial because there was a need for a new public facility, but also because of a consensus that an inanimate object such as a statue or monument would not do justice to the memory of all those who were lost (*see quoted sources below*). The library, as an institution that fosters growth and learning, was vested with the role of a living memorial, one that would continue to consecrate the memories of those who died by promoting and defending the very things that were suppressed during the war: freedom of speech and freedom of study:

“The lack of such a library in Halifax is felt by many to be a disgrace. Nothing could be more symbolic of the sacrifices of those we wish to honour than a library housing books which Adolf Hitler burnt. A well-designed library would be a lasting Memorial, and with the passage of the years would evermore fittingly hallow the memories of those who died that others might enjoy freedom of speech and freedom of study.” – Petition to Mayor and Council, November 1947

“The committee, believing that those who served in the Second German War deserved a living, rather than an inanimate memorial, urged that a library should be established to honor them.” –*Mail Star*, Jan. 15, 1948

“An even greater memorial to those heroes of our wars is the ideal on which the whole building is erected – the faith of the citizens of Halifax in the democratic ideal of making freely available knowledge to each and every resident of the city.” – Library document, 1951

Groups Involved

The **Canadian Legion**, the **Silver Cross Women of Canada** and the **Imperial Order Daughters of the Empire (IODE)** were actively involved in the planning and outfitting of the library.

(Source: Halifax Memorial Library website)

Research Sources:

(A) **Registry of Deeds:** located at Ackerley Drive, Burnside Park, Dartmouth, NS: researched the ownership of the property. Unfortunately no deeds were accessible but records show that one was once recorded and registered under #B5/P54 GRT14634. A typed version of the deed registered in 1882 was produced in a binder in the hands of the Heritage Department of HRM. A copy was located at the NSARM. Source: (RG 35-102 (5A5)332A.3)

(B) NSARM:

Maps: 1878 Hopkins Atlas

1895 Goads Insurance Plan

(Both maps show Grafton Park with walkways)

(C) Websites:

- 1) www.queenslanding.ca/team.php
- 2) www.springgardenarea.com/largeMap.asp
- 3) www.halifax.ca/cah/publicart.html
- 4) www.halifaxpubliclibraries.ca/research/topics/local-history-genealogy
- 5) www.gov.ns.ca/nsarm/virtual/nsis/exhibit.asp?ID=412&Language=English
- 6) http://en.wikipedia.org/wiki/Leslie_R_Fairn

(D) Located no historical **photographs** of Grafton Park at NSARM, however photos are available at the Chronicle Herald Archives showing the progress of the construction of the Library.

(E) Books:

1. *Houses of Nova Scotia*, by Allen Penney, Formac Publishing Company, Halifax, NS, 1989.
2. *Glimpse of Halifax*, by Dr. Phyllis Blakeley, Mika Publishing, Belleville, ON, 1973.
3. *Mayors and Wardens of the Former City of Halifax*, Millard Wright, published by author, 2003.
4. *Architects of Nova Scotia: A Biographical Dictionary 1605-1950*, by Maud Rosinski, Government of Nova Scotia, Department of Municipal Affairs, Heritage Division, 1994.
5. *Physicians, Pestilence, and the Poor: A History of Medicine and Social Conditions in Nova Scotia, 1800-1867*, by Dr. Allan Marble, Trafford Publishing, 2006.

6. *In Halifax Town*, by Louis W. Collins, 1975.

(F) Information regarding the architectural design and other historical information found in this report concerning the Library were taken from research material located in two binders in the hands of the Heritage Property Program, Halifax Regional Municipality. It includes a number of newspaper articles describing the construction of the Library and the process it took to complete the structure and those involved with the construction.

SPRING GARDEN ROAD MEMORIAL LIBRARY

HERITAGE VALUE

February 2009

1. HERITAGE VALUE

“Heritage Value” means the aesthetic, historic, scientific, cultural, social or spiritual importance or significance of something for past, present or future generations. The heritage value of a historic place is embodied in its character-defining materials, forms, location, spatial configurations, uses and cultural associations.

Although the Spring Garden Road Memorial Library is not a registered heritage property it has considerable heritage value which can be articulated from a number of perspectives.

- It was Halifax’s first, modern public library and was built as a living memorial to those lost in the First and Second World Wars.
- Opened in 1951, it was one of the last public buildings in the City to be built in the early 20th century “Modern Classic” style and, as such, is a significant expression of the work of its architect, Leslie Fairn, who was a well-known proponent of that style.
- It is a well-established component of the urban fabric of the City and, although a relatively modern building, is the perfect complement to the older historic buildings that surround it.
- It has high material quality and aesthetic value.
- It is located on a site (Grafton Park) which itself is steeped in history and community value.
- Combined with its site, it is a well known civic landmark and has a treasured place in the memory of generations of Haligonians.
- Although added to and altered on both the exterior and interior, the building substantially retains its character-defining elements and historic integrity.

1.1 Heritage Value as Halifax’s first modern public library combined with War Memorial

Prior to construction of this building, Halifax’s public library - known at that time as the Citizens Free Library - was located at City Hall. In the 1930s the City Council was criticized for the library’s ‘scandalously inadequate’ funding but it was not until after the Second World War that consideration was given to construction of a new library. At that time the decision was made that the much needed building would also act as a War Memorial. In announcing the opening of the building in 1951, the Commercial News - the official publication of the Halifax Board of Trade - noted that while

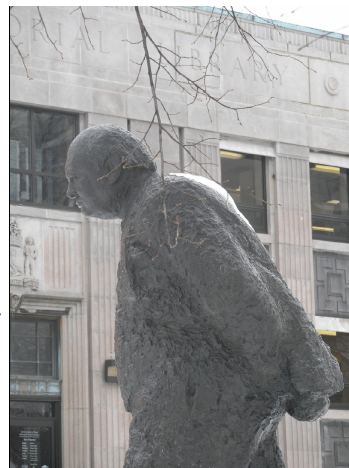
“the main hall which is impressive in its grandeur will contain the memorials erected to the citizens of Halifax who gave their lives in World War I and II” An even greater memorial to those heroes of our wars is the ideal on which the whole building is erected - the faith of the citizens of Halifax in the democratic ideal of making freely available knowledge to each and every resident of the City.¹

¹Commercial News, Vol 31, No.10, October 1951.

Thus, since its inception, the library has had a dual role. The library, as an institution that fosters growth and learning, was vested with the role of a living memorial, one that would continue to consecrate the memories of those who died by promoting and defending the very things that were suppressed during the war: freedom of speech and freedom of study.²

Embodiment of value as War Memorial

The library is clearly identified as a memorial on its exterior through the name “Halifax Memorial Library” incised in stone lettering across the top of the building, and in the cornerstone which mentions that it “was laid under the auspices of the Halifax Branches of the Canadian Legion on November 11, 1949”. Over the years, the library has amassed a great number of items and symbols that strengthen its role as a memorial. Some of these include flags, standards, plaques, a Silver Cross replica, and two Books of Remembrance, which are on permanent display in the interior lobby. In addition, the statue of Winston Churchill, erected in 1979 in Grafton Park in front of the library, although not formally part of the library, directly reinforces its symbolic value as a war memorial.



Embodiment of value as Central Library

In its role as a library, the building has served the citizens of Halifax well over its 58 year life, and has been at the centre of the growth of the regional library system. In 1954 the Halifax Regional Library Board was established under the Nova Scotia Libraries Act, and the Province began contributing to the library’s operating costs. At that time, the library also underwent an official name change from the Halifax Memorial Library to the Halifax City Regional Library.

The new library was immensely popular in the years following its opening, and experienced rapid growth. By 1956, it had almost 78,000 books on shelves designed to fit 56,000, and the number of borrowers had increased to almost 22,000. In 1964, the first bookmobile service was established and in 1966 the Halifax North Branch Library was opened. By 1971, the collection had expanded to 160,000 volumes. In 1974, a large addition was made to the building, but this did not fully meet the growing need for more capacity. Other branches were built in the 1980s to serve the city’s expanding suburbs and, in 1996, the city library system was amalgamated with the City of Dartmouth and Halifax County systems to create the Halifax Regional Library system that we know today.

Throughout this growth, the original Memorial Library building has retained its role as the “Central Library”. It is the largest branch in the region. It houses special collections and an extensive reference section serving the entire regional system, and offers a full range of extension programs. Its location in the heart of the city close to business, government, post-secondary institutions, and academic libraries, and its proximity to the city’s most densely traveled pedestrian streets gives it a very high and very public profile. The library building and the adjacent grounds of Grafton Park have also long been one of the city’s most popular community gathering areas. All of these factors contribute to the heritage value of the building in both tangible and intangible ways.

²From a document entitled “Central Library Project - The Spring Garden Road Library as War Memorial”, by Halifax Public Libraries, Communications and Marketing, 16 January, 2009.

1.2 Heritage Value as a late expression of the Canadian Modern Classic style

As noted in the media upon its opening in 1951, the Memorial Library is “of contemporary architecture strongly influenced by classic design.”³ It is this merging of the modern with the traditional that gives this building its distinctive character and places it in the Modern Classic style that characterized early 20th century Canadian institutional architecture. It is also what makes it stand out in the Halifax context because, at the time it was built, this approach to architecture was beginning to be replaced by a more overtly modern approach where prefabricated materials and standardized, “international” designs were preferred. The Memorial Library is one of the last public buildings in Halifax to have been built with this earlier aesthetic in mind.



Halifax Memorial Library 1952

According to Harold Kalman’s “History of Canadian Architecture”, the principle features of Modern Classicism were the “continuing use of a decorative vocabulary derived from classical antiquity, the apparent thin-ness of the wall in a manner expressing volume rather than mass, and the frequent reduction of form to its bare essentials.” The Memorial Library clearly fits within this description.

Other examples in Halifax include the Bank of Nova Scotia and the adjacent Dominion Building on Hollis St, both of which are earlier buildings, built in 1930 & 1935 respectively.

Although somewhat more ornamented and refined than the Memorial Library, the Bank of Nova Scotia exhibits the same simplified classical approach, and has its facades organized in a similar fashion. The adjacent Dominion building, is also an example of the style, perhaps more akin to the Memorial Library in that it too is very “stripped down” in its classicism.

Both of these buildings were intentionally designed in the Modern Classic style to respect the Georgian architecture of Province House, which is located just across the street. The choice of the Modern Classic style for the Memorial Library was perhaps intentional for similar reasons, given its setting and proximity to nearby older historic buildings. This is discussed in section 1.6



Dominion Building & Bank of Nova Scotia

³Commercial News, October, 1951.

1.3 Heritage value as an expression of the work of Leslie R. Fairn

The Memorial Library was designed by Leslie R. Fairn who, at that time, was one of the elder statesmen of the Nova Scotia architectural profession, and was well known for his traditional and localized approach to design. Born in 1875 in Waterville, Kings County, Fairn trained in Boston and apprenticed with Edward Elliott, the Halifax architect who designed Halifax City Hall. He also gained hands on experience working with Rhodes, Curry Company, one of the most prominent lumber merchants, manufacturers, and building contractors of the day.



Leslie R. Fairn c.1933.
Courtesy of NS Archives

In 1907, Fairn became a charter member of the Royal Architectural Institute of Canada (RAIC) and in 1937 was elected a fellow of that organization. Throughout his career he chose styles that were fashionable at the time, including Richardsonian Romanesque, Classical Revival, and Queen Anne and was known for the way that he adapted and made them appear indigenous to Nova Scotia. This was particularly the case in his public buildings, where he linked the early 20th century Classical Revival style with the earlier Georgian tradition of the Maritimes. For his professional colleagues across the country, Fairn embodied the very spirit of Nova Scotia in his attachment to tradition and craftsmanship, his tweedy, gentleman farmer presence, and his courteous, relaxed manner, and they treasured him for it.⁴

Later in his career, Fairn had to contend with the onset of modernism and was forced to abandon his traditional approach. For example, in his 1948 proposal for the National Research Council building (on the western edge of the Dalhousie Campus, facing Oxford Street), he initially proposed a Beaux Arts style building with hipped roof, cupola, and neo-classical detailing. This was eventually abandoned for the two-storey, flat-roofed, rather non-descript building that we still see today.

This kind of outcome, where an initial proposal for traditional design was weighed against a more modern approach, also played out in Fairn's designs for a library in Liverpool (1952) and a new Town Hall in New Glasgow (1953), neither of which was built. By 1965, Fairn himself appreciated the reality of the situation and, with an air of resignation, he told a reporter that "Trends are away from the traditional type of architecture to the more functional. I'm not criticizing it, we're living in a changing world, and we have to go along with it."⁵

In the case of the Memorial Library, however, tradition won the day, albeit with a modern twist.

⁴From *Architects of Nova Scotia: A Biographical Dictionary, 1605-1950*, Maud Rosinski, Province of Nova Scotia, 1994.

⁵*Chronicle Herald*, June 28, 1965, p.9, quoted by Wayde Brown in "Modernism and Regionalism: Influences in the Work of Leslie Fairn", *Society for the Study of Architecture in Canada*, vol.14, no 1, March, 1989.

1.4 Character Defining Elements

Fairn's design was based on the Elsie Perrin Memorial Library that had been built in London, Ontario in 1939 and which was regarded at that time as one of the most modern libraries in Canada. That building was also very much in the Modern Classic design and there is a clear correspondence between it and the proposal that Fairn submitted to the City.⁶



Elsie Perrin Memorial Library, London, Ontario



Leslie Fairn's proposal for the Halifax Memorial Library, 1948

With a T-shaped footprint, the three level building is located diagonally facing Grafton Park, with its front entrance facing the corner of Grafton and Spring Garden, and it's rear ell cut into the slightly higher ground behind. This gives the building the quality of being nestled into its site.

Construction is of masonry, reinforced concrete, and steel, with limestone cladding. The main facade design echoes the classical temple form but in a very stripped down way, typical of the Modern Classic style. It is symmetrically designed, with a grand, central entrance, substantial entrance steps, and flanking window bays separated and defined by wide, fluted pilasters. The windows in each bay are separated by aluminum spandrels defining the second and third floor levels, and this fenestration pattern is repeated with variations all around the building. There are graceful, semi-circular bays at each end of the building, which provide a simple classical allusion and soften the form. The composition is capped by a wide, plain frieze ornamented with simple medallions and ribbed cresting. The foundation is finished in black granite.



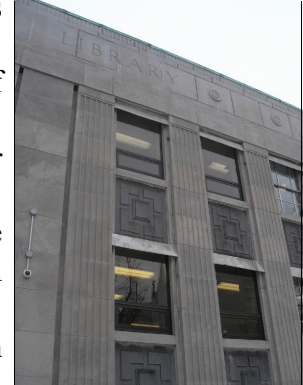
Memorial Library, 1952

⁶Mail Star, 25 February, 1948.

Exterior Details

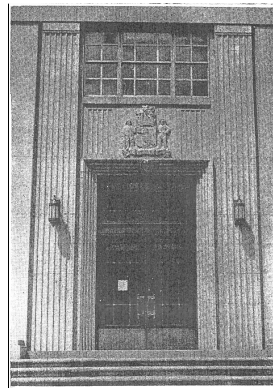
Although the building has been altered in a variety of ways, it retains many original details that illustrate the quality of its materials and design.

- The entire building is clad in Queenston limestone, which imparts a dignified quality.
- Fluted pilasters frame each window bay and create a subtle play of light and shade.
- Aluminum spandrels with geometric designs articulate the floor levels and provide a dash of Art Deco ornament.
- The name “Halifax Memorial Library” is incised in stone over the front entrance and bracketted by small medallions in bas relief, each of which is centred over the window openings below.
- Some original multi-paned sash windows have been replaced with inappropriate awning windows but many original windows remain.



Stonework

- The front entrance retains its defining pilasters, moulded surround, multi-paned transom window, and Kingfisher medallion over the door. However, the original brass doors were removed early in the building’s history because they were too heavy for some patrons to open, and were replaced by plain aluminum doors. The original multi-paned, second floor window above the entrance has also been replaced with a modern window.



Original entrance



Present-day entrance

- Semi-circular bays at each end of the building are constructed on a 16 ft. radius curve. The second floor windows are original 6-over-6 sashes but the first floor windows have been replaced by modern awning windows.
- A side door (the original Children’s Entrance) adds interest to the south end of the building with a full classical entablature executed in stone and a set of wide, granite steps with brass railings. These original details embody a high quality of design and workmanship, and have a patina that results from 60 years of public use.



Original Children’s Entrance

Interior Details

Like the exterior of the building, the interior has been altered over the years to accommodate changing functions and possibly building code requirements, but much original detail remains.

- The main entrance stairwell was originally open, but has been partially enclosed with partitions presumably for safety reasons. This has reduced the original spacious quality, but the original granite steps and brass railings remain and give a sense of the original stairwell character.



- The main circulation area occupies the rear ell of the building and is two storeys high. This area is substantially intact in its original design. Large, multi-paned windows illuminate the space (except on the north side where the 1974 addition now exists), and the interior finish, ceilings, crown mouldings, etc., remain in place.



- Some spaces that were originally open have been partitioned, again for functional reasons. But original structural divisions remain evident, as in the pillars and railings that separate the two-storey main circulation area from the reference desks on the mezzanine level.



- Reading rooms on the first and second floors occupy spaces that were originally used as an art gallery and childrens library but now house additional circulation space and the reference section. These spaces extend into the semi-circular bays at the end of the building. Many original, multi-paned windows remain in place.



The 1974 Addition

The 1974 addition contrasts significantly with the original building in that it is a largely windowless box clad entirely in ribbed concrete. However, it is designed and sited in a way that enables the form of the original building to be perceived and, in so doing, does not unduly diminish its heritage value.

Built on the north side of the original building, the addition is an angular structure, the form of which is derived from the diagonal orientation of the original building on its rectangular site. It consists of two sections.

The rear section, facing Brunswick Street, is tucked into the “L” formed by the original building’s circulation hall and reading rooms. It is the same height as the original building and is separated from it by a slightly inset connecting bay. Visual continuity is established by a plain concrete “frieze” that caps the building and extends the lines of the limestone frieze on the original building.

The front section, facing Grafton Street, is a single storey extension of the original building’s basement level, and is designed in a way that enables the character-defining, semi-circular bay on the end of the original building to remain in prominence.



Addition: Front section viewed from Grafton Street.



Addition: Rear section viewed from Brunswick Street.

1.5 Heritage Value as a complement to historic Grafton Park

In considering the heritage and community value of the Memorial Library, it is difficult to separate the building from its setting, overlooking historic Grafton Park.

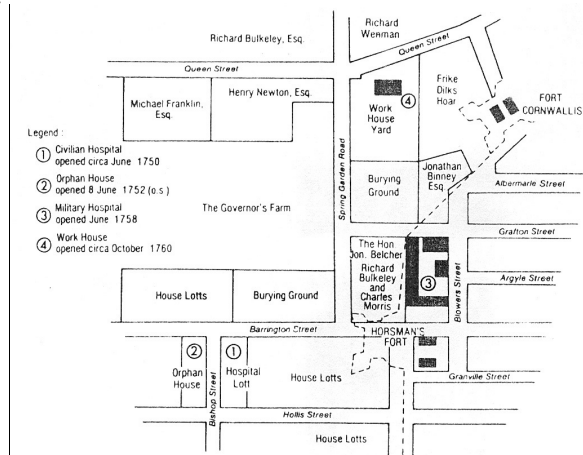
Grafton Park is steeped in history. In the earliest days of the settlement, when Halifax was a British garrison town, this area was located just outside the original palisade. At that time, what is now Grafton Park was a burying ground for the nearby Poorhouse. Over subsequent decades, the surrounding area was developed and, in 1844, the cemetery was closed for sanitary reasons and planted with trees.

The Poorhouse was closed in 1869. In the 1870s a railing was built around the site, gravel walks were laid out, and the area laid open to the public.

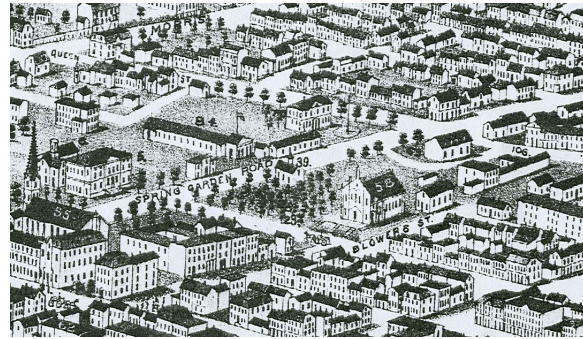
By the 1890s, the Poorhouse land had been redeveloped and the cemetery conveyed to the City as public park. In one corner of the park was a small building, identified on Ruger's 1879 Panoramic View of Halifax as the Deaf and Dumb Asylum. This later became an Engine House for the fire department.

The engine house was still standing in 1949/50 when the Memorial Library was built but was later taken down when the present perimeter wall was constructed.

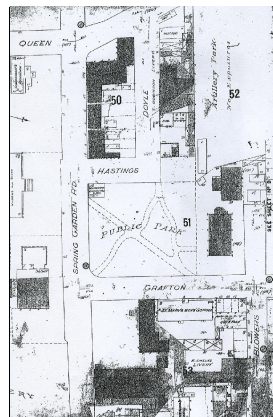
The history of the park as an old burying ground, its well developed diagonal walkways, and its long history of public use clearly influenced the siting and orientation of the Memorial Library.



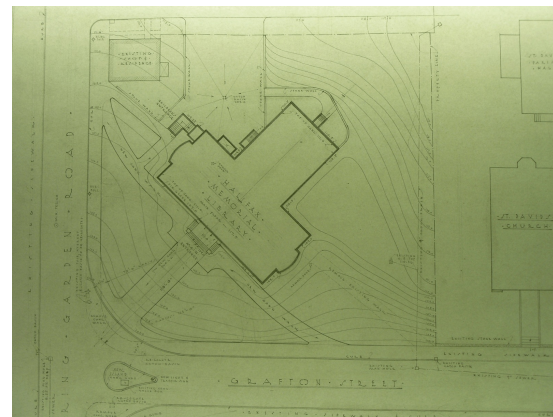
From "Surgeons, Smallpox and the Poor; A History of Medicine and Social Conditions in Nova Scotia, 1749-1799", Alan E. Marble, McGill-Queens University Press.



From Ruger's 1879 Panoramic View of Halifax



Goad's Insurance Plan, 1895



Memorial Library site plan, 1951

This long history of public use, both of the park and of the library, and the way in which they have been woven into each other for the past 50 years, is one of the factors that contribute to the heritage value of the building.

1.6 Heritage value as part of the Spring Garden “Monument District”

The heritage value of the Memorial Library extends beyond the building itself and the immediate environment of Grafton Park into the broader urban context. The library is situated in the midst of an area whose urban character is defined by historic buildings and sites including St. David’s Church, St. Mary’s Basilica, the old St. Mary’s School, the old County Courthouse, the old Nova Scotia Technical College, Royal Artillery Park, the Old Burying Ground, and a number of older commercial buildings fronting on Spring Garden Road, Brunswick Street, and Grafton Street.



Old Technical College and Memorial Library from Grafton Street.

These buildings and sites are linked by a similarity of scale and setting that gives the area a unique identity within the larger context of the Halifax downtown area. The recent *Spring Garden Road/Queen Street Public Lands Study* identified this area as the “Monument District” for this very reason.



Old County Courthouse from inside Memorial Library.



Memorial Library, St. David’s Church and old St. Mary’s School from Old Burying Ground.



Memorial Library and old St. Mary’s School from Spring Garden Road.



St. David’s Church and Memorial Library (rear) from Brunswick Street.

2. EVALUATION FOR POTENTIAL REGISTRATION AS HERITAGE PROPERTY

An evaluation of the Memorial Library for potential registration as a Municipal Heritage Property indicates that the building would score the required points and would qualify. See Appendix 1.

If the building were to be registered, the reasons for registration would be as follows:

- It was Halifax's first, modern public library and was built as a living memorial to those lost in the First and Second World Wars.
- Opened in 1951, it was one of the last public buildings in the City to be built in the early 20th century "Modern Classic" style and, as such, is a significant expression of the work of its architect, Leslie Fairn, who was a well-known proponent of that style.
- It is a well-established component of the urban fabric of the City and, although a relatively modern building, is the perfect complement to the older historic buildings that surround it.
- It has high material quality and aesthetic value.
- It is located on a site (Grafton Park) which itself is steeped in history and community value.
- Combined with its site, it is a well known civic landmark and has a treasured place in the memory of generations of Haligonians.
- Although added to and altered on both the exterior and interior, the building substantially retains its character-defining elements and historic integrity.

If the property were to be registered, in accordance with HRM's normal practice, the entire property including Grafton Park would be registered. With regard to the building, the registration would apply to the entire exterior building envelope.

If it is contemplated that the building may be sold into private ownership, then the registration should correspond with the property to be sold.

3. CONSERVATION OF HERITAGE VALUE

Heritage registration does not preclude change to a building but does require that any changes be compatible with the historic structure.

3.1 HRM Heritage Building Conservation Standards

1. The property shall be used for its historic purpose or be placed in a new use that requires minimal change to the defining characteristics of the building, its site and environment.
2. The historic character of the property shall be retained and preserved. The removal of historic materials or alteration of features and spaces that characterize the property shall be avoided.
3. Each property shall be recognized as a physical record of its time, place, and use. Changes that create a false sense of historical development, such as adding hypothetical features or architectural elements from other buildings, shall not be undertaken.
4. Most properties change over time; those changes that have acquired historic significance in their own right shall be retained and preserved.
5. Distinctive features, finishes, and construction techniques or examples of craftsmanship that characterize the property shall be preserved.
6. Deteriorated historic features shall be repaired rather than replaced. Where the severity of deterioration requires replacement of a distinctive feature, the new feature shall match the old design in colour, texture, and other visual qualities and, where possible, materials. Replacement of missing features shall be substantiated by documentary, physical, or pictorial evidence.
7. The surface cleaning of structures, if appropriate, shall be undertaken using the gentlest means possible. Chemical or physical treatments, such as sandblasting, that cause damage to historic materials, shall not be used.
8. Significant archaeological resources affected by the project shall be protected and preserved. If such resources must be disturbed, mitigation measures shall be undertaken.
9. New additions, exterior alterations, or related new construction shall not destroy materials that characterize the property. The new work shall be differentiated from the old and shall be compatible with the massing, size, scale, and architectural features to protect the historic integrity of the property and its environment.
10. New additions and adjacent or related new construction shall be undertaken in such a manner that if removed in the future, the essential form and integrity of the historic property and its environment would be unimpaired.

3.2 Federal Standards as an Additional Guide

The HRM standards are similar in many respects to the Parks Canada *Standards and Guidelines for the Conservation of Historic Places in Canada*, which are as follows.

General Standards (all projects)

1. Conserve the *heritage value* of a historic place. Do not remove, replace, or substantially alter its intact or repairable *character-defining elements*. Do not move a part of a *historic place* if its current location is a *character-defining element*.

2. Conserve changes to a *historic place* which, over time, have become *character-defining elements* in their own right.
3. Conserve *heritage value* by adopting an approach calling for *minimal intervention*.
4. Recognize each *historic place* as a physical record of its time, place and use. Do not create a false sense of historical development by adding elements from other *historic places* or other properties or by combining features of the same property that never coexisted.
5. Find a use for a *historic place* that requires minimal or no change to its *character-defining elements*.
6. Protect and, if necessary, stabilize a *historic place* until any subsequent *intervention* is undertaken. Protect and preserve archaeological resources in place. Where there is potential for disturbance of archaeological resources, take mitigation measures to limit damage and loss of information.
7. Evaluate the existing condition of *character-defining elements* to determine the appropriate *intervention* needed. Use the gentlest means possible for any intervention. Respect *heritage value* when undertaking an *intervention*.
8. Maintain *character-defining elements* on an ongoing basis. Repair *character-defining elements* by reinforcing their materials using recognized conservation methods. Replace in kind any extensively deteriorated or missing parts of *character-defining elements*, where there are surviving prototypes.
9. Make any *intervention* needed to preserve *character-defining elements* physically and visually compatible with the *historic place*, and identifiable upon close inspection. Document any intervention for future reference.

Additional Standards Relating to Rehabilitation

10. Repair rather than replace *character-defining elements*. Where *character-defining elements* are too severely deteriorated to repair, and where sufficient physical evidence exists, replace them with new elements that match the forms, materials and detailing of sound versions of the same elements. Where there is insufficient physical evidence, make the form, material and detailing of the new elements compatible with the character of the *historic place*.
11. Conserve the heritage value and *character-defining elements* when creating any new additions to a historic place or any related new construction. Make the new work physically and visually compatible with, subordinate to and distinguishable from the historic place.
12. Create any new additions or related new construction so that the essential form and integrity of a *historic place* will not be impaired if the new work is removed in the future.

Additional Standards Relating to Restoration

13. Repair rather than replace *character-defining elements* from the restoration period. Where *character-defining elements* are too severely deteriorated to repair and where sufficient physical evidence exists, replace them with new elements that match the forms, materials and detailing of sound versions of the same elements.
14. Replace missing features from the restoration period with new features whose forms, materials and detailing are based on sufficient physical, documentary and/or oral evidence.

3.3 HRM By Design: Design Manual

Given the pending adoption of the new Downtown Halifax Municipal Planning Strategy and Land Use Bylaw, the Design Manual of the Land Use Bylaw should also be followed.

3.4 Recommendations regarding building alterations

The heritage value of the Memorial Library is embodied principally in the character defining elements of the original 1951 building and not in the 1974 addition. It is therefore recommended that, if a new use of the building requires significant exterior alterations such as an addition or major window alterations, then such alterations should be made to the 1974 addition and not to the 1951 structure.

This would provide the opportunity to remediate the 1974 structure and make it more compatible with the original 1951 structure. Possible remedial alterations could include:

- Material change to exterior cladding to achieve better compatibility with limestone cladding on original building.
- Introduction of windows.
- Rooftop addition.
- In order to maintain existing relationships of scale to the 1951 building and the surrounding heritage buildings, a rooftop addition to the Memorial Library should not be more than one storey higher than the existing building.

APPENDIX 1
EVALUATION OF MEMORIAL LIBRARY
FOR
HERITAGE REGISTRATION
in accordance with
HRM Evaluation Criteria for Heritage Buildings

**EVALUATION CRITERIA
FOR REGISTRATION OF HERITAGE BUILDINGS
HALIFAX REGIONAL MUNICIPALITY**

Halifax Memorial Library

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 the 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 3 points, built in 1950/51 |

** 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 | 15 points. Constructed as War Memorial |
| - 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/representative of an era | 16 - 20 | 18 Points: important example of Modern Classic style, unusual for having been built after World War II. |
| Moderately important/ unique/representative of an era | 11 - 15 | |
| Somewhat important/ representative of an era | 10 - 1 | |
| Not important/ unique/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 Significant | 7 - 10 | |
| Provincially Significant | 4 - 6 | 6 Points: Leslie R. Fairn, significant early 20 th century architect in Halifax & Nova Scotia |
| 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;

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 example | 4 - 6 | |
| Somewhat rare/ early example | 1 - 3 | |
| Not rare/ common example | 0 | No points, common mid 20 th century construction |
| B) Style | Points | Comments |
| Very rare/ early example | 7 - 10 | |
| Moderately rare/ early example | 4 - 6 | 6 points: moderately rare example of Modern Classical Revival Style |
| 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 | 7 points: addition and some window changes but main character defining elements are intact |
| 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. 10 Points |
| 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 | 3 |
| 2. a) Relationship to Important Occasions, Institutions, Personages or Groups OR 2. b) Important/Unique Architectural Style or Highly Representative of an Era | 20 | 18 |
| 3. Significance of Architect/Builder | 10 | 6 |
| 4. a) Architectural Merit: Construction type/building technology | 10 | 0 |
| 4. b) Architectural Merit: Style | 10 | 6 |
| 5. Architectural Integrity | 15 | 7 |
| 6. Relationship to Surrounding Area | 10 | 10 |
| Total | 100 | 50 |

Score necessary for designation

50

Designation Recommended?

YES

NO

Attachment E

Site Photos – May 2019



Figure 1 Former Memorial Library looking west from Grafton Street



Figure 2 Winston Churchill Statue Looking South



Figure 3 Former Memorial Library looking north



Figure 4 South entrance steps looking north

SCORING SUMMARY

| PROPERTY | DATE REVIEWED | REVIEWER |
|----------------------------------|----------------------|-----------------------------|
| 5381 Spring Garden Road, Halifax | November 27, 2019 | Heritage Advisory Committee |

| Criterion | Highest possible Score | Score Awarded |
|--|-------------------------------|----------------------|
| 1. a) Age of Site or 1. b) Continuity of Use | 25 | 25 |
| 2. Historical Importance | 25 | 15 |
| 3. Degree of Intactness | 10 | 8 |
| 4. a) Relationship to Surrounding Area or 4. b) Community Value | 10 | 9 |
| TOTAL | 70 | 57 |

**Score necessary for designation
Heritage Property Program** **35**

Designation Recommended? **x YES** **NO**

Comments:
