



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

Item No. 9.1.2
Heritage Advisory Committee
Special Meeting
April 28, 2021

TO: Chair and Members of the Heritage Advisory Committee

SUBMITTED BY: *-Original Signed-*

Kelly Denty, Executive Director of Planning and Development
-Original Signed-

Jacques Dubé, Chief Administrative Officer

DATE: March 31, 2021

SUBJECT: **Case H00491: Request to Include 2587 Creighton Street, Halifax in the Registry of Heritage Property for the Halifax Regional Municipality**

ORIGIN

Application by the property owner, Shelly Molgaard.

LEGISLATIVE AUTHORITY

Heritage Property Act, R.S.N.S. 1989, c. 199

RECOMMENDATION

It is recommended that should 2587 Creighton Street, Halifax, score more than 50 points on evaluation as a heritage property 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 2587 Creighton Street, Halifax, in the Registry of Heritage Property for the Halifax Regional Municipality, as shown on Map 1, as a municipal heritage property under the *Heritage Property Act*.

BACKGROUND

In January 2020, Shelly Molgaard applied to include their property at 2587 Creighton Street, Halifax, in the Registry of Heritage Property for the Halifax Regional Municipality. The subject property is situated on the block bounded by Gottingen Street to the east, Charles Street to the south, Creighton Street to the west and North Street to the north (Map 1). The subject property contains a two-storey dwelling that was designed in the Late Victorian Plain style and constructed circa 1891.

This application is being considered in accordance with Sections 14 (Recommendation as municipal heritage property) and 15 (Registration as municipal heritage property) of the *Heritage Property Act*.

HRM's Heritage Property Program

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

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

The Evaluation Criteria for scoring a property and building are broken down into six categories as follows:

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

Should the HAC score a property with more than 50 points, a positive recommendation will be forwarded to Regional Council. If the property does not score more than 50 points, then the report will not be forwarded to Regional Council.

Nova Scotia Heritage Property Act

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

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

Sections 14(2) and 15(1) under the *Heritage Property Act* require that notice of recommendation is given to the property owner at least thirty (30) days prior to any Council decision to include the property in the Registry of Heritage Property for the Halifax Regional Municipality. The property owner is also given an opportunity to address Council before they make a decision on the registration request. Should a positive recommendation be forwarded to Council, heritage staff will ensure the required notices are sent to the owners and deposited at the Registry of Deeds.

DISCUSSION

Heritage registration applications are evaluated by the HAC relative to six evaluation criteria as outlined previously, and described in greater detail in Attachment A. To assist the HAC in their evaluation and scoring, staff offer the following comments based on a historical research report (Attachment B).

1. Age:

The property at 2587 Creighton Street was originally part of land owned by Henry Frederick Busch at the corner of Gottingen, North and Creighton Streets. Busch purchased the land in 1863, selling a portion to his son Walter in 1891. The first reference to 2587 Creighton Street (formerly 251 Creighton Street) is in Hopkin's 1891-1892 *Halifax City Directory*, and the existing dwelling was first depicted in the 1895 Halifax Fire Insurance Plan. The above documentation indicates that the dwelling was constructed circa 1891 when Walter Busch owned the property.



Figure 1: 2587 Creighton Street
Staff Site Visit (09 February 2021)

Due to the age of the dwelling, staff recommend a score of 13 points.

2. Historical OR Architectural Importance:

Relationship to Important Occasions, Institutions, Personages or Groups

2587 Creighton Street has historical associations with architect Walter Johannes Busch. Busch designed and built the residence in 1891; however, historical documentation suggests that he did not personally occupy the property. The dwelling was leased out to various tenants from 1891 until at least 1942.

Since the property holds very modest historical significance (other than its association with Walter Busch, which is captured in the following section), staff recommend a score between 1 and 5 points.

3. Significance of Architect or Builder:

Historical research identified that 2587 Creighton Street was built by Walter Johannes Busch (1865-1924). W. Busch trained under his father, esteemed architect Henry F. Busch, and worked as his assistant at the office on Bedford Row. W. Busch became an architect in 1887 and continued to work at his father's firm for the next fifteen years. After H. Busch passed away in 1902, W. Busch continued the business under his own name and specialized in educational building design. He designed ten Halifax schools, including St. Patrick's Girls' High School, Chebucto Road Public School, Tower Road School and Bloomfield School on Robie Street. Most of W. Busch's work can be found in northwest Halifax. W. Busch passed away in 1924; however, his estate retained ownership of his father's (H. Busch) properties in the north end.

For the dwelling's association with architect Walter Johannes Busch, staff recommend a score between 1 and 3 points.

4. Architectural Merit:

Construction type or building technology

The dwelling at 2587 Creighton Street is a two-storey, wood-framed dwelling with a masonry foundation that has been faced in concrete. The interior was not accessible and thus further details on the construction type or building technology are unknown; however, generally it reflects a common example of wood framing in Halifax.

Due to the common nature of the construction method and materials, staff recommend a score between 1 and 3 points.

Style

2587 Creighton Street is an example of the Late Victorian Plain style (1880-1915). The style has a relatively simple box form, with either low pitched or flat roofs. Windows are simple in shape but use large panes. The main entrances have some decorative features including an entablature, transom and sidelights. Decoration can vary from plain to elaborate, and may include wood features such as spindle work, brackets, decorative shingles, turned verandah posts and balusters.

Character-defining elements for 2587 Creighton Street include:

- Simple box form;
- Flat roof; and,
- Single-leaf main entrance.

Staff recommend a score between 1 to 3 points for the architectural style.

5. Architectural Integrity:

The property at 2587 Creighton Street has a fair level of integrity based on alterations to the exterior features. Photo documentation of the property shows the structure used to have several defining features of the Victorian Plain style, including: a flat roof with brackets; two-over-two tall windows; and, a main entrance with transom, sidelights and entablature. These elements have all since been removed.

The brackets have been removed and replaced with plain vinyl. The window trim has been removed and the framing made smaller to fit vinyl one-over-one windows. All decorative detailing surrounding the door has been removed and the main entrance replaced with a prefabricated door. The brick or stone foundation has been faced with concrete. Despite these modifications, most of these changes are reversible and have potential for restoration based on historical documentation.

Overall, the dwelling's modifications are significant. Staff recommend a score between 1 to 5 points for architectural integrity.

6. Relationship to Surrounding Area:

The property at 2587 Creighton Street was built by architect Walter Johannes Busch. Other registered heritage properties within a 20-metre radius have historical associations with the Busch family, including:

- 2577-2579 Creighton Street (Henry Busch house);
- 5522 North Street (Busch House);
- 5518 North Street (Walter J. Busch House); and,
- 2548 Gottingen Street (Leo Fultz House).

Generally, 2587 Creighton Street has historical, visual and physical associations with the neighbouring properties which are of a similar age and style.

For the dwelling's historical and physical associations with other Busch designed houses, staff recommend a score between 1 and 5 points.

FINANCIAL IMPLICATIONS

The HRM costs associated with advertising and processing this application can be accommodated within the proposed 2021/2022 operating budget for C340 - Social and Heritage Policy.

RISK CONSIDERATION

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

COMMUNITY ENGAGEMENT

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

ENVIRONMENTAL IMPLICATIONS

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

ALTERNATIVE

1. The Heritage Advisory Committee may choose to refuse the application to include 2587 Creighton Street, Halifax, in the Registry of Heritage Property for the Halifax Regional Municipality if the property scores less than 50 points based on the evaluation criteria.

ATTACHMENTS

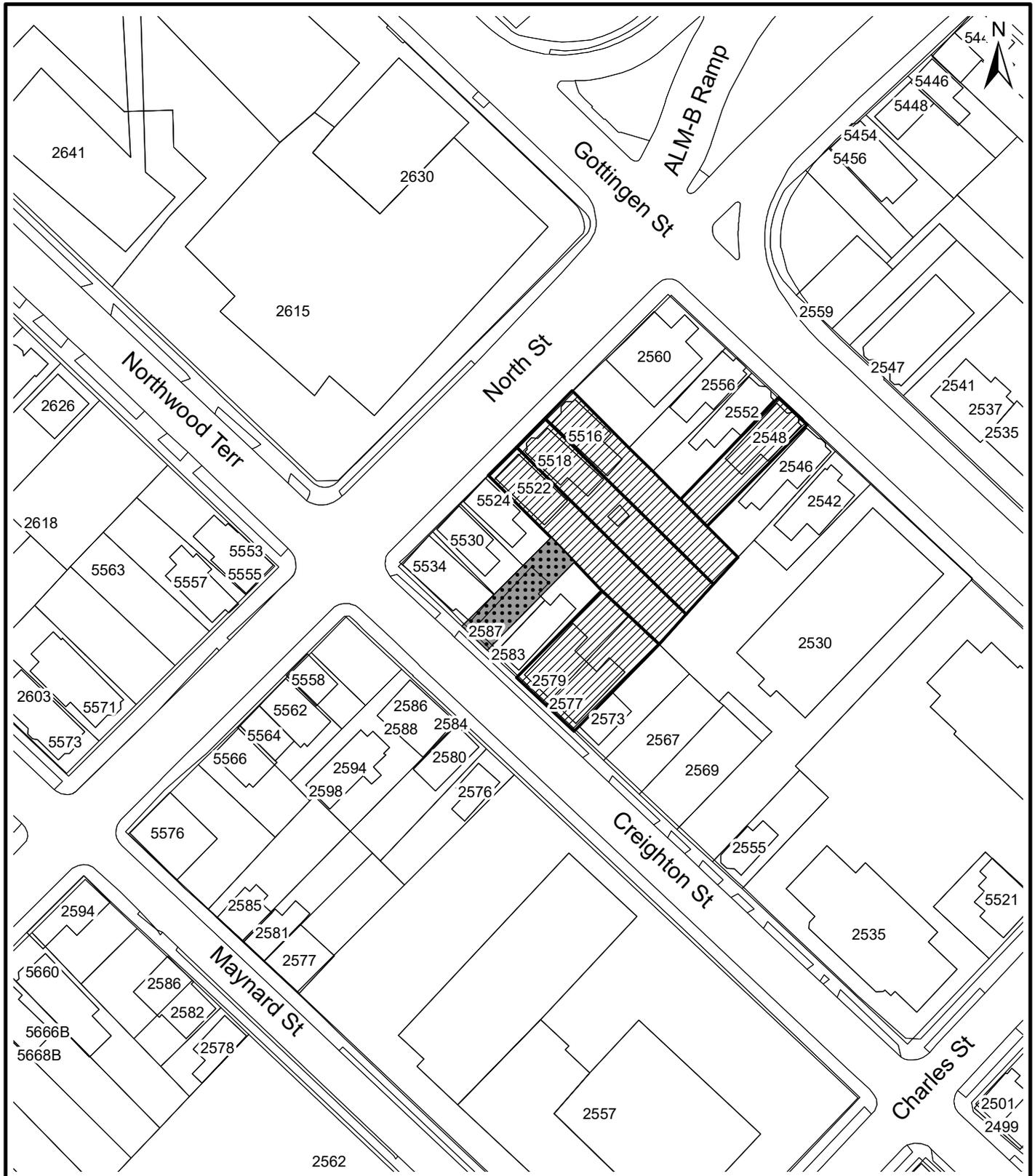
Map 1: Location Map

Attachment A: Evaluation Criteria

Attachment B: Historical Research Report

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

Report Prepared by: Elizabeth Cushing, Heritage Planning Researcher, 902.943.0568

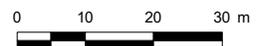


Map 1 - Location Map

2587 Creighton Street,
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.*

Attachment B

Research Report

2587 Creighton Street, Halifax

Prepared by:

HRM Planning & Development

Elizabeth Cushing, Heritage Planning Researcher

26 February 2021



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Age

2587 Creighton Street, formerly 251 Creighton Street, is situated on the block bound by Gottingen Street to the east, Charles Street to the south, Creighton Street to the west and North Street to the north.

The property at 2587 Creighton Street was originally part of a larger piece of land at the corner of Gottingen, North, and Creighton Streets owned by Henry Frederick Busch. Busch purchased the land in 1863 from George Blaiklock (Book 140, Page 233), and lived in Ward 5 with his wife Mary and children Walter, Henry, Maria and William (Library and Archives Canada 1871). The Hopkins 1878 map depicts a single-detached building fronting Gottingen Street with a stable on Busch's property (Figure 1). A double semi-detached row house fronting Creighton Street with the civic address of 247-249 is also depicted (present day 2577-2579 Creighton Street). By the 1889 Fire Insurance Plan, two additional structures were built facing Gottingen Street on Busch's property (Figure 2).

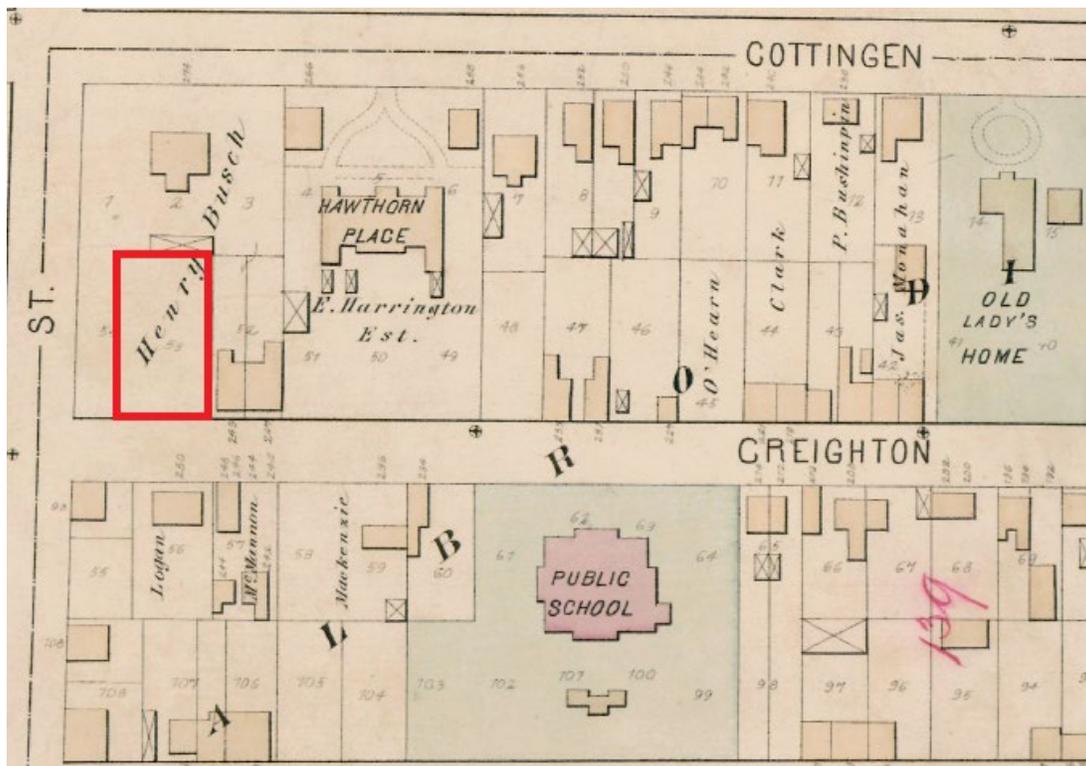


Figure 1: Hopkin's 1878 Atlas with the approximate location of 2587 Creighton Street outlined in red

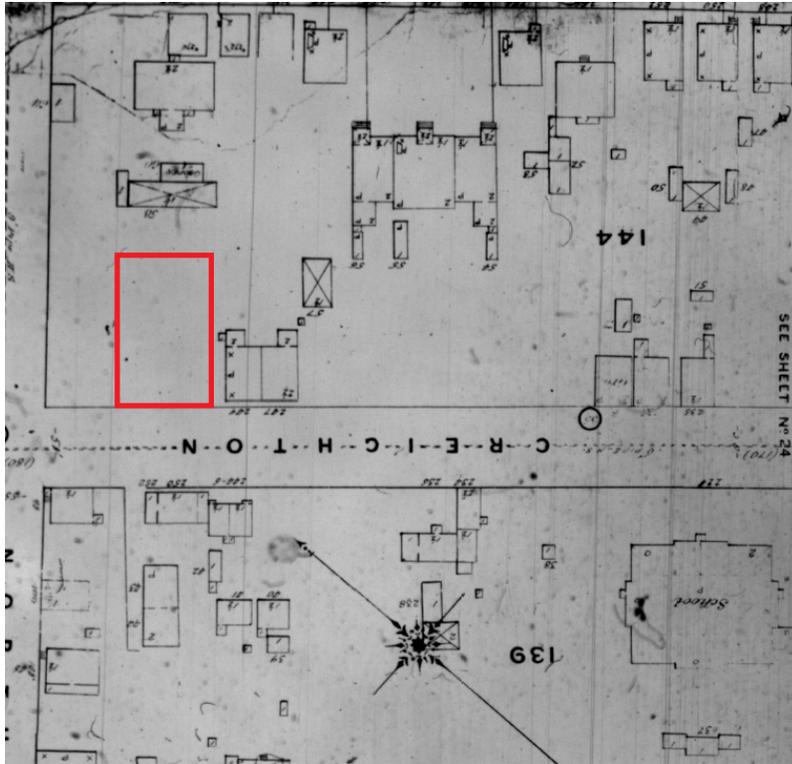


Figure 2: Goad's 1889 Fire Insurance Plan with the approximate location of 2587 Creighton Street outlined in red

Busch sold a portion of the property to his son, Walter Busch, in 1891 (Book 280, Page 215). At this time, Walter lived at the neighbouring property of 247 Creighton Street with his wife Marion and his father Henry (Library and Archives Canada 1891; McAlpine 1889). 2587 Creighton Street (then 251 Creighton Street) is first referenced in Hopkin's 1891-1892 *Halifax City Directory*, which lists William B. Arthur, commercial traveler, and Joseph Barry, carriage builder, as the property's occupants. By the 1895 Fire Insurance Plan, the present-day structure is shown as a two-storey, double semi-detached row house (Figure 3). Several single-detached buildings are shown along the east side of North Street and south side of Gottingen Street. Minimal changes to the building footprint are evident by 1911 (Figure 4).

There are no deeds for the property at this time, indicating that the building was owned by Walter Busch and leased out. Busch's estate retained ownership of the property until 1942, when it was sold from Howard Whiston, sole surviving trustee of Busch's estate, to Rachel Shofer (Book 828, Pages 1097-1100). Minimal changes to the building footprint are visible in the mid-20th century fire insurance plans.

Based on the above, the structure at 2587 Creighton Street was constructed circa 1891 when Walter Johannes Busch owned the property and was subsequently leased out to various tenants.

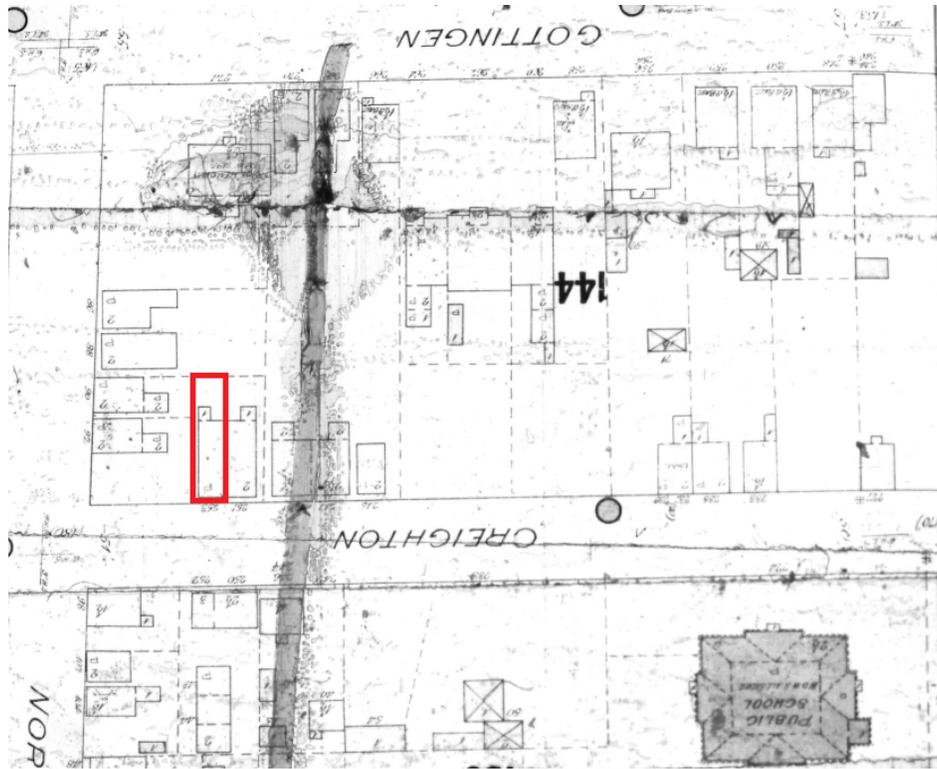


Figure 3: Goads 1895 Fire Insurance Plan with the subject property outlined in red

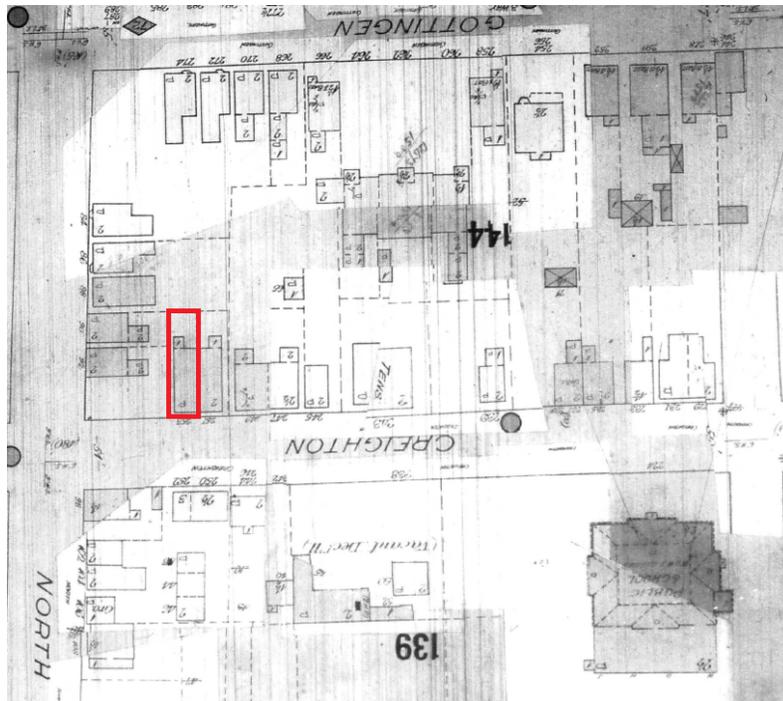


Figure 4: Goad's 1895 (Revised 1911) Fire Insurance Plan with the subject property outlined in red

Historical or Architectural Importance

Relationship to Important Occasions, Institutions, Personages or Groups

2587 Creighton Street has historical associations with architect Walter Johannes Busch. Busch designed and constructed the residence between 1891 and 1895; however, historical documentation suggests that he did not occupy the property.

The first residents of the property were William B. Arthur, commercial traveler, and Joseph Barry, carriage builder, in 1891. By 1893-1894, the residents were Horace Morine, I.C.R Clerk (Intercolonial Railway) and Joseph D. Barry, carriage builder (McAlpine 1893:484). Arthur M. Boutilier is listed as living at 251 Creighton Street by 1894 (McAlpine 1894:514). Boutilier owned the grocers, wholesale and retail store A.M. Boutilier & Co. once located at 75 Gottingen Street.

The property was occupied by various tenants until the property was purchased by Rachel Shofer in 1942, who owned numerous properties throughout Halifax.

Important / Unique Architectural Style or Highly Representative of an Era

2587 Creighton Street is an example of the Late Victorian Plain style, popular in Nova Scotia from 1880 to 1915 (Penney 1989). The style can be characterized by its simple box-form shape, low-pitched roof and minimal decoration. The structure at 2587 Creighton Street has a fair level of integrity, making it not overly representative of the Late Victorian Plain style or the Victorian era. The style is common throughout Halifax, including neighbouring properties designed by Busch at 5522 North Street and 2548 Gottingen Street.

Significance of Architect or Builder

2587 Creighton Street was built by Walter Johannes Busch (1865-1924). Walter trained under his father, esteemed architect Henry F. Busch, and worked as his assistant at the office on Bedford Row. Walter became an architect in 1887 and continued to work at his father's firm for the next fifteen years. After Henry passed away in 1902, Walter continued the business under his own name and specialized in educational building design (Rosinski 1994; Hill 2021). He designed ten Halifax schools, including St. Patrick's Girls' High School, Chebucto Road Public School, Tower Road School and Bloomfield School on Robie Street (Rosinski 1994).

Most of Walter's work can be found in northwest Halifax, including some private residences, commercial buildings, and three churches: the Lutheran Church at Windsor and Allen Streets; St. John's Presbyterian, formerly at Willow and Windsor Streets; and, St. Mark's Anglican Church at Gottingen and Russell Streets (Rosinski 1994:192). Walter passed away in 1924; however, his estate retained ownership of his father's properties in the north end (Rosinski 1994:193).

Architectural Merit

Construction Type or Building Technology

The structure at 2587 Creighton Street is a two-storey, wood-framed dwelling with a masonry foundation that has been faced in concrete. No exterior elements display superior craftsmanship and many original elements have been removed over time.

Style

2587 Creighton Street is a double, semi-detached house with a rectangular short façade plan (Figure 5 and Figure 6). The residence stands on a masonry foundation that has been faced with concrete. The west façade is clad in wood siding while the north façade is clad in vertical vinyl siding. The flat roof has vinyl plain soffit. Windows are flat and one-over-one with plain trim. The single-leaf vinyl entrance on the south façade is accessible from a small set of wood stairs.

2587 Creighton Street is an example of the Late Victorian Plain style (1880-1915; Penney 1989). The style has a relatively simple box form, with either low pitched or flat roofs. Windows are simple in shape but use large panes. The main entrances have some decorative features including an entablature, transom and sidelights (Penney 1989:93). Decoration can vary from plain to elaborate, and may include wood features such as spindle work, brackets, decorative shingles, turned verandah posts and balusters (Archibald and Stevenson 2003:78).

Character-defining elements for 2587 Creighton Street include:

- Simple box form;
- Flat roof; and,
- Single-leaf main entrance.



Figure 5: West façade of 2587 Creighton Street (09 February 2021)



Figure 6: North and west façades of 2587 Creighton Street (09 February 2021)

Architectural Integrity

The property at 2587 Creighton Street has a fair level of integrity based on reversible alterations to the exterior features. A photo of the property from the 1960s shows the structure used to have several defining features of the Victorian Plain style, including: a flat roof with brackets; two-over-two tall windows; and, a main entrance with transom, sidelights and entablature (Figure 7). These elements have all since been removed.

The brackets have been removed and replaced with plain vinyl. The window trim has been removed and the framing made smaller to fit vinyl one-over-one windows. All decorative detailing surrounding the door has been removed and the main entrance replaced with a prefabricated door. The brick foundation has been faced with concrete.

Despite these modifications, most of these changes are reversible and have potential for restoration based on historical documentation.



Figure 7: 98 North Street with the subject property located to the far left, circa 1960 (Source: Halifax Municipal Archives 102-39-1-240)

Relationship to Surrounding Area

The property at 2587 Creighton Street was built by architect Walter Johannes Busch. Other registered heritage properties within a 20-metre radius have historical associations with the Busch family, including:

- The neighbouring property at 2577-2579 Creighton Street (Henry Busch house; Figure 8);
- 5522 North Street (Busch House; Figure 9);
- 5518 North Street (Walter J. Busch House); and,
- 2548 Gottingen Street (Leo Fultz House; Figure 10).

There is one other registered heritage property within 45 metres of 2587 Creighton Street, at 5516 North Street (Butler-Distant House). 2587 Creighton Street has historical, visual and physical associations with the neighbouring properties which are of a similar age and style (Figure 11 and Figure 12).



Figure 8: Registered Heritage Property at 2577-2579 Creighton Street (09 February 2021)



Figure 9: Registered Heritage Properties at 5516, 5518 and 5522 North Street (09 February 2021)

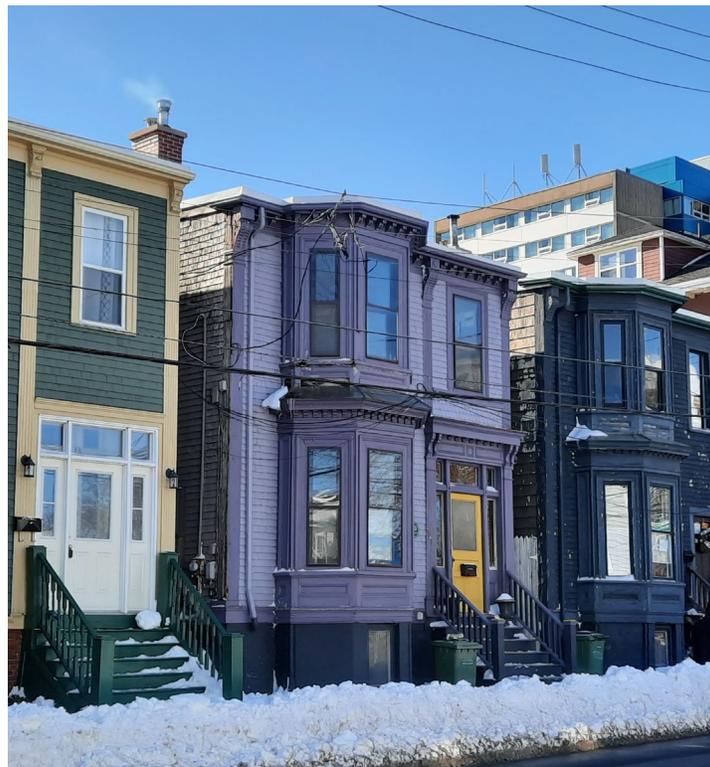


Figure 10: Registered Heritage Property at 2548 Gottingen Street (09 February 2021)



Figure 11: Creighton Street facing north (09 February 2021)



Figure 12: Creighton Street facing east (09 February 2021)

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