



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

Item No. 6.1
Heritage Advisory Committee
Special Meeting
June 23, 2021
July 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: May 17, 2021

SUBJECT: **Case H00507: Request to Include 1600 Summer Street, Halifax, in the Registry of Heritage Property for the Halifax Regional Municipality**

ORIGIN

This is a third-party application received from the Halifax Military Heritage Preservation Society.

LEGISLATIVE AUTHORITY

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

RECOMMENDATION

Should 1600 Summer Street, Halifax, score 35 or more points on evaluation as a heritage site under the HRM heritage property program, the Heritage Advisory Committee recommends 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 1600 Summer Street, Halifax, 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

In February 2021, the Halifax Military Heritage Preservation Society, a third-party applicant, applied to include the municipally owned property at 1600 Summer Street, Halifax (known as Camp Hill Cemetery), in the Registry of Heritage Property for the Halifax Regional Municipality (HRM). The subject property is located on the block bound by Veterans Memorial Lane to the north, Summer Street to the east, Spring Garden Road to the south and Robie Street to the west (Map 1). The subject property contains a cemetery designed in the Rural Cemetery style that has been used as an active burial ground since 1844 and is the earliest example of the style in Canada.

Based on this third-party registration request, the community feels that the Camp Hill Cemetery deserves consideration as an important heritage site. HRM has also identified the cemetery's value through various plans and policies, including the *Centre Plan* process and the *Halifax Green Network Cultural Landscape Framework Study*, as part of the Citadel and Halifax Common Lands. The cemetery, along with the Halifax Public Gardens, has been identified as a historical open space in the *Centre Plan*. The forthcoming *Halifax Common Master Plan* also recognizes Camp Hill Cemetery for its heritage significance and supports the registration of the property. The latter document provides further guidance and detail regarding the planning and management of the cemetery.

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 goals of the Heritage Property Program is to recognize significant heritage resources through the inclusion of properties into the Municipal Registry of Heritage Properties.

Heritage Site Evaluation Criteria

Under the Heritage Property Program, all registration applications for heritage properties are evaluated by the Heritage Advisory Committee (HAC) using either "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". The heritage site evaluation criteria focuses on the broader use and cultural associations of a property over time and places less attention on structures that may exist. The maximum number of points under which a heritage site is evaluated is 70, whereas the heritage building evaluation criteria is a maximum of 100 points. Examples of properties evaluated and registered under the heritage site criteria include the former Halifax Memorial Library and the Halifax Public Gardens. It should be noted that the corresponding legal terminology for a "heritage site" under the *Heritage Property Act* is "Heritage Area". Throughout this report references to both "heritage site" and "heritage area" shall be synonymous.

Due to the continuous use of the subject site as a burial ground and the absence of any original or noteworthy structures, staff recommend that the Camp Hill Cemetery be evaluated as a heritage site. The Evaluation Criteria and scoring for a heritage site are broken down into four categories:

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

Should the HAC score the site with 35 or more points, a positive recommendation will be forwarded to Regional Council. If the site scores less than 35 points, the report will not be forwarded to Regional Council for their consideration.

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. As a municipally owned property, heritage staff has engaged with HRM's Parks and Recreation staff to advise them on the impending heritage registration for the property. 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 for heritage sites are evaluated by the HAC relative to four 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 C).

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 several 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. Continuity of Use

In 1830, the Old Burying Ground on Barrington Street (then Pleasant Street) was approaching capacity. The former City of Halifax (City) began to seek out a new burial ground and enabling legislation for its creation was developed in 1833. The City proposed a cemetery on Wind Mill Hill (the current location of the QEII Camp Hill Veterans Memorial Building); however, the military opposed this location as it was within 600 yards of Citadel Hill. The two parties reached a compromise when the Wind Mill Hill site was exchanged for the military-owned property at Fort Massey (present day Fort Massey Cemetery). The City ultimately deeded the Fort Massey land to the Roman Catholic Church for a burial ground in 1843. Subsequently in

1844, the City established the Camp Hill Cemetery on a 16-acre portion of the South Common lands and the cemetery opened that same year.

Camp Hill Cemetery, along with the Wind Mill Hill land deeded to the military, is depicted in William Gossip's 1859 Plan of Halifax Common. The Cemetery was divided into sections for different groups (e.g. St. George's Parish, pauper burials, the Coloured Section). The cemetery's management, including the sale of lots, was initially led by the Committee of the Camp Hill Cemetery which was comprised of aldermen. The keeper (groundskeeper) of the cemetery was responsible for overall maintenance, which was to be completed to the satisfaction of the Committee and no internments could take place before a permit was signed by the City Clerk. There are estimated to be over 30,000 internments in Camp Hill Cemetery; however, approximately only 5,000 of these are marked. Less fortunate and marginalized members of the public were not always provided grave markers and inconsistent record keeping means that there are many thousands more people buried in the cemetery than are presently documented and/or identified with a grave marker.

Camp Hill Cemetery has been an active burial ground for 177 years, from 1844 to present. Camp Hill Cemetery is municipally owned and operated, with gravestone management services provided through HRM's Parks and Recreation staff. The cemetery continues to be an active burial ground with plans to construct a columbarium at the centre. Registration of the property will not impact the continued operation of the cemetery.

For its continuous use as an active burial ground for the past 177 years, a score between 20 and 25 is recommended.

2. Historical Importance

Camp Hill Cemetery was designed in the Rural Cemetery style, a movement that took place in the early to mid-19th century (see Figure 1). The Rural Cemetery style is characterized by cemeteries being located outside of the city core with elements of an English landscape reminiscent of a park. The style required cemeteries to be heavily cultivated, with fences or hedges, belts of trees, green grass, flowers and shrubs to provide for security and seclusion. The cemetery entrance often incorporated hardware and plantings, with evergreens and deciduous trees throughout the grounds. Flowering shrubs and flowers planted in groupings were also recommended.



Figure 1: Mature tree canopy and horticultural plantings at Camp Hill Cemetery
Staff Site Visit (30 March 2021)

Character-defining elements of Camp Hill Cemetery include:

- Its representation of the Rural Cemetery Movement through its overall landscape design and features including mature tree canopy and horticultural plantings;
- Black iron ornamental fences and granite posts marking three entryways, originally designed by Starr Manufacturing Co.;
- The layout and configuration of the gravel pathways that traverse the site and connect three entryways to surrounding areas;
- Grave markers of various styles, designs and ages; and
- Pedestrian connectivity to other public open spaces of the Halifax Public Gardens National Historic Site and Wanderers Ground.

In addition to the character-defining elements listed above, Camp Hill Cemetery has historical associations with the thousands of Haligonians buried there. This includes, but is not limited to:

- Viola Desmond, civil rights activist (1914-1965);

- Members of the No. 2 Construction Battalion;
- Henry Frederick Busch, architect (1826-1902);
- Joseph Howe, 4th Premier of Nova Scotia (1804-1873);
- Robert Stanfield, 17th Premier of Nova Scotia (1914-2003);
- William A. White, Baptist minister and army chaplain (1874-1936);
- Enos Collins, Halifax merchant, shipowner and banker (1774-1871);
- Fathers of Confederation, William Henry (1816-1888) and Jonathan McCully (1809-1877);
- Sir William Young, Knight (1799-1887);
- Alexander Keith, businessman and politician (1795-1873);
- Sir Charles Frederick Fraser, businessman (1850-1925);
- Abraham Gesner, physician and inventor (1797-1864);
- Passengers of the Titanic, Dr. Francis Edward McGee and Miss Hilda Mary Slayter; and,
- Soldiers and veterans from both World Wars.

Camp Hill Cemetery has strong historical associations with the broader community and with the thousands of Haligonians buried there, including locally, provincially, and nationally significant persons. As a result, a score between 20 and 25 is recommended.

3. Integrity

The original cruciform circulation pattern and layout of Camp Hill Cemetery has remained largely unchanged since its creation in 1844, with the exception of the following changes as noted in the Committee of Camp Hill Cemetery records:

- The circular pathway was removed for additional burial plots;
- Decorative features, such as large concrete flower stands (established in 1935), no longer exist;
- Flower beds were removed;
- The original design of the Starr Manufacturing Co. wrought iron fence has been retained, although the entryway gate at the Summer Street entrance has been removed (see Figure 2);
- The wooden fence that once surrounded the cemetery was replaced with wrought iron gates;
- There are some paved areas of pathways which were originally covered in ashes or gravel;
- A path to the east of the Robie Street gate and another path near the Summer Street entrance was closed to make room for more lots; and
- Built elements, such as the office, keepers lodge, and washroom facilities have been demolished and replaced with modern facilities.



Figure 2: Camp Hill Cemetery Summer Street
Entrance
Staff Site Visit (30 March 2021)

There have been moderate changes to the integrity of Camp Hill Cemetery. A columbarium is planned to be constructed near the centre of the cemetery; however, this will not adversely impact the site's integrity and pathway circulation, while providing internment options and a future source of revenue to support the continued maintenance of the cemetery.

For its overall moderate level of integrity, a score of between 1 and 5 is recommended.

4. Context

Community Value

Camp Hill Cemetery has historical, visual and physical associations with the rest of the Commons land. This includes the Public Gardens National Historic Site, Wanderers Grounds, Bengal Lancers site, Carlton Victorian Streetscape, Power Cottage and Victoria Park. There is continuous green space connectivity between the Public Gardens, Wanderers Grounds and Camp Hill Cemetery, with mature tree canopy and iron fencing. As a large fenced in block, the pedestrian connectivity is an asset.

Camp Hill Cemetery is an integral component of the overall Commons greenspace network. Its importance is not only as a place of a reflection and commemoration for those resting there, but also a place of horticultural appreciation, passive park uses, and a pedestrian connection between the Commons land and adjacent neighbourhoods. The design of grave markers and landscape design sheds a light on Halifax's past social history, spiritual beliefs and cultural values. Camp Hill Cemetery connects Haligonians with its past with several opportunities for interpretation throughout the cemetery.

Canada's Historic Places provide several reasons for designating municipal cemeteries, including:

- promoting the history and heritage of your community;
- celebrating or memorializing a specific person or event;
- increasing tourism interest, thereby increasing revenues for your community;
- helping to ensure longevity of a site through inclusion on the Canadian Register of Historic Places;
- providing a stepping-stone for future research; and
- increasing community involvement in the heritage preservation process.

For the significant community value of Camp Hill Cemetery, a score between 6 to 10 is recommended.

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 to the Business Units having responsibility for the cemetery has been completed.

FINANCIAL IMPLICATIONS

The HRM costs associated with advertising and processing this application can be accommodated within the approved 2021/22 operating budget for C340 – Social and Heritage Policy.

Future site improvements include the construction of a columbarium and restoration of the wrought iron fence and gates. There is \$600K included in the 22/23 capital budget under Cemetery Upgrades (CP000020) for the fence restoration. The columbarium will be brought forward in a future budget cycle for Council's consideration. Beyond this, there are currently no plans for the demolition or substantial alteration of any elements of the site. Staff from HRM Parks and Recreation, and Corporate Facility Design and Construction have been consulted to ensure all proposed work can be supported if the property is successfully registered.

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

No environmental implications were identified.

ALTERNATIVE

1. The Heritage Advisory Committee may choose to reject the application to include 1600 Summer Street, Halifax, in the Registry of Heritage Property for the Halifax Regional Municipality. In doing so, the application will not proceed to Regional Council for evaluation.

ATTACHMENTS

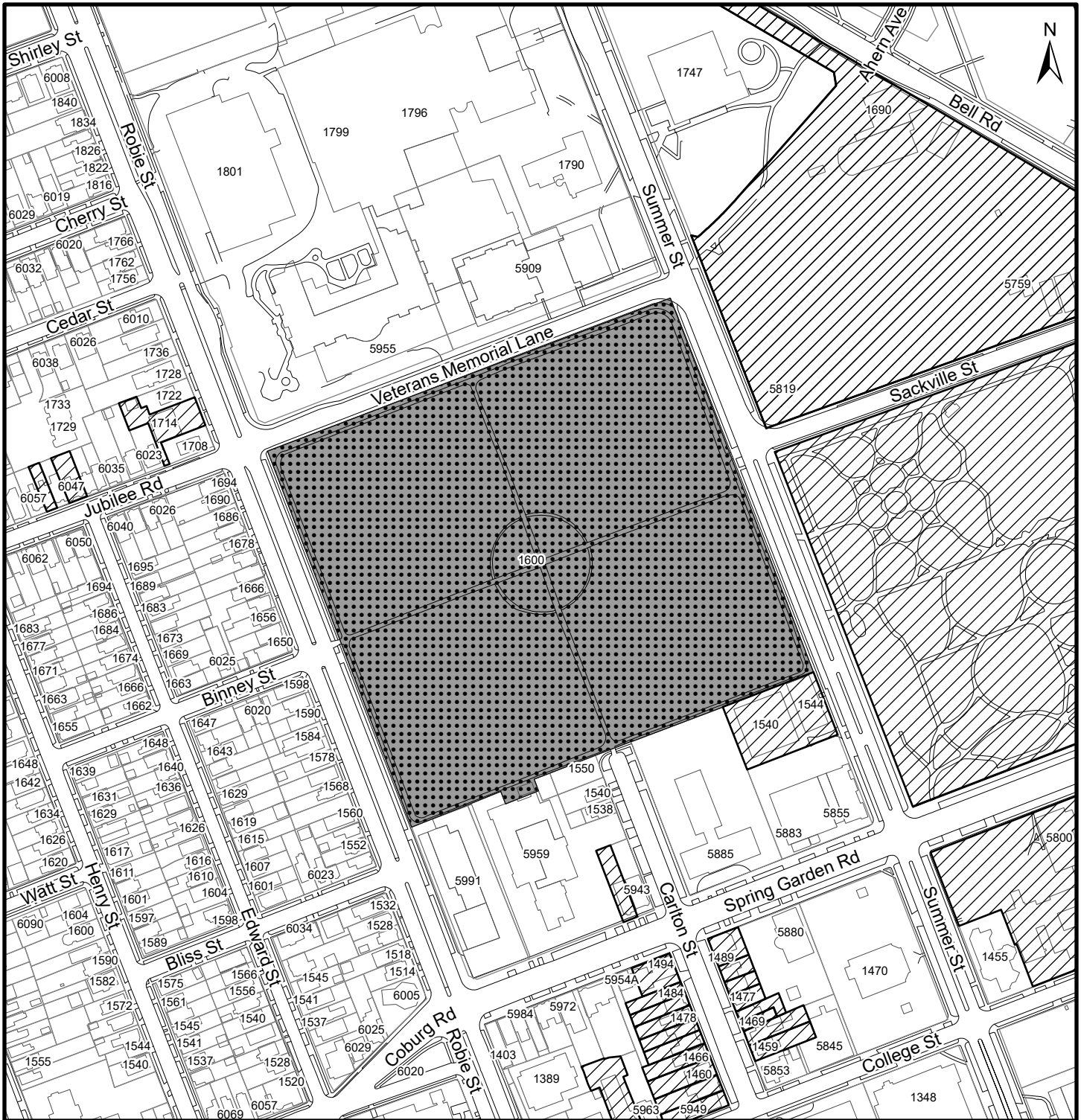
Map 1: Location Map

Attachment A: Evaluation Criteria for Heritage Sites

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

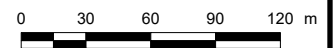


Map 1 - Location

1600 Summer Street,
Halifax

-  Subject Properties
-  Registered Heritage Property

HALIFAX



This map is an unofficial reproduction of a portion of the plan area indicated.

The accuracy of any representation on this plan is not guaranteed.

Halifax Peninsula By-Law Area

**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 B

Research Report

Camp Hill Cemetery, 1600 Summer Street, Halifax

Prepared by:

HRM Planning & Development
Elizabeth Cushing, Heritage Planning Researcher
10 May 2021



HALIFAX

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Age of Site & Continuity of Use

Camp Hill Cemetery (1600 Summer Street) is situated on the block bound by Veterans Memorial Lane to the north, Summer Street to the east, Spring Garden Road to the south and Robie Street to the west in Halifax. The historical information below was largely informed by the Halifax Municipal Archives *Committee of Camp Hill Records* from 1840 to 1994 (Reference 102-60), and the former City of Halifax's (City) *Halifax Common Background Report* (1992) and *Halifax Common Plan* (1994).

In 1830, the Old Burying Ground on Barrington Street (then Pleasant Street) was reaching capacity (City of Halifax 1994). The City began to seek out a new burial ground and enabling legislation for its creation was developed in 1833 (McGuire 1990). The City proposed a cemetery on Wind Mill Hill (the current location of the QEII Camp Hill Veterans Memorial Building); however, the military opposed this location as it was within 600 yards of Citadel Hill, in an area that was to be kept clear of buildings and trees for defensive purposes. The two parties reached a compromise when the Wind Mill Hill site was exchanged for the military-owned property at Fort Massey (present day Fort Massey Cemetery; City of Halifax 1994).

The City deeded the Fort Massey land to the Roman Catholic Church for a burial ground in 1843. Subsequently in 1844, the City decided to establish the Camp Hill Cemetery on a 16-acre portion of the South Common lands and the cemetery opened that same year.

The cemetery is depicted in William Gossip's 1859 *Plan of Halifax Common* along with the Wind Mill Hill land deeded to the military (Figure 1). Hopkin's 1878 map depicts Camp Hill Cemetery as having small structures near the Summer Street and Carleton Street entrances (Figure 2), and Ruger's 1879 *Panoramic View of Halifax* provides a detailed view of the pathways and tree canopy throughout the cemetery (Figure 3). The remainder of Goad's *Halifax Fire Insurance Plan's* from 1889, 1895, and 1911 do not cover the Camp Hill Cemetery area in full (Figure 4).

For much of its early history, Camp Hill Cemetery was divided into sections for different groups based on religious affiliation, social class and race (e.g. St. George's Parish, pauper burials, the Coloured Section), with less fortunate and marginalized members of the public segregated and often not provided with grave markers. The cemetery's management, including the sale of lots, was initially led by the Committee of the Camp Hill Cemetery which was comprised of aldermen. The keeper of the cemetery was responsible for overall maintenance which was to be completed to the satisfaction of the Committee, and no internments could take place before a permit was signed by the City Clerk.

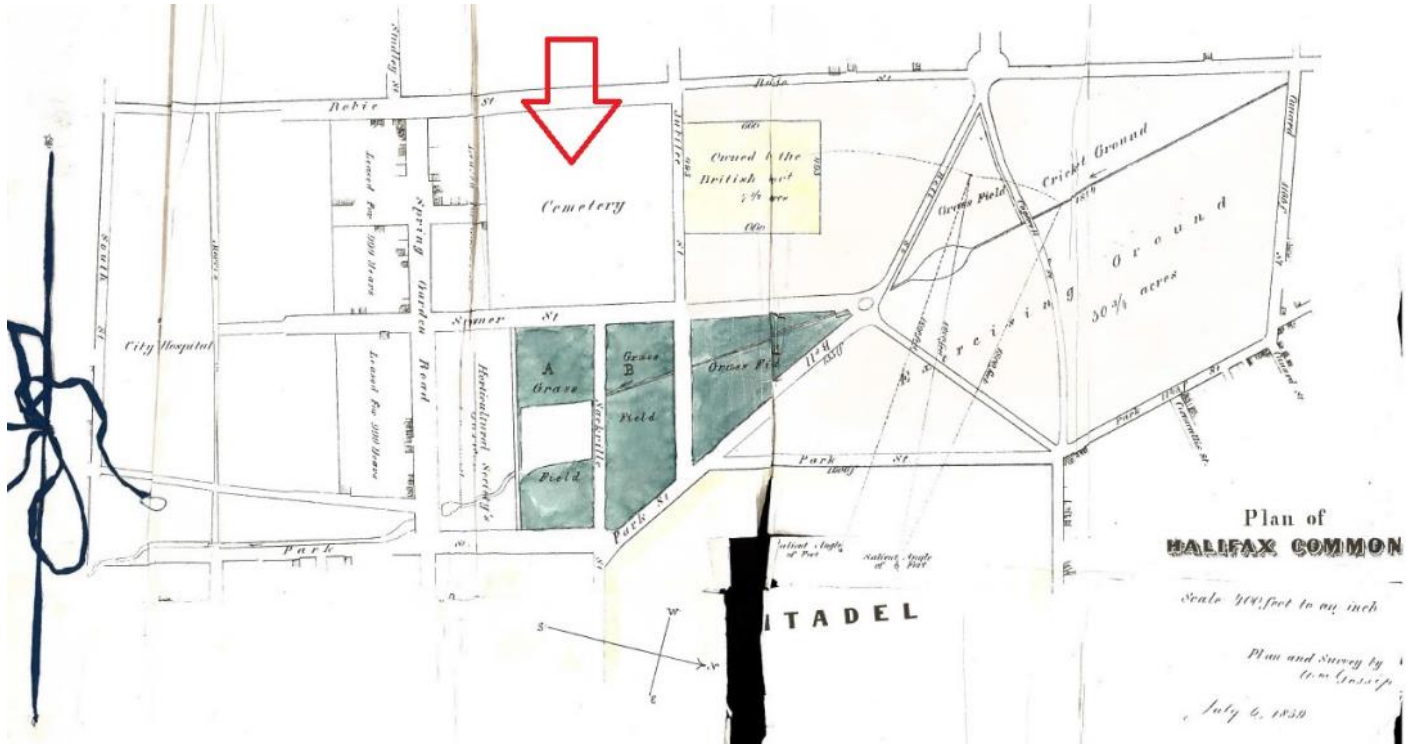


Figure 1: 1859 Plan of the Halifax Common by William Gossip with the subject property identified in red



Figure 2: Hopkin's 1878 Map of Halifax with the subject property identified in red

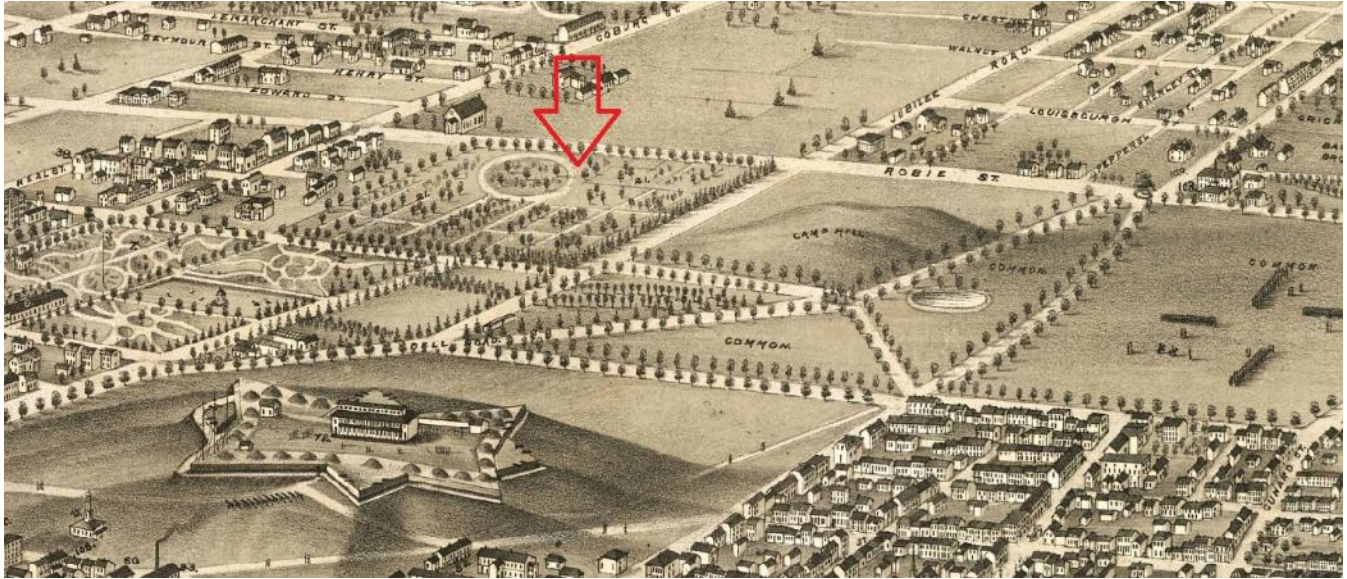


Figure 3: Ruger's 1879 Panoramic View of the City of Halifax with the subject property identified in red

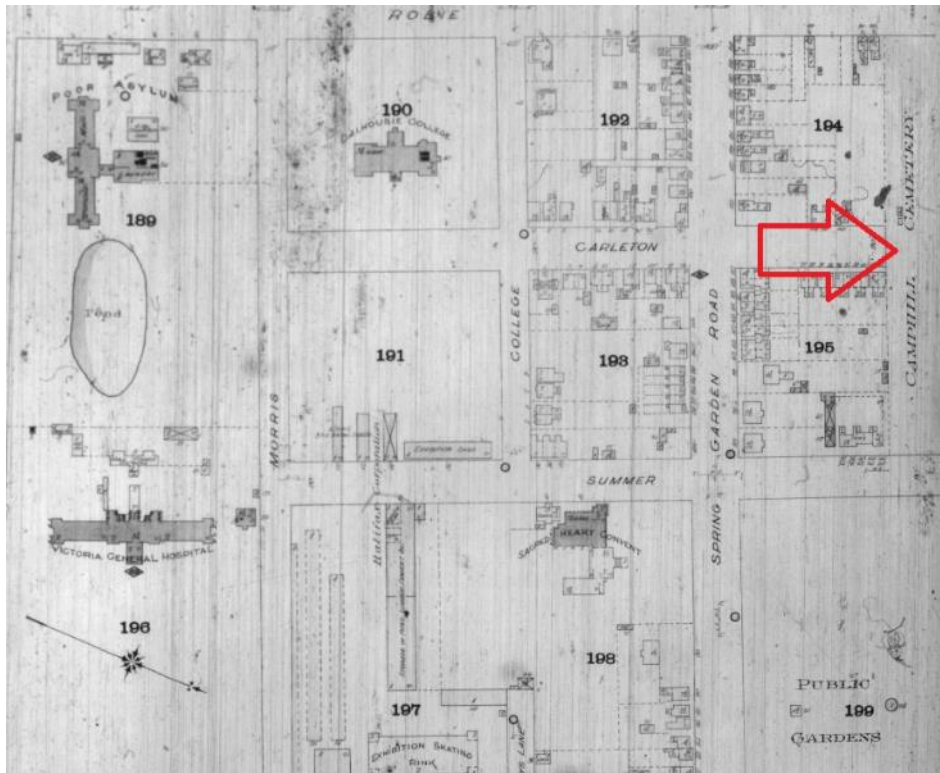


Figure 4: Goad's 1895 Fire Insurance Plan with the subject property identified in red

By 1891, the cemetery was the burial site for 230 Episcopalians, 112 Presbyterians, 89 Baptist, 87 Methodist, 4 Salvation Army, 3 Lutheran, 2 Universalist, 1 [illegible] and 29 unknown internments for a total of 558 burials (Halifax Municipal Archives 1891). During this time, Camp Hill Cemetery struggled with capacity issues and another cemetery location was being sought. However, there were disputes over the City's ability to objectively appease various denominations, with the longstanding belief that each religion had the right to operate their own cemeteries. The Roman Catholics requested that a certain sum of money be provided to them for their own cemetery; this was in turn opposed by the Evangelical Alliance. As a result, the Committee had to table the discussion despite overcrowding at the cemetery and few lots were available for purchase (Halifax Municipal Archives 1891).

By 1892, the cemetery had iron fencing and a lodge for the superintendent designed by Architect Edward Elliot, gravel walkways, flower beds and new seating areas (Figures 5 & 6). That year a tender was issued for a new cemetery site to address overcrowding at Camp Hill (Halifax Municipal Archives 1892). Many of the sites offered were deemed unsuitable, and the Committee had to continuously ask Council for funding to maintain the grounds. To free up space, it was argued that the circular path in the cemetery, then used for ornamental purposes, be used for more lots. A Citizen Cemetery Committee was established to assist the Committee in finding a new property for a cemetery, who opposed turning the circular path into additional lots, stating:

“Camp Hill Cemetery is the Geographical centre of the City and in the future will undoubtedly be a great resort for Citizens. To fill up every foul of space in the Cemetery therefore would be exceedingly unwise for the present and worse than a blunder against posterity” Halifax Municipal Archives (29 March 1894)

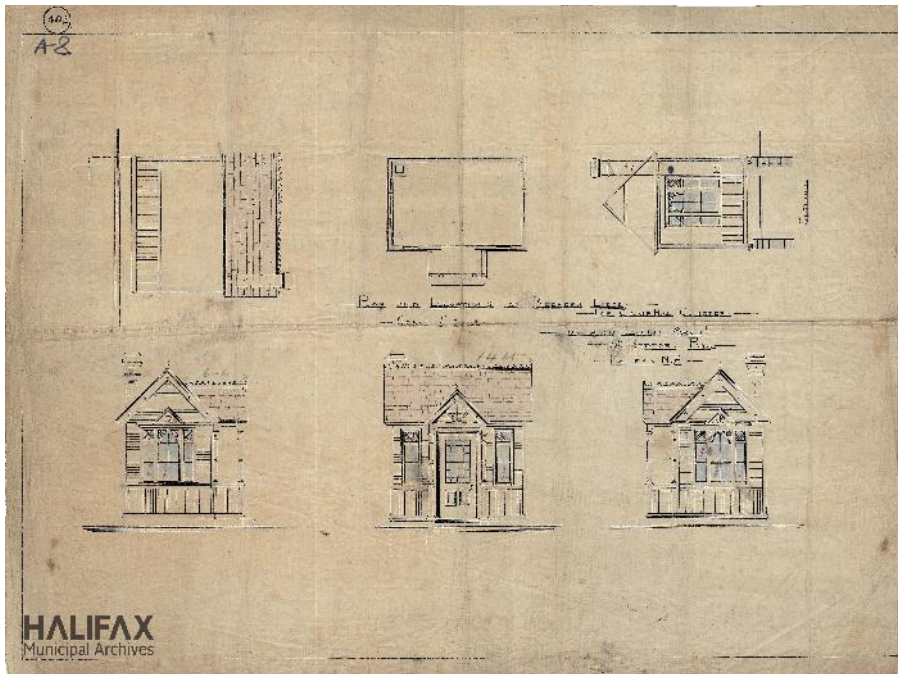


Figure 5: Keepers Lodge Plans and Elevations by Architect Edward Elliot (Source: Halifax Municipal Archives A-8-302)

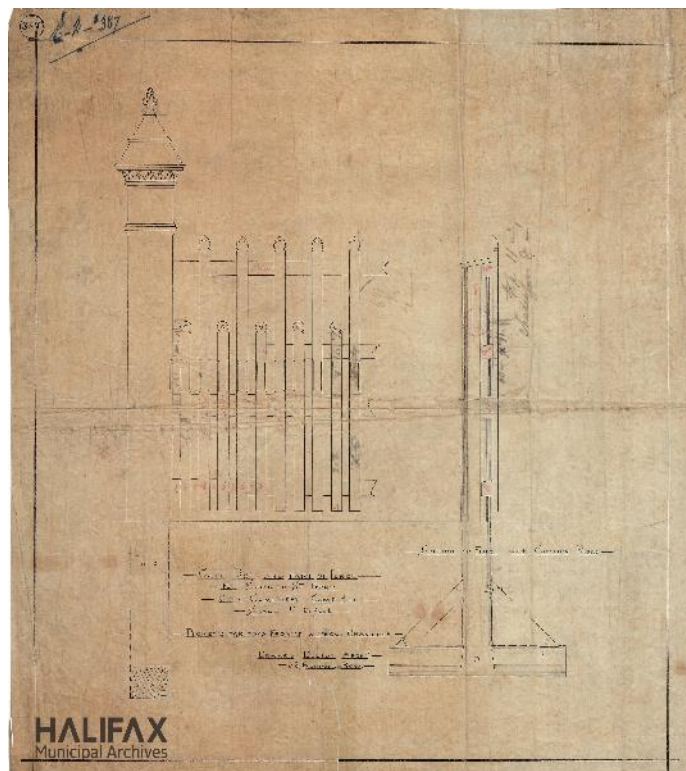


Figure 6: Original Gate Plans designed by Architect Edward Elliot (Source: Halifax Municipal Archives E-2-387)

A plan of the cemetery from around 1898 shows lot divisions, several east to west pathways, and the largely retained circular path (Figure 7). Due to the committee's opposition, it was determined that the Superintendent of Camp Hill Cemetery work with the promoters of a proposed Fairview Cemetery Committee for the temporary interment of bodies in that cemetery. This eventually became the new municipally owned cemetery (present day Fairview Lawn Cemetery) and helped ease the demand for lots at Camp Hill. Afterwards, the Committee sought new lots by asking lot owners to produce deeds proving their ownership.



Figure 7: Plan of Camp Hill Cemetery, from around 1898

Revenue was still a concern and in 1906, and the Committee made public pleas for funds to maintain the lots. The Committee was renamed the Commissioners of Camp Hill Cemetery and was comprised of four aldermen and three citizens appointed by Council for two-year terms. The Commission worked with a Superintendent, who was appointed by Council, to maintain the property. In 1923, a tender was issued to build a wrought iron fence, gates and granite posts along Jubilee Road (now Veterans Memorial Lane), and Summer and Robie Streets. This work was eventually granted to Starr Manufacturing Co. in 1928 (Figures 8 & 9). At that time, the circular path was still intact (Figure 10).

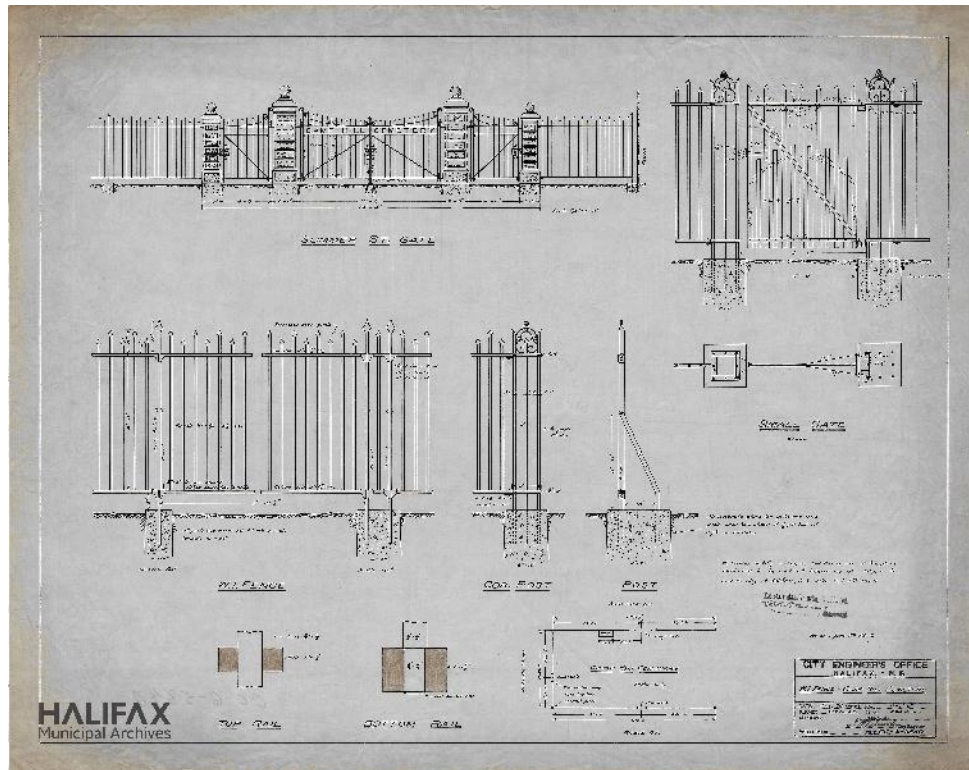


Figure 8: Camp Hill Cemetery Gate Plans by Starr Manufacturing Company, 1925 (Source: Halifax Municipal Archives CC-6-5840)

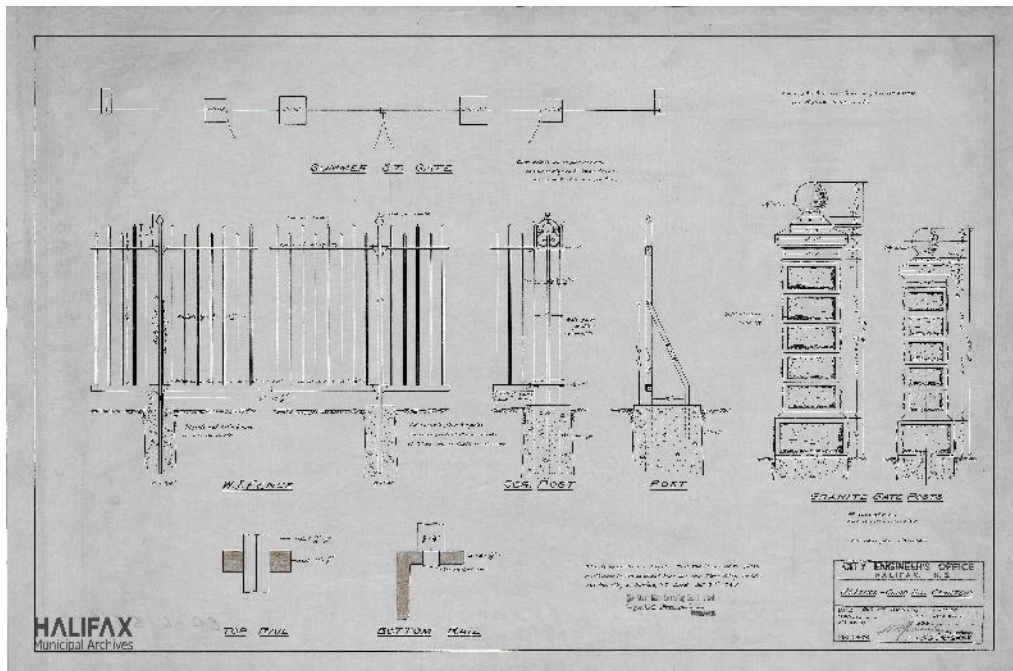


Figure 9: Camp Hill Cemetery Gate Plans, 1925 (Source: Halifax Municipal Archives CC-6-5862)



Figure 10: Circular pathway circa 1923 (Source: Halifax Municipal Archives M-3-5611)

In 1924, the Commission was again renamed the Committee on Camp Hill Cemetery and its membership comprised of a board appointed by the mayor and approved by council. The Committee enacted programs such as the Perpetual Care Program, where citizens could provide a sum of money yearly to ensure the upkeep of their family grave markers (Figure 11). Due to the continued high demand for lots, portions of the cemetery, including the circular path, were eventually divided into new lots, along with the area near the Carleton Street gate (Halifax Municipal Archives 1931; Figure 12). The Committee on Camp Hill Cemetery was dissolved in 1941 when the Committee of Works became responsible for managing all City cemeteries. The Committee of Works also obtained control over all gardens, parks and Commons excluding Point Pleasant Park.

Halifax Regional Municipality (HRM) currently owns 158 acres of the Common area, including the North Common, Central Common, Wanderer's Grounds, Camp Hill Cemetery, the Public Gardens, Victoria Park and the boulevard on University Avenue (City of Halifax 1992). Camp Hill Cemetery is currently municipally owned and operated, with gravestone management services provided through HRM's Parks and Recreation staff (Figure 13). The cemetery continues to be an active burial ground with plans to construct a columbarium at the centre (Figure 14).

Camp Hill Cemetery has been an active burial ground for 177 years, from 1844 to present.

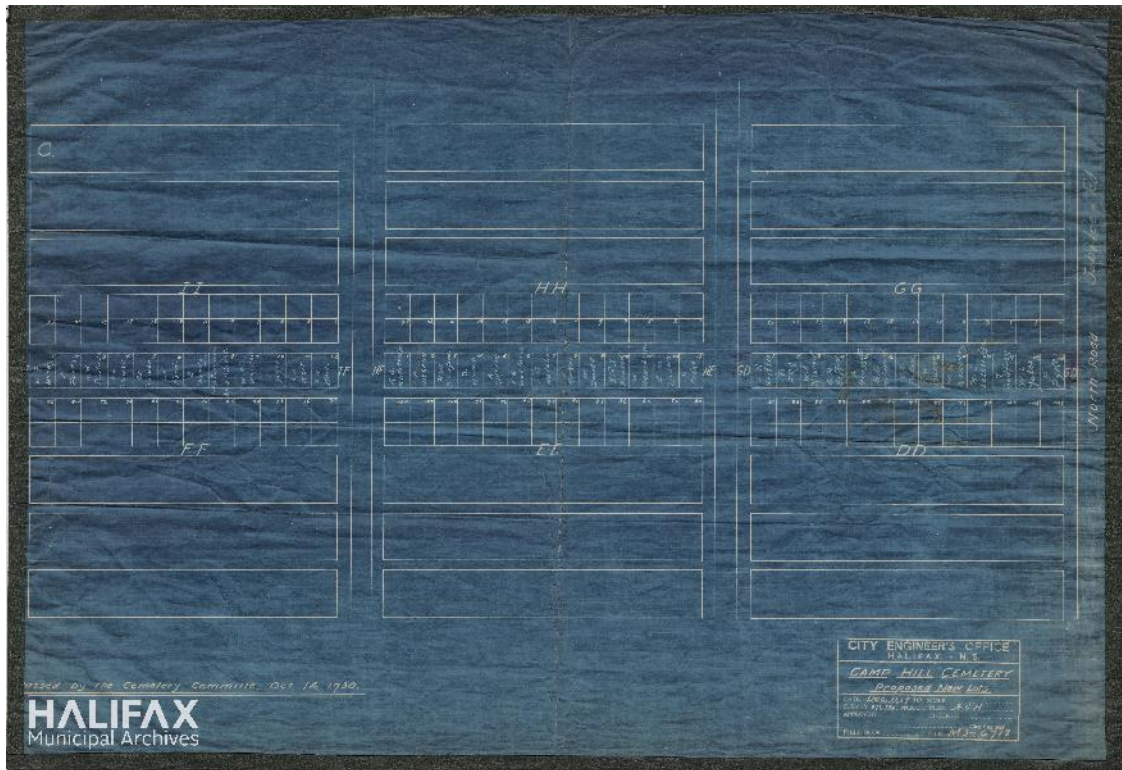


Figure 11: Perpetual Care Lots at Camp Hill Cemetery, 1930 (Source: Halifax Municipal Archives M-3-6718)

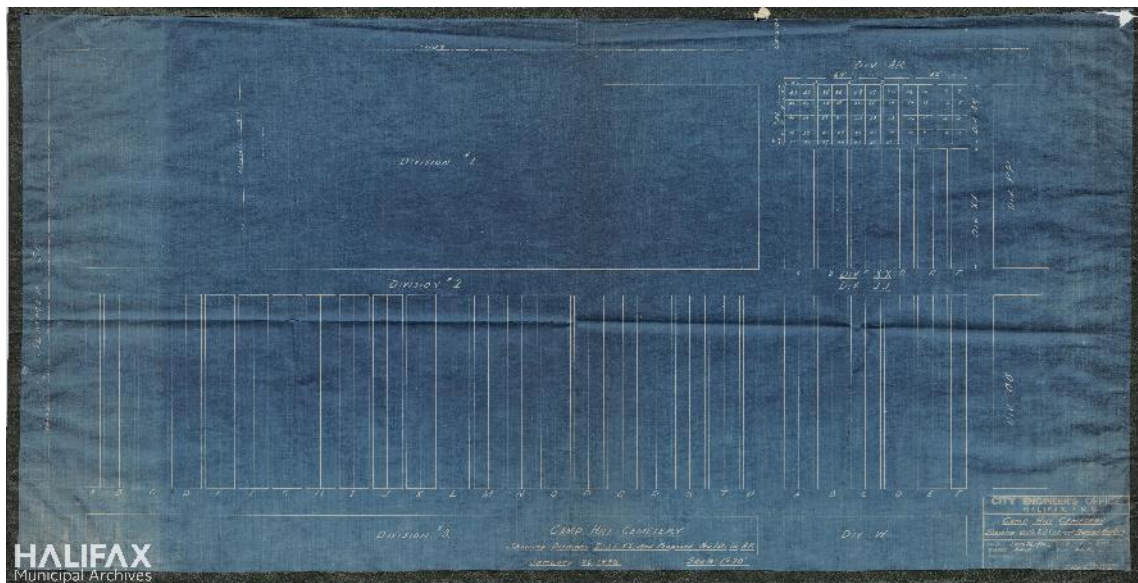
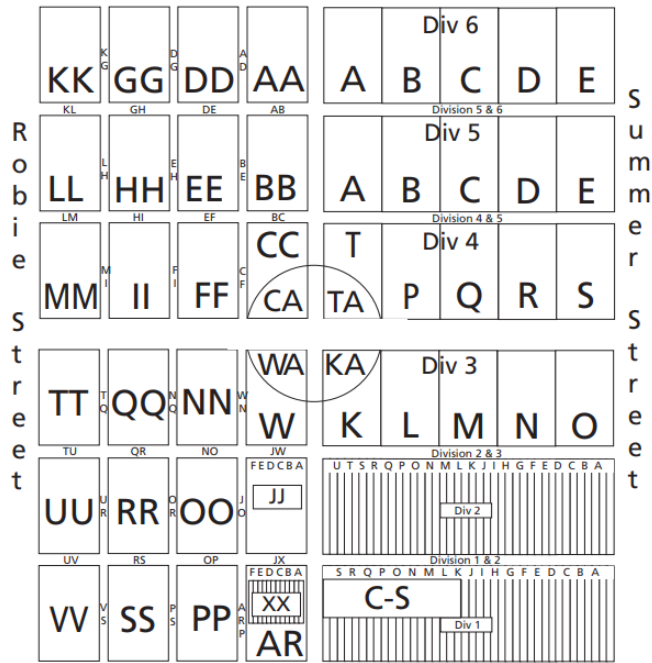


Figure 12: Camp Hill Cemetery Divisions and Proposed New Lots, 1932 (Source: Halifax Municipal Archives M-3-6753)

Veterans Memorial Lane



Carlton Street

Figure 13: Present day Camp Hill Cemetery Site Plan



Figure 14: Concrete pad for future columbarium site

Historical Importance

Camp Hill Cemetery can be characterized as a rural style cemetery, a movement that took place in the early to mid-19th century (see Design section). The style is characterized by cemeteries being located outside of the city core with elements of an English landscape reminiscent of a park. The style required cemeteries to be heavily cultivated, with fences or hedges, belts of trees, green grass, flowers and shrubs to provide for security and seclusion. The cemetery entrance often incorporated hardware and plantings, with evergreens and deciduous trees throughout the grounds. Flowering shrubs and flowers planted in groupings were also recommended.

Character defining elements of Camp Hill Cemetery include:



- Its representation of the Rural Cemetery Movement through its overall landscape design and features including mature canopy trees and horticultural plantings;
- Black iron ornamental fences and granite posts marking three entryways, originally designed by Starr Manufacturing Co.;
- The layout and configuration of the gravel pathways that traverse the site and connect three entryways to surrounding areas;
- Grave markers of various styles, designs and ages; and
- Pedestrian connectivity to other public open spaces of the former Halifax Common.



In accordance with the *Standards and Guidelines for the Conservation of Historic Places in Canada* (2010), any future management activities need to be in alignment with the above character-defining elements; however, it does not preclude any future changes to individual elements to meet functional goals.



In addition to the character-defining elements listed above, Camp Hill Cemetery has historical associations with the thousands of Haligonians buried there. There are estimated to be over 30,000 internments in Camp Hill Cemetery; however, only about 5000 of these are marked (B. Murphy, personal communication, April 16 2021; Friends of the Public Gardens 2018). Less fortunate and marginalized members of the public were not always provided with grave markers and inconsistent record keeping means that there are many thousands more people buried in the cemetery than are presently documented and/or identified with a grave marker.



Table 1 provides a non-exhaustive list of historically significant people and groups that are known to be buried at Camp Hill Cemetery.



Table 1: Non-exhaustive List of Historically Significant People or Groups Buried at Camp Hill Cemetery


Name	Short Biography	Camp Hill Cemetery Grave Marker or Portrait
<p>Viola Desmond, civil rights activist (1914-1965)</p>	<p>Born in 1914, Viola Desmond was an African Canadian businesswoman and teacher (Parks Canada 2020). Desmond attended schools in Montreal and New York, afterwards opening a beauty school beside her husband Jack Desmond's barbershop in Halifax. Her enterprises included skin and hair care products specifically for Black women that had previously been unavailable to Nova Scotians (Parks Canada 2020). In 1946, Desmond refused to sit in a segregated space in a public theatre in New Glasgow. She was forcibly removed from the theatre, arrested, held in jail overnight and subsequently charged and convicted with tax evasion. That charge was the one cent difference in tax between floor and balcony seats (Parks Canada 2020). Desmond fought the charges with the Nova Scotia Association for the Advancement of Coloured People. Although unsuccessful, the case was a key turning point for Black Nova Scotians seeking to end discrimination in Nova Scotia.</p>	
<p>Members of the No. 2 Construction Battalion</p>	<p>Formed in Pictou, Nova Scotia, in 1916, Members of the No. 2 Construction Battalion, also known as the Black Battalion, fought during the First World War. A segregated non-combatant unit, it was the first and only all-Black battalion in Canadian history (Ruck 2021). During World War I, Black volunteers were denied the opportunity to serve. After several appeals to top military officials, the No. 2 Construction Battalion was formed (Ruck 2021). Reverend William A. White was appointed chaplain and honorary captain. At that time, White was the only Black officer in the Canadian military (Ruck 2021). In December 1916, the battalion was sent overseas and in 1920, the battalion was officially disbanded. The Black Battalion did not receive any form of recognition until 1982 through a recognition and reunion banquet hosted by Senator Calvin W. Ruck. Many veterans of the Black Battalion are buried at Camp Hill Cemetery. Originally, each grave was marked by a flat, white stone. In 1999, each soldier received a proper headstone and inscription.</p>	



Name	Short Biography	Camp Hill Cemetery Grave Marker or Portrait
<p>Henry Frederick Busch, architect (1826-1902)</p>	<p>Originally from Germany, Busch moved to Chester, Nova Scotia, in 1857 to live with his uncle Charles Walters, a boat builder. Busch worked as a carpenter until moving to Halifax with his wife Mary around 1860 (Murphy 1994). He subsequently began working as a draftsman to architect Henry Elliot. In 1862, Elliot and Busch became partners and designed and supervised the construction of business blocks and buildings such as the new Halifax County jail, Halifax Protestant Industrial School, and William Cunard's Oaklands estate (Murphy 1994). By 1877, Busch was working on his own and produced the Halifax High School building, the bandstand in the Halifax Public Gardens, and Normal School in Truro (Murphy 1994). Several of his Second Empire and Romanesque mixed style buildings still stand in Halifax today.</p>	
<p>Joseph Howe, 4th Premier of Nova Scotia (1804-1873)</p>	<p>Joseph Howe was a Nova Scotia patriot and journalist, Premier of Nova Scotia (1860-63), Member of Parliament (1886-72), Lieutenant-Governor of Nova Scotia (1873) and proponent of Responsible Government and Freedom of the Press. In 1827, Howe and James Spike purchased the <i>Weekly Chronicle</i>, and renamed it the <i>Acadian</i> (Beck 1972). Less than a year later Howe took over the <i>Novascotian</i>, which quickly became the most influential newspaper in the province. Howe used the newspaper to publish several letters addressing matters of the assembly. In 1836, Howe was elected for the County of Halifax. He became Speaker of the assembly in 1841 and collector of excise for Halifax in 1842 (Beck 1972). Largely due to Howe's efforts, Nova Scotia became the first colony to achieve responsible government in 1848.</p>	

Name	Short Biography	Camp Hill Cemetery Grave Marker or Portrait
<p>Robert Stanfield, 17th Premier of Nova Scotia (1914-2003)</p>	<p>Born in Truro, Robert Stanfield was a lawyer turned politician. Stanfield was elected leader of the PC Party of Nova Scotia in 1948 at the age of 34 (Dalhousie University n.d.). In 1956, Stanfield was elected premier, a position which he held for 11 years. He became the federal leader of the PCs from 1967 until 1976.</p>	
<p>William A. White (1874-1936)</p>	<p>William Andrew White was a Baptist minister and army chaplain, born in Virginia to former slaves (Nova Scotia Museum 2018). In 1899, he moved to Nova Scotia to attend Acadia University. White was only the second black person to be accepted into the University, the third African Nova Scotian to earn a university degree, and the first to be awarded an honorary doctorate in Canada (Nova Scotia Museum 2018). In 1903, Reverend White was ordained and became pastor at the Zion Baptist Church in Truro two years later. During WWI, Reverend White enrolled blacks in previously segregated units and with the formation of the No. 2 Construction Battalion, became the first and only Black commissioned officer in the Canadian Expeditionary Force.</p>	

Name	Short Biography	Camp Hill Cemetery Grave Marker or Portrait
<p>Enos Collins, Halifax merchant, shipowner and banker (1774- 1871)</p>	<p>Enos Collins was an ambitious seaman and entrepreneur from Liverpool, Nova Scotia. He made his fortune through investments in mercantile, financial and other entrepreneurial ventures. When he died, he was believed to be the richest man in British North America (Parks Canada n.d.).</p>	
<p>Father of Confederation, William Henry (1816-1888)</p>	<p>William Alexander Henry was a politician, judge and lawyer who served as a delegate to all three Confederation conferences while as attorney general for Nova Scotia (Kernaghan 2008). He also served as mayor of Halifax and was one of the first judges appointed to the Supreme Court of Canada.</p>	

Name	Short Biography	Camp Hill Cemetery Grave Marker or Portrait
<p>Father of Confederation, Jonathan McCully (1809-1877)</p>	<p>Jonathan McCully was a senator, politician, journalist, lawyer and teacher. McCully advocated for Confederation in the Nova Scotia press from 1864 to 1867, writing for the <i>Halifax Morning Chronicle</i> and <i>Unionist and Halifax Journal</i> (Harris 2008). He attended the Charlottetown and Quebec Conferences as part of the Liberal delegation from Nova Scotia. After Confederation, he became a senator and a judge of the Nova Scotia Supreme Court.</p>	
<p>Sir William Young, Knight (1799-1887)</p>	<p>Sir William Young was a lawyer, politician, judge and philanthropist who arrived in Halifax in 1814 (Beck 1982). He started his career working as the agent for his father's merchant company John Young and Company. In 1815, Young entered a partnership with James Cogswell in an auction and commission business. After some false starts, Young began practicing law in Halifax in 1826 (Beck 1982). From 1834 until the 1850s, William started a legal partnership and insurance business with his brother George. In 1836, William won the Provincial seat for the Cape Breton county of Juste-au-Corps (present day Inverness), a role which he held for two decades. During this time, he was elected speaker of the house, later becoming Premier, attorney general and chief justice (Beck 1982).</p>	

Name	Short Biography	Camp Hill Cemetery Grave Marker or Portrait
<p>Alexander Keith, businessman and politician (1795-1873)</p>	<p>Alexander Keith was a brewer and politician who began his career at the age of 17 working at his uncle's brewing business in northern England (Pryke 1972). Around 1817, Keith migrated to Halifax and became the sole brewer and business manager for Boggs' Brewery. He eventually bought out the company in 1820 (Pryke 1972). In 1863, the brewery expanded to Hollis Street from his larger facility on Lower Water Street. Keith was appointed a Director of the Bank of Nova Scotia in 1837; that same year he also served as director of the Halifax Fire Insurance Company. He founded the Colonial Life Assurance Company, was a director of the Halifax Gas, Light and Water Company, and helped incorporate the Halifax Water Company. By 1864, Keith was director of the Provincial Permanent Building and Investment Society. At the time of his death, his estate was valued at \$251,000 (Pryke 1972).</p>	

Name	Short Biography	Camp Hill Cemetery Grave Marker or Portrait
<p>Sir Charles Frederick Fraser (1850-1925)</p>	<p>Sir Charles Frederick Fraser was an educator, editor and businessman from Windsor, Nova Scotia (Guildford 2005). When he was 13, he was enrolled in the Perkins Institution and Massachusetts Asylum for the Blind in Boston due to deteriorating eye sight after an eye injury. By 1872, he was completely blind. That following year, he became the superintendent of the new Halifax Asylum for the Blind. Fraser also worked as a lobbyist, travelling throughout the Maritimes promoting and raising money for the school. He successfully advocated for free education for the blind, and later helped establish the Maritime Association for the Blind. Fraser's contribution to the welfare of the blind saw him receive many tributes, honorary degrees and special recognition from the provincial legislature (Guildford 2005). He was knighted in 1915 on the recommendation of Sir Robert Laird Borden.</p>	
<p>Abraham Gesner (1797-1864)</p>	<p>Abraham Gesner was a physician, surgeon, geologist and inventor born in Cornwallis Township, Nova Scotia (Russell 1976). He studied medicine in London, later returning to Nova Scotia and settling in Parrsboro. Gesner practiced medicine here but also had a keen interest in geology, writing <i>Remarks on the geology and mineralogy of Nova Scotia</i> in 1836 (Russell 1976). He published a geological map of Nova Scotia and conducted a geological survey of Prince Edward Island. In 1852, Gesner moved to Halifax and began experimenting with hydrocarbon lamp fuel. That following year, he moved to New York City and obtained patents for "Improvement in kerosene burning fluids" (Russell 1976). In 1863, he returned to Halifax and took out a Nova Scotia patent for the manufacture of kerosene and was appointed professor of natural history at Dalhousie University. Gesner passed away the following year.</p>	

Name	Short Biography	Camp Hill Cemetery Grave Marker or Portrait
<p>Other historically significant burials at Camp Hill Cemetery include:</p> <ul style="list-style-type: none"> • Two passengers of the Titanic, Dr. Francis Edward McGee and Miss Hilda Mary Slayter. • Soldiers and Veterans from both World Wars, with ten WWI (1914-1918) and over eighty WWII (1939-1945) gravesites (Commonwealth War Graves 2021). In total, there are approximately 124 servicepeople buried at Camp Hill Cemetery. 		

Design

Site Design

Camp Hill Cemetery was designed in the Rural Cemetery style, a movement that took place in the early-to-mid-19th century. It was characterized by a shift away from traditional burial grounds towards cemeteries with romantic vision, outside of the city core with elements of an English landscape reminiscent of a park (Finney 2012; Figure 15).

Prior to 1860, most burials took place on the grounds of a church or meetinghouse. Bodies of the dead were placed in a casket, laid facing east and west (with the head to the west) with burial lots close together and sometimes on top of each other (Finney 2012). If headstones could be afforded, they were carved with representations of death and reminders of mortality. In the latter half of the 19th century, city populations began increasing rapidly; due to public health issues and overcrowding, burial grounds began to be located outside of the city centre (Finney 2012). This began the Rural Cemetery Movement, beginning in 1831 with Mount Auburn in Boston, Massachusetts. Camp Hill Cemetery was established a mere two years later and is the earliest example of the Rural Cemetery Movement in Canada.

As city populations increased, so too did the demand for natural spaces. Cemeteries were designed to provide solitude, quiet and beauty, and families often picnicked on the grounds (Finney 2012). Rural cemeteries were designed to be heavily cultivated, with fences or hedges, belts of trees, green grass, flowers and shrubs to provide for security and seclusion. The cemetery entrance needed to have hardware and plantings, with evergreens and deciduous trees throughout the grounds. Flowering shrubs and flowers planted in groupings were also recommended. The rural cemetery movement lasted until the turn of the century with the establishment of public parks.



Figure 15: Centre pathway with bench seating and mature tree canopy (30 March 2021)

Trees

Camp Hill Cemetery contains a formally aligned mature shade tree canopy along pathways which visually connects the area with the surrounding Commons lands. This canopy is predominately of the Linden, American Elm, Horse Chestnut and Maple tree species. Dispersed throughout the cemetery are European Beech, Camperdown Elm, tree hydrangeas, etc. which provide the cemetery with a park-like feel.



Figure 16: Horticultural plantings amidst gravestones of various styles and ages (30 March 2021)



Figure 17: Mature tree canopy throughout the cemetery and along pathways (30 March 2021)

Architecture

The Committee of Camp Hill Cemetery records indicate that there formerly was a superintendent/keepers building, a tool shed, an office at the centre of the cemetery (removed by 1925), and washroom facilities (referred to as a water closet) at the turn of the 20th century. These structures were likely wood framed, but it is ultimately unknown if they were of any notable construction type or building technology.

There are no longer any original built structures within Camp Hill Cemetery. The wood-framed, one-storey tool shed that is present in mapping circa 1935 is still extant, to the west of the Carlton Street entrance (Figure 18). It has a shed style roof, with double doors, a single-leaf entrance and two single-pane windows on the north façade. There is one single-pane window on the east façade and another on the west façade. To the west of the shed is a 'gas house' constructed of concrete block (Figure 19). It also has a shed style roof with a single-leaf entrance on the north façade. Neither structures display unique construction types or innovative building technologies.



Figure 18: Tool shed near the Carlton Street entrance of Camp Hill Cemetery (23 April 2021)



Figure 19: Gas House to the west of the tool shed (23 April 2021)

Gravestones & Monuments

There are several different types of gravestones and monuments at Camp Hill Cemetery, ranging in building material (e.g. zinc, granite, sandstone) and design (e.g. low monuments, chest tombs, kerbs, crosses, sculptures, pedestal tombs). Often grand and ornate, these grave markers are characteristic of a mid-19th century cemetery that has evolved over time.

Designer or Architect

Historical research did not identify that Camp Hill Cemetery was designed by a significant landscape architect or designer.

Integrity

The original cruciform circulation pattern and overall layout of Camp Hill Cemetery has experienced some modest changes, but has remained largely unchanged since its creation in 1844; however, the number of pathways has since been reduced, in comparison to what is depicted in Ruger's *Panoramic View of Halifax* and the 1898 Plan of Camp Hill Cemetery, to make room for more lots.

According to the Committee of Camp Hill Cemetery records, several changes have been made to the design and layout over time, including:

- The circular pathway was removed for additional burial plots;
- Decorative features such as large concrete flower stands (established in 1935) are no longer extant;
- Flower beds have been removed;
- The wooden fence that once surrounded the cemetery was replaced with wrought iron gates;
- There are some paved areas of pathways which originally would have been covered in ashes or gravel;
- A path to the east of the Robie Street gate and another path near the Summer Street entrance was closed to make room for more lots; and
- Built elements, such as the office, keepers lodge, and washroom facilities have been demolished.

The overall design of the Starr Manufacturing Co. wrought iron fence has been retained; however, the main Camp Hill Cemetery gate at the Summer Street entrance has been mostly removed.

Context

Relationship to Surrounding Area

Camp Hill Cemetery's significance has been identified through the *Halifax Green Network Cultural Landscape Framework Study*, as part of the Citadel and Halifax Common Lands. The cemetery, along with the Halifax Public Gardens, has been identified as a historical open space in the *Centre Plan*. The forthcoming *Halifax Common Master Plan* also recognizes Camp Hill Cemetery for its heritage significance and supports the registration of the property. The latter document provides further guidance and detail regarding the planning and management of the cemetery.

Camp Hill Cemetery has historical, visual and physical associations with the rest of the Commons land. This includes the Public Gardens National Historic Site, Wanderers Grounds, Bengal Lancers site, Carlton Victorian Streetscape, Power Cottage and Victoria Park. There is continuous green space connectivity between the Public Gardens, Wanderers Grounds and Camp Hill Cemetery, with mature tree canopy and iron fencing (Figure 20 to Figure 23). As a large fenced in block, the pedestrian connectivity is valuable.

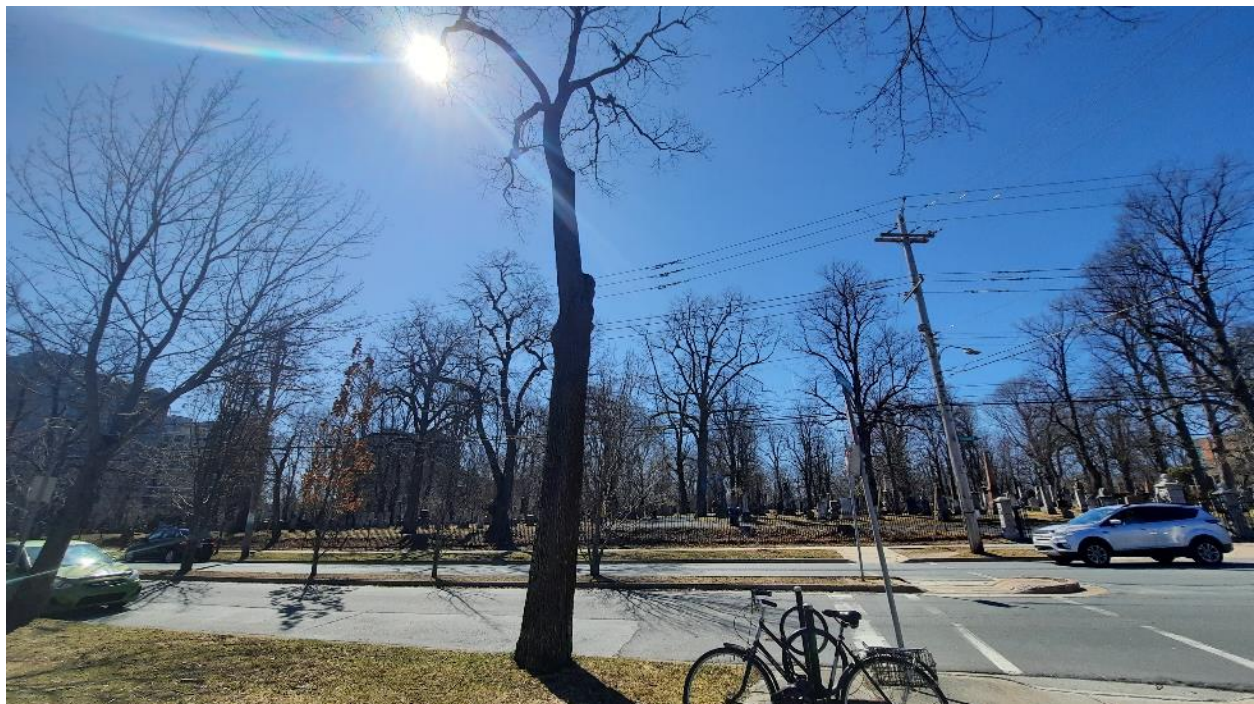


Figure 20: View of Camp Hill Cemetery from the Summer and Sackville Street entrance to Public Gardens (30 March 2021)



Figure 21: Entrance to Camp Hill Cemetery from Summer Street (30 March 2021)



Figure 22: View of the Wanderers Grounds from Camp Hill Cemetery (30 March 2021)



Figure 23: View of Camp Hill Hospital from the north side of Camp Hill Cemetery (30 March 2021)

Community Value

Camp Hill Cemetery is an integral component of the overall Commons greenspace network. Its importance is not only as a place of a reflection and commemoration for those resting there, but also a place of horticultural appreciation, passive park uses, and a pedestrian connection between the Commons land and adjacent neighbourhoods. The design of grave markers and landscape design sheds a light on Halifax's past social history, spiritual beliefs, and cultural values. Camp Hill Cemetery connects Haligonians with its past, with several opportunities for interpretation throughout the cemetery.

Canada's Historic Places provide several reasons for designating municipal cemeteries, including:

- Designation promotes the history and heritage of your community;
- Designation can be a celebration or memorial to a specific person or event;
- Designation can increase tourism interest, thereby increasing revenues for your community;
- Designation can help ensure longevity of a site;
- A designation can be included on the Canadian Register of Historic Places;
- Designation involves a historical statement, providing a stepping stone for future research; and
- Designation can increase community involvement in the heritage preservation process. (Canada's Historic Places n.d.).

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