



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

Item No. 12.2
Halifax Regional Council
July 12, 2022
August 23, 2022

TO: Mayor Savage and Members of Halifax Regional Council

Original Signed

SUBMITTED BY:

For Patrick Connor, Chair, Heritage Advisory Committee

DATE: June 23, 2022

SUBJECT: **Case H00536: Request to Include 18 Wilfred Jackson Way, Westphal, in the Registry of Heritage Property for the Halifax Regional Municipality**

ORIGIN

June 22, 2022 meeting of the Heritage Advisory Committee, Item 9.1.3.

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

It is recommended 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 18 Wilfred Jackson Way, Westphal in the Registry of Heritage Property for the Halifax Regional Municipality, as shown on Map 1 of the June 15, 2022 report, as a municipal heritage area under the Heritage Property Act.

BACKGROUND

At the June 22, 2022 meeting of the Heritage Advisory Committee, the Committee received a staff recommendation report dated May 15, 2022, and received a staff presentation on Case H00536. Staff noted that should the Committee award the site a total score of thirty-five (35) points or more for the identified site, out of a possible seventy (70), 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 May 15, 2022 (Attachment 1).

DISCUSSION

At the June 22, 2022 meeting, following the presentation from staff, the Committee evaluated the proposed heritage property using the Evaluation Criteria for Registration of Heritage Sites in HRM. The Committee applied the following scores:

| Criterion | Score Awarded |
|---------------------------|----------------------|
| 1. Age/ Continuity of Use | 25 |
| 2. Historical Importance | 20 |
| 3. Integrity | 9 |
| 4. Context | 10 |
| Total | 64 |

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 to Registry of Heritage Property for the Halifax Regional Municipality.

For further discussion on the heritage registration evaluation criteria as it relates to this application, refer to the staff report dated May 15, 2022 (Attachment 1) and the Scoring Summary for Heritage Sites (Attachment 2).

FINANCIAL IMPLICATIONS

Financial implications are outlined in the attached staff report dated May 15, 2022.

RISK CONSIDERATION

Risk consideration is outlined in the attached staff report dated May 15, 2022.

COMMUNITY ENGAGEMENT

The Heritage Advisory Committee is comprised of ten citizen members and two Councillors. Meetings are live webcast on Halifax.ca. The agenda, reports, video, and minutes of the Committee are posted on Halifax.ca.

For further information on Community Engagement refer to the attached staff report dated May 15, 2022.

ENVIRONMENTAL IMPLICATIONS

Environmental implications are outlined in the staff report dated May 15, 2022.

ALTERNATIVES

Alternatives are outlined in the attached staff report dated May 15, 2022.

ATTACHMENTS

Attachment 1 – Staff Recommendation Report dated May 15, 2022

Attachment 2 – Scoring Summary for Heritage Sites.

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: Simon Ross-Siegel, Legislative Assistant, Municipal Clerk's Office 902.292.3962



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

Attachment 1
Heritage Advisory Committee
June 22, 2022

TO: Chair and Members of the Heritage Advisory Committee

-Original Signed-

SUBMITTED BY:

Jacques Dubé, Chief Administrative Officer

DATE: June 15, 2022

SUBJECT: **Case H00536: Request to Include 18 Wilfred Jackson Way, Westphal, in the Registry of Heritage Property for the Halifax Regional Municipality**

ORIGIN

Application by the property owner, AKOMA Holdings Incorporated, to register 18 Wilfred Jackson Way, Westphal

LEGISLATIVE AUTHORITY

The Heritage Property Act

RECOMMENDATION

Should 18 Wilfred Jackson Way, Westphal 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 18 Wilfred Jackson Way, Westphal 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

AKOMA Holdings Incorporated has applied to include 18 Wilfred Jackson Way, Westphal, also known as the former Nova Scotia Home for Colored Children (Map 1), in the Registry of Heritage Property for the Halifax Regional Municipality. This property (now renamed Kinney Place) will be referred to as the former Nova Scotia Home for Colored Children (NSHCC).

From 1921 until 1978, the former Nova Scotia Home for Coloured Children operated at 18 Wilfred Jackson Way, Westphal, on lands purchased from local farmer William McKenzie and his wife Clara. In 1978 the NSHCC Board moved its operations to newly constructed group homes on the former site of the George Washington Carver Credit Union Hall at 1018 Main Street, Westphal—now the location of the AKOMA Family Centre. Since that time, the former NSHCC building has remained vacant and was in poor condition until recent renovations were made by AKOMA In 2019.

The former NSHCC site is significant in telling a story that is central to the 20th century African Nova Scotian experience. The NSHCC was conceived by local African Nova Scotian leaders—both in the community and the African United Baptist Association—and was meant to provide a home for African Nova Scotian children who were afforded little to no social services in the early 20th century. Although the building exemplifies African Nova Scotian community-mindedness and resiliency, the former NSHCC was also the site of physical, emotional, and sexual abuses against former residents whose accusations went ignored by the Government of Nova Scotia and NSHCC itself for many years.

Several attempts to register and find new uses for the building and former NSHCC campus have been made in the previous decades. In March of 1998, the former executive director of the NSHCC, Wilfred Jackson, filed a Request for Municipal Heritage Status in which the NSHCC received 60 out of a possible 100 points in an evaluation by the Heritage Advisory Committee (HAC). Although the HAC made a motion for Regional Council to consider registering the building, Regional Council deferred its decision due to concerns about the building's deterioration. As a result, a heritage hearing was never held.

Based on the varying significance of both the building and the grounds, staff is recommending that the property be evaluated as a heritage site. While the building evaluation criteria speak 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 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 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 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). The heritage site evaluation criteria focus 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, which is more commonly used focuses primarily on the structure, with the broader site history and landscape features typically being considered secondary.

The practical implication 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 its 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 related 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 |

Should the HAC score a property with more than 35 points on evaluation as a heritage site, a positive recommendation will be forwarded to Regional Council.

Nova Scotia Heritage Property Act

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

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

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 decide on the registration request. Should a positive recommendation be forwarded to Council, heritage staff will ensure that the required notices are sent to the owners and deposited at the Registry of Deeds.

DISCUSSION

The historic value of heritage sites is evaluated by the HAC now relative to four evaluation criteria: Age/Continuity of Use, Historical importance, Integrity, and Context. Properties assessed 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. To assist the HAC in their assessment and scoring, staff offer the following comments based on a historical research report (Attachment B).

1. Age of Site or Continuity of Use:

Age of Site

The NSHCC was constructed as a three-storey wooden building located at 18 Wilfred Jackson Way in 1921, with further additions being made to the structure in 1922 (Map 1). The adjacent outbuilding (20 Wilfred Jackson Way), schoolhouse (Henry G. Bauld Centre), farm and farming foundations, and woodlands constituted the campus of the former NSHCC. The former NSHCC building recently celebrated its centennial in 2021.

Due to the complex and varied history of the NSHCC site that is more appropriately captured under the following category, staff recommend that HAC evaluate the property based on continuity of use rather than age.

Continuity of Use

Though the NSHCC building remains intact at 18 Wilfred Jackson Way, it ceased to house the NSHCC in 1978 when operations were moved to a nearby group home on the former site of the George Washington Carver Credit Union Hall—operating in its original function as an institutional foster home for 57 years. Even after operations moved, however, the former NSHCC site has maintained services to the Cherry Brook, Westphal, and Lake Loon communities. The former Henry G. Bauld school reopened as a community centre in 1983 and currently operates as a YMCA Nova Scotia Works Centre. The Black Cultural Centre, whose lands were conveyed by the NSHCC in 1977, currently operates as one of the central hubs of African Nova Scotian history in the province. And the community gardens reopened in 2011 to celebrate the NSHCC's 90th anniversary and provide the community with a strong sense of togetherness through its May-October harvest season. While the former NSHCC ceased to house children after 1978, the site has continuously been the nucleus of community and institutional services for the local African Nova Scotian Community since its opening in 1921.

Given the NSHCC site's importance to the local African Nova Scotian communities for over 100 years, staff recommends a score of 20 points in Continuity of Use.

2. Historical Importance

In 1908, James Robinson Johnston, Nova Scotia's First Black Lawyer, proposed the idea to establish a home for orphaned and neglected Black children to the African United Baptist Association. At that time in the early 20th century, foster homes did not accept Black Children. Johnston and the pastor of the Cornwallis Street Baptist Church (now New Horizons Baptist Church), Reverend Moses B. Puryear, partnered to gather a committee of community members to petition the legislative assembly to incorporate the Nova Scotia Home for Colored Children in 1915.

In 1918, James Alexander Ross Kinney, the first black graduate of the Maritime Business College, and Gibson Bauld, a businessman and provincial legislator, carried out the fundraising for the NSHCC. In 1919, a special committee known as the Colored Children's Home Committee opted to establish the Colored Children's Home Fund to campaign and raise money for the building's construction. The NSHCC officially opened on June 6th, 1921 to much fanfare due to it being the first foster care home in the province to accept African Nova Scotian children. An estimated audience of 3,000 attended its unveiling, including both the Lieutenant Governor and Premier of Nova Scotia. By 1978, the NSHCC operations were moved from 18 Wilfred Jackson Way to the new group homes on the former site of the George Washington Carver Credit

Union Hall. The shift away from the former NSHCC site to the new group homes caused the former NSHCC buildings to remain vacant from 1978 until the renovations completed in 2021.

The former NSHCC had a complicated history. On one hand, it was the first institution to accept Black children throughout Nova Scotia and had significant connections to important figures in the African Nova Scotian Community. The NSHCC was also the nucleus of institutions (community gardens, Henry G. Bauld Centre, and the Black Cultural Centre) that have continued to benefit the Cherry Brook, Lake Loon, and Westphal communities for over 100 years. On the other hand, the school was the site of physical, emotional, and sexual abuse. Allegations of misconduct and abuse at the hands of staff were no secret to the Province, nor to the board of the NSHCC, yet they both routinely failed to address concerns of abuse raised at the time. Former residents claimed that the former NSHCC lacked quality food, clothing, and heating, with the children often being hungry and cold during their stays. Children sometimes faced racial discrimination, were locked in cellars and closets for misbehaviour, and were physically abused by staff, as well as fellow children at the NSHCC.

Individual civil claims made against the NSHCC and the Government of Nova Scotia culminated in a class-action lawsuit filed against the NSHCC and the Province in 2011. The Province issued a public apology to former residents in 2014 and a restorative inquiry was later published in 2019.

Although it has a complicated history, the former NSHCC's positive and negative chapters are intimately related to the African Nova Scotian experience in the 20th century. Thus, staff recommends a score of 15-20 points for historical importance.

3. Integrity

The former Nova Scotia Home for Colored Children is a 3-storey, wood-framed, cottage-style building of moderate to poor heritage integrity. The Cottage style was particularly popular from 1900 through 1930, especially as the destruction wrought by the Halifax Explosion in 1917 prompted a need for expedient rebuilding that necessitated relatively plain designs. Due to the degree of decay however, the building underwent an unsympathetic renovation, with the renovations only moderately maintaining the vestiges of the NSHCC's original features but still maintaining the building's general form and architectural integrity.

The former NSHCC site includes Kinney Place and surrounding lands which are valued for their cultural and historic significance. The site features several character-defining elements including but not limited to the following:

The former NSHCC Building:

- A three-storey wood-framed building in the cottage style;
- Moderately pitched gable roof;
- Large, centrally located, gabled wall dormer with a single-window, flanked on both sides by large shed dormers with paired windows; and
- A two-storey rear projection positioned centrally, with a gable roof and small shed dormers.

Other structures and landscape features include:

- The Cottage: a one-and-a-half storey structure located south of the former NSHCC building and containing a gable roof with large central dormers at the front and rear;
- The Henry G. Bauld Centre: a one-and-a-half storey building, located north of the former NSHCC building and containing a hipped gable roof, central entrance flanked on both sides by paired and single windows;
- community food gardens located west of the former NSHCC building; and
- the foundations of old farm structures.

While the former NSHCC building itself has moderate to poor physical integrity, it has cultural integrity. The property is interconnected with the local African Nova Scotian communities since the NSHCC conveyed lands to the Black Cultural Centre for construction of the museum. As such, the site has affected development patterns and shaped the physical makeup of the Cherry Brook, Lake Loon, and Westphal communities.

Considering this cultural integrity along with the physical integrity of the site's character defining elements, staff recommends a score of 5-6 points.

4. Context

Relationship to Surrounding Area

The former NSHCC has a high degree of cultural and historic importance to the communities of Westphal, Lake Loon, and Cherry Brook along with the broader African Nova Scotian community in general. The site has connections with prominent leaders from the African United Baptist Association, and prominent African Nova Scotian figures like Nova Scotia's first Black lawyer, James Robinson Johnston, and Canada's first African Canadian concert singer, Portia White. The Honourable Wayne Adams, M.L.A, and Gordon S. Earle, M.P., the first Black cabinet ministers to be elected in Nova Scotia, were also former presidents of the Nova Scotia Home for Colored Children. The establishment of the NSHCC is a story of African Nova Scotian self-reliance, community-mindedness and resiliency that resonates into the 21st century.

The site has also been integral to the historical character of the Lake Loon, Westphal, and Cherry Brook communities. The NSHCC is the centre of heritage development in these historic African Nova Scotian communities, both in its significance as the first foster home to take in Black Children and in its role in shaping heritage in the surrounding communities. As mentioned previously, the lands the NSHCC conveyed in 1977 became the NSHCC of the Black Cultural Centre—one of the most important sites for African Nova Scotian heritage and history in the province. The NSHCC's history is still remembered in the surrounding communities, marked by anniversaries for the NSHCC held annually in June. The development and the occasional conveyance of NSHCC lands have also played an important role in influencing the development pattern of the local area.

Given its heritage value to the local Historic African Nova Scotian communities, staff recommends a score of 8-10 points for Relationship to Surrounding Area.

FINANCIAL IMPLICATIONS

The HRM costs associated with advertising and processing this application can be accommodated within the approved 2022/2023 operating budget for C340 – Heritage and Planning Information Services.

RISK CONSIDERATION

No risk considerations were identified.

COMMUNITY ENGAGEMENT

The community engagement process for heritage registrations 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

The Heritage Advisory Committee may choose to refuse the application to include 18 Wilfred Jackson Way, Westphal in the Registry of Heritage Property for the Halifax Regional Municipality if the property scores less than 35 points based on the evaluation criteria. In doing so, the application will not proceed to Regional Council for evaluation.

ATTACHMENTS

Map 1: Location Map

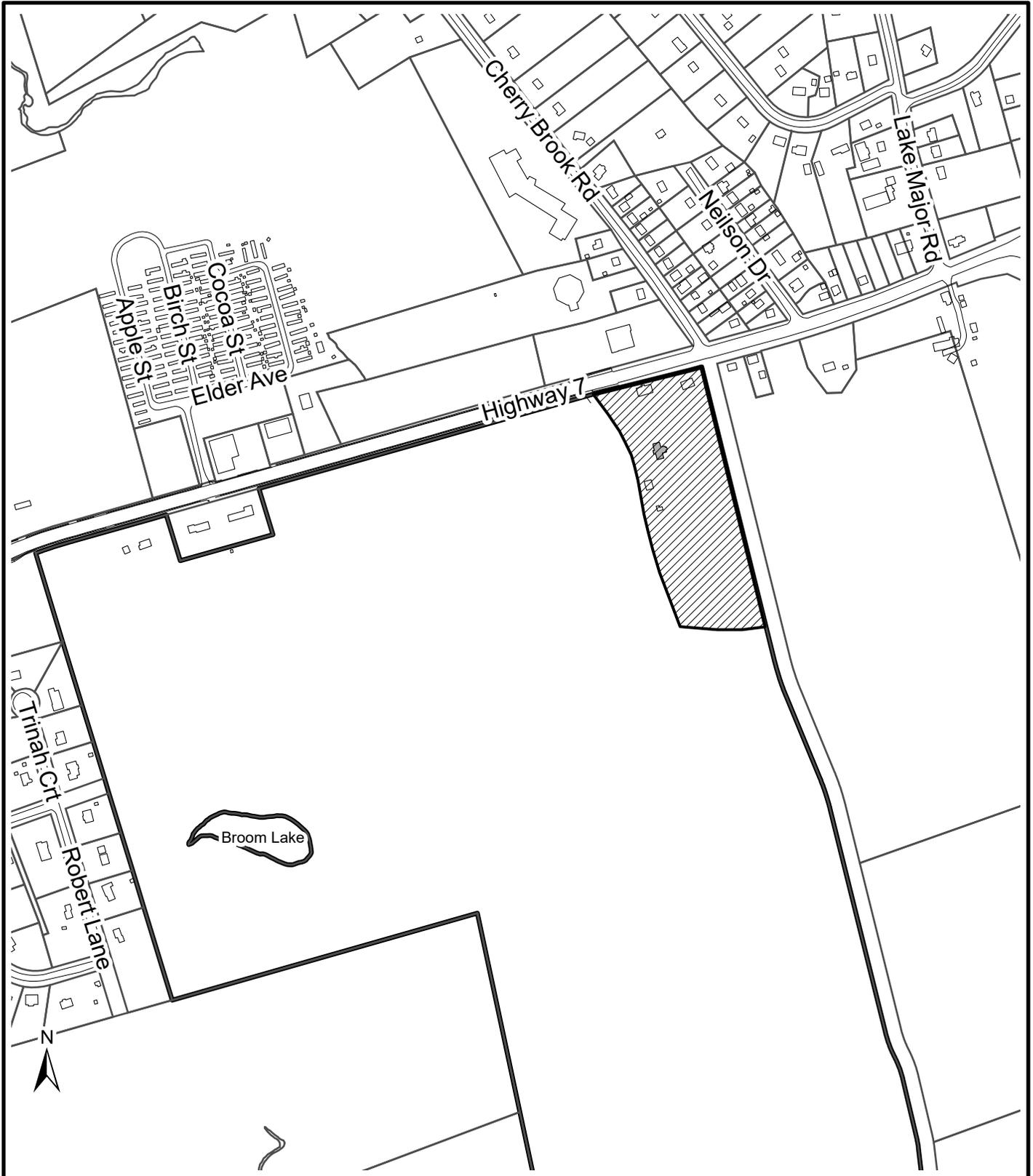
Attachment A: Evaluation Criteria

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: Devon Parris, African Nova Scotian Cultural Heritage Intern

Staff Contact: Aaron Murnaghan, Principal Heritage Planner, 902.292.2470



Map 1 - Location Map

18 Wilfred Jackson Way,
Westphal

-  Subject Property
-  Proposed Subject Area
-  Subject Building

HALIFAX



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

**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

Former Nova Scotia Home for Colored
Children, 18 Wilfred Jackson Way,
Dartmouth

Prepared by:

Carter Beaupre-McPhee, Heritage Planning Researcher
HRM Planning & Development
March 18, 2022

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Age of Site & Continuity of Use

The three-storey wooden building, known as the former Nova Scotia Home for Colored Children [NSHCC] and located at 18 Wilfred Jackson Way [part of PID#40150567], began construction in 1920 and was completed in 1921, though some further additions would be made into 1922 (Saunders, 1994). This building and the surrounding farm and woodlands would house the NSHCC until 1978, when operations would be moved to a newly-built and nearby group home on the former site of the George Washington Carver Credit Union Hall (Saunders, 1994). The group home remains in use by NSHCC's successor, AKOMA, to this day. The original three-storey home, surrounding property, and new group-home remained under ownership of the NSHCC until 2015, when the property was conveyed to AKOMA Holdings Inc (NSPOL, 2015). The old home suffered disuse and neglect from 1978 onwards (Saunders, 1994). Exterior renovations began as early as 2001, but progress really gathered pace in 2019, and interior renovations continue at the time of writing (Lightstone, 2001b).

Through the decades of NSHCC ownership, several parcels of land were conveyed to other companies and institutions. In 1951, they conveyed a 1-acre lot for the establishment of the George Washington Carver Credit Union by Mr. Noel Johnston and Mr. J.A.R. Kinney Jr. [see Figure 2] (NSPOL, 1951; Saunders, 1994). In 1971, they conveyed narrow bands of land along Preston Street, referred to as Lots 1 & 2, to the province for the construction of the #7 Highway [see Figure 2] (NSPOL, 1971). In 1975, the George Washington Carver Credit Union conveyed their 1-acre property back to the NSHCC (NSPOL, 1975). In 1977, the NSHCC conveyed to the Black Cultural Centre the lands upon which their museum presently stands [see Figure 3] (NSPOL, 1977). In 1998, the NSHCC conveyed the Town Lots of Westphal #31 and #31A to the Eastgate Shopping Centre (NSPOL, 1998). Finally, on September 15th, 2015, the NSHCC conveyed all remaining property, including the old home, the new group home, and the surrounding lands, to Akoma Holdings Limited [see Figure 4] (NSPOL, 2015).

Ownership History

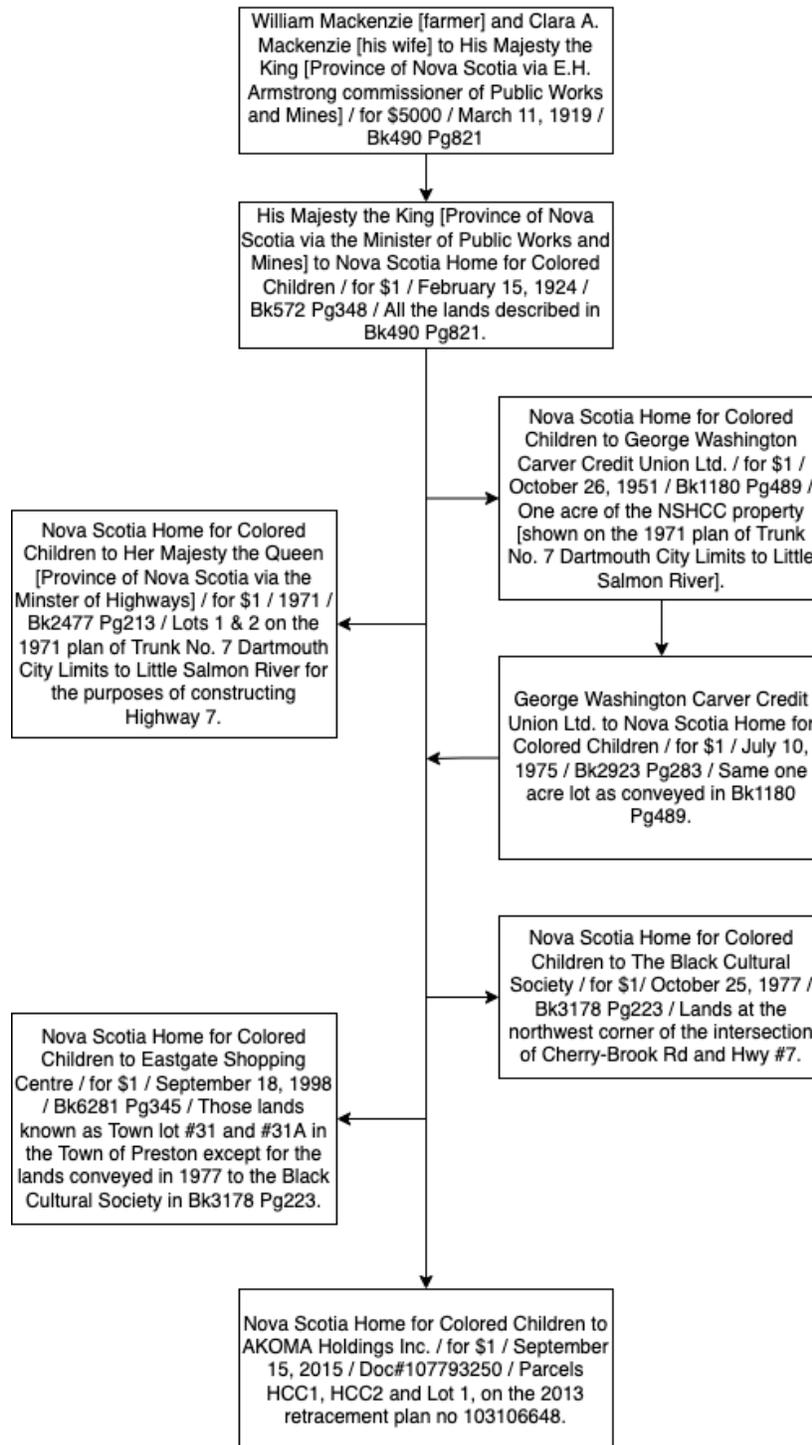


Figure 1: Deed history for the former Nova Scotia Home for Colored Children.

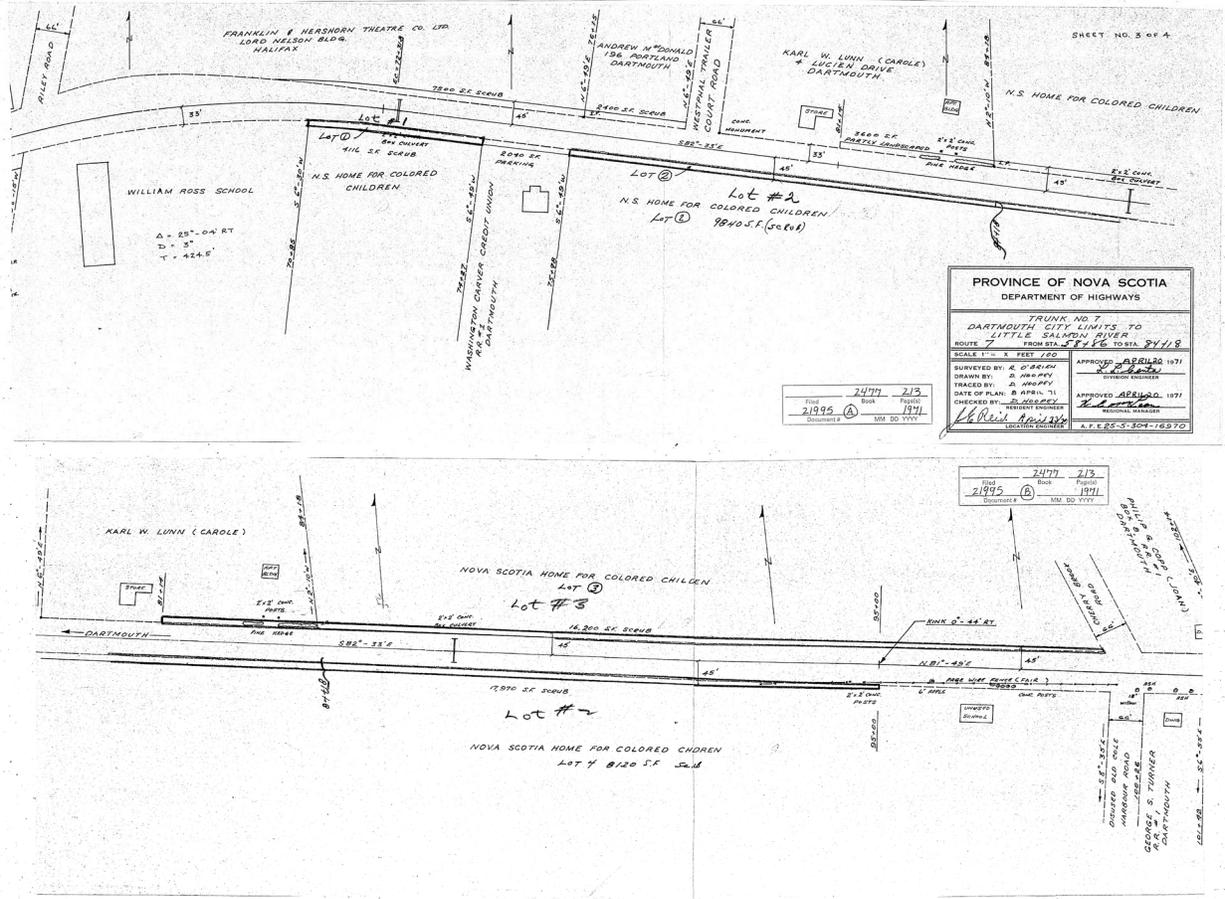


Figure 2: 1971 Plan of Trunk No. 7 Dartmouth showing Lots 1 & 2 conveyed for highway construction and showing the George Washington Carver Credit Union Hall lot (Reich, 1971).

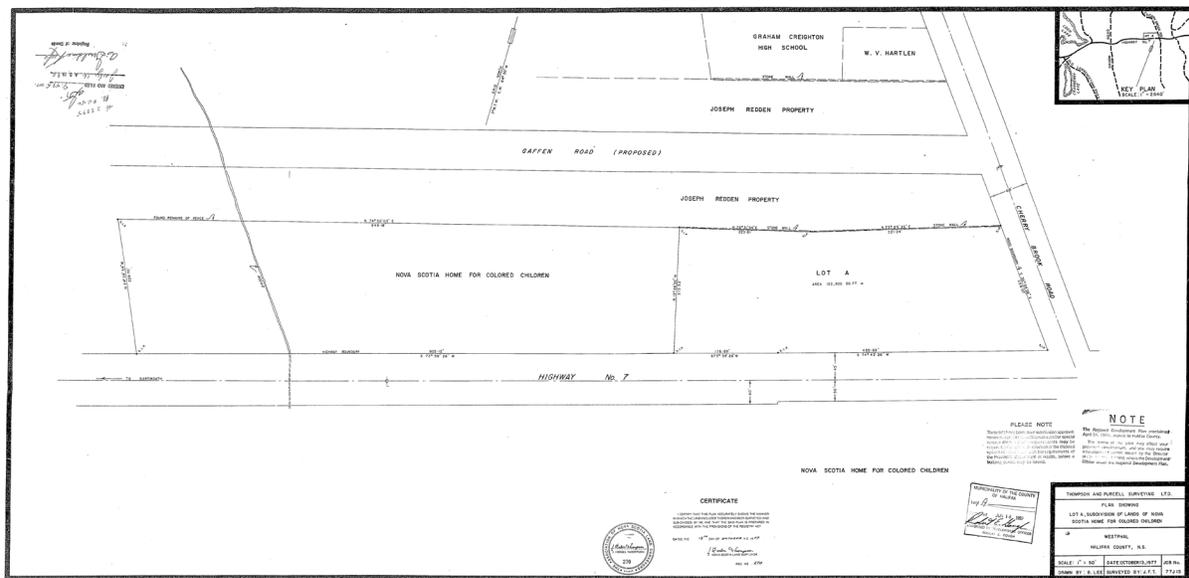


Figure 3: 1977 Plan showing Lot A conveyed to the Black Cultural Centre (Thompson, 1977).

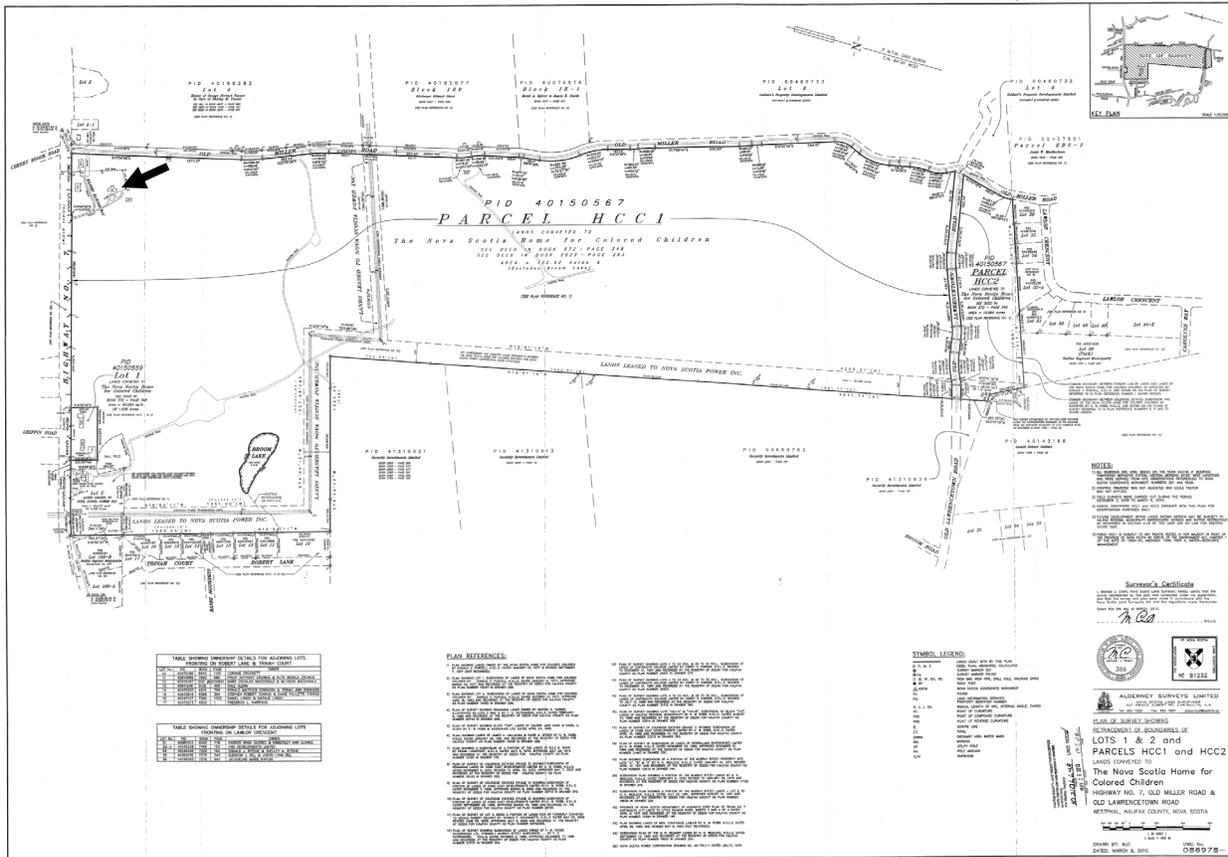


Figure 4: 2013 Retracement plan showing the lands of the NSHCC, with the Old Home highlighted by an arrow (Crant, 2013).

Historical Importance

History of the NSHCC:

Amidst the increasingly humanitarian social climate of the mid to late 1800s, which saw the creation of many institutions with the noble aim to care for and train/educate orphaned and neglected children, one group was notably passed over for such charitable actions (Saunders, 1994). Nova Scotia's black population, suffering the oppression of an openly racist and segregated society, saw their orphaned children afforded no such assistance by the social welfare institutions of the time (Saunders, 1994). The idea of a home for orphaned and neglected black children in Nova Scotia was borne from the mind of James Robinson Johnston, Nova Scotia's first black lawyer, who proposed the idea of a normal and industrial institute for black children in Nova Scotia to the African United Baptist Association in 1908 (Saunders, 1994).



Figure 5: Portrait of James Robinson Johnston (Unnamed artist., n.d.)

He soon found a partner in Reverend Moses B. Puryear, the new pastor of the Cornwallis Street Baptist Church [now the New Horizons Baptist Church] (Saunders, 1994). While Johnston's murder at the hands of his brother-in-law in early 1915 was a tragic blow to both their cause and their community, Rev. Puryear was determined to see Johnston's mission succeed (Saunders, 1994). He had gathered a committee of community members to petition the legislative assembly to incorporate the Nova Scotia Home for Coloured Children [NSHCC] (Saunders, 1994).

The NSHCC was incorporated by private act of the General Assembly of Nova Scotia in 1915, in which an interracial board of trustees was named, including Rev. Moses B. Puryear, James A. R. Kinney, W. F. De Costa, Robert H. Murray, Ernest H. Blois, Henry G. Bauld, and H. V. Wier (Province of Nova Scotia, 1915). In 1917, the board of trustees acquired an abandoned building in Halifax's North End belonging to the Halifax Industrial School (City of Halifax, 1917). However, this building would tragically go on to be destroyed by the Halifax Explosion in December of the same year (Halifax Regional Municipality, n.d.). Notably, the trustees did not all agree on the mission of the home, whether it was to be a normal school which trained the children or an orphanage that simply housed the children (Saunders, 1994). Ultimately the trustees settled on the orphanage concept, to the dismay of Rev. Puryear, triggering his resignation as Pastor of the Cornwallis Street Baptist Church in 1918 (Saunders, 1994). Two prominent men stepped up to fill the vacuum in the organization's leadership. The first was James Alexander Ross Kinney, the first Black graduate of the Maritime Business College and an incredibly prominent and influential member of the African United Baptist Association and the African Nova Scotian community more broadly (Saunders, 1994). The second was Henry Gibson Bauld, businessman and provincial legislator (Saunders, 1994). The two men were critical in leading the successful building and fundraising campaign for a new Home (Saunders, 1994).

The special committee known as the Colored Children's Home Committee opted in 1919 to establish the Colored Children's Home Fund to campaign and raise money for the construction of a new, permanent facility for the NSHCC to occupy (City of Halifax, 1919). In the same year, the Province of Nova Scotia enabled the Commissioner of Public Works and Mines to advance \$5000 for the purchase of a suitable property. Rev. Arthur A. Wyse, pastor of the Preston-Cherry Brook Baptist churches, informed the NSHCC trustees of a large property on Preston Street [now Highway 7] recently made available, and the province purchased it from local farmer William Mackenzie and Clara A. Mackenzie, his wife, for the full \$5000 (Saunders, 1994). This 212-acre property, with its 25 acres of arable land, would become the new permanent site of the Nova Scotia Home for Colored Children (Cuthbertson, 1998b; NSPOL, 1924).



Figure 6: Fundraising poster for the NSHCC (Saunders, 1994)

The trustees solicited the architectural services of Ross and MacDonald, a firm which played a significant role in the rebuilding of Halifax following the explosion of 1917, including the design of the Hydrostone buildings, among many others (Cuthbertson, 1998a). They were commissioned to design a purpose-built home with dorms, classrooms, a dining hall, staff accommodations, and more, with the design facilitating the total separation of boys and girls, as suited the social norms of the time [see Figures 5 through 7] (Cuthbertson, 1998a). Construction began in 1920 and was completed in early 1921 (Saunders, 1994). The home opened unofficially on March 4th, 1921 and later opened officially on June 6th, 1921 to much fanfare with an estimated 3000 in attendance, including the Lieutenant Governor and Premier (Cuthbertson, 1998b; Lauren Taylor, 2015; NSHCC, 1955; Saunders, 1994). There were reportedly 25 children in residence by opening day, but the home was built for a capacity of up to 75 (Chapman, 2001). The province eventually deeded the land to the NSHCC in 1924 (NSPOL, 1924).



Figure 7: The Old Home as it appeared on opening day, June 6th, 1921 (Creighton, 1921).



Figure 8: The Old Home as it appeared on opening day, June 6th, 1921 (Saunders, 1994).

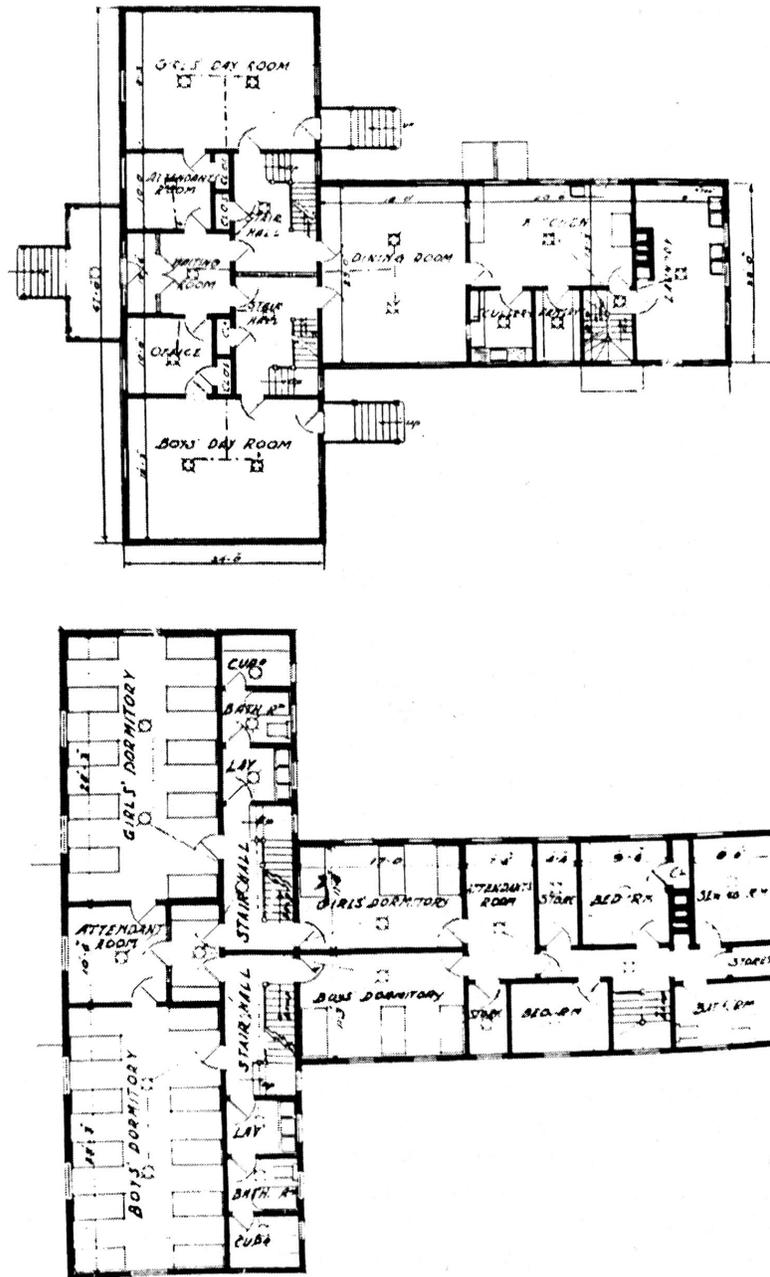


Figure 9: Original floor-plan of the Old Home (Saunders, 1994).

The Home's work, enabled through the provincial legislation of the Children's Protection Act, was prescribed a degree of government oversight by said act in the form of the Office of the Superintendent of Neglected and Delinquent Children (Province of Nova Scotia, 2019a). This position was issued the responsibilities of visiting, inspecting, advising, and instructing Children's Aid societies such as the NSHCC, among other duties (Province of Nova Scotia,

2019a). The first such superintendent was Ernest H. Blois, former superintendent of the Halifax Protestant Industrial School, appointed in 1912 (Province of Nova Scotia, 2019a).

As mentioned previously, James Robinson Johnston had originally envisioned an institute for education and training, following in the footsteps of Booker T. Washington and his Tuskegee Institute, but the vision of the Home had shifted after 1917 to be primarily concerned with childcare, given the great need at the time (Saunders, 1994). That is not to say education did not occur. Initially, a one-classroom school was provided in the main building, and later the original farmhouse would be converted to a new one-classroom schoolhouse (Saunders, 1994). Miss Gladys Walcott was the school's first teacher, teaching mixed grades from one through nine in the one-classroom school from 1921 to 1930 (Saunders, 1994). Portia White, the revered concert singer, was another noteworthy teacher at the Home, teaching at the Home for one year, before her singing career took off (Saunders, 1994).

The home weathered financial difficulties through the great depression and the second world war, made worse still by difficulties collecting payments from counties across the province (Province of Nova Scotia, 2019a). Further compounding problems was the relatively cut-off nature of the Home from the rest of the province (Province of Nova Scotia, 2019a). Children's aid societies across the province who would send children to the Home would often be unable to afford to visit them and had in some cases effectively abdicated their responsibilities as legal guardians for said children (Province of Nova Scotia, 2019a). Though the powerful sphere of influence of the African United Baptist Association and the efforts of its members including its Ladies Auxilliary went a long way in fundraising for the Home and helping it weather financial difficulties and a high debt-load (Province of Nova Scotia, 2019a). However, financial difficulties were not the only challenge at the Home; Caretakers and instructors hired by the Home often had little training or qualifications (Lauren Taylor, 2015).

The 1940s would see the Home continue to face mounting difficulties. On November 6th, 1940, it weathered the passing of James A. R. Kinney, the celebrated community leader, advocate, and longstanding secretary of the board of the NSHCC (Saunders, 1994). The president of the board of the NSHCC, Henry G. Bauld would pass in 1948, with a new two-classroom school erected that year in his honor [see Figure 13] (Saunders, 1994). That same year, a provincial Department of Community Services inspection noted that the matron detested the Home's children and was extremely strict in running the Home, they also noted a total absence of toys and games (Lauren Taylor, 2015). Though, in a worrying trend which would carry on throughout the Homes history, no improvements came of these reports (Lauren Taylor, 2015). Meanwhile, Dr. Fred Mackinnon, the new provincial director of child welfare, was fielding concerns from some children's aid societies across the province who had begun to withhold payments to the Home over questions regarding how their money was being spent (Lauren Taylor, 2015).

Through the 1940s and into the 1950s, the NSHCC's farm was proving increasingly profitable under the leadership of James A. R. Kinney Jr. [known as Ross Kinney] and Dr Melville Cumming (Saunders, 1994). The farmlands were expanded to 70 acres and at its peak it generated \$55,000 in yearly income for the home (Cuthbertson, 1998b). The labour to run said farm was supplied in the form of the boys' daily chores, and to some extent those of the girls as well (Saunders, 1994). This work, however, is alleged by former residents to have greatly exceeded that of mere chores and become more akin to child labour (Lauren Taylor, 2015; Saunders, 1994). Yet, exploitative labour would not be enough to stave off the Home's financial woes. The government was largely ignoring ongoing problems at the Home, and the Home was

receiving only one-third the money paid to similar white institutions per child (Lauren Taylor, 2015). The NSHCC had made many requests to the province over the decades seeking greater funding to facilitate proper care of the children, improvements to the site, and the hiring of more qualified staff, but these requests fell on deaf ears (Lauren Taylor, 2015).

Throughout the Home's existence, management structure lacked a formal structure of policies and responsibilities and a separation between the roles of superintendent and trustee (Province of Nova Scotia, 2019a). Indeed the home seemed to be primarily run by the president and secretary of the board of trustees, with the two generations of Kinneys taking on the role of both unpaid volunteer trustees and salaried superintendents, despite concerning themselves primarily with the marketing, fundraising, and farm, leaving the childcare to a matron with little oversight (Lauren Taylor, 2015; Province of Nova Scotia, 2019a). Staff remained unconfident in the governance and management structure of the Home, and this, combined with a chronic underfunding and lack of oversight by the province, as well as poor pay for staff, would result in dissatisfaction and general malaise in the Home (Province of Nova Scotia, 2019a).

The Home saw increased societal pressures and dramatic changes in operations in the post-war period. The push for racial integration across society saw the home accept white children in 1963, despite retaining its original name as the Nova Scotia Home for Colored Children (Saunders, 1994). Ms. Donna Byard, whose tenure as the new 18-year-old schoolteacher for the Home began around 1958, had convinced Ross Kinney to integrate the Home's children with the newly built William Ross elementary school. The transition was complete and the Home's Bauld School had shut down by 1967 (Saunders, 1994). Just prior, in 1966, the farm run by Dr. Melville Cumming was deemed unprofitable, and the board moved to shut down commercial farming operations (Saunders, 1994). At the same time, society at large was seeing a shift in attitude with respect to the care of orphaned children, away from institutionalization and towards foster care, thus placing increased pressure on the Home to change (Lauren Taylor, 2015). It was during this period of change that Ross Kinney retired as superintendent of the Home, succeeded by matron Mary Paris in 1967 (Saunders, 1994).

Consultants hired by the Home's board had noted the Home's failure to fulfill its mandate to provide care, warmth, and opportunity for orphaned and neglected black children, noting that staff were apathetic and dissatisfied with both their pay and benefits, as well as the lack of good policy, practices, and direction from the board (Saunders, 1994). Throughout the tumultuous later decades of the Home, the Province, which had come to provide over half of the Home's funding, demonstrated a consistent awareness of the untrained staff, poor pay, and abuse, but lack of action on the part of Child Welfare director Dr. Fred MacKinnon prevented any amelioration of conditions for the children (Lauren Taylor, 2015). Following recommendations from the consultant's report, the NSHCC hired William Robert Butler to be the Home's first executive director and began the process of shifting from an institutional model to a group-home model, with plans for new buildings (Saunders, 1994). The composition of the board of trustees had also changed in this period to become majority black, finally providing the black community with majority control of one of its own institutions (Saunders, 1994).

Executive Director William R. Butler and President Reverend Donald D. Skier would lead the Home through the planning and construction of the new group homes on the swampy former site of the George Washington Carver Credit Union Hall (Saunders, 1994). The two new buildings, designed by Aza Abramovich Associates Ltd. and built by J. Whalley Construction, were completed and opened in 1978 (Saunders, 1994). The aforementioned issues of low pay

and dissatisfaction among staff culminated in a staff walkout that same year, which necessitated all the children being temporarily relocated to facilities across the province (Province of Nova Scotia, 2019a; Saunders, 1994). The strike had resulted in William R. Butler's resignation, to be later replaced by Wilfred A. Jackson (Saunders, 1994). It also saw a 7% pay increase for all staff and a \$600 pay adjustment for some (Saunders, 1994). The strike was followed by a unionization of staff in the 1980s (French, 1979; Province of Nova Scotia, 2019a). Despite flooding issues with the new buildings, and traffic safety concerns with the construction of the new #7 highway, the Old Home would remain vacant for the following decades (Saunders, 1994).

In the 1990s, the board of the NSHCC would float multiple ideas for the adaptive re-use and restoration of the Old Home, though these would not come to fruition (Province of Nova Scotia, 2019a). In 1998, the board began the application process for heritage registration, which earned sufficient scores to be designated but for which no recommendation was made due to the poor condition of the structure (Province of Nova Scotia, 2019b). The 2000s saw refurbishing work begin with the demolition of the Cummings Annex, a mid-century addition to the rear of the Old Home which expanded the home's accommodations (Province of Nova Scotia, 2019a). In 2006, HRM heritage staff reopened discussion of registration with the NSHCC (Province of Nova Scotia, 2019a).

Living Conditions and the Search for Justice:

The move to designate the Old Home in 1998 prompted some former residents of the home to speak out about the abuse they suffered there, and other former residents reached out to police with their accounts of abuse (Province of Nova Scotia, 2019b). From 2001 onwards, individual civil claims made against the NSHCC, the Government of Nova Scotia, and various children's aid societies were made, culminating in a class action lawsuit filed in 2011 against the NSHCC and the province (Province of Nova Scotia, 2019b). The advocacy group VOICES [Victims of Institutional Child Exploitation Society] was formed and criminal investigations into these allegations of abuse began, though police did not ultimately lay any charges (Province of Nova Scotia, 2019b). Despite this, the lawsuit resulted in a \$5 million settlement and Premier Stephen McNeil met with VOICES and agreed to a restorative inquiry and made a public apology to the victims on behalf of the provincial government in 2014 (Province of Nova Scotia, 2019b). The restorative inquiry which began in 2016 and was published in 2019 has shone a bright light on the abuse and mistreatment suffered by the former residents of the NSHCC and the circumstances which enabled it (Province of Nova Scotia, 2019b).

Allegations of misconduct and abuse at the hands of staff were no secret to the province nor to the board of the NSHCC (Lauren Taylor, 2015). And yet they both routinely failed to address concerns of abuse raised at the time (Lauren Taylor, 2015). In the light of the restorative inquiry, former residents alleged, for example, that the home was poorly heated and insulated and that staff would force children outside without proper winter clothing, including as a means of punishment (Province of Nova Scotia, 2019a). These claims are corroborated by concerns raised to the Director of Child Welfare, Dr. Fred R. MacKinnon, nothing a lack of winter clothes and some children having clothes fashioned of sackcloth (Province of Nova Scotia, 2019a). MacKinnon himself noted the scant provisions for the children on an unannounced visit, and later visits by a social worker noted both the inadequacy of the food as well as the disparity between the food being served to the staff and the children (Province of Nova Scotia, 2019a).

These findings are backed up by claims of former residents who remarked on always being hungry and the inadequacy of the food provided (Lauren Taylor, 2015). Former residents also alleged a lack of sufficient playthings and programming, echoing recommendations by the Department of Public Welfare and findings of the Dwyer Report and students of the Maritime School of Social Work, which noted the same (Province of Nova Scotia, 2019a).

Beyond the failure to provide adequate standards of care, verbal, physical and emotional abuse were rampant in the Home. Though some former residents indicated they had only positive memories of the Home, many others reported a variety of abuses being committed (Province of Nova Scotia, 2019b). Abusive care practices included “bath time” in which children would be forced to line up for a bath without the water being changed between children, toothbrushes being used in a similar fashion, and rampant racist and colorist favouritism among staff (Province of Nova Scotia, 2019b). Reports of disciplinary abuse include being denied shelter and left outside in the cold, being denied food, being locked in closets or the cellar, physical abuse such as slapping, punching, and hitting with broom handles and switches, and being forced to sleep in soiled beds as punishment for bedwetting, among other abuses (Lauren Taylor, 2015; Province of Nova Scotia, 2019b). Sexual abuse ranging from over-clothes molestation to violent rapes have been reported, the victims including girls and boys, children and teens, and the perpetrators including both male and female staff, as well as fellow children at the Home (Province of Nova Scotia, 2019b). Some staff would reportedly offer the children food or other incentives for sexual favours (Province of Nova Scotia, 2019b). In the 1980s, some male staff reportedly groomed and recruited female residents as prostitutes, pimping them out to local clients (Province of Nova Scotia, 2019b).

Correspondences reporting abuses to Nova Scotia’s then Director of Child Welfare, Dr. Fred R. MacKinnon, date back as far as the 1950s, and thus the abuse issues in the NSHCC were a known problem which went largely ignored (Province of Nova Scotia, 2019b).

Integrity

The former Nova Scotia Home for Coloured Children is a 3-storey, wood-framed, cottage style building of moderate to poor heritage integrity. The Cottage style was particularly popular from 1900 through 1930, especially as the destruction wrought by the Halifax Explosion in 1917 prompted a need for expedient rebuilding, which necessitated relatively plain design (Archibald & Stevenson, 2003).

Perhaps due to the degree of neglect and decay the property faced before renovation, The Old Home at 18 Wilfred Jackson Way has been renovated in an unsympathetic manner [compare Figures 5 & 6 with Figures 8 & 10]. On the first and second stories, original single-hung, eight-over-one, true divided light, wooden windows have been replaced with twelve-over-twelve, simulated divided light, vinyl windows. The third storey has similarly had its original six-over-one, true divided light, wooden windows replaced with six-over-six, simulated divided light, vinyl windows. Additional first-storey windows have been added between the existing window locations [compare Figures 5 & 8]. Additional second-storey windows have been added on the north and south elevations [compare Figure 6 with Figures 10 & 11]. The home has been given modern poured concrete foundations where originally it appears to have had masonry block foundations [compare Figures 5 & 6 with Figure 9]. The two-storey rear projection of building has been truncated, losing its shed-style dormers, while the three-storey rear wall has been expanded, altering the rear roof line and overall plan [compare Figures 6 & 7 with Figures 9 & 10]. The original front porch and stairs have been replaced with a large, partially covered verandah of a completely non-original design wrapping around three sides of the home [compare Figures 6 & 8]. Non-original white attic vents have been installed [compare Figures 5 & 8]. The original front door and large sidelights have been replaced with a modern double door and separate windows [compare Figures 5 & 8]. The original wood shingle siding has been replaced with a composite siding [compare Figures 6 & 8]. Finally, the original asphalt shingled roof has been replaced with a modern metal roof [compare Figures 6 & 8].

Beyond the Old Home itself, there are reportedly remains of foundations belonging to the original farming structures present on the site. This will require further investigation in better weather conditions as at the time of writing these foundations would be concealed by snow.

Character defining elements:

The NSHCC site includes the Old House and surrounding lands which are valued for their cultural and historic significance. The site features several character-defining elements including but not limited to the following:

- A 3-storey wood-frame building in the cottage style
- Moderately pitched gable roof
- Large, centrally located, gabled wall dormer with a single window, flanked either side by large shed dormers with paired windows

- A two-story rear projection positioned centrally, with a gable roof and small shed dormers
- Remains of the foundations of original farming structures scattered around the property



Figure 10: Western elevation of the Old Home (March 1, 2022)



Figure 11: Eastern elevation of the Old Home (March 1, 2022)



Figure 12: Southern elevation of the Old Home (March 1, 2022)



Figure 13: Northern elevation of the Old Home (March 1, 2022)



Figure 14: Outbuilding at 20 Wilfred Jackson Way (March 1, 2022)



Figure 15: Henry G. Bauld Centre, the former two-room schoolhouse (March 1, 2022)



Figure 16: The Old home and the road leading to it (March 1, 2022).



Figure 17: AKOMA's community gardening facilities opposite the Old Home (March 1, 2022).



Figure 18: Highway 7 looking north of the NSHCC site (March 1, 2022).



Figure 19: View of the NSHCC Site from the opposite side of Highway 7 (March 1, 2022).



Figure 20: Highway 7 looking south of the NSHCC site, showing the Black Cultural Centre for Nova Scotia at right (March 1, 2022).

Context

Community Value

The former Nova Scotia Home for Colored Children has a high degree of importance and community value to the communities of Westphal and Preston, as well as the larger African Nova Scotian community. The site boasts connections with many highly influential leaders both in the clergy and the laity of the African United Baptist Association's member churches, and with members of the African Nova Scotian community more broadly, who have volunteered, worked, fundraised, or even lived for/in the Home. The establishment of the NSHCC was a commendable achievement and tells a powerful story of the resilience, community-mindedness, and self-reliance of the African Nova Scotian community. As well, the development and the occasional conveyance of NSHCC lands has played an important role in influencing the development pattern of the local area.

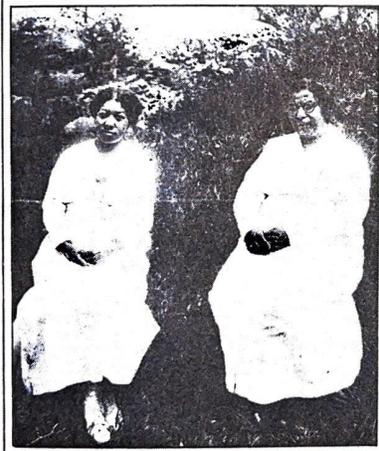
However, this site's importance and community value does not derive solely from the laudable accomplishment of its founders nor from its impact on nearby development. Rather, it is critically important to recognize the traumatic legacy of verbal, physical, and sexual abuse which has taken place on these grounds and in this house. The NSHCC and the provincial government, in their inaction on concerns raised regarding poor-living conditions and abuse throughout the history of the Home, has enabled an environment which victimized children and left them isolated, with nowhere to turn and no one looking out for their safety in the face of the horrific acts perpetrated against them. Though a restorative inquiry has been held, public apologies have been issued, and a settlement has been distributed, the scars of the events which took place on this site remain with those former residents and the community at large. Therefore, the potential registration of this property should be viewed not only in the light of celebrating the noble aims of its founding, but in recognizing and memorializing the tragic events which unfolded here.

Through AKOMAs master plan for the site, endorsed by Action 15 of *Road to Prosperity – An African Nova Scotian Economic Action Plan*, the African Nova Scotian community and AKOMA are working towards what could be termed a reclaiming of this site. Said reclaiming acknowledges its deeply troubling past and works to repurpose the site and revitalize the Old Home to bring about new opportunities and to better serve the needs of the African Nova Scotian community, furthering the importance and value of the site to the community through the present and into the future.

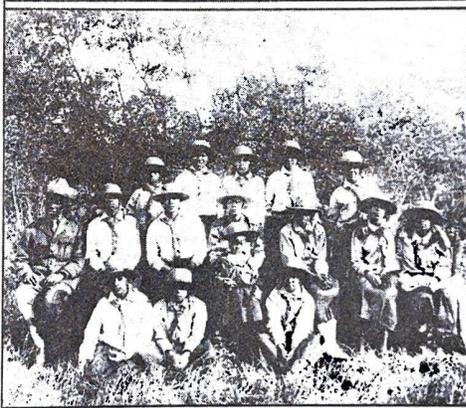
Finally, to illustrate the extent to which this site is well-documented, please find below a sampling of the many more photos and publications found documenting the Nova Scotia Home for Coloured Children throughout its history [see Figures 21 through 28].



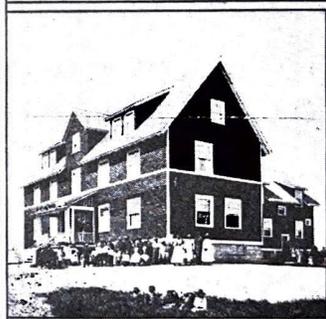
Panoramic View of News Scotians at the Formal Opening of the Colored Orphans' Home Near Preston



Mrs. Martha G. Harris, Matron, and Miss Agatha Murphy of the Staff of the Colored Orphans' Home Recently Opened Near Preston



The Girl Guides of Zion African Methodist Episcopal Church who, with the Boy Scouts, acted as a Guard of Honor at the Formal Opening of the Colored Orphans' Home



The New Scotch Home for Colored Orphans, Near Preston, Halifax County, which was formally opened June 8th by His Honor Lt. Gov. Gordon Grant of Nova Scotia, the first Dominion of its kind in all Canada

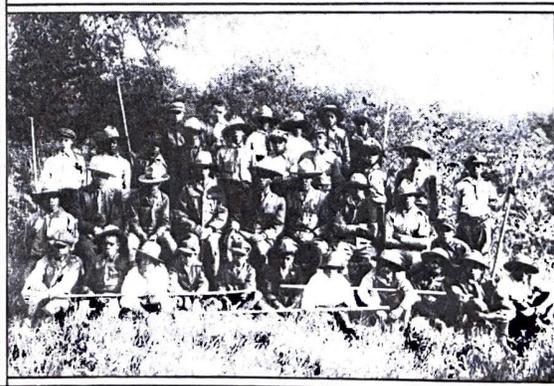
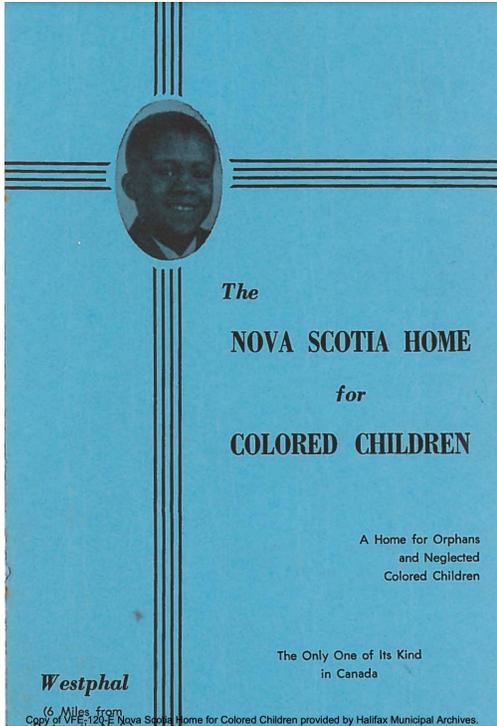


Figure 21: A newspaper article depicting the formal opening of the NSHCC (Saunders, 1994)



The School in Mid-winter



Two school classes and teachers



Mrs. J. A. R. Kinney (Matron); Dr. Melville Cumming, (President), J. A. R. Kinney (Superintendent)

How the Home is Supported

When children are committed, the Government of Nova Scotia or New Brunswick and the municipality in which the child has resided will pay grants. The amounts received in this way, plus special grants from the Government of Nova Scotia, the Municipality of Halifax and the City of Halifax, together with interest on trust funds, provide about two-thirds of the annual maintenance costs.

In exceptional cases, children have been ad-

mitted without the foregoing procedure when parents or guardians have given assurance that they will pay costs. In these cases, no government or municipal grants are paid. This procedure has not always proved satisfactory.

How the Balance of Costs Are Provided

For the balance of the annual maintenance costs and for additions to the premises, the management have appealed for private subscriptions and bequests and will continue to do so. Thus far, the response has been generous and it is hoped will continue to be at least equally so. Contributions and bequests should be made to the Nova Scotia Home for Colored Children.

The staff in 1955



Figure 22: Select pages of a 1955 brochure produced by the NSHCC to promote its cause (NSHCC, 1955)

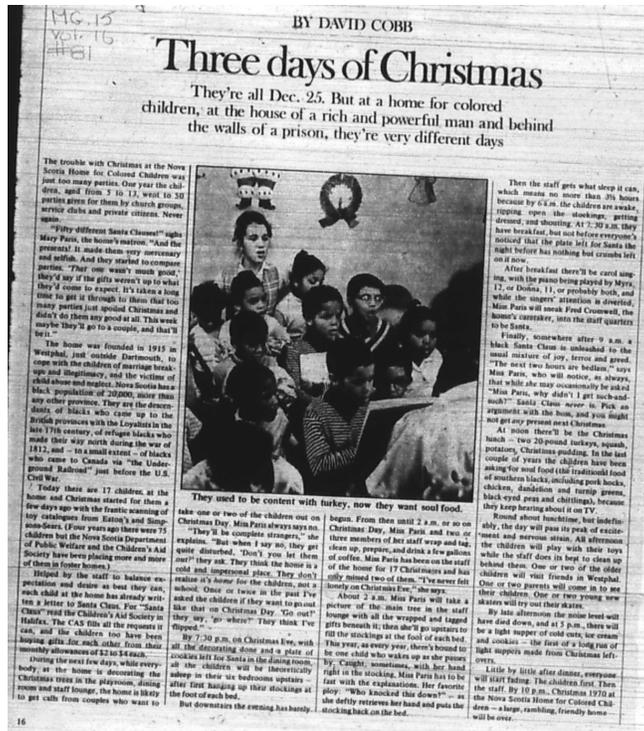


Figure 23: Newspaper article describing Christmas at the Home (Cobb, 1972)



Figure 24: Newspaper article describing the walk-out of Home staff (French, 1979)

Council to see new plan

Reid Harrison, superintendent of Dartmouth city schools told the September school board meeting that a revised plan for an addition to South Woodside school will be presented to Council Wednesday.

The plan is necessary because council budgeted \$800,000 for the addition, and the low tender for the project, by D. C. Menchions Construction Ltd., Halifax, was \$1,130,000.

City clerk Neil Cohoon said this gives council three options.

They may go back to the lowest bidder and negotiate, they may negotiate with the two lowest bidders, the second being Sigma Construction Ltd. of Dartmouth with a bid of \$1,153,000, or they can recall tenders.

Council at the Aug. 29 meeting referred the matter to staff of the school board and council to meet with architects Le Daire, Morris Associates Ltd. to determine any cost efficiencies which could be achieved.

Since that time, they agreed to re-allocate space to place the NIP facility on the main floor, thus eliminating the necessity of the second floor and its elevator.

Mr. Harrison said other facilities on the main floor have also been eliminated or rearranged in an effort to reduce the cost of this addition.

The provincial government has agreed to cost-share in a \$250,000 gymnasium for Notting Park Elementary School although it is not included in the 1978 Dartmouth School Board Budget.

It has now gone to the finance committee for review and recommendation to city council.

City clerk Neil Cohoon said it is a part of Dartmouth's long range capital program.

Administrator of Ocean View resigns

Kevin MacNamara has resigned as administrator of Ocean View Manor.

On December 31, 1978, he will have completed five years of work as head of the senior citizens home in Eastern Passage.

Earlier this week, Mr. MacNamara indicated he will run for alderman in Dartmouth's next municipal election.



New buildings replace former home at Westphal

By STEVE SMITH

Two new buildings for the Nova Scotia Home for Colored Children in Westphal were opened on the weekend.

Lieutenant-Governor Clarence Gosse cut the ribbon to open the new facilities after presenting the home's executive director, Bob Butler, with a portrait of Queen Elizabeth and Prince Philip.

The province was represented by Recreation Minister A. Garnet Brown, who planted a tree symbolic of youth and growth.

The new facilities will replace the old home further out Highway 7 which has been used since 1921.

The new buildings will provide more privacy and reduce the clinical atmosphere of the old building, said Mr. Butler.

The opening ceremonies began with a choral presentation by the North Preston Community Club and a prayer by Rev. Donald E. Fairfax.

Rev. D. D. Skeir provided the official welcome and spoke briefly on the history of the home. He called the new buildings "an important step in the life and growth of this institution."

Other remarks were made by Senator Henry Hicks, representing the federal government; Dr. F. R. MacKinnon, representing

the Nova Scotia department of social services; John Stacey, of Central Mortgage and Housing Corporation; and former boxing champion Archie Moore.

Dan Lordly of the Gideons presented Bibles to the children and promised to supply new ones if the ones presented on the weekend ever wear out through use. Four-year-old Darlene Philips accepted the first Bible on behalf of the children.

Mr. Butler said children are placed in the home by an agency authorized by the government, usually the Children's Aid Society, when it is determined that they can no longer live at home.

The Nova Scotia Home for Colored Children houses several groups of children from the same family groups who would have been separated if they had been placed in foster homes.

The home is actually the last survivor of the old orphanage system which was phased out in favour of foster homes during the sixties. There were not enough foster homes for black children, said Mr. Butler.

The official opening ceremonies were chaired by Wayne Adams.

A tour of the new facilities was provided after the official ceremonies were completed.

IN DARTMOUTH

OFFICIAL OPENING — Lieutenant Governor Clarence L. Gosse cuts the ribbon to officially open the new buildings of the Nova Scotia Home for Colored Children during festivities this weekend.

(Smith)

ICE CREAM FACTORY

HADDOCK FISH & CHIPS

2 pieces of fish surrounded by crisp, golden french fries.

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Figure 25: Newspaper article describing the opening of the new group-home style buildings at the NSHCC (Smith, 1978)

Abuse claims could hamper fundraising

Colored children's home faces PR difficulties as lawsuits loom

By Michael Lightstone

Officials hope future fundraising efforts for the Nova Scotia Home for Colored Children won't be harmed by mounting allegations of abuse.

"This type of publicity would have a negative impact on all aspects" of the Westphal facility, said Mike Mansfield, president of the board of directors.

He acknowledged Wednesday how the home is viewed "in the community at large, whether that (includes) fundraising or just public perception," is a concern.

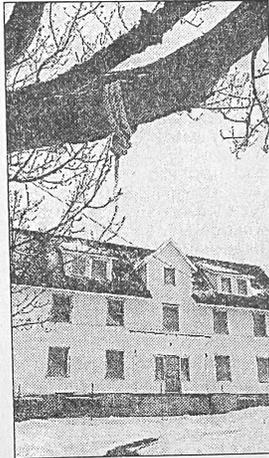
"It would be great if we could get the same kind of (media coverage) when we are looking to do some kind of fundraising," Mr. Mansfield said.

He noted the allegations of abuse — stated by 10 people in court documents — are not lawsuits yet.

"What we have are some intended legal actions," Mr. Mansfield said.

Raymond Wagner, a Halifax lawyer representing the alleged victims, said this week the first lawsuit could be launched next month.

He told this newspaper four other notices of intended action will be filed at Nova Scotia Supreme Court soon, and another five people are potential



Ingrid Bulmer / Herald Photo

The building that for many years housed the Nova Scotia Home for Colored Children sits abandoned in Westphal.

litigants.

Court documents already filed by former home residents include allegations of sexual assault, beatings and mental abuse.

They date from the 1940s to '80s.

Mr. Mansfield wouldn't address specific allegations, saying only the home has "had a positive impact on the community" during its long history.

Former board member Wayne Adams said stories of alleged abuse are troubling. But he hopes traditional donors will continue to support fundraising drives, which include an annual telethon.

"You can't change your commitment based on suspect and allegations," Mr. Adams said.

The home has operated as a coeducational residence for more than 75 years. Last year's telethon raised about \$50,000.

Conservative backbencher David Hendsbee, chairman of the 2000 fundraising broadcast, said people should not "rush to judgment" about alleged abuse.

The home is located in his Preston riding.

"These allegations have yet to be proven in a court of law," Mr. Hendsbee said. "The kids of today and in the future should not have to pay the price of mistakes that may have happened in the past."

Mr. Hendsbee said he wants to relocate his Lake Echo constituency office to the home's original site in Westphal, if the building is restored and if the proposed move fits the home's business plan.

Mr. Adams, who regularly appears on the telethon, conceded abuse claims are upsetting people associated with the home.

"I've heard a fair amount of distress," said Mr. Adams, a metro consultant and former provincial Liberal cabinet minister.

"People are very disappointed to hear these allegations at this stage of the game."

Mr. Adams added he wonders why some alleged victims took decades to come forward. "Where have they been all these years?"

Mr. Wagner has said it took his clients this long to come to grips with their traumatic experiences at the home.

Figure 26: Newspaper article describing impending lawsuits against the NSHCC (Lightstone, 2001a)

Home for Colored Children facing second abuse suit

By Sherri Borden
Staff Reporter

A second man who alleges he was subjected to sexual, physical and mental abuse as a resident of the Nova Scotia Home for Colored Children more than 30 years ago plans to sue the home and the Nova Scotia government.

The allegations of Roland Anthony Clyke, now of Toronto, are set out in a notice of intention filed Thursday at Nova Scotia Supreme Court in Halifax.

Mr. Clyke was a resident of the home from about 1965 to 1973.

He alleges the province was negligent because it failed to respond to his complaints of abuse and neglected to properly screen employees and others who cared for him.

As a "vulnerable, underprivileged and impressionable orphaned child," he claims he was subjected to an "upbringing entirely repugnant to sanctuary, friendship, wholesome love and care, nurturing, education and security," which he was "entitled to expect and receive."

Robert Lawrence Borden of Dartmouth filed a similar notice against the home and the province last month.

The men's lawyer, Raymond Wagner, has previously said his firm is representing about eight

former residents who will allege they were mistreated at the home.

When contacted Friday, Mike Mansfield, president of the home's 11-member board, said officials have been hearing the "rumours" of such suits.

"We don't have any comment now, because everything has been passed on to our legal representatives and we've been advised by them (not to comment) until the court action is actually taking place," Mr. Mansfield said.

"All we have is information about intents, and there is a formal process we're dictated to proceed through, through the provincial government, so we would simply stick to that protocol," he said.

Any issue that is presented will be investigated thoroughly, Mr. Mansfield added.

"We pride ourselves on the care we provide the children that we happen to come into contact with, so when this kind of allegation comes to our attention, it's very disturbing and we are taking the matter very seriously."

The Westphal home is the oldest coeducational residential facility in the province. It began in 1921 as an orphanage with an original mandate to provide care for needy black children. It now cares for kids of 12 to 16 from all racial and ethnic backgrounds.

Figure 27: Newspaper article describing one victim's allegations against the NSHCC (Borden, 2001)



Figure 28: Newspaper article describing another victim's allegations against the NSHCC (Daily News, 2001)

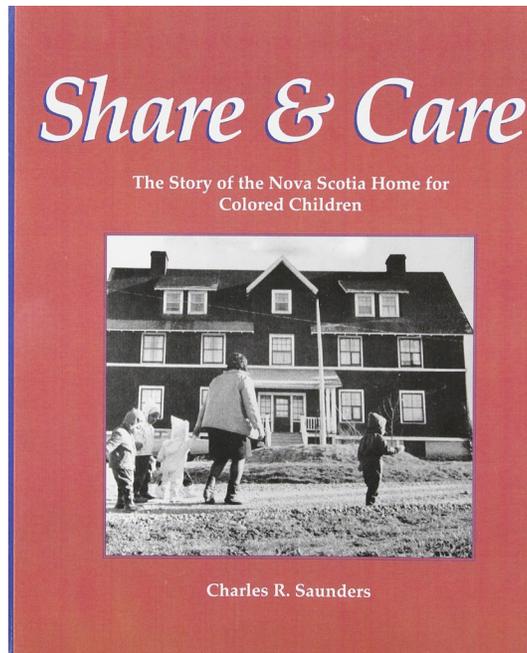


Figure 29: Share & Care, a book originally published in 1994 which exhaustively details the history of the NSHCC, minus the abuse which occurred (Amazon.ca, 2022).

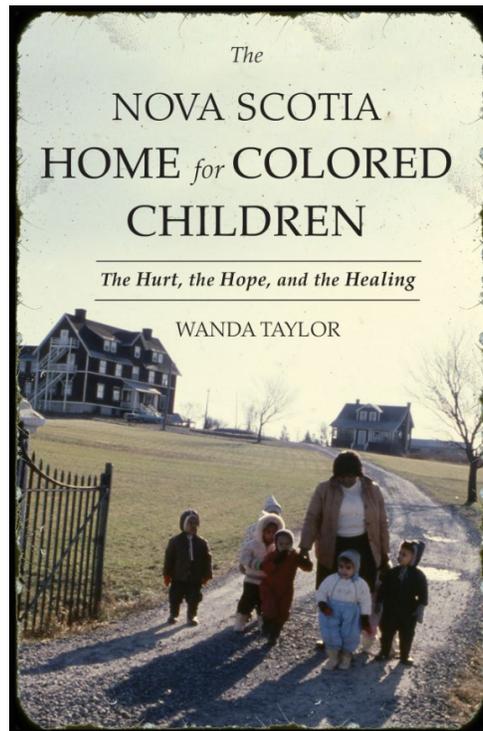


Figure 30: Nova Scotia Home for Coloured Children: The Hurt, the Hope, and the Healing, a book which tells a condensed history of the NSHCC followed by the personal accounts of former residents detailing the abuses they suffered.

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Attachment 2

Scoring for Case H00536: Request to Include 18 Wilfred Jackson Way, Westphal, in the Registry of Heritage Property for the Halifax Regional Municipality

| Criterion | Score Awarded |
|---------------------------|---------------|
| 1. Age/ Continuity of Use | 25 |
| 2 Historical Importance | 20 |
| 3. Integrity | 9 |
| 4. Context | 10 |
| Total | 64 |