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P.O. Box 1749  
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**Halifax Regional Council**  
**February 8, 2005**

**TO:** Mayor Kelly and Members of Halifax Regional Council

**SUBMITTED BY:** P. Halliday  
for Tom Creighton, Chair  
Heritage Advisory Committee

**DATE:** February 1, 2005

**SUBJECT:** Case H00154 - Application for Substantial Alteration to 28 Clam Harbour Road, Lake Charlotte, a Municipally Registered Heritage Site

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**ORIGIN**

January 26, 2005 Heritage Advisory Committee meeting.

**RECOMMENDATION**

The Heritage Advisory Committee **recommends** that Regional Council approve the proposed new building to be located at 28 Clam Harbour Road, Lake Charlotte, as proposed in the staff report dated January 14, 2005.

## **BACKGROUND**

See attached staff report dated January 14, 2005.

## **DISCUSSION**

See attached staff report dated January 14, 2005.

## **BUDGET IMPLICATIONS**

There are no budget implications for this application.

## **FINANCIAL MANAGEMENT POLICIES/BUSINESS PLAN**

This report complies with the Municipality's Multi-Year Financial Strategy, the approved Operating, Capital and Reserve budgets, policies and procedures regarding withdrawals from the utilization of Capital and Operating reserves, as well as any relevant legislation.

## **ALTERNATIVES:**

There are no alternatives proposed.

## **ATTACHMENTS**

- 1) Staff report to the Heritage Advisory Committee dated January 14, 2005.

Additional copies of this report, and information on its status, can be obtained by contacting the office of the Municipal Clerk at 490-4210, or Fax 490-4208.

Report Prepared by: Patti Halliday, Legislative Assistant

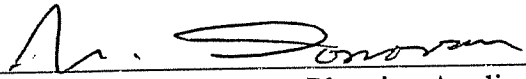
Report Approved by: Tom Creighton, Chair, Heritage Advisory Committee



PO Box 1749  
Halifax, Nova Scotia  
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**Heritage Advisory Committee  
January 26, 2005**

**To:** Heritage Advisory Committee

**Submitted by:**   
Jim Donovan, Manager, Planning Applications

**Date:** January 14, 2005

**Subject:** H00154 - Application by Lake Charlotte Area Heritage Society for approval of a substantial alteration to 28 Clam Harbour Road, Lake Charlotte, a municipally registered heritage site.

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## **STAFF REPORT**

### **ORIGIN**

An application by the Lake Charlotte Area Heritage Society requesting the approval of a new building to be constructed on the site known as Memory Lane Heritage Village located at 28 Clam Harbour Road, Lake Charlotte, a municipally registered heritage site.

### **RECOMMENDATION**

It is recommended the Heritage Advisory Committee recommend approval of the proposed new building to be located at 28 Clam Harbour Road, Lake Charlotte, as proposed in this report.

## **BACKGROUND**

Mr. Gordon Hammond, Chair of the Lake Charlotte Area Heritage Society, has made an application for approval to create an additional building to the grouping of buildings located at 28 Clam Harbour Road, Lake Charlotte (known as Memory Lane) a registered heritage site (Map 1).

Under the Heritage Property Program, all applications for substantial alterations must follow the Level 3 Design Review Process. This process requires the proposal be reviewed by both staff and the Heritage Advisory Committee (HAC), with final approval by Regional Council. To provide a basis for the review, a staff report is developed that evaluates the proposal and provides recommendations to the HAC. Evaluation of such applications is based on the "*Building Conservation Standards*" (Attachment A).

### ***28 Clam Harbour Road (Memory Lane) - a brief history***

The Lake Charlotte Area Heritage Society has brought together a large number of buildings representative of typical 1940's buildings in order to create a Historical Village of that era. The buildings, with the exception of the Cookhouse, Mine Manager's Cabin and Ball Mill, have been reclaimed from the surrounding area, and all were built before 1950. This site is unique, with reclaimed buildings and new buildings together being introduced to the site creating the feel of an historic village. The site was designated as a municipally registered heritage site in June 2004.

## **DISCUSSION:**

### ***Alteration Proposal***

The current proposal requests approval to create a replica of a 1940's Eastern Shore cannery building on the site known as Memory Lane (Map 2). This proposed building will serve two goals, firstly to create a sheltered space where special events can be held, and secondly to add to the site elements of the coastal community heritage of the Lake Charlotte area. The clam factory building, while a replica, has been researched by the Lake Charlotte Area Heritage Society who they propose to create a historically correct building in its dimensions and materials (Attachment B).

The proposed building will be located between the Cookhouse and the Boat shop with the pond to the rear. The original building used as a template measured 30'x70', and the proposed building will be proportionally scaled down to 24' x 50'. An exposed concrete foundation (approximately 4 feet from grade) will then be wood framed and clad in shiplap siding. The building will be painted white with green trim and fixed wood windows. The low pitched roof will be covered in selvage edged (roll) roofing material black in colour (Attachment C).

### ***Building Conservation Standards***

The proposal has been evaluated against the Building Conservation Standards, and staff can provide the following comments relating to these standards:

1. ***Historic purpose and changes to characteristics, site and environment.*** *The property shall be used for its historic purpose or be placed in a new use that requires minimal change to the defining characteristics of the building, its site and environment.*

The proposed new building, while a replication, has been researched and will be created to closely resemble the original building. This proposed building will be located on a pond rather than a harbour or inlet, but as the site does not have access to such water course the pond is a practical alternative. The addition of this new building will not negatively affect the character defining elements of the site, and therefore staff feel this standard has been met.

2. ***Historic character and alteration of features and spaces.*** *The historic character of the property shall be retained and preserved. The removal of historic materials or alteration of features and spaces that characterize the property shall be avoided.*

The proposed new building will not remove any historic materials from the original site, and will not alter any historic features or space that characterize the property, and therefore staff feel this standard has been met.

3. ***Sense of historical development.*** *Each property shall be recognized as a physical record of its time, place, and use. Changes that create a false sense of historical development, such as adding hypothetical features or architectural elements from other buildings, shall not be undertaken.*

The proposed new building will not alter the historical record of time and place associated with the property. The additional building will add to the historic quality of the historic site, and will not create a false sense of historical development; therefore staff feel this standard has been met.

4. ***Preservation of historical changes.*** *Most properties change over time; those changes that have acquired historic significance in their own right shall be retained and preserved.*

N/A

5. ***Preservation of distinctive features, finishes and techniques.*** *Distinctive features, finishes, and construction techniques or examples of craftsmanship that characterize the property shall be preserved.*

N/A

6. *Repair of deteriorated and missing features. Deteriorated historic features shall be repaired rather than replaced. Where the severity of deterioration requires replacement of a distinctive feature, the new feature shall match the old design in colour, texture, and other visual qualities and, where possible, materials. Replacement of missing features shall be substantiated by documentary, physical, or pictorial evidence.*

N/A

7. *Surface cleaning. The surface cleaning of structures, if appropriate, shall be undertaken using the gentlest means possible. Chemical or physical treatments, such as sandblasting, that cause damage to historic materials, shall not be used.*

N/A

8. *Significant archaeological resources. Significant archaeological resources affected by the project shall be protected and preserved. If such resources must be disturbed, mitigation measures shall be undertaken.*

No such resources have been identified, but appropriate measures will be taken should such resources be encountered during construction. Therefore staff feel this standard has been met.

9. *Retention of characterizing materials, differentiation from historic structure and compatibility of massing, size, scale and features. New additions, exterior alterations, or related new construction shall not destroy materials that characterize the property. The new work shall be differentiated from the old and shall be compatible with the massing, size, scale, and architectural features to protect the historic integrity of the property and its environment.*

Massing: Often referred to as the bulk of a building. The mass of the proposed new building is in keeping with the surrounding buildings on the site, and is historically correct with the building it replicates; therefore staff feel this standard has been met.

Size: Generally referred to as height. The new building is one storey in height, and is the same height or a less height than the other buildings on the site. Staff feel this standard has been met.

Scale: Is the measurement of the building, or addition, relative to another object. The new building, is a proportioned replica of an historically correct clam factory. It is in scale with the other buildings on the site, and therefore staff feel this standard has been met.

Architectural features: Can be determined when comparing the existing architectural style and related elements of the existing building to the style and elements of the proposed new addition/building. The clam factory is an industrial building with little or no ornamentation. It has been designed after an existing factory from the area, and therefore staff feel this standard has been met.

10. *Reversibility of new construction and protection of historic integrity. New additions and adjacent or related new construction shall be undertaken in such a manner that if removed in the future, the essential form and integrity of the historic property and its environment would be unimpaired.*

Should the proposed new building be removed in the future, the essential form and integrity of the site, the buildings and the environment would be intact. Staff feel this standard has been met.

### **Summary**

This proposal has been evaluated against the Building Conservation Standards, and staff feel the proposal is in keeping with the standards. The proposed new building is a smaller scaled replica of an existing clam factory near Ostrea lake. It is historically correct in its dimensions and materials. It is in scale with the existing buildings, and will not negatively impact the existing buildings or site. The addition of the clam factory building will add another important element of the costal community history of the area to Memory Lane. Based on these considerations, staff recommend approval of the proposal.

### **BUDGET IMPLICATIONS**

There are no budget implications for this application.

### **FINANCIAL MANAGEMENT POLICIES/BUSINESS PLAN**

This report complies with the Municipality's Multi-year Financial Strategy, the approved operating, Capital and Reserve budgets, policies and procedures regarding withdrawals from the utilization of Capital and Operating Reserves, as well as any relevant legislation.

### **ALTERNATIVES**

Staff recommend the Heritage Advisory Committee provide a positive recommendation to Regional Council for the proposed alterations to 28 Clam Harbour Road as outlined in this report. The Heritage Advisory Committee can recommend for all or parts of this proposal. Should the Heritage Advisory Committee not recommend the proposal, the Report will still be forwarded to Regional Council for consideration.

### ATTACHMENTS

Map 1: Location Map, 28 Clam Harbour Road, Lake Charlotte  
Map 2: Location of proposed Clam Factory

Attachment A: "*Building Conservation Guidelines for Heritage Properties*"  
Attachment B: Letter and background information on proposed building  
Attachment C: Building Elevations

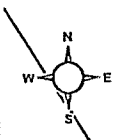
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Additional copies of this report and information on its status can be obtained by contacting the Office of the Municipal Clerk at 490-4210, or Fax 490-4208.

Report prepared by: Maggie Holm, Heritage Planner, 490-4419

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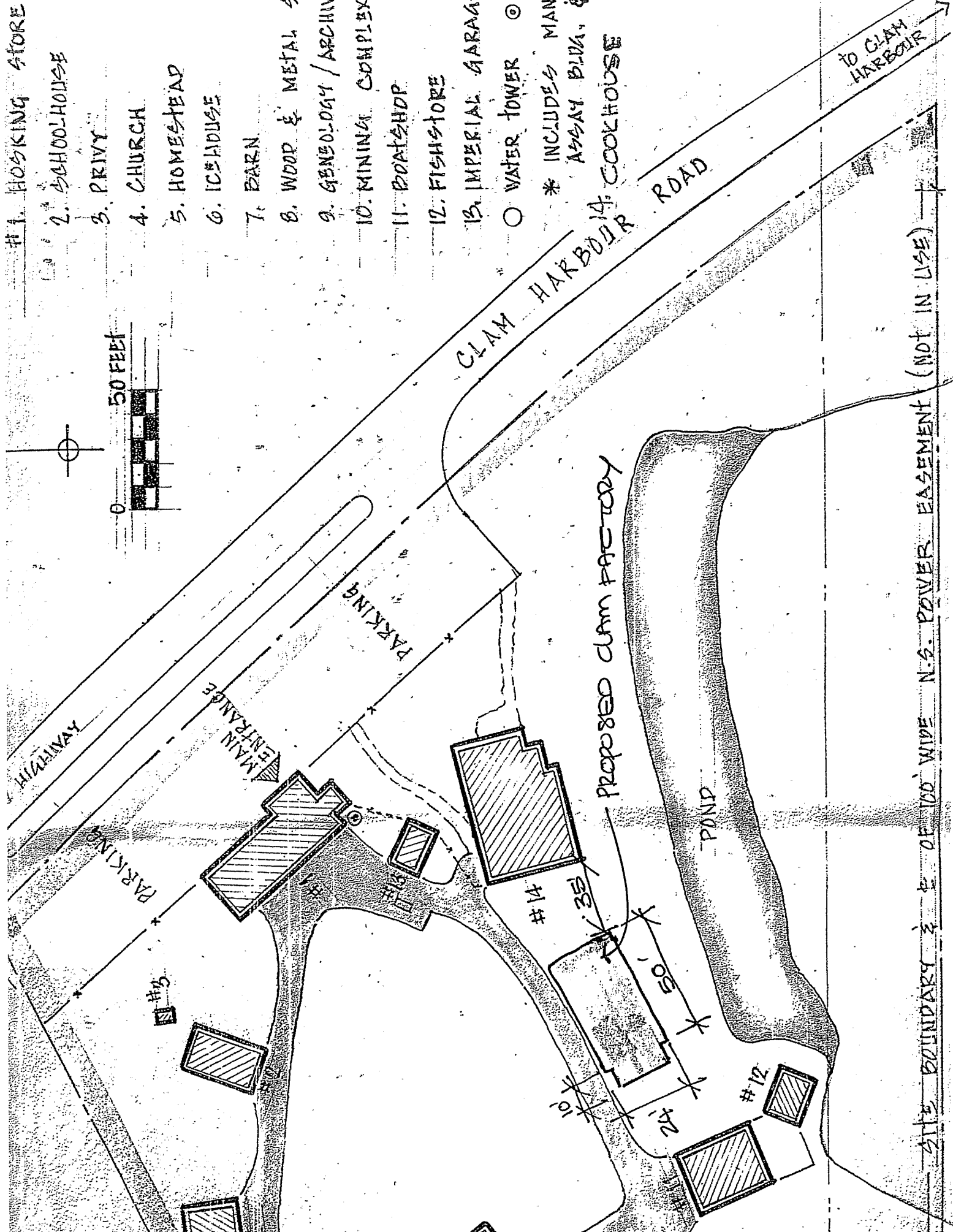
**Memory Lane**  
**28 Clam Harbour Road**  
**Lake Charlotte**

0 50 100 150 Feet

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

- #1. HOSKING STORE
  2. SCHOOLHOUSE
  3. PRIVY
  4. CHURCH
  5. HOMESTEAD
  6. ICEHOUSE
  7. BARN
  8. WOOD & METAL S
  9. GENEALOGY / ARCHIV
  10. MINING COMPLEX
  11. BOATSHOP
  12. FISHSTORE
  13. IMPERIAL GARAGE
  14. COOKHOUSE
- WATER TOWER ○  
\* INCLUDES MAN  
ASSAY BLDG. &

50 FEET



SITE BOUNDARY & E OF 100' WIDE N.S. POWER EASEMENT (NOT IN USE)

## BUILDING CONSERVATION STANDARDS

The following standards will be used to assess all applications for property alteration and financial assistance. The historic character of a heritage resource is based on the assumptions that (a) the historic materials and features and their unique craftsmanship are of primary importance and that (b) in consequence, they are to be retained, and restored to the greatest extent possible, not removed and replaced with materials and features which appear to be historic, but which are in fact new.

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

The above-noted standards are based on the Conservation Standards used by the United States Secretary of the Interior (36 CFR 67) (1991). They are generally in keeping with most Conservation principles, including the Venice Charter (1964).

# Lake Charlotte Area Heritage Society

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Phone: (902) 845-1937  
Fax: (902) 845-2477

Attn. Ms Maggie Holm, BA, Bdep., Heritage Planner  
Planning and Development Services, Heritage Property Program  
Halifax Regional Municipality  
PO Box 1749  
Halifax, Nova Scotia  
B3J 3A5

December 23<sup>rd</sup> 2004

Dear Ms. Holm:

As we have discussed, the Lake Charlotte Area Heritage Society would like to add a new building, a replica of a 1940s Eastern Shore cannery, to Memory Lane Heritage Village. There are two principal reasons for this. First, it will create a sheltered space where we can hold special events, such as our Antique Show and Tell or Model Boat Festival for example. It will also allow us to hold events such as concerts and weddings. The second reason, is that we will be able to include an important part of the coastal community heritage within the Village.

For the information of the Heritage Advisory Committee, I have included a background document about the "Clam Factories" of the Eastern Shore which provides the historical evidence for adding the new building. In addition, I have included a photograph of the building we intend to use as our specific historical reference. This building is of course the General Seafoods Clam Factory c. 1945, located in Ostrea Lake. This building has been chosen as a model to follow because it is the only one we are aware of that still exists, and fortunately, it is very little changed, even though it has been converted into a residence.

Finally, I have included a set of construction drawings for the new building. As you will note, the new construction is very similar to the original with a concrete knee wall and large windows. Although the new building is slightly smaller, we are retaining the overall proportions, materials and finishes.

I believe this should give the committee everything it requires but should something be missing then please do not hesitate to call me at 1-902-845-1094.

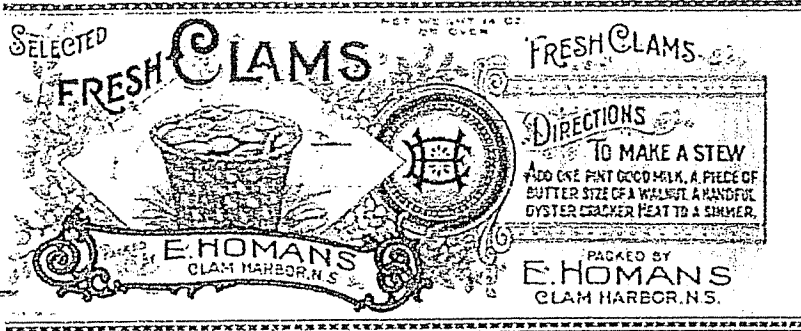
Thank you,

Gordon Hammond, Chair  
Lake Charlotte Area Heritage Society

MEMORY LANE  
**Heritage**  
1940  
1950  
**Village**

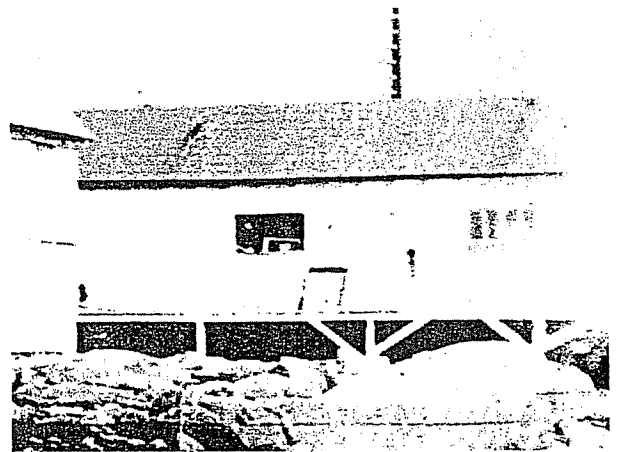
# Clam Factories of the Eastern Shore

## *A much-needed employer during the 1940s*

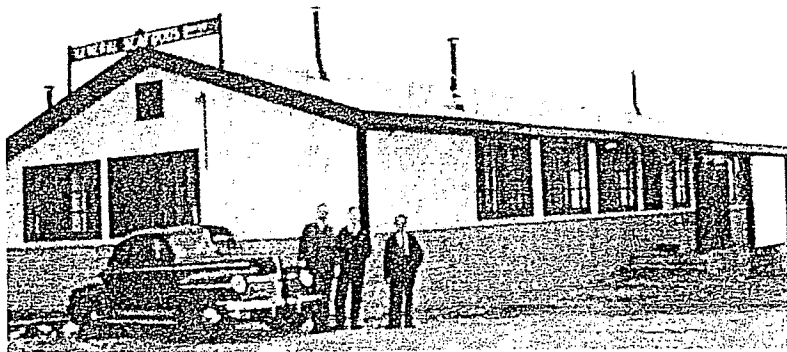


The canning of shellfish, such as clams, lobster, crab, and oysters, developed as an industry around the early 1900s, when equipment, canning materials, and a general knowledge of the science of canning coincided with a demand for canned goods. Canned shellfish was an appealing product as it came close to the taste of fresh seafood, and it was easy to use. In Nova Scotia, during the early 1900s, canning

was often done in “kitchen canneries” such as a small shed adjacent to the wharf or site where the shellfish were brought in. On the Eastern Shore, there were many small “canneries” (primarily lobster and clam) that produced products which ranged in quality and were probably bought by a wholesaler who then labeled them as their own brand. The label above is from a clam canning operation that was run by Ebenezer Homans during the late 1920s and early 1930s. He marketed the clams under his own name and operated a lobster cannery as well. The clam and lobster factories of the 1940s were more modern in their approach



Clam Harbour seafood factory, 1947



General Seafoods Clam Factory, Ostrea Lake c. 1945

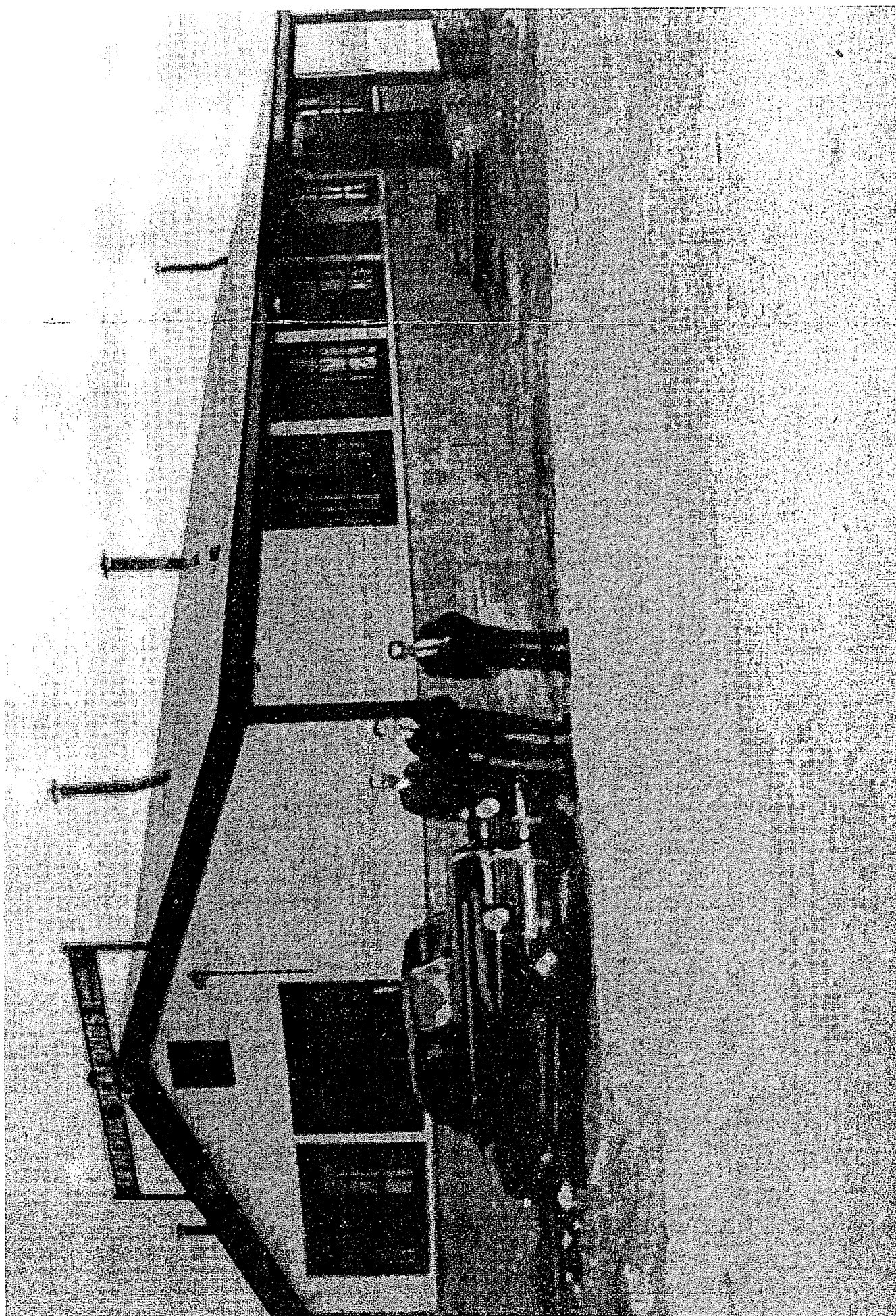
the diggers, the pay could be quite good, earning twenty-five cents a basket or “hod”. A good clam digger could dig up to 20 hods in a tide—excellent pay compared to the dollar a day men earned in the woods. These factories also employed many women who otherwise would have left the community in search of employment. While the factories are remembered as bringing a boom to the local economy, their tenure was brief. The large number of factories in such a small area, led to overharvesting, and the eventual close of the factories which could not obtain enough shellfish to make the operations profitable.

and produced a superior product. Between 1943 and 1953 it is estimated that there were at least five clam factories operating along the Eastern Shore between Petpeswick and Clam Harbour. There were certainly many more operating around the province. These factories had a significant impact on the local economy, with each factory employing about 20 people as diggers, steamers, shuckers, and packers. For

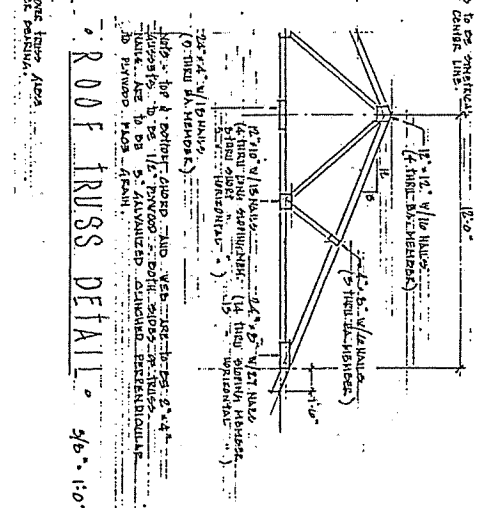


General Seafoods Clam Factory, Ostrea Lake c. 1945

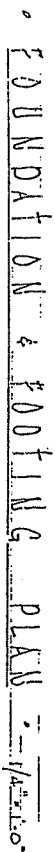








ROOF FRAMING PLAN  
1/4" = 1'-0"



DEC 2 2004