

**Item No. 10.3.1**  
**Halifax Regional Council**  
**March 5, 2013**

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

**SUBMITTED BY:** Original signed \_\_\_\_\_  
Councillor Lorelei Nicoll, Chair  
Community Planning and Economic Development Standing Committee

**DATE:** February 20, 2013

**SUBJECT:** Halifax Memorial Library/Grafton Park Property

**ORIGIN**

Staff Report to the Community Planning and Economic Development Standing Committee's meeting of February 14, 2013

**LEGISLATIVE AUTHORITY**

Section 3 of the Standing Committee's Terms of Reference.

**RECOMMENDATION**

The Community Planning and Economic Development Standing Committee recommend that Regional Council:

1. Declare the Memorial Library building, excluding the lands, surplus to municipal needs;
2. Direct staff to grant an Option Period ending December 16, 2013, to the Assembly of Mi'kmaq Chiefs, to allow for the Assembly to develop potential conditions of occupancy for the Memorial Library building;
3. Direct staff to advance alternative plans including the demolition of the Halifax Memorial Library and the restoration of the full site as a public park, should the Assembly Agreement fail to produce agreeable terms; and defer sending a recommendation on demolition to Regional Council until after December 16, 2013.

**BACKGROUND/DISCUSSION**

Staff submitted a report to the February 14, 2013 meeting of the Community Planning and Economic Development Standing Committee and responded to questions on this matter. The Committee supported the staff recommendation, but wanted to include wording that would ensure staff would not submit any recommendation on demolition to Regional Council until after the December 16, 2013, the end of the Option Period. Staff indicated they had no difficulty with this, and the wording is reflected in the Committee's recommendation 3.

**FINANCIAL IMPLICATIONS**

The attached staff report addresses Financial Implications.

**COMMUNITY ENGAGEMENT**

Not applicable with this report. The attached staff report addresses Community Engagement.

**ENVIRONMENTAL IMPLICATIONS**

None.

**ALTERNATIVES**

The Standing Committee did not provide Alternatives. The attached staff report provides Alternatives.

**ATTACHMENTS**

Attachment 'A': Staff report dated December 17, 2012.

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A copy of this report can be obtained online at <http://www.halifax.ca/council/agendasc/cagenda.html> then choose the appropriate meeting date, or by contacting the Office of the Municipal Clerk at 490-4210, or Fax 490-4208.

Report Prepared by: Sheilagh Edmonds, Legislative Assistant

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**Item No.**

**Community Planning & Economic Development Standing Committee  
February 14, 2013**

**TO:** Chairperson Lorelei Nicole and Members of the,  
Community Planning and Economic Development Standing Committee  
Original Signed

**SUBMITTED BY:** \_\_\_\_\_  
Jane Fraser, Director, Planning & Infrastructure

**DATE:** December 17, 2012

**SUBJECT:** **Halifax Memorial Library/Grafton Park Property**

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**ORIGIN**

At the June 21, 2011 session of Regional Council, MOVED by Councillor Harvey, seconded by Councillor Sloane that Halifax Regional Council:

1. Direct staff to explore in more detail municipal objectives and options related to the Halifax Memorial Library site.
2. Request that staff report back to Council through the Standing Committee on Community Planning and Economic Development.

**LEGISLATIVE/AUTHORITY**

HRM Charter Section 61 and 63

**RECOMMENDATION**

It is recommended that the Community Planning & Economic Development Standing Committee make the following recommendations to the Halifax Regional Council:

- 1) Declare the Memorial Library building, excluding the lands, surplus to municipal needs;
- 2) Direct staff to grant an Option Period ending December 16, 2013, to the Assembly of Mi'kmaq Chiefs, to allow for the Assembly to develop potential conditions of occupancy for the Memorial Library building; and
- 3) Direct staff to advance alternative plans including the demolition of the Halifax Memorial Library and the restoration of the full site as a public park, should the Assembly Agreement fail to produce agreeable terms.

## **BACKGROUND**

With the opening of the new Halifax Central Library in the fall of 2014, the existing Halifax Memorial Library will close. A series of Regional Council reports regarding the Halifax Central Library have articulated the limitations which exist on re-use of the Library property (historically called Grafton Park) and discussed the need to examine the options available to HRM. This report discusses those options for the consideration of the Standing Committee and a recommendation to Regional Council.

- The property is on the former 18<sup>th</sup> and mid-19<sup>th</sup> century Poorhouse lands and, as such, is the site for estimated 2000 to 5000 burials over its 80 plus years of use.
- A grant by the Province to the City of Halifax in 1882 cleared title and ceded over the present property "for use as a public square or garden forever and for no other purpose whatsoever". The property became Grafton Park.
- An amendment to the original grant in 1949, allowed for the construction of a public library within the park but limited to the northwest side of the diagonal path that continues to traverse the park. The amendment only allows a building for a "Public Library".
- Failure to utilize the building as a public library or the property as a public park requires forfeiture to the Province.
- The burials and any archeological heritage and cultural assets are protected under the Province of Nova Scotia Cemeteries and Monuments Protection Act and the Special Places Act.
- A report to Regional Council June 22, 2011, from the Heritage Advisory Committee, recommends the library building be considered for Heritage Property Designation. The matter was deferred by Regional Council pending further exploration on options for the property.
- The War Memorial component of the Memorial Library has been lifted in conjunction with the Canadian Legion and will be relocated to the new Central Library.
- The required base building upgrades and interior leasehold improvements for the building is estimated at \$5.25M to \$7.0M.
- The Downtown Halifax Secondary Municipal Planning Strategy, supported by the Spring Garden and Queen Public Lands Plan and HRM by Design, identifies Grafton Park as remaining a public park in aid of the aim of intensification in the Regional Centre. Approximately 2500 residential units will have been completed in the area between 2009 and 2014.

## **DISCUSSION**

Under the terms of the grant, HRM has two options for retention of the property; public library within a public park or public park.

***Public Library Use:***

The Halifax Regional Library has indicated that the building will not be required as a public library. It is no longer suitable for their function and cannot be used without significant alterations and repairs, even if a qualifying library use could be found. Operating budgets from the present library will be transferred to the new Central Library.

***Park Use:***

The retention of the property as a park is realistic and warranted. The property continued to function as a vital and vibrant park even after the Library was constructed. The two uses actually worked in concert. Leaving the triangle on the south east side of the main diagonal path unencumbered with a building was deliberate and a reflection of the pedestrian crossroad and gathering place function of the park in 1949. Sun, lawn, food, seating wall and the heaviest pedestrian activity in the municipality, combine to create an ideal location for public open space and make it just as vital today. The connecting diagonal, as an organizing feature, has even been deliberately reinforced through the design of the new Central Library near-by, which was sighted to terminate the view and draw pedestrians when walking towards Spring Garden along the path.

As urban open space, the property is still required for municipal needs. If Council concurs with staff that the park function remains on Grafton Park, then the consideration is whether it remains in its present configuration or should it be reverted back to its pre - 1949 size.

***Primary Question:***

Without a public library use and accepting that there is continued requirement for the property as a park, Council's key deliberation is the future of the building. Under the terms of the Provincial grant, the building is to come down. Council must determine if they wish to pursue retention of the building, which would be based largely on its architectural heritage. Sale of the building cannot offer any protection for the architectural heritage beyond what is offered under Heritage Designation or under the Downtown Halifax LUB. Currently, the zoning splits the property. The open space at the front being Institutional Cultural and Openspace (ICO) and the building portion being Downtown Halifax 1 (DH1), with a 28m height restriction. Any guarantee of retention of the heritage aspects of the building would require site specific changes to the Land Use By-Law. Retention of the building would also require the Province to lift the condition regarding building use.

***Other Building Uses:***

No other use, aside from a public park, has been determined by HRM staff at this point. Without a building, the property would not receive the necessary 50 points to warrant Heritage designation, thus the pending request for Heritage Property Designation would be rendered moot. If the Province were to remove the building restrictions and another appropriate use could be found, the building could remain in place and the Heritage designation could proceed through the process. Any consideration of a lease or sale of the building would need to include appropriate protection, conditions or retention of the grounds and open space.

***Assembly of Nova Scotia Mi'kmaq Chiefs' Request:***

In June of 2011, Regional Council received a presentation from representatives of the Assembly of Chiefs outlining their desire to secure the building as a Centre for Mi'kmaq Governance and

Culture. HRM has further received a formal and more detailed expression of that interest from the Assembly of Chiefs through a letter (Attachment B). The request to Council is for a suitable timeframe to allow the Assembly of Chiefs to explore with the Province, HRM and others the reality of the vision articulated in their correspondence and the mechanisms required to bring this to fruition. The Assembly is currently in multi-year negotiations as to First Nation Rights through the Mi'kmaq Rights Initiative (KMK) and the Made In Nova Scotia Process, with the Provincial and Federal governments.

The Province of Nova Scotia has indicated to HRM staff that they would be willing to lift the conditions on the property in aid of the initiative, should the Assembly's project proceed.

It is not the intention of the Province or federal governments to be the primary funder of the Centre for Mi'kmaq Governance and Culture initiative. Private partners and funding would have to be found for capital and operating expenditures.

HRM staff has indicated to the Assembly and the Province that the property is not considered surplus to municipal needs, however, the building is under the conditions of the grant. Further, the future use of the site is a matter for Regional Council and that the Assembly's request would be put forward as a possible option that would see the building remain, should that be Council's desire.

### **FINANCIAL IMPLICATIONS**

There are no budget implications at this time; however, the intention of staff is to advance timely decision making to avoid or minimize any expenses associated with maintaining a vacant building when the Memorial Library closes. Carrying costs associated with holding the building as vacant are estimated to be \$140,000 per year. No funds have been identified in future budget years for that purpose. Any capital requirements stemming from Council's decisions would be subject to the annual budget processes.

In accordance with HRM Charter, any lease or sale of the property, in part or whole, would be at market value, unless it was to a qualifying community Non-profit group.

### **COMMUNITY ENGAGEMENT**

The recommendations in this report stem from public consultations carried out as part of the 2006 Spring Garden Road/Queen Street Joint Public Lands Plan, HRM by Design and the Central Library Process.

### **ENVIRONMENTAL IMPLICATIONS**

There are no environmental implications resulting from this report.

**ALTERNATIVES**

Regional Council could choose not to extend an agreement with the Assembly of Chiefs and direct staff to ready other options for the consideration of Council.

**ATTACHMENTS**

- Attachment A – Property Background document
- Attachment B - Letter from the Assembly of Nova Scotia Mi'kmaq Chiefs
- Attachment C – Site Plan
- Attachment D- Heritage Advisory Committee Reports (for Standing Committee information purposes only)

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A copy of this report can be obtained online at <http://www.halifax.ca/council/agendasc/cagenda.html> then choose the appropriate meeting date, or by contacting the Office of the Municipal Clerk at 490-4210, or Fax 490-4208.

Report Prepared by: Peter Bigelow, Manager, Portfolio Management, RE&LM, P&I (490-6047)

Original Signed

Report Approved by: Peter Stickings Manager, Real Estate and Land Management Planning and Infrastructure (490-7129)

Original Signed

Financial Approval by: Greg Keefe, Director of Finance & Information Technology/CFO, (490-6308)

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**ATTACHMENT A**  
**BACKGROUND**

**Property Overview**

*Property History*

The Memorial Library building and the associated property known as Grafton Park has a long history in the European development of Halifax. Just outside the original 1749 palisade walls that surrounded the town, it became part of the Poor House property in 1762. The Poorhouse was an independent institution supported by churches and citizen contributions with the property entrusted to the Trustees appointed to hold public property for the Town of Halifax. The House was located on what is now the Bank of Montreal Building on Spring Garden Road. The rear of the property to the east, now the Library site and Grafton Park, was used for the burying deceased inhabitants, foreign sailors and soldiers and others who had no means for a "proper burial". It is estimated by historians that between 2000 and 5000 persons are buried on the property. By historical accounts it was not a pleasant property with many complaints as to the condition of graves especially as the town grew around it.

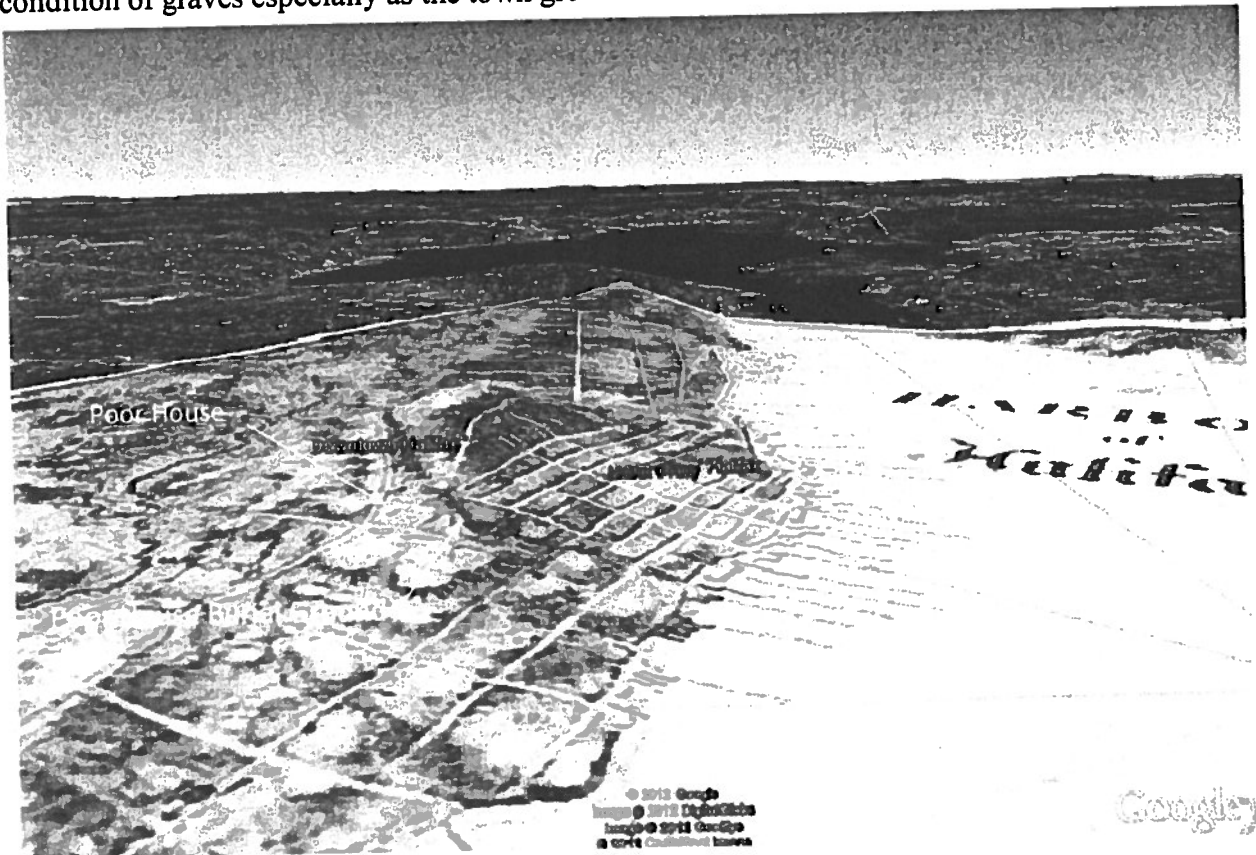


Figure 1) 1777 DesBarres' Map Draped on Google Earth

In 1853 The Province of Nova Scotia took over the responsibility for the Poor House and moved the institution to the Halifax Common at the corner of Robie and South Streets. The City appears



to have taken over the responsibility for the Poor House Burying Grounds in 1853 however it ceased to be used for burials as burials were only permitted to outside the town. Nothing much was done with the grounds aside from tree planting, filling of depressions and a few paths. A Commission for management was slow to be instituted. Records show that there were issues with title to the property.

In 1881 the City of Halifax petitioned for a grant for the Old Poor House Burying Ground for the purpose of having a "place for Public Resort". The action was intended to clear up the title issues. The property was already being used as a park by citizens and there were calls for the City to get on with improving it. The request was granted by the Province but with restrictions preventing the sale of the property or its occupation by buildings securing it for the "enjoyment of the citizens in perpetuity as a public square." In 1883 the Morning Herald reported, "The old poor's burying ground [...] is at last to be converted into a public park. The doubts respecting the title have been set at rest and the local government has granted it to the city on condition that it shall be maintained forever as an open square. It is understood that some public spirited citizens intend to solicit subscriptions, and have the ground opened up at once. The old stone wall will be torn down and replaced by a neat iron railing." The property became Grafton Park. Additional improvements were planned to the property and some were undertaken, including leveling uneven ground, creating a system of paths, more tree planting and lowering of the existing stone wall to present levels.

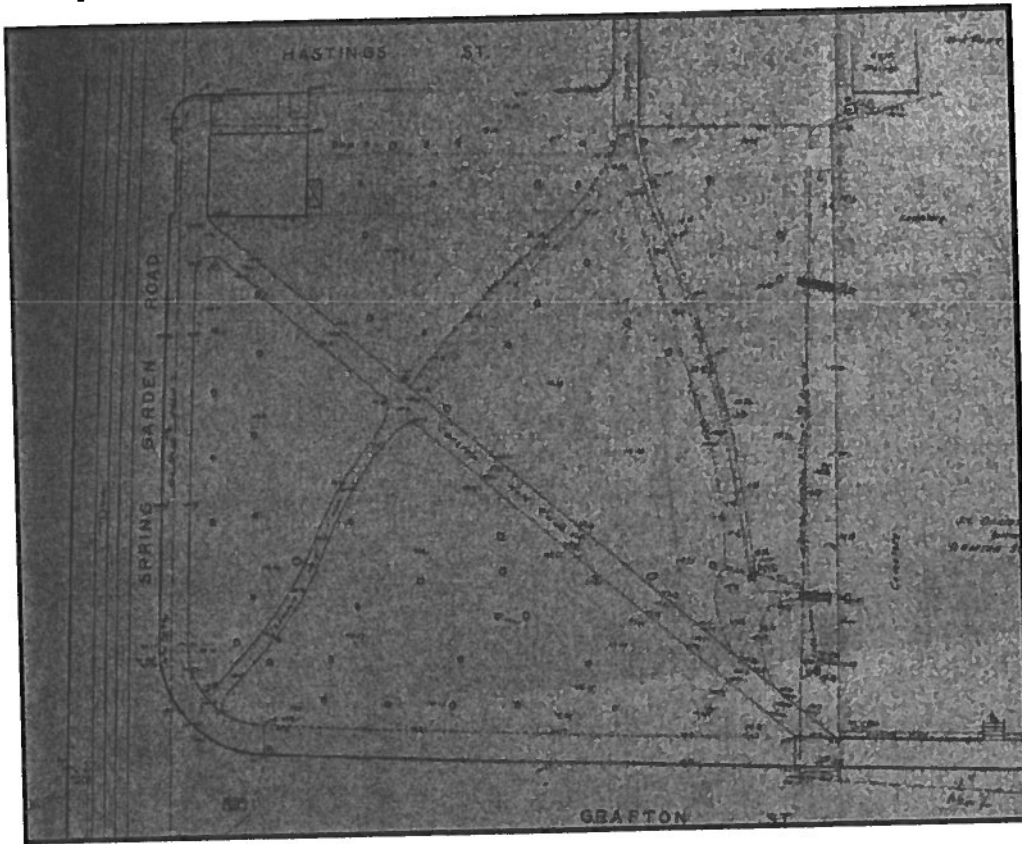


Figure 2) 1934 survey of Grafton Park

In 1949 the City again petitioned the Province to allow the building of a public library as a living memorial to the war dead of the First and Second World Wars. The Province granted the request changing the legislation to read "Notwithstanding the restrictions set out in Letter Patent bearing the date the 31<sup>st</sup> day of October, AD 1882, granted by Her Majesty the Queen in the right of the Province of Nova Scotia, to the City, and recorded in the Registry of deeds for the County of Halifax on the 29<sup>th</sup> day of May, A.D. 1884, whereby the lands now comprising Grafton Park are required to be held for the use and enjoyment of the citizens of Halifax as a Public Square or Garden forever and for no other purposes whatsoever, the City may erect upon said lands in a location North-west of the southeastern margin of the existing diagonal walk across the said Park, a Public library for use by the citizens of the City." These two conditions are still in effect. Thus, failure to use the property for the purpose of library and/or park would result in forfeiture to the Province. The building was constructed respecting the diagonal path, although with a slight forward adjustment. It appears from records that the presence of the poor house graveyard was "rediscovered during the construction". Since that time the presence of the Graveyard has been recorded and preserved. The building has served the public since as both an open space square and a library. In 1971 additions were made to the original structure making the entire building 35,000 sq feet on a 50,200 sq foot lot. The grant restrictions do not apply to a small 42x42 ft portion of the property which served historically as a small fire engine house at the corner of Spring Garden and what is now Brunswick Street. Ownership of this property was not part of the original Grafton Park grant but was later appended to the property without restriction when the Province gave full possession of the Engine House property to the City through a confirmatory grant.

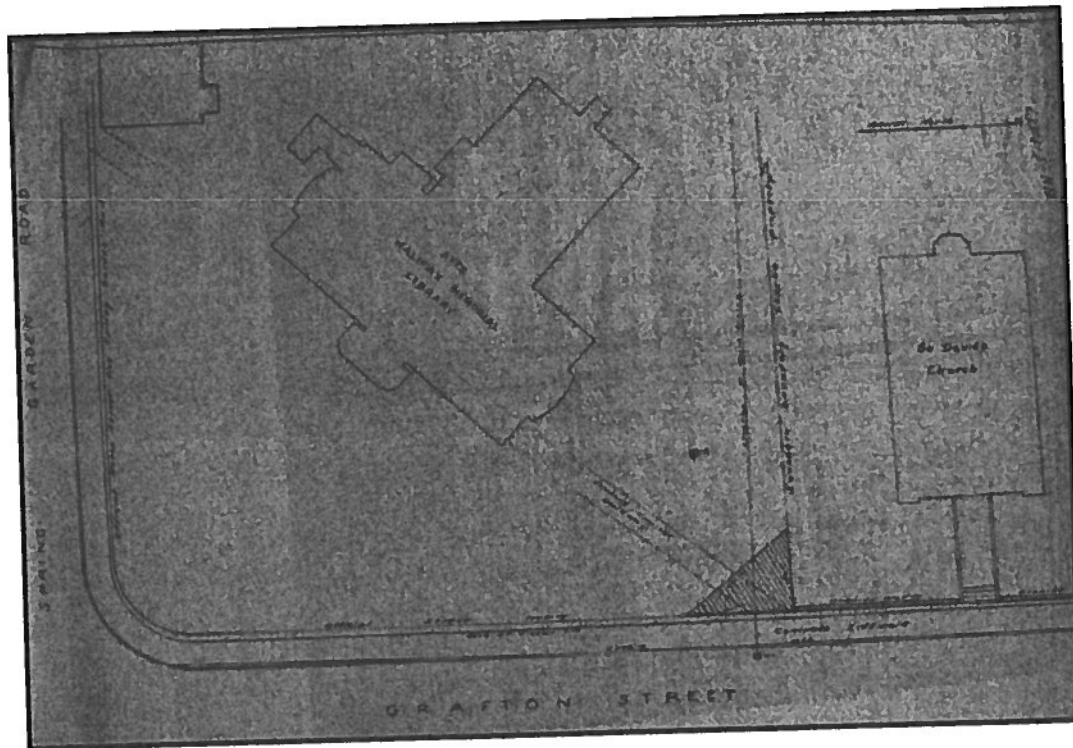


Figure 3) 1949 Memorial Library Site Plan

*Present Issues*

The present building condition is regarded as in need of repair. To continue as a public building would require investment in base repairs to secure the exterior and roof against rain and moisture, address issues relating to with building materials which would need to be disturbed within the building and address heating and cooling issues which have caused the library to close for days at a time. An additional leasehold and/or tenant fit up would be required to retrofit the building for any adaptive use.

*On Site Burials and Archaeological Potential.*

A stage one archaeological assessment conducted as part of the Spring Garden Road/Queen Street Area Joint Public Lands Plan identified Grafton Park as a site of high archaeological potential. Provincial legislation under the Cemetery and Monuments Protection Act and the Special Places Act protect the burials and potential cultural assets on the site. Discussions with the Provincial administrator indicate that the Acts allow for flexibility in relocating remains and potential any cultural assets. However due to the history of the site and the use restrictions in the grant from the Province disturbing these actions would have to be carefully considered by Provincial administrators.



**Figure 4) Halifax Memorial Library**

**Interest in the Building and Site**

*Public Consultation*

In 2006 the Joint HRM Province of Nova Scotia Spring Garden and Queen Public Lands Plan recommended that the open space remain as a public square. The Memorial Library should be retained and redeveloped for other purposes either private commercial or another institutional use. This was in support of the monuments district concept for the area. The District extends from the corner of Queen and Spring Garden to Barrington Street and contains a concentration of historic, public, institutional buildings, churches and open spaces. The new Central Library is the newest addition to this district, and the recently announced additions and renovations to the Spring Garden Road Provincial Courthouse help strengthen this concept.

The SGR and Queen Lands Plan recommendation for the site was based on four objectives

- 1) to preserve the building as one of the few examples of its architectural style (refer to HRM Heritage Advisory Committee Report )
- 2) to sell the building to help pay for the costs of the new Central Library
- 3) to avoid the municipality carrying the costs of building reconditioning
- 4) to preserve the public open space and pedestrian connection between Uptown and downtown.

Demolition of the building in favour of a public square was articulated as an alternative which achieved objectives 3 and 4. It must be mentioned that at the time of formulating the recommendations for the SGRQ Public Lands Plan, the restrictive terms of the 1882 grant and 1949 grant amendment were not known by the planners or the general public. Had the restrictions been known, objective 2 would not have been an option. The other objectives may or may not have changed but the recommendation to sell to a commercial entity to pay for the new library would not have been a consideration. Further, the sale of the Memorial Library to finance the new Central Library proved to not be a required consideration owing to better than expected returns on the Clyde Street Lot. What is clear is, while it was desirable that the building be retained for its architecture, symbolism and public affection, without a warranted municipal need and the consent of the Province it would be difficult to warrant major public investment and retention.

Resulting from the Spring Garden and Queen Public Lands Plan and HRM by Design Downtown Plan the Downtown Municipal Planning Strategy was substantially amended. The MPS solidifies the best use of the property as a public square and park but indicates that the building might stay in place.

#### *Building Architecture and Potential Heritage Designation*

The Heritage Advisory Committee (HAC) made the following recommendation to Regional Council at its June 22, 2011 HAC meeting;

**It is recommended that should 5381 Spring Garden Road, Halifax score more than 50 points, the Heritage Advisory Committee recommend that Regional Council:**

- 1. Set a date for a heritage hearing to consider the application; and**
- 2. Approve the registration of this property, as shown on Map 1, under the HRM Heritage Property Program.**

An examination of the heritage merits indicated that the property achieved a score of 59, above the required 50 points for Council's consideration for Heritage Designation. The Committee felt that the evaluation process would provide information on the aspects of the building that are significant from a heritage and historical perspective, and that the registration of the property can sit parallel or separate to what eventually happens to the building. The Committee felt that the Municipality should provide a leadership role in the protection of heritage assets in this community and sees this action as an important part of that role.

On October 25, 2011 the question of Heritage Designation for the Library was before Regional Council. The matter was deferred with the following motion;

**MOVED by Councillor Walker, seconded by Councillor McCluskey that Halifax Regional Council defer consideration of the Heritage Advisory Committee recommendation report dated June 22, 2011, until staff can come back with a report outlining options around the future use of the Halifax Memorial Library property as per the work plan summarized in Attachment 1 of the October 6, 2011 staff report. MOTION TO DEFER PUT AND PASSED.**

The related reports and scoring assessments can be found in Attachment D.

#### *Provincial Interest*

HRM staff, in discussions with provincial counterparts, has indicated that they do not see the property as being surplus and the Province has not indicated any desire to have the property returned directly to them for any strategic provincial purpose. The Province understands both the constraints on the property and the importance of the property as it relates to Council's objectives for the downtown. However, it is possible that the Province would amend the Grant to allow for other suitable public uses. The Province has already indicated that it would favourably amend the Grant to allow for the building to be renovated and used by the Assembly or Chiefs as a Centre for Governance and Culture.

#### *Interest from the Assembly of Mi'kmaq Chiefs of Nova Scotia*

The Canadian Constitution Act (1982) and subsequent Supreme Court decisions recognize the treaty rights of Canada's Aboriginal people. The Mi'kmaq-Nova Scotia-Canada Tripartite Forum was established in 1997 to provide the Mi'kmaq and federal/provincial government a place to resolve issues of mutual concern. The Made-in-Nova Scotia Process is the forum for the Mi'kmaq, Nova Scotia and Canada to resolve issues related to Mi'kmaq treaty rights, Aboriginal rights, including Aboriginal title, and Mi'kmaq governance. The process involves the Mi'kmaq of Nova Scotia as represented by the Assembly of Nova Scotia Mi'kmaq Chiefs and the provincial and federal governments.

Further, on February 23, 2007, the parties signed the Mi'kmaq-Nova Scotia-Canada Framework Agreement for the Made-in-Nova Scotia Process. The aim is to ensure that Mi'kmaq treaty and constitutional rights are upheld and developed in today's context. The particular focus will be on protected rights respecting land, resources and governance. The Framework Agreement was an important milestone because it confirmed each party's commitment to work to resolve Mi'kmaq rights issues through negotiation in a spirit of reconciliation.

For purposes of these processes the 13 Nova Scotia Mi'kmaq Bands come together under the *Kwilmu'kw Maw (KMK) Mi'kmaq Rights Initiative* and have formed the Assembly of Nova Scotia Mi'kmaq Chiefs as the highest level body of Mi'kmaq negotiation and decision making.

The Assembly of Chiefs has expressed an interest in exploring the feasibility of re-using the Memorial Library as a Centre for Governance and Culture. Their objectives are articulated in their letter to HRM dated June 22, 2012. Representatives from the Assembly spoke with Regional Council in July of 2011. At that time the concept was for a Mi'kmaq Legislature or House of Assembly, however that concept has evolved to become a Centre for Governance and Culture. This letter represents their formal request for time to advance the thinking around such an endeavor understanding that the City must make a decision around the future of the building before it closes in the Fall of 2014.

The Province of Nova Scotia has indicated to HRM that they are supportive of the concept but will not be the primary funder of such an initiative. Currently they have provided funding for the Assembly to explore the concept further.

*Private Interest*

The Spring Garden Road Queen Street Public Lands Plan sought to balance retention of the Memorial Library Building with desires to avoid high renovation/restoration costs with no apparent alternative municipal use. Without the knowledge of the 1882 and 1949 restrictions on use of the property, the study recommended turning the property over for private commercial use. Some exploration of this option was undertaken. Results were mixed. Retention of the building was seen as a costly condition and lowered the market value of the property. The large floor area with next to no on-site parking and institutional interior spaces were a challenge to commercial success for most developers. One retailer in particular did look at the property several times however the revelation of the property use restrictions truncated any further exploration.



Kwilmu'kw Maw-klusuaqn Negotiation Office  
**Mi'kmaq Rights Initiative**

**Our Rights. Our Future.**

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June 22, 2012

Mr. Mike Labrecque  
 Deputy Chief Administrative Officer  
 Executive Management Team  
 DCAO's Office, PO Box 1749  
 Halifax, Nova Scotia  
 B3J 3A5

Dear Mike,

We appreciated Peter and you making the time available to meet with colleagues from the Office of Aboriginal Affairs (Messrs. Danny Graham and Tom Soehl), our Project Manager, Ron L'Esperance and Eric Zscheile from KMK, on May 15, 2012. All felt that the meeting was very constructive.

I am writing to update you on the status of the Nova Scotia Mi'kmaq governance and cultural centre Project and to also advise that we have now advanced this prospective development to the point that we are making a formal *expression of interest* (EOI) to potentially acquire and occupy, on a long term basis, the site of the current Halifax Memorial Library, once vacated, to house the proposed Nova Scotia Mi'kmaq governance and cultural centre.

To this end, to assist the Nova Scotia Assembly of Mi'kmaq Chiefs in making a go/no go decision by June 30, 2013, we will be seeking an early agreement with respect to the possible long term occupation of this building for this purpose, once it has been vacated. Insofar as the Province is centrally involved in these discussions, we understand that provincial colleagues will be writing to you separately to convey their views and their support for this proposed initiative.

Insofar as this proposed solution will serve to preserve a historically significant building at a historically significant site on which development options are clearly circumscribed, it may be the most favorable outcome and one that will serve a variety of interests, including those of the heritage preservation and advocacy groups.

In the course of this letter, I want to provide the following:

- A brief update on the status of this Project, including the vision, how it might be constituted and proposed uses, including the issue of its ongoing accessibility to the broader community, continuing the tradition of the area around the Library having been traditionally a 'gathering place'; and

- A statement of intended use for the existing library facility, should the Mi'kmaq acquire this building as a site for the implementation of the Nova Scotia Mi'kmaq governance and cultural centre.

## 1. Project Update

The vision for the Nova Scotia Mi'kmaq governance and cultural centre project is ultimately about enhanced governance for the Mi'kmaq of Nova Scotia and as a venue to showcase Mi'kmaq culture and arts to residents and visitors. If you were to arrive at the airport or on a cruise ship and toured Halifax, you might never know that the Mi'kmaq ever existed in this Province. As envisaged, the establishment of a Nova Scotia Mi'kmaq governance and cultural centre project will incorporate a number of key features including:

- A central building where the Mi'kmaq of Nova Scotia, led by the Assembly of Nova Scotia Mi'kmaq Chiefs, can gather, hold and host meetings amongst themselves and others and address the complex, cross-cutting issues that impact our people in Nova Scotia;
- A place that is close to other levels of government with whom the Mi'kmaq of Nova Scotia conduct government-to-government relations;
- Building on the vibrant, very positive and well-received events in HRM over the past couple of years (the recognition of Chief Henri Membertou in 2010 and the Queen's visit to the model Mi'kmaq Village and last year's very successful Pow Wow), a place to establish an appropriate cultural presence for the Mi'kmaq of Nova Scotia in the Province's capital city commensurate with our standing as a founding people; and
- The establishment of a cultural centre as an intrinsic part of this development, a centre which would encourage a gathering of the public, tourists and school children in a place where they would be welcomed and could learn more about Mi'kmaq, art, culture, traditions and the importance of the Mi'kmaq contribution to our Province's history and evolution.

Our vision is also for a Centre that not only positively profiles the Mi'kmaq of Nova Scotia, but, also one that contributes to the cultural and community vibrancy of that part of the City and which is inviting to the community at large. This facility would become the first of its kind in Canada and we envisage it as one that will have a high level of activity throughout the year.

We also know and understand that the land on which the present Library sits has an interesting and reverential provenance, particularly, considering the presence of the burial ground. We also know that it has been a place that has encouraged gathering and mingling, a tradition that we would want to both support and encourage and, in so doing, contribute to the vibrancy that will exist as a result of the renewal efforts that are prominently underway in that important part of the City. Ultimately, utilization of this facility for this purpose aligns with the constraints that exist in respect to future uses of this particular site. The Project can be seen as presenting and memorializing the historical and present day contribution that our people have made and continue to make to our society. It will be a destination for our people, for school children and for citizens and visitors who want to know more about our culture



and heritage. We think that this building, in this part of our Capital City, will significantly contribute to the community and its dynamism.

As discussions on this initiative have evolved, the present focus is to reach an agreement on the building that currently houses the Halifax Memorial Library on Spring Garden Road and to modify and renovate it, in a manner that respects its architectural features and provenance, as the proposed Nova Scotia Mi'kmaq governance and cultural centre, hence, this *expression of interest*.

Pre-planning activities for this Project have been underway for some time. More recently, KMK, with assistance from the Province of Nova Scotia, has hired a Project Management Team to assist in advancing all aspects of this project.

An important aspect of the forward strategy is to conduct further outreach and engagement with Mi'kmaq communities throughout the Province to assist in considering final design elements, as well as, the naming and branding of the proposed governance and cultural centre.

To date, there has been preliminary discussion with the Halifax Regional Municipality in respect to the site of the existing library, including a presentation to Council in 2011 by Chiefs Deborah Robinson and Gerard Julian. I felt that this presentation was very positively received by the Mayor and Council.

In 2010, an engineering analysis was also undertaken to assess the requirements associated with upgrading the existing library's building systems to modern standards. In addition, an analysis of possible concept options for the building has also been completed. This work was undertaken in collaboration with the provincial department of Transportation and Infrastructure Renewal.

## II. Statement of Intended Use

As noted, the Nova Scotia Mi'kmaq governance and cultural centre initiative is, ultimately, about enhanced governance, as well as, a place to showcase the culture of the Mi'kmaq of Nova Scotia. It is about building and evolving a strong governance structure and about providing a building for the Mi'kmaq in which to address and deal with cross-cutting issues that impact all Mi'kmaq in Nova Scotia. It would also be cost effective in providing a space for Chiefs and Bands to conduct meetings with government officials in the Province's capital city, a requirement for which the Chiefs and Bands are presently incurring costs for renting hotel meeting space in which to conduct these frequent meetings.

Conceptually, as presently envisaged, the building would house the following:

- A large assembly chamber for meetings of the Nova Scotia Assembly of Mi'kmaq Chiefs;
- A number of smaller meeting rooms;
- Staff offices;
- Ceremonial space;
- Offices available for visiting Nova Scotia Mi'kmaq communities and visiting delegations;
- A cultural Centre for cultural and arts expositions and demonstrations;
- A resource Centre for holding and management of records/archival material; a library facility, as well; and

- Reflective and arts exposition space.

The actual renovation and final configuration of the building and its space and its naming and branding will be informed through consultation with Mi'kmaq communities throughout Nova Scotia and in compliance with provincial and municipal regulatory requirements.

In advancing this *expression of interest*, we recognize that discussion between HRM and the Province will be required. At this stage, our principal interest is in securing the option to utilize the site as the location for the Mi'kmaq governance and cultural centre. Our objective is to see the discussions associated with the Mi'kmaq's interest in the long term occupation of this site concluded amongst the parties by August 15<sup>th</sup>, 2012. Further, we would want to ensure that the proposed option agreement remains in force until the Assembly Chiefs make their go/no go decision on this project on or before June 30<sup>th</sup>, 2013. We will also actively support and engage in the process amongst all parties leading to the consummation of this option agreement.

KMK understands that both HRM and the Province may wish to establish terms and conditions respecting such things as determination of market value, public access, maintenance of the grounds surrounding the Library as open space and other potential requirements.

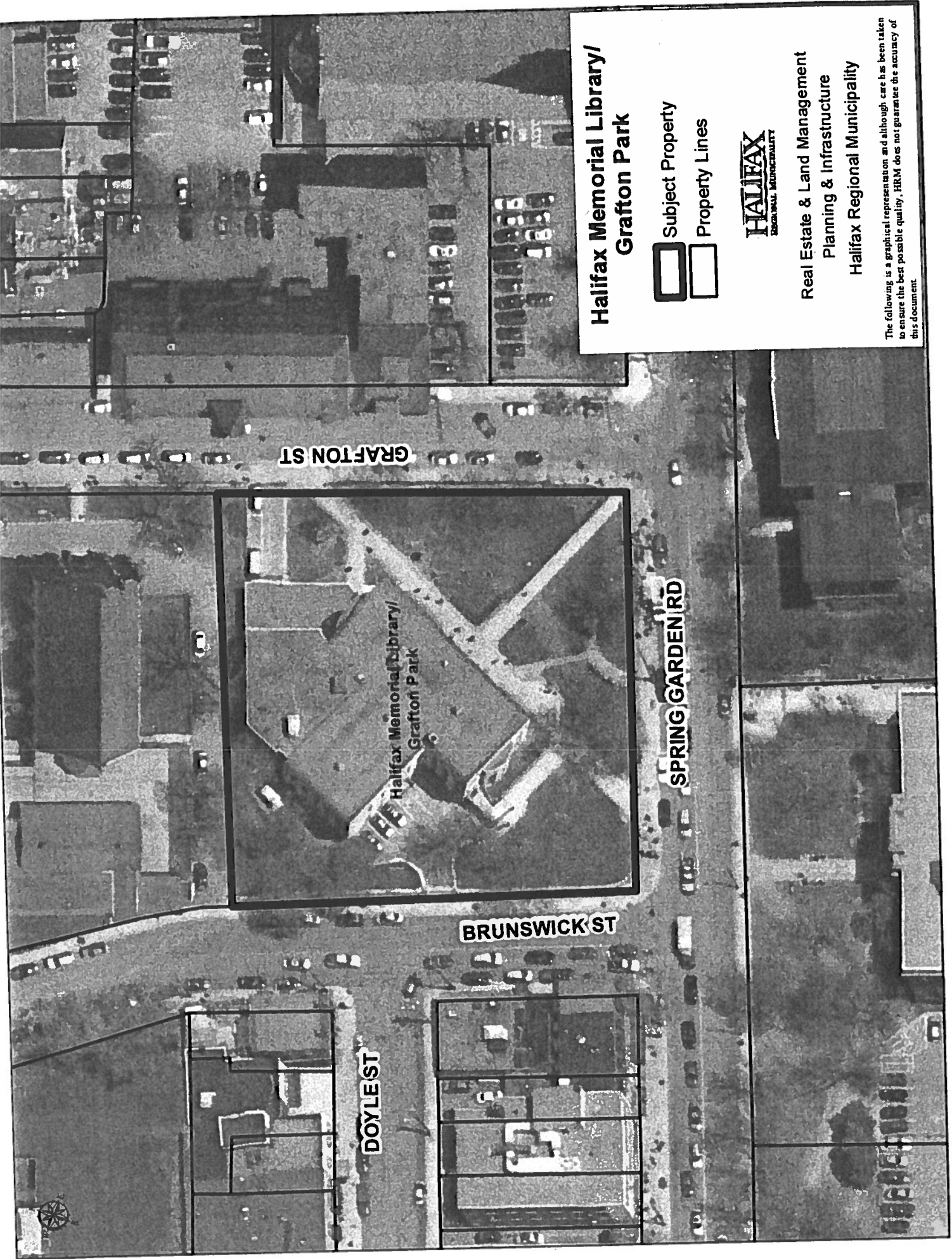
In closing, we are delighted to advance this expression of interest for an agreement respecting the potential acquisition and long term occupation of the Halifax Memorial Library Building for the proposed site of a Nova Scotia Mi'kmaq governance and cultural centre. We are equally pleased that you understand the tight timelines under which consideration of this Project is being advanced and we look forward to working with you on a truly exciting opportunity that will be a distinctive, nationally significant development in our Capital Region and a first in Canada.

Yours in Recognition of  
Mi'kmaq Rights and Title,

Original Signed

Chief Deborah Robinson  
Lead Chief for Governance  
Assembly of Nova Scotia Mi'kmaq Chiefs

cc. Janice Maloney  
Eric Zscheile  
Viola Robinson  
~~Danny Graham~~  
~~Tom Soehls~~



**Halifax Memorial Library/  
Grafton Park**

-  Subject Property
-  Property Lines



Real Estate & Land Management  
Planning & Infrastructure  
Halifax Regional Municipality

The following is a graphical representation and although care has been taken to ensure the best possible quality, HRM does not guarantee the accuracy of this document.



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

Halifax Regional Council  
August 2, 2011

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

**SUBMITTED BY:** Original Signed  
Stephen Terauds, Chair, Heritage Advisory Committee

**DATE:** July 4, 2011

**SUBJECT:** Case H00357: Application to consider 5381 Spring Garden Road, Halifax,  
as a Municipally Registered Heritage Property.

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**ORIGIN**

June 22, 2011 Heritage Advisory Committee meeting.

**RECOMMENDATION**

The Heritage Advisory Committee recommends Halifax Regional Council:

1. Set a date for a heritage hearing to consider the application to register 5381 Spring Garden Road; and
2. Approve the registration of 5381 Spring Garden Road, as shown on Map 1, under the HRM Heritage Property Program.

## **BACKGROUND**

At the Heritage Advisory Committee's meeting of March 23, 2011, the Committee passed a motion requesting staff provide a report in regard to registering the Memorial Library as a heritage property. The Committee had a discussion on the future of the Memorial Library once the new public library was opened, and felt that it was worth retaining and protecting. Heritage Planning staff carried out the required research and submitted a report to the June 22, 2011 Committee meeting. The property was evaluated according to *The Evaluation Criteria for Registration of Heritage Buildings in Halifax Regional Municipality*. The score necessary for designation is 50. The property scored 59 points (out of a possible 100), therefore, the Committee is recommending the designation.

## **DISCUSSION**

At the June 22, 2011 meeting, Mr. Peter Bigelow, Manager, Real Property Planning was present to advise the Committee of Regional Council's motion from its June 21, 2011 meeting, which reads as follows:

That Halifax Regional Council:

1. Direct staff to explore in more detail municipal objectives and options related to the Halifax Memorial Library site.
2. Request that staff report back to Council through the Standing Committee on Community Planning and Economic Development.

The Committee felt that the evaluation process would provide information on the aspects of the building that are significant from a heritage and historical perspective, and that the registration of the property can sit parallel or separate to what eventually happens to the building. The Committee feels that the Municipality should provide a leadership role in the protection of heritage assets in this community and sees this action as an important part of that role.

## **BUDGET IMPLICATIONS**

Budget Implications in regard to processing the application are addressed in the attached staff report.

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

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

## **COMMUNITY ENGAGEMENT**

Not applicable with this report.

**ALTERNATIVES**

Alternatives have been identified in the attached staff report.

**ATTACHMENTS**

Attachment 'A': Staff report dated May 24, 2011.

Attachment 'B': Extract of the June 22, 2011 Heritage Advisory Committee minutes.

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A copy of this report can be obtained online at <http://www.halifax.ca/council/agendasc/cagenda.html> then choose the appropriate meeting date, or by contacting the Office of the Municipal Clerk at 490-4210, or Fax 490-4208.

Report Prepared by: Sheilagh Edmonds, Legislative Assistant

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

Heritage Advisory Committee  
June 22, 2011

**TO:** Chair and Members of the Heritage Advisory Committee

Original Signed

**SUBMITTED BY:** \_\_\_\_\_  
For Paul Dunphy, Director of Community Development

**DATE:** May 24, 2011

**SUBJECT:** Case H00357 - Application to consider 5381 Spring Garden Road,  
Halifax as a Municipally Registered Heritage Property

### ORIGIN

A request by the Heritage Advisory Committee to consider 5381 Spring Garden Road, the Halifax Main Branch Library, in downtown Halifax, as a municipally registered heritage property.

### RECOMMENDATION

It is recommended that should 5381 Spring Garden Road, Halifax score more than 50 points, the Heritage Advisory Committee recommend that Regional Council:

1. Set a date for a heritage hearing to consider the application; and
2. Approve the registration of this property, as shown on Map 1, under the HRM Heritage Property Program.

## **BACKGROUND**

With a new public library being planned at the corners of Queen and Spring Garden Roads the long term plan for the existing Memorial Library building is still uncertain. Members of the Heritage Advisory Committee raised concerns over its long term use and retention as a significant heritage resource to the Halifax Regional Municipality. This is due in part to the heritage values associated with the building: its architectural style, its commemorative status as a war memorial, and the historical use as a cemetery for the poor.

Under the HRM Heritage Property Program, all applications for new heritage registrations are reviewed by the Heritage Advisory Committee (HAC). To provide a basis for the review, a Historical Research Report (Attachment A) is developed to assist the HAC when scoring the building using "*The Evaluation Criteria for Registration of Heritage Buildings in Halifax Regional Municipality*" (Attachment B).

Should the building score more than 50 points, a positive recommendation will be forwarded to Regional Council, and a notice of this recommendation will be provided to the property owner(s) at least thirty (30) days prior to its registration. Normally, the hearing provides an opportunity for the owner(s) of the property to be heard before Council votes on the recommendation, however in this case HRM is the owner of the property.

## **DISCUSSION**

The building, located at 5381 Spring Garden Road, was originally called the Halifax Memorial Library. It was decided that the library would make an excellent memorial to all those who died during the First and Second World Wars. The site, corners of Spring Garden and Grafton Streets, was previously known as Grafton Park. This park is where the poor were buried during the late 1700s to the mid-1800s.

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

The Library building is surrounded by other municipally and provincially registered heritage buildings such as: The St. Mary's Basilica, The Old Burying Grounds, the Provincial Court House, St. David's Presbyterian Church, St. Mary's Boys and Girls School buildings and Royal



Artillery Park. The addition of this building to the HRM Registry of Heritage Buildings will create a denser cluster of registered buildings around Spring Garden and Grafton Streets.

### **BUDGET IMPLICATIONS**

The HRM costs associated with processing this application can be accommodated within the 2011/12 operating budget for C310 Planning & Applications.

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

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

### **COMMUNITY ENGAGEMENT**

There is no community engagement required for municipal heritage registration requests.

### **ALTERNATIVES**

1. Regional Council may approve the heritage registration of 5381 Spring Garden Road, Halifax as recommended.
2. Regional Council may choose not to hold a heritage hearing to consider the heritage registration application for 5381 Spring Garden Road, Halifax.
3. Regional Council may refuse the request for heritage registration, after holding a heritage hearing, for 5381 Spring Garden Road.

### **ATTACHMENTS**

- Map 1: Location Map – 5381 Spring Garden Road, Halifax
- Attachment A: Historical Research for 5381 Spring Garden Rd, Halifax
- Attachment B: The Evaluation Criteria for Registration of Heritage Buildings in Halifax  
Regional Municipality
- Attachment C: Photographs of 5381 Spring Garden Rd, Halifax

A copy of this report can be obtained online at <http://www.halifax.ca/commcoun/cc.html> then choose the appropriate Community Council and meeting date, or by contacting the Office of the Municipal Clerk at 490-4210, or Fax 490-4208.

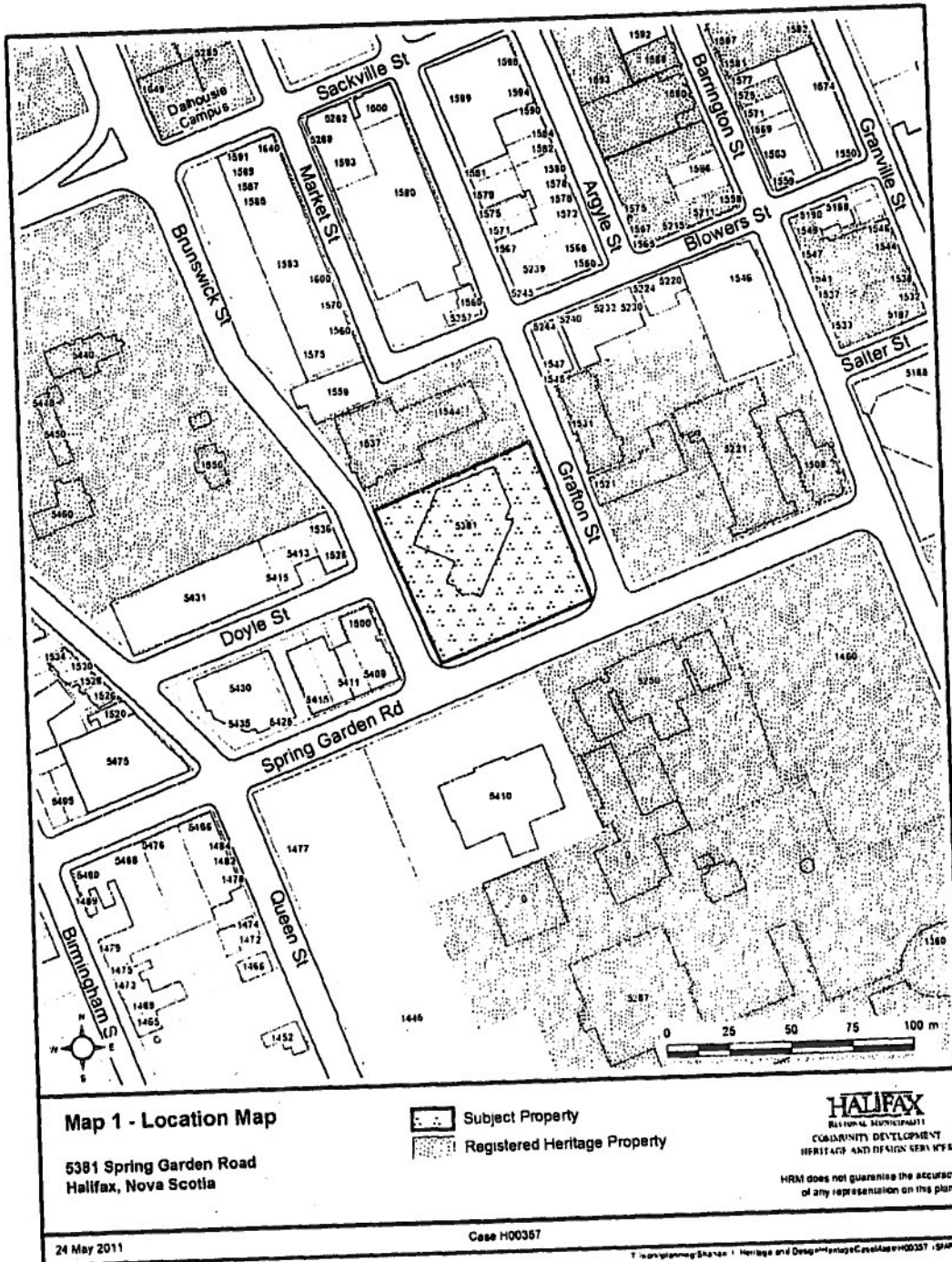
Report Prepared by : Maggie Holm, Heritage Planner, 490-4419

**Original Signed**

Report Approved by: Austin French, Manager of Planning Services, 490-6717

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# Map 1: Location Map



**Attachment A**

**An Historical Report on:**

**Spring Garden Road Memorial Public Library;**

**Halifax Main Branch Library**

**(Formerly: Halifax Memorial Library)**

**5381 Spring Garden Road, Halifax, NS**

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

**Prepared by: Alfreda Withrow - Research Consultant**

**Date: May 16, 2011**

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

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

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

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

### **2) Historical or Architectural Importance:**

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

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

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

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

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

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

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

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

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

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

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

## 2) Representative of the era:

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

### 3) Significance of Architect/Builder:

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

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

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

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



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

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

#### 4) Architectural Merit:

##### A) Construction type of building technology:

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

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

##### B) Style:

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

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

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

#### 5) Architectural Integrity:

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

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

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

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

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

#### **6) Relationship to Surrounding Area:**

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

### **GRAFTON PARK:**

#### **HISTORICAL NOTES REGARDING GRAFTON PARK:**

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

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

**(A) Age of Grafton Park:**

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

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

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

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

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

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

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

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

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

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

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

**(D) Changes and Additions Made to Grafton Park:**

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

**(1) Sir Winston Churchill Statue:**

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

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

## **(2) Sculptor of the Sir Winston Churchill Statue:**

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

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

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

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

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



## APPENDIX I:

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

### Nova Scotia

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

### New Brunswick

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

### Prince Edward Island

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

SOURCE: [//en.wikipedia.org/wiki/Leslie\\_R\\_Fairn](http://en.wikipedia.org/wiki/Leslie_R_Fairn)

## APPENDIX II:

### MAYOR JOHN (GEE) AHERN:

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



## **APPENDIX III:**

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

### **Flags and Standards**

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

### **Silver Cross**

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

### **Books of Remembrance**

There are two books of remembrance; the first one contains the names of Haligonians who perished during WWI. It also lists the cause of death. The second book lists the names of the 677 men and women from Halifax who perished during WWII and the Korean War, and was donated to the Library in 1955 by the Silver Cross Women of Canada. Both are on public display. The books have been digitized and are available on the Halifax Public Libraries' website in electronic format.

### **Cornerstone**

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

### **Plaque**

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

### **Murals**

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

## **The Library as a Living Memorial**

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

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

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

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

### **Groups Involved**

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

(Source: Halifax Memorial Library website)

## Research Sources:

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

## (B) NSARM:

Maps: 1878 Hopkins Atlas

1895 Goads Insurance Plan

*(Both maps show Grafton Park with walkways)*

## (C) Websites:

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

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

## (E) Books:

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

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

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

**Attachment B: EVALUATION CRITERIA FOR REGISTRATION OF  
HERITAGE BUILDINGS HALIFAX REGIONAL MUNICIPALITY**

**1. AGE**

Age is probably the single most important factor in the popular understanding of the heritage value of buildings. The following age categories are based on local, national and international occasions that may be considered to have defined the character of what is how the Halifax Regional Municipality and its architecture.

Date of Construction	Points	Timeline
1749 - 1785	25	Halifax Garrison Town to the Loyalist migration
1786 - 1830	20	Boom period following construction of the Shubenacadie Canal
1831 - 1867	16	From Boom to Confederation
1868 - 1899	13	Confederation to the end of the 19 <sup>th</sup> century
1900 - 1917	9	Turn of the Century to Halifax Harbour Explosion
1918 - 1945	5	The War Years
1945 - Present	3	Post-War

*\* Maximum score of 25 points in this category*

**2. HISTORICAL OR ARCHITECTURAL IMPORTANCE**

A building can receive points for:

- A) Having specific associations with important occasions, institutions, personages & groups  
OR B) For being architecturally important unique/representative of a particular period.

**2A) Relationship to Important Occasions, Institutions, Personages or Groups**

Nationally	Points	Comments
Intimately Related	16 - 20	
Moderately Related	11 - 15	
Loosely Related	1 - 10	
Provincially	Points	Comments
Intimately Related	11 - 15	
Moderately Related	6 - 10	
Loosely Related	1 - 5	
Locally	Points	Comments

- Intimately Related	11-15	
- Moderately Related	6-10	
- Loosely Related	1-5	
No relationship to important occasions, institutions, personages or groups.	0	

*\* Maximum score of 20 points in this category, scoring from one of the three categories only*

**2B) Important/Unique Architectural Style or Highly Representative of an Era**

Importance	Points	Comments
Highly important/unique/representative of an era	16-20	
Moderately important/unique/representative of an era	11-15	
Somewhat important/representative of an era	10-1	
Not important/ unique/representative of an era	0	

*\* Maximum score of 20 points in this category.*

**3. SIGNIFICANCE OF ARCHITECT/BUILDER**

Is the structure representative of the work of an architect or builder of local, provincial or national importance.

Status	Points	Comments
Nationally Significant	7-10	
Provincially Significant	4-6	
Locally Significant	1-3	
Not Significant	0	

*\* Maximum score of 10 points in this category.*



#### 4. ARCHITECTURAL MERIT

The assessment of architectural merit is based on two factors:

**A) Construction type/building technology:** which refers to the method by which the structure was built (early or rare uses of materials), and building techniques;

**B) Style:** which refers to the form or appearance of the architecture.

Construction type/building technology		* Maximum score of 20 points in this category.
<b>A) Construction type</b>	<b>Points</b>	<b>Comments – max score of 10 points</b>
Very rare/ early example	7 - 10	
Moderately rare/ early example	4 - 6	
Somewhat rare/ early example	1 - 3	
Not rare/ common example	0	
<b>B) Style</b>	<b>Points</b>	<b>Comments – max score of 10 points</b>
Very rare/ early example	7 - 10	
Moderately rare/ early example	4 - 6	
Somewhat rare/ early example	1 - 3	
Not rare/ common example	0	

#### 5. ARCHITECTURAL INTEGRITY

Architectural Integrity refers to the extent to which the building retains original features/ structures/styles - not the state of the building's condition.

Architecture	Consider any additions/ removal/ alterations to windows, doors, porches, dormers, roof lines, foundations, chimneys, and cladding.	
Exterior	Points	Comments
Largely unchanged	11 - 15	
Modest changes	6 - 10	
Major changes	1 - 5	
Seriously compromised	0	* Maximum score of 15 points in this category

**6. RELATIONSHIP TO SURROUNDING AREA**

Points	Comments
6 - 10	The building is an important architectural asset contributing to the heritage character of the surrounding area.
1 - 5	The Architecture is compatible with the surrounding area and maintains its heritage character.
0	Does not contribute to the character of the surrounding area.

*\* Maximum score of 10 points in this category.*

**SCORING SUMMARY**

Property	Date Reviewed	Reviewer

Criterion	Highest Possible Score	Score Awarded
1. Age	25	
2. a) Relationship to Important Occasions, Institutions, Personages or Groups <b>OR</b> 2. b) Important/Unique Architectural Style or Highly Representative of an Era	20	
3. Significance of Architect/Builder	10	
4. a) Architectural Merit: Construction type/building technology	10	
4. b) Architectural Merit: Style	10	
5. Architectural Integrity	15	
6. Relationship to Surrounding Area	10	
<b>Total</b>	<b>100</b>	

**SCORE NECESSARY FOR DESIGNATION**

**50**

**Designation Recommended?**

**YES**

**NO**

**COMMENTS:**

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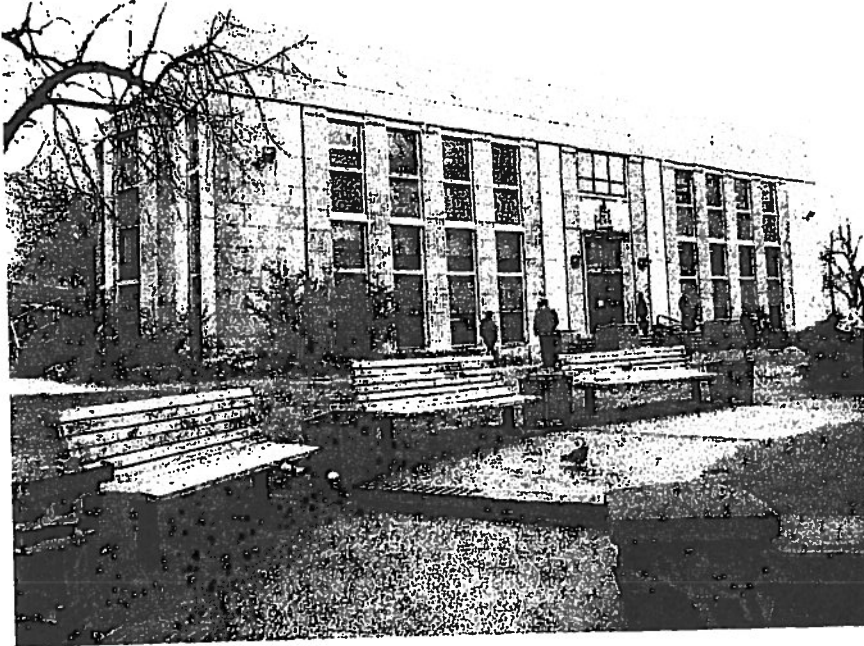
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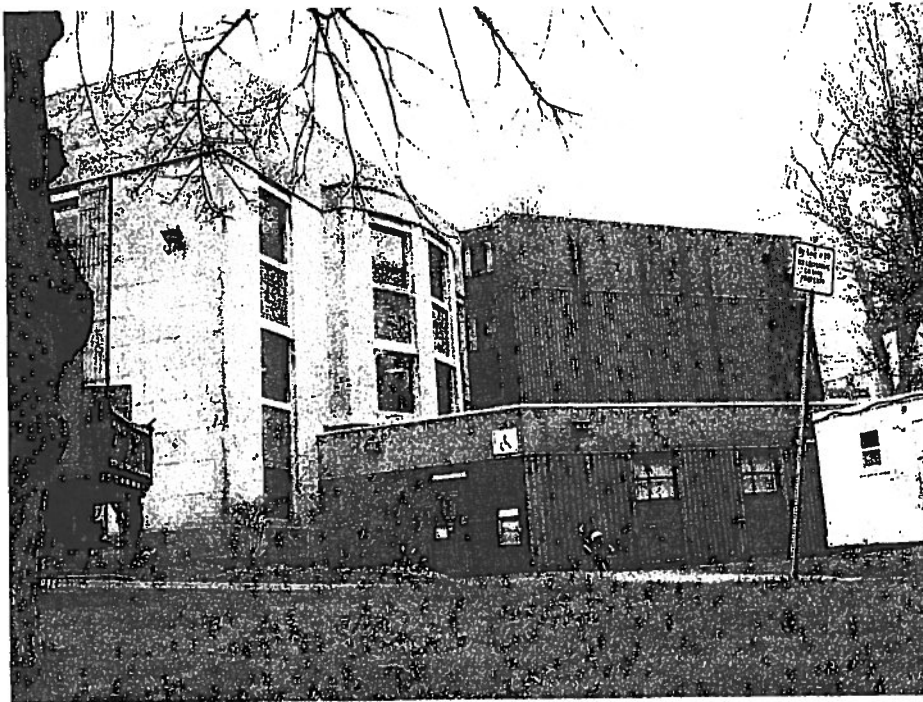
**Attachment C: Photographs**



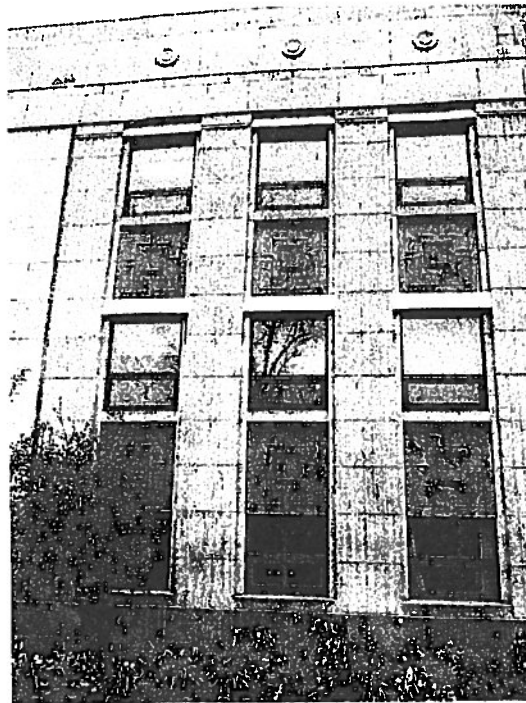
**1 Front elevation of the Halifax Memorial Library, 5381 Spring Garden Road.**



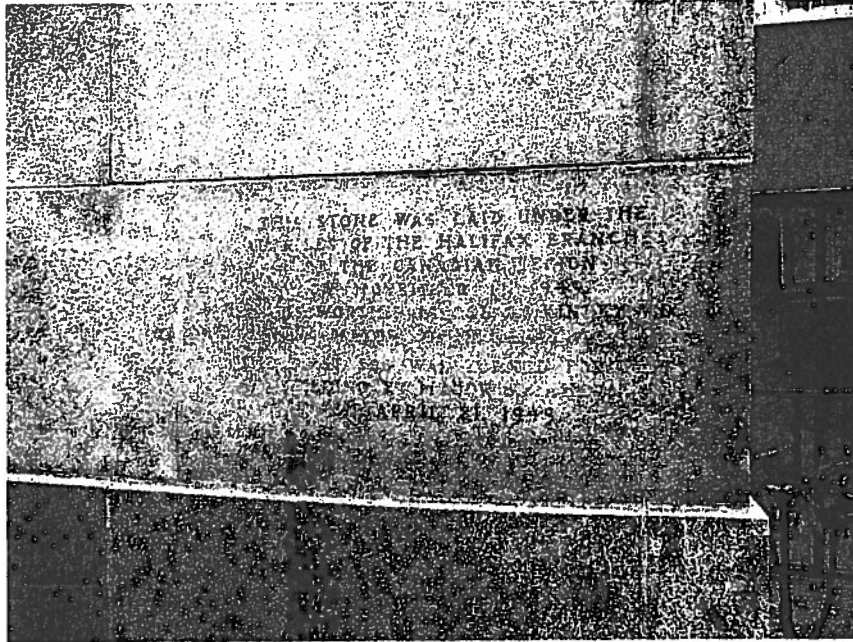
**2 Side of building as viewed from Brunswick Street.**



3 Modern addition as viewed from Grafton Street.



4 Windows and detail.



5 Cornerstone.



6 Halifax Regional Municipality crest etched in sandstone.

**SCORING SUMMARY**

<b>Criterion</b>	<b>Highest Possible Score</b>	<b>Score Awarded</b>
1. Age	25	3
2. a) Relationship to Important Occasions, Institutions, Personages or Groups <b>OR</b> 2. b) Important/Unique Architectural Style or Highly Representative of an Era	20	16
3. Significance of Architect/Builder	10	6
4. a) Architectural Merit: Construction type/building technology	10	7
4. b) Architectural Merit: Style	10	5
5. Architectural Integrity	15	12
6. Relationship to Surrounding Area	10	10
<b>Total</b>	<b>100</b>	<b>59</b>

**SCORE NECESSARY FOR DESIGNATION = 50**

**Designation Recommended?**      YES      ✓      NO     

**COMMENTS:**

Criterion 2: The Heritage Advisory Committee evaluated the building as highly important/unique/representative of an era

Criterion 3: Points awarded in this category were for the Architect – seen as provincially significant.

The Heritage Advisory Committee recommends that memorial elements be retained onsite where possible (e.g. the stonework, the Winston Churchill statute, engraving) and be included as heritage defining elements.

The Heritage Advisory Committee recommends that the main entrance and volume of the central hall be included as heritage defining elements.