

Application to the Law Amendments Committee

**An Act to Amend Chapter 18 of the Acts of 1998, The Municipal Government Act (MGA)
and Chapter 39 of the Acts of 2008, the Halifax Regional Municipality Charter**

May 16, 2016

To the Standing Committee on Law Amendments

c/o legc.office@novascotia.ca

Dear Standing Committee,

RE: adding additional scope to the proposed amendments

My name is Alan North. I am a registered architect, with a background in heritage conservation. In the mid 2000's I was the Provincial Director of the Historic Places Initiative, a federal/provincial/municipal collaborative effort aimed at enhancing heritage conservation efforts. The Historic Places Initiative developed the *Standards and Guidelines for the Conservation of Historic Places in Canada*, The Canadian Register of Historic Places, and an *Incentive Plan for the protection of heritage commercial buildings*.

I understand the emphasis of the current Bill 177 is with commercial development districts and conditions of taxation.

However, I believe any charter and act amendment exercise is an excellent opportunity for public engagement, and to encourage additional amendments where there are shortfalls in the current Municipal Government Act and City Charter.

Therefore my presence here is to request that the Law Amendments Committee consider some additions to Bill 177 that address some pressing heritage issues.

As a precursor to my presentation, I would like you to look above you at the ceiling in this historic room. This ceiling is a good representation of the vulnerability of our heritage to unthinking but often well intentioned decisions, such as cost saving measures. (Here describe the Red Room Ceiling. And how close it came to being demolished and replaced with gypsum wallboard)

I am writing to you as a concerned citizen about an imminent danger to the integrity, composition, and preservation of the historic streetscape of Young Avenue, and other areas in the city with similar heritage value, and to seek your support, during your work to amend the City Charter to include measures that capture the needs of heritage protection in the face of development pressures, and to better align the city charter with recent developments and amendments to the Heritage Property Act. These historic areas suffer from a lack of controls in the city charter and amendments are urgently needed.

Thus, I ask that you broaden the scope of the material you are including in the proposed amendments to include some provisions around demolition and heritage.

The unique and important streetscape of Young Avenue was recognized in 1896, when a Provincial Act of Legislation was proclaimed:

1. **"An Act relating to Young Avenue in the City of Halifax"** was enacted "...to beautify and otherwise improve the same (avenue), provided certain class and style of houses are built..." s1896, C28.
2. The Legislation mirrored an important international movement at the time...the **"City Beautiful" movement**, which influenced the aesthetic development of the street, during a period of economic upturn for Halifax after the mid-1890s. The City Beautiful movement was an attempt by late 19th and early 20th century architects and planners to establish a sense of order and dignity in urban planning, and to encourage civic pride.
3. Young Avenue was the **first City Beautiful initiative in Halifax** and as a **'grand boulevard'** it formed the main entrance to Point Pleasant Park, beginning at Inglis Street. Many renowned architects were engaged to design the new grand homes, and the street itself is a fine example of the street landscape invented by Frederick Law Olmstead, designer of Central Park, New York.
4. Recognizing that this legislation would result in 'large' homes of a certain scale and dignity, the City Charter early on permitted several apartments to be included in each home as a non-conforming use, in addition to the principal residence. This was a visionary approach, and offered affordable accommodation and was early form of 'good densification'.
5. The 1896 legislation was incorporated into the 1907 and subsequent editions of the Halifax City Charter, until the 1960s, when the Young Avenue sections were removed from the charter. With no suitable replacement wording to offer legislative protection to manage development on the avenue, it is now under attack by developers intent on making profit, while not respecting the vision or character of this historic streetscape.

To summarize:

Whereas Young Avenue was the first "City Beautiful" Initiative in Nova Scotia, an important international planning movement of the late 1800's, and

Whereas shortly after Young Avenue was created, the Provincial Government passed an act of Provincial legislation in 1896 acknowledging that large sums of money have been spent in building and grading the avenue, and that it was desirable to beautify the avenue and otherwise improve it, providing certain class and style of house was built, and

Whereas Young Avenue forms the main entrance to Point Pleasant Park, and said entrance extends from Inglis Street to the park gates, and

Whereas the provincial statute mandated a minimum cost of house was to be built, and that other conditions were to be met, and

Whereas these conditions resulted in renowned architects from far and wide being commissioned to design the grand homes lining Young Avenue, for prominent citizens of the day, and

Whereas the grand homes along the avenue each have a distinct historic character, most are architecturally intact, and they all have numerous character defining elements, and

Whereas only 3 homes are registered heritage properties, and

Whereas the avenue is valued by residents, tourists, and bus tours, among others and is a unique streetscape in the city, and

Whereas the 2007 demolition of the Brookfield-Stanbury house was the first instance in recent history of the demolition of one of the grand homes to be replaced by 5 tract homes on narrow lots, in a manner which was in direct violation of, contrary to, and incompatible with the spirit of, the Young Avenue legislation, and resulted in the loss of an historic house and an inappropriate form of infill on this important streetscape, and

Whereas now 851 Young Avenue is now undergoing demolition and infill with a proposal of 8 houses, which is an unprecedented attack on the integrity of the avenue, and

Whereas it is apparent that the avenue needs greater protection in the form of a Heritage Conservation District or Streetscape, as well as its own lot frontage Land Use Bylaw to help preserve the remaining scale, proportion, and character of the Streetscape, and

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Whereas in recent decades it appears the Provincial Legislation has been forgotten, ignored, or otherwise dismissed and/or repealed by the City,

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1. That you incorporate an amendment that reflects the heritage value of Young Avenue, in a manner similar to what used to be in the City Charter from 1896 until the mid1960s.

2. I request that you make changes to Bill 177 to amend the HRM City Charter and the Municipal Government Act for better protection of built environment, historic streetscapes, and heritage districts, to cover shortfalls the Heritage Property Act. Appropriate amendments to the Municipal Government Act and Halifax Regional Municipality Charter would require the HRM Municipal government to take charge of the issuance of development agreements and demolition permits and ensure demolition restriction controls are in place while the heritage value of a structure planned for demolition is assessed on a 'heritage triage' basis, by appropriate heritage professionals, and immediately develop policy around criteria and rules whereby the city would either permit or deny demolition of existing built properties. An amendment to the City Charter is a quicker and more practical way to change the control of the issuance of demolition permits to the city than the alternative of amending the Heritage Property Act, which relies entirely on the an application and registration of a property before any protection can be offered, a lengthy and time consuming process.

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Respectfully submitted on behalf of many residents, neighbours and friends of Young Avenue.

Attached please find a .pdf copy of a PowerPojnt presentation that has been prepared to illustrate the importance of the avenue.

Yours truly,

Alan North, Co-founder and Director, Young Avenue District Heritage Conservation Society



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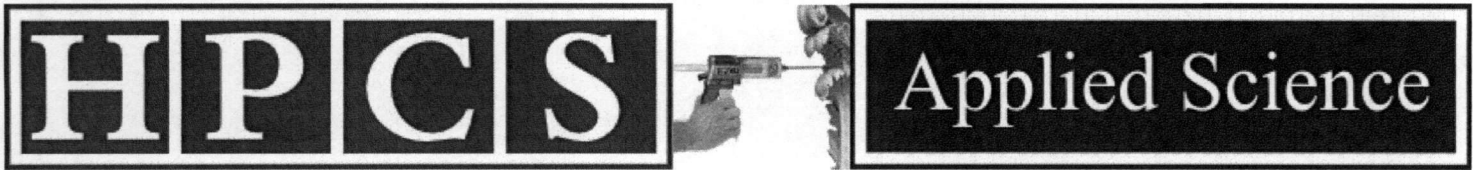
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Yours truly,

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[REDACTED]

Attach.



Red Chamber, Province House

Halifax, Nova Scotia (1818)

The Building:

The oldest legislature in Canada, featuring the Red Chamber room, which housed the senate in pre-confederation days and is now used for royal visits and other ceremonial affairs of state.

The Problem:

The Adams style ceiling of the Red Chamber is festooned with applied plaster moldings thought to have been shipped from Scotland for this project. By 1818, the fashion was decidedly Regency back home but the Scots- dominated colony of Nova Scotia was a perfect place to offload unsold inventory.

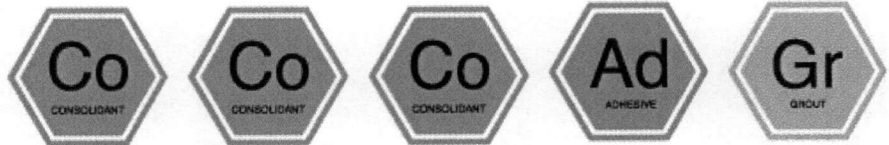


Project Synopsis:

After conducting an assessment, Historic Plaster Conservation Services was contracted to consolidate and reattach the plaster ceiling, using the HPCS acrylic-based **products**. All of the work was carried out within the attic space above the chamber. During the treatment process, technicians stationed below the ceiling were in radio contact with the attic crew above the ceiling in order to monitor the progress, confirm deep penetration of the consolidants, and to guard against any surface disfigurements from leaks. The chamber is now open to the public with no discernible evidence of the work that was carried out.

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TRANSPORTATION/PUBLIC WORKS--Red Room Ceiling Restored

Restoration of the ceiling in the historic Red Chamber at Province House is complete.

Province House is the oldest legislature and recognized as one of the finest examples of Georgian architecture in Canada, Transportation and Public Works Minister Don Downe said today.

"Repairing the ceiling of this room required a very specialized process," said Mr. Downe. "It was a painstaking effort to make certain that the restoration could be done using a technique that would emulate the original work."

Speaker-designate Gerry Fogarty officially welcomed the public back into the Red Chamber.

"The cornerstone was laid for the building of this House in 1811," said Mr. Fogarty. "Today we are humbled to stand here in the same room as many great Nova Scotians who have made history here and look at the same intricate work they looked upon."

The \$257,000 project was carried out by Cureggio General Construction Ltd. of Halifax. The specialized process developed for this kind of repair was led by Ron Stewart of Historic Plaster Conservation Services, subcontracted by Cureggio.

"The process I used rebinds the plaster on the underside of the ceiling to the wooden laths above the ceiling," said Mr. Stewart. "The result is a perfect restoration, retaining the esthetics of history to the naked eye, while making the aging ceiling stronger."

Said Mr. Downe: "Maintaining the proud history here at Province House was a priority going into this project. I am delighted we've been able to go one step further with this work, fortifying

the ceiling for the decades to come."

The Red Chamber, also known as the Red Room, was closed to the public in April as a safety precaution after concerns were raised about the possibility of falling plaster. After the tender process was complete, restoration work began in August and took approximately eight weeks.

-30-

Contact: Laura Lee Langley
Transportation and Public Works
902-424-8687
E-mail: langlell@gov.ns.ca

Don Ross, project manager
Transportation and Public Works
902-424-3797

ngr

September 30, 1997

11:30 am

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News Release Archive

TRANSPORTATION/PUBLIC WORKS--RED ROOM CEILING RESTORATION

The historic Red Chamber at Province House will be closed to the public as of today to start planning the restoration of the room's 180-year-old plaster ceiling, announced Don Downe, minister of transportation and public works.

"The historic plaster ceiling has been deteriorating over the last number of years, and it has reached a condition which warrants the closing of the room in the interest of safety and as a precaution from the possibility of falling plaster," said Mr. Downe.

Built in the early 1800s and recognized as one of the finest examples of Georgian architecture in Canada, Province House has withstood a number of traumas over the years, including shock waves from the 1917 Halifax Explosion and the 1945 ammunition depot explosion.

Work on the ceiling of the Red Chamber, also known as the Red Room, will begin when the Legislature rises. The actual construction work is expected to take about eight weeks. Ceilings in the other parts of Province House have had repairs.

Restoration costs will be determined once on-site work on the ceiling begins. Several methods will be used to repair the plaster.

"We will take great care in preserving this building so people will be able to continue to enjoy its great historical significance in the future," said Mr. Downe.

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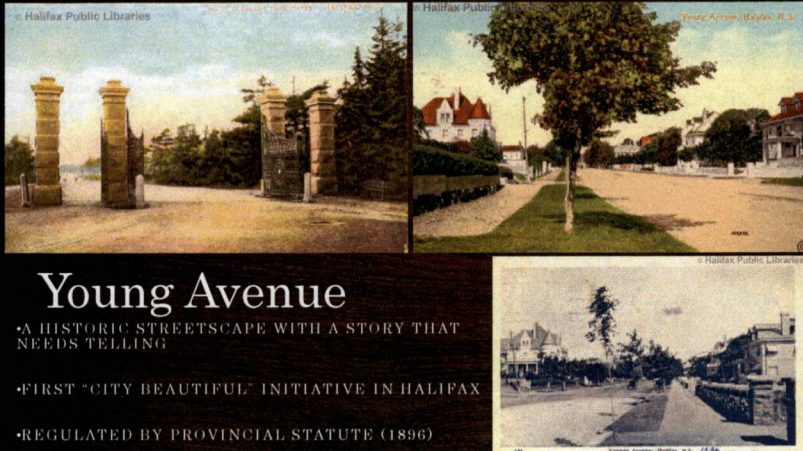
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Young Avenue
 • A HISTORIC STREETScape WITH A STORY THAT NEEDS TELLING
 • FIRST "CITY BEAUTIFUL" INITIATIVE IN HALIFAX
 • REGULATED BY PROVINCIAL STATUTE (1896)

A Brief History of Young Avenue


- **City Beautiful:** an important international planning movement
 - An attempt to add beauty, a sense of order and dignity to cities which were suffering the effects of industrialization and local economic, political, and social pressures
 - Resulted in one of the most attractive residential streets in Halifax
 - linked with the economic upturn of Halifax after the mid-1800s
 - Young Avenue...
 - Halifax's 1st City Beautiful Initiative
 - Attracted many renowned architects
 - Attracted the city's elite to build and relocate
- **The Park Gates**
 - Installed August 21, 1886



A Brief History of Young Avenue

- **1896 Provincial Statute:** "The Young Avenue Act" (and amendments)
 - Regulated, defined, reinforced, and solidified
 - the importance of the avenue
 - The "class and style", and cost of the homes
 - Established 40 foot setback and other limits
 - Authorized city council to expropriate any building and lot "not in accordance with this Act"
 - Still in effect


The Gates, today



Sir William Young 1799-1887

(Knighted in 1869 for his services on behalf of Confederation)

- Former Premier of Nova Scotia, Chief Justice for 21 years
- As first Point Pleasant Park Commission Chairman, he obtained the 999 year lease from the Crown
- Donated the gates to be a ceremonial entrance to the Park and donated \$8,000 to complete and ornament the new road
- The new avenue "Young Avenue" was named after Sir William
- A philanthropist, he established the "Sir William Young's Benevolent and Charitable Fund" with an endowment of \$100,000 for 10 charities
- Governor of Dalhousie for 42 years and chairman of the board for 36 years, he endowed several academic awards along with much of the residue of his estate
- His estate also donated three statues and six urns from his own garden, to the Public Gardens: *Ceres* the Roman goddess representing agriculture and fertility, *Flora* the goddess of flowers and spring, and *Diana* the goddess of the woodland and wild animals, all reside along the Petit Allée. The six urns were placed around the Bandstand within the geometric beds. The Public Gardens are a National Historic Site.





Building the railway cut (c1916)

Several mansions were relocated, including the house in the picture

References to Young Avenue in the Canadian Register of Historic Places

“linked with the economic upturn of Halifax after the mid-1890s”

“Designed according to City Beautiful planning principles at the turn of the century, Young Avenue is the most cohesive example of an elite residential street of the late 19th and early 20th centuries in Halifax”

“The aesthetic development of Young Avenue, was enabled and regulated by 1896 provincial legislation”

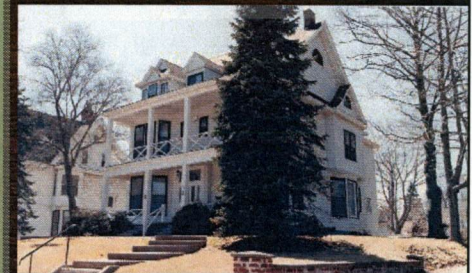
“One of the most notable and visually attractive residential streetscapes in Halifax”

Houses of Young Avenue



Local Council of Women (989)
•c1903 (George Wright)
•Provincially Registered Property
•Municipally Registered Property

Houses of Young Avenue



Admiral's House (770)
•Moved in 1915 (railway cut)
•Federal Heritage Building
•J. C. Dumaesq, architect

Houses of
Young Avenue



Commander's Residence (830)
-Federal Heritage Building

Houses of
Young Avenue



"Floravista" (526)
-Former Austrian Consulate

Houses of
Young Avenue



Lady Balder Estate (785)

Houses of
Young Avenue



Fountain Estate (800)

Houses of
Young Avenue



Fountain Estate (800)
-Front Landscaping

Houses of
Young Avenue



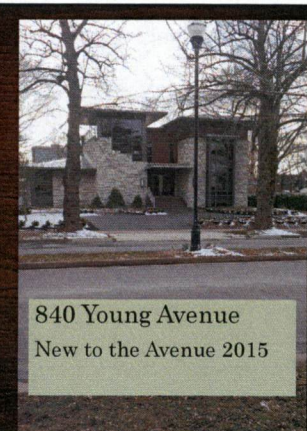
The "Castle" (930)

Houses of
Young Avenue



756 Young Avenue
-Relocated during construction of
the railway

Houses of
Young Avenue



840 Young Avenue
New to the Avenue 2015

Houses of Young Avenue



977 Young Avenue

Houses of Young Avenue



825 Young Avenue c1902
Edmund Burke, architect

825 Young Avenue (G. S. Campbell Estate)

Architect:
Edmund Burke 1850-1919

•one of Canada's pre-eminent architects

•Designed such Toronto landmarks as the Simpson department store (1st curtain wall construction in Canada), Jarvis Street Baptist Church, the Bloor St Viaduct and McMaster Hall (now RCM)

Early picture of house in Angela Carr's book on Edmund Burke, p74



Current View

A fine example of a Craftsman style Mansion with numerous Character Defining Elements



Vintage View

825 Young Avenue (G. S. Campbell Estate)

Architect: Edmund Burke

•One of the three founding members of the Royal Architecture Institute of Canada.

•Proposed the resolution that established the Ontario Association of Architects in 1889, which he later led as its president in 1894 and 1905-1907.

•His domestic works often drew upon the ideas of British architect Richard Norman Shaw, designed to conserve heat and oriented to catch sunlight, with an air of serenity and quiet homely charm.

•Burke introduced to the practice of architecture in Canada new vocabularies and technologies then current in the United States.



Edmund Burke

825 Young Avenue, designed: 1902 Built: 1903

Built by Edward Maxwell for G. S. Campbell (1851-1927)

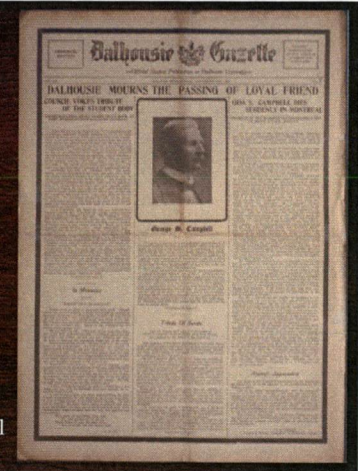
- Son of historian Duncan Campbell, author of "History of Nova Scotia"
- Owned GS Campbell & Co, Steamship agents, Halifax Tow Boat Co, and Halifax Salvage Association
- Chairman, Point Pleasant Park
- President, Halifax Board of Trade
- Governor, and then Chairman, Dalhousie Board of Governors, 1908-1927
- Oversaw purchase of Studley Campus, and hired prominent architects to design the first campus buildings
- Director (1899-1927) and President, (1923-1927) Bank of Nova Scotia

825 Young Avenue

G.S. Campbell died in 1927

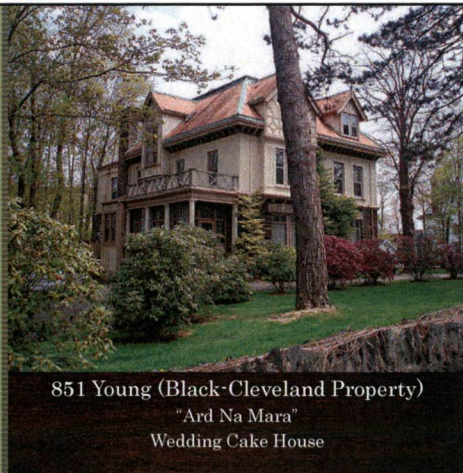
- House remained in the family until death of Helen Kennedy Campbell in 1941
- Inherited by Margaret William (later Dawson)
- Leased to Navy League of Canada as Naval Officers Club
- 47,115 naval officers visited the club, and ate 29,704 meals
- Margaret Dawson converted it to 5 rental units after the war
- Property acquired by the Fram family in 1961

1927 Tribute to George S Campbell



Threatened with demolition

Houses of Young Avenue



851 Young (Black-Cleveland Property)
"Ard Na Mara"
Wedding Cake House

Black-Cleveland Property

A fine example of a Tudor Revival Mansion

Architect:
Richard Arthur Johnson 1871-1949

- Trained in the Boston office of renowned architect William G Preston.
- Designed one of the 1st commercial buildings in the Maritimes constructed entirely of concrete (the A.M. Bell & Co. Store).
- Designed Fire Hall No 4 on Bedford Row
- Some of his drawings exist in the PANS, including this house



Black-Cleveland Property

Original Owner: Hon. William Anderson Black 1847-1934

- In 1875 he co- founded Pickford and Black (ships provisioners) with Robert Pickford. The Pickford and Black Chandlery store and wharf is now part of the Historic Properties.
- Shipping company focused on the West Indies.
- President of Eastern Canada Savings and Loan, and a director of the Royal Bank.
- Co-founder of Maritime Life (Manulife).
- He represented Halifax County, in Nova Scotia House of Assembly from 1894 to 1897.
- At 76 years of age he was the oldest person ever elected to Canadian House of Commons.
- He won in 1923 (by-election), 1925, 1926, and 1930. He died in office in 1934.
- In 1926, he was the Minister of Marine and Fisheries (Acting) and Minister of Railways and Canals in the short lived cabinet of Arthur Meighen.
- He established a chair of commerce at Dalhousie University.
- He is in the Junior Achievement Hall of Fame.

Black-Cleveland Property

Subsequent Owner: Cleveland Family
c1934-2015

- The Cleveland family goes back to the earliest days of the city, and this neighbourhood
- Founder of Halifax, Governor Edward Cornwallis, granted a tract of land in 1750 to Rev Aaron Cleveland, in an area near the south west intersection of Inglis St and South Park.
- Rev. Cleveland was **the founder of St Matthew's Dissenters Church** (later St Matthews Presbyterian and then St Matthew's United Church)
- Along with St Paul's Anglican Church, these were **the 1st two churches in Halifax**
- Rev Cleveland and his 2 brothers, one of whom perished in a skirmish with local natives, established the Cleveland family in Halifax
- Rev Cleveland eventually returned to the USA and was the great grandfather of twice president of the USA: **President Grover Cleveland**.
- One of the Cleveland family owners was also named Grover Cleveland, after his presidential relative.

Black-Cleveland Property

-A fine example of a Tudor Revival Mansion



Many "Character Defining Elements"

- Half timbered projecting front gable, supported on distinctive brackets
- Ornamental finials at gables, massive curved lintel over lower window
- Massive beachstone chimneys and ornamental chimney pots

Black-Cleveland Property

-A fine example of a Tudor Revival Mansion



Many "Character Defining Elements"

- Half timbered projecting front gable
- Massive beachstone chimneys and ornamental chimney pots
- Bracketed cornice with deep overhang
- Copper edging along all hips
- Ornamental interlocking diamond pattern roofing

Black-Cleveland Property
 -A fine example of a Tudor Revival Mansion



Many "Character Defining Elements"

- Half timbered projecting front gable
- Ornamental finials at gables,
- Massive beachstone chimneys and ornamental chimney pots
- Diamond facet window muntins

Black-Cleveland Property
 -A fine example of a Tudor Revival Mansion



Many "Character Defining Elements"

- Half timbered gabled dormers
- Massive beachstone chimneys and ornamental chimney pots
- Bracketed cornice with deep overhang

Black-Cleveland Property
 -A fine example of a Tudor Revival Mansion



Many "Character Defining Elements"

- Half timbered projecting front gable
- Massive curved lintel over lower window
- Projecting gable dormer supported on brackets
- Projecting continuous concrete frieze band separating wall elements
- Local ironstone on first floor level

Black-Cleveland Property
 -A fine example of a Tudor Revival Mansion



Many "Character Defining Elements"

- Beachstone base course on exterior
- Continuous massive concrete frieze band separating beachstone from ironstone at main level
- Continuous projecting narrow concrete frieze band at upper level
- Massive concrete lintels over windows
- Leaded glass in transom windows

Black-Cleveland Property
-A fine example of a Tudor Revival Mansion



Many "Character Defining Elements"

- Neo-Renaissance columns at side porches
- Ornamental concrete balustrade at side porches
- Multi-paned glass windows at side porch enclosure

Black-Cleveland Property
-A fine example of a Tudor Revival Mansion



Many "Character Defining Elements"

- Leaded and stained glass in transoms and over doors
- stained glass stylised gladiola (?) design

Recent Demolition 2006

Brookfield Stanbury House

First mansion to be demolished in recent decades



Recent Demolition 2006

Brookfield Stanbury House

First mansion to be demolished in recent decades



Recent
Demolition
2006

Brookfield
Stanbury
House

First mansion to be
demolished in recent
decades



Recent
Demolition
2006

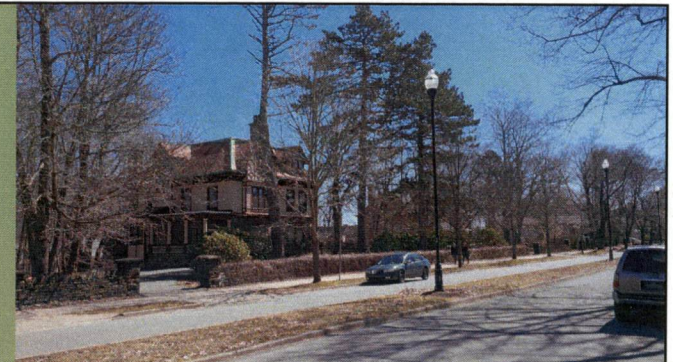
Brookfield
Stanbury
House

Many Character
Defining Elements Lost



Replaced with 5 tract
houses

Brookfield -Stanbury
House Infill



A sense of the original
composition

A part of the streetscape today

At 825 and 851 Young Avenue



A sense of the original composition

Aerial view from the Southeast

c1935

There is much Economic Value in Conserving Historic Homes

Heritage Tourism has Economic Benefits

Heritage Conservation is a worthwhile investment

Think of the appeal of the Cleveland Estate to American tourists

And the wealth of stories of the other grand homes

A Young Avenue brochure is in the works

Young Avenue District
Heritage Conservation
Society

Save Young Ave
(FB site)

The only thing necessary for the triumph of evil is for good men to do nothing"
- Edmund Burke Irish statesman and philosopher

"A wise nation preserves its records, gathers up its monuments (sic), decorates the tombs of its illustrious dead, repairs its great structures, and fosters national pride and love of country, by perpetual references to the sacrifices and glories of the past"
- Joseph Howe