



Heritage Impact Statement

St. Mark's Church, 5522 Russell Street, Halifax

Updated June 2024



MCLEAN HERITAGE

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1. INTRODUCTION

1.1. SITE INFORMATION

Primary Address: 5522 Russell Street, Halifax

Secondary Addresses: 5540 Russell Street

Neighbourhood: North End

Zoning: COR

5522 Russell Street

Type of Resource: Building; Institutional; Church

Historic Name: St. Mark's Anglican Church

Original Owner: Anglican Diocese of Nova Scotia and Prince Edward Island

Date of Construction: 1866; destroyed December 6, 1917 (at 40-42 Russell Street)

Rebuilt: 1920-1921 (Source: Canadian Register of Historic Places)

Architect: W.J. Busch

Builder: Not known

Heritage Status: Municipally Registered Property

5540 Russell Street

Type of Resource: Building; Institutional; Church Hall

Historic Name: North End Services Canteen

Original Owner: Anglican Diocese of Nova Scotia and Prince Edward Island

Date of Construction: c. 1976

Architect: Not known

Builder: Not known

Heritage Status: None

1.2. EXECUTIVE SUMMARY

The subject site, located in the North End neighbourhood of Halifax, is situated on the northwest corner of the block bounded by Gottingen Street on the east, Russell Street on the north, Isleville Street on the west and Macara Street on the south. It has strong ties to the military history of the city and specifically the nearby Canadian Forces Base and harbour (Figure 1).

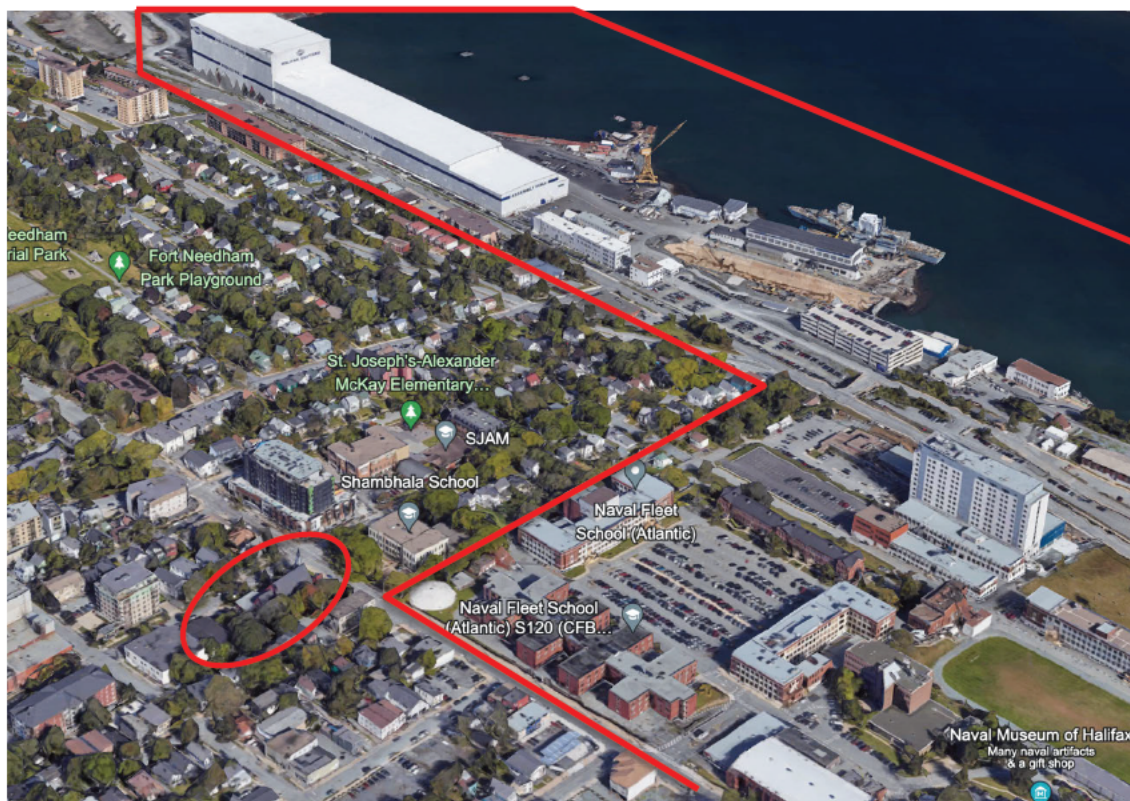


Figure 1: Context of subject site (circled) to CFB Halifax (outlined) and harbour
Source: Google Earth

There are a variety of commercial and residential buildings in the immediate area, although the general context of the neighbourhood retains much of its original single-family housing character (see Section 2.2).

The purpose of this Heritage Impact Statement is to present the issues around a pending DA as required by the Halifax Regional Municipality (HRM), and particularly the heritage component comprising the *registered heritage property*, St. Mark's Church.

The two buildings that make up this Heritage Impact Statement occupy much of the proposed development site, fronting on Gottingen Street on the east, and with Russell Street as the flanking street (Figure 2).

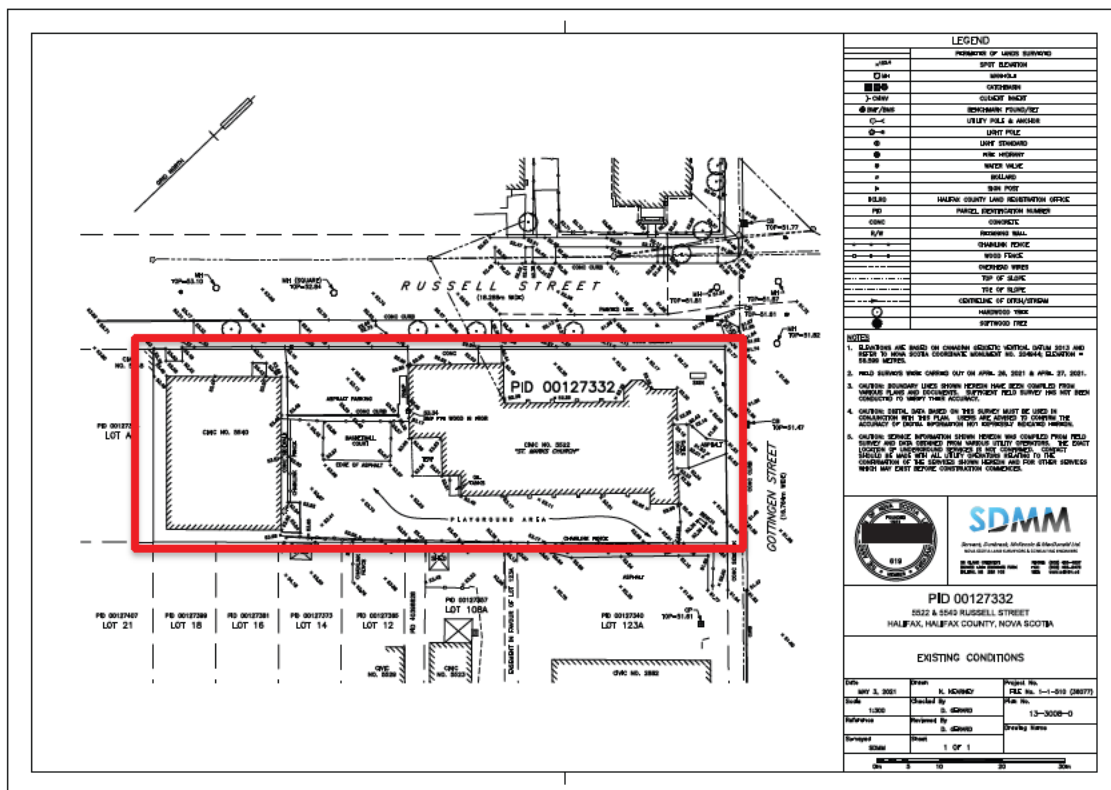


Figure 2: Subject site, outlined and comprising two buildings on a single property. Source: Servant, Dunbrack, McKenzie and MacDonald Ltd. Land Surveyors

It is the intention of the owner to conserve and rehabilitate the heritage building, St. Mark’s Church, through a varied approach that includes retention in situ and removal of a later addition on the rear corner along with the church hall as part of a 12-storey mixed use residential development located toward the west and of the site. The approach proposed as part of the proposed DA, involving conservation of St. Mark’s Church, is the optimal approach to retain what is valued in a meaningful and respectful context following the highest standards of conservation.

St. Mark’s Church dates back to 1866, and it exemplifies the redevelopment of the area in the aftermath of the 1917 Halifax Explosion, and its church hall supports this value in its intangible elements as a provider of additional space for church activities and for broader community uses over many decades. St. Mark’s Church, designed in the Gothic Revival style and built in 1920-1921, forms a strong street presence on Gottingen and Russell Streets.

St. Mark’s Church is additionally valued for its long-term association with the military, both the Royal Canadian Regiment and the Royal Canadian Navy, based nearby. It also illustrates the spirit and determination of a congregation who lost around 200 members of its congregation in the Halifax Explosion, and who re-built

an even more prominent church nearby the original one, retaining its North End roots.

Finally, St. Mark's Church is valued for its aesthetic expression, primarily its Gothic Revival style. The critical elements of this original design are intact, with a high level of integrity expressed through its gabled form and two front-set towers, original window openings and the windows themselves, particularly its front rosary.

As a result of these values, St. Mark's Church is formally recognized as a *registered heritage property*.

It is a combination of these intangible and tangible components – early development of Halifax, the 1917 Explosion and military connections, along with the determination to re-build in the face of catastrophic circumstances in a style that illustrated one of the more popular designs for churches in the inter-war period, that express the heritage value. These values and character defining elements are outlined in a Statement of Significance for St. Mark's Church to be retained and conserved as part of this development – see Section 4 for further details.

The proposed development will have minimal impacts on St. Mark's Church and will restore it to much of its original appearance by way of removal of an addition made in 1960 that the church no longer requires.

The proposed development will result in the conservation of all exterior elements on St. Mark's Church, through a combination of preservation, restoration and rehabilitation. Elements that have been particularly impacted by weathering and deferred maintenance over many decades and are requiring immediate attention will be addressed through this project. This applies particularly to the walls and certain windows of both the towers and the main entry area.

The anticipated treatment as part of this amended DA is expected to follow the highest degree of direction provided in the nationally-approved *Standards and Guidelines for the Conservation of Historic Places*.

The elements impacted as a result of the development is the removal of the 1960 addition along the north and west sides of St. Mark's Church. While the restoration of this section of exterior wall is an ideal approach, the approach taken upon issuance of the DA will be critical to its success. It will involve the full removal of the addition, further inspection of the sections of what were previously internal walls, and subsequently to be re-incorporated as exterior walls. This includes the foundation, and any components of that early (original) wall to be assessed as to its integrity and structural stability. Provided that it meets current structural standards, the elements that were original to that portion of the exterior are to be retained as much as possible, accounting for their condition, and where necessary, restored. It

is possible that one or more windows may have been covered up as a result of the 1960 addition, and that at least one door may also have become part of the new interior layout of that space, allowing for connection from the apse into the new building. If either is the case, then those openings are to be retained and used as part of the restored exterior wall, with any new materials to match those found elsewhere on the church.

The additional impact of this development is the removal of the later church hall, for which the historic use dates to the inter-war era; however, with its destruction by fire in 1975, in the current context its tangible elements have no heritage value. Its value is embedded in the historic uses tied to the church, the intangible social, cultural and spiritual values, that through the conservation of the church itself, will still be retained, recognized and celebrated the proposed development. The uses tied to the church hall will remain through their incorporation into reconfigured spaces in the church basement.

The development of a 12-storey multi-unit residential building on the site of the church hall will be designed to complement St. Mark's Church, be highly separated from the church both visually and physically, and will be distinguishable by way of its form, materials and colours. The top two floors of the building are proposed to be set back from the main wall faces.

The strategy of incorporating a commemoration plan as a condition of this development, that recognizes both the tangible and intangible value of the church, and the intangible value of the church hall, is an appropriate means by which to convey a comprehensive set of information on not only this site, but its ties back to the previous church site at Russell Street and Albert Street (destroyed in the Halifax Explosion of 1917).

1.3. PROPOSED DEVELOPMENT CONTEXT

The development site comprises one property on the north half of this block bounded by on the east by Gottingen Street and on the north by Russell Street (Figure 3).



Figure 3: Subject site, outlined: 5522 Russell Street and 5540 Russell Street
Source: Nova Scotia Civic Address Finder

The development proposal comprises four components:

1. The retention and conservation of St. Mark's Church at 5522 Russell Street, and;
2. The removal of the adjacent building at 5540 Russell Street with full restoration of the exterior, and;
3. The partial removal of a later addition to the church (Figure 4).
4. The development of a 12-storey mixed-use residential building on the westerly portion of the site, fully detached from St. Mark's Church (Figure 5).

The characteristics of each building, their evolution, values and proposed conservation in the context of the revised development is further outlined in Sections 3, 4, and 5 of this report.

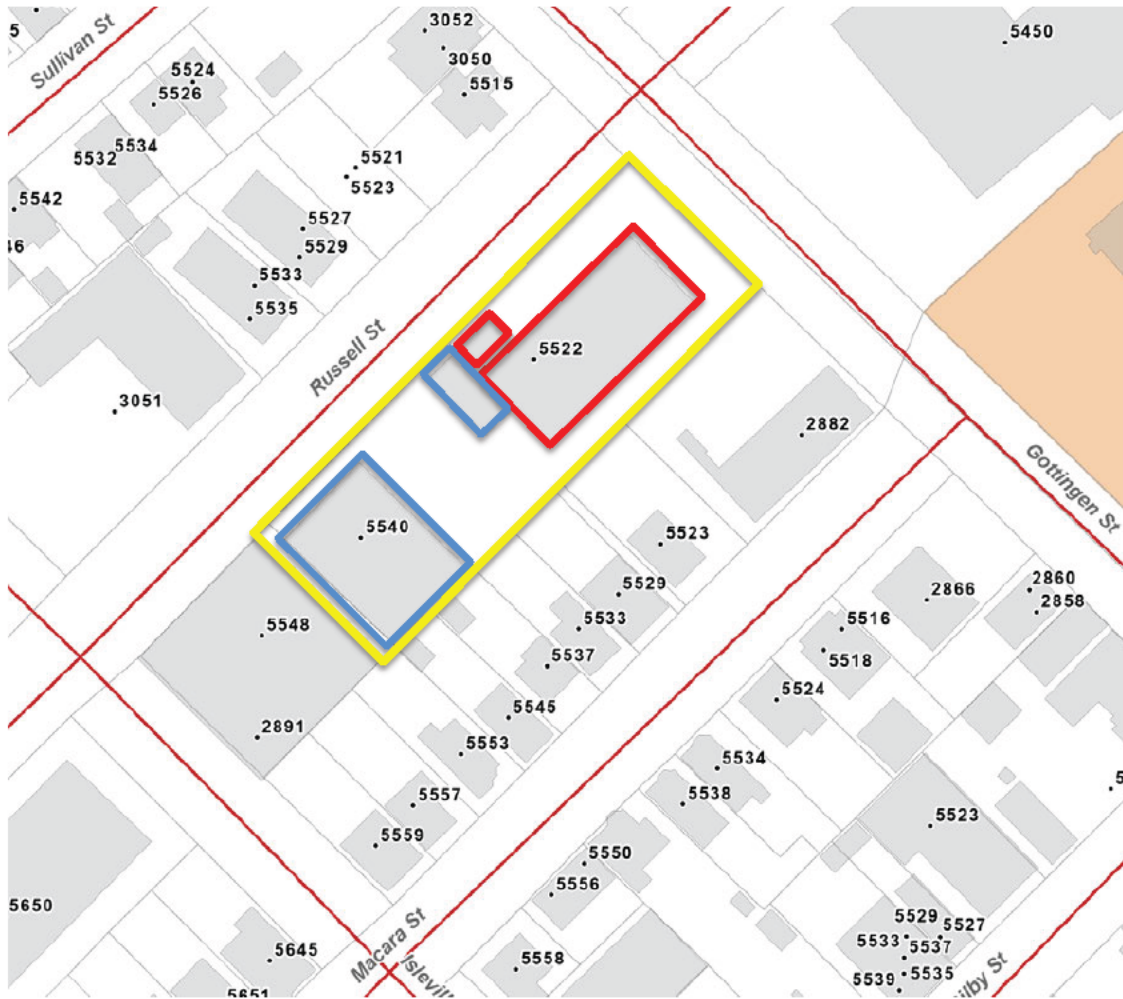


Figure 4: Subject site, outlined (yellow), and portions of buildings proposed to be retained outlined (red) with those portions to be removed (blue)

Source: Nova Scotia Civic Address Finder



Figure 5: Development Proposal – As seen from Russell Street

Source: W.M. Fares Architects

St. Mark's Church dates to the early Victorian period, with the earlier church built in 1866 at a different location on Russell Street. Following the destruction of the earlier church in the Halifax Explosion in 1917, the current church was built in 1920-1921 at its current location. The context of this Heritage Impact Statement is based on this building and its subsequent additions and alterations, including a supporting building on site which has served as the church hall. The site is zoned COR, which refers to the "Corridor Zone," located along transit corridors, which permits a wide variety of uses.¹

This Heritage Impact Statement and the proposed conservation strategy is based on Parks Canada's *Standards and Guidelines for the Conservation of Historic Places in Canada*, in conjunction with enabling policies established by the Halifax Regional Municipality. It outlines the preservation, rehabilitation and restoration that will occur as part of the proposed development initiative.

1.4. CURRENT OWNER

The owner of the development site is the Archdiocese of Nova Scotia and Prince Edward Island. The mailing address is 1340 Cathedral Lane, Halifax, NS B3H 2Z1.

1.5. MCLEAN HERITAGE PLANNING AND CONSULTING

As Principal of McLean Heritage Planning and Consulting, Hugh McLean has an extensive municipal background, integrating heritage conservation, urban design and project management. As a registered planner, with over 26 years of work for the City of Surrey and City of Vancouver, his work includes evaluating resources, researching and writing Statements of Significance, determining best strategies for conservation including negotiating incentives and protection through designation, legal agreements and covenants, and administering the Heritage Incentive Program. Municipal policy work includes the Historical-Cultural Review of Powell Street (Paueru Gai), an updated City of Vancouver Heritage Register evaluation system and city-wide upgrade, the City of Vancouver Heritage Awards and plaque program. He serves on the Vancouver Heritage Foundation's Granting Committee, is President of the BC and Yukon Chapter of the Canadian Association of Heritage Professionals, is a member of the Village of Cumberland's Heritage Advisory Committee and has served as a Collaborator to the University of Victoria's "Landscapes of Injustice" (2013-2019). A curriculum vitae is provided in Section 9.2 of this report.

¹ Halifax Regional Municipality – Shape Your City Halifax.

2. HISTORIC CONTEXT

2.1. HISTORIC CONTEXT AND HERITAGE VALUES

In the mid-1800s, Halifax was spreading outward from its early downtown and harbour orientation, northward and to the west beyond the Halifax Public Gardens. The “North End”, as it came to be known, developed as a working-class “suburb”, a neighbourhood that was strongly tied to the port and military facilities in the immediate area. Even by the late 1878, as illustrated in the Hopkin’s Atlas of that time, some large sections of land were undeveloped and the road network was not yet completed, including that of the subject site (Figure 6).

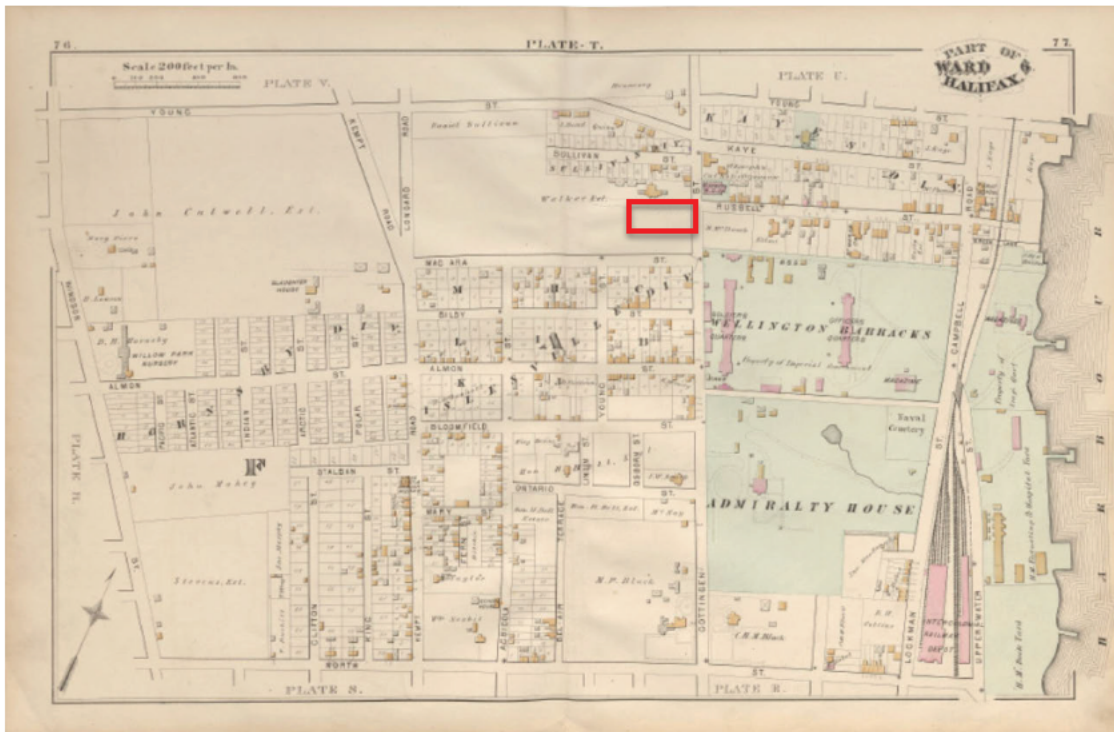


Figure 6a: Hopkins' City Atlas of Halifax, Plate T, Part of Ward 6, 1878. Subject site outlined.

Source: H.W. Hopkins Nova Scotia Archives Library O/S G 1129 H3 H67 1878

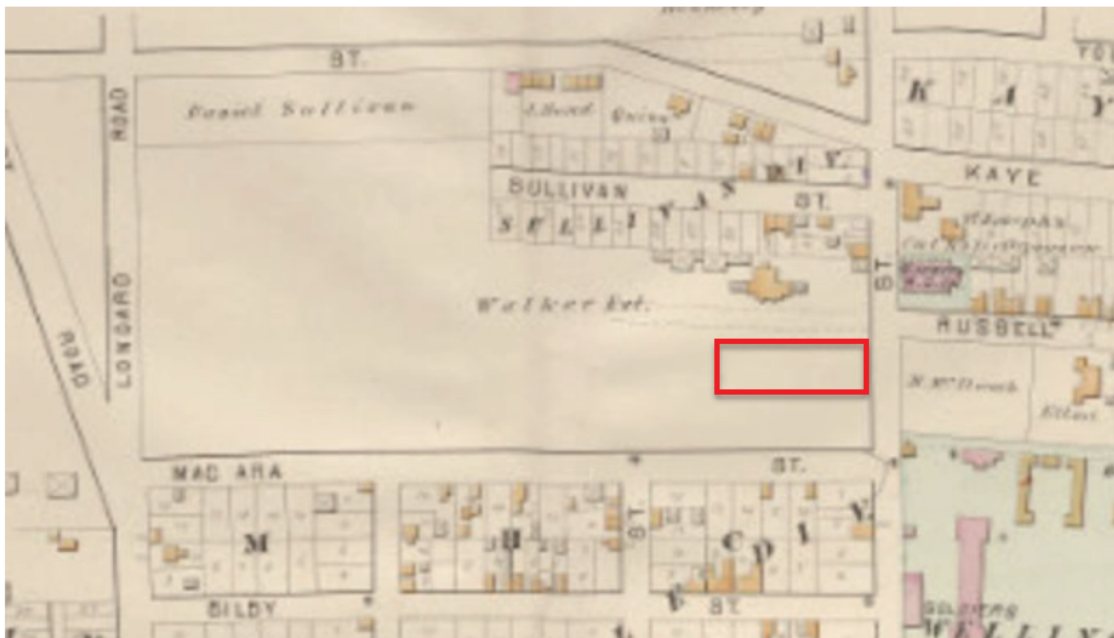


Figure 6b: Hopkins' City Atlas of Halifax, Plate T, Part of Ward 6, 1878. Magnified to show subject site.

On December 6, 1917, a catastrophic event occurred that was to shape not only this church, but the vast surrounding area of the North End of Halifax known as the Richmond district: the collision of a munitions ship, the *Mont Blanc*, and a Belgian Relief vessel, the *Imo*, in dense fog in Halifax Harbour. The fire caused by the collision, combined with the evacuation of the ship(s) (?) allowed them to drift unattended. The initial fire on the ships drew the attention of many on shore, and soon led to the explosion of munitions on board the *Mont Blanc*, the force of which levelled many buildings, killed more than 1,700, injured at least another 9,000. It blew out windows and doors of those buildings that were not close enough to be flattened by the force, which led to further traumatic injuries (e.g. eyes) of those who were watching from inside their homes.

The damage amounted to \$35 million and basically destroyed the neighbourhood of Richmond and the nearby Mi'kmaw community of Turtle Grove. The time of year, early December, further led to the challenges of bringing in medical help to address the many who survived but were injured and it took several days for full help to arrive from places far afield such as Boston and Montreal, with most communication with the rest of North America severed or disrupted. Those fortunate enough to have survived and not been injured were made homeless, at a time of cold winter setting in.

The extent of the destruction caused by the explosion and subsequent fires is illustrated in Figure 7.



Figure 7: Plan showing devastated area of Halifax City, N.S., 1918

Source: N.S. Board of Insurance Underwriters Nova Scotia Archives Map Collection V6/240

The devastation was classified, from most destructive to least, as buildings that were “burned ruins,” “totally collapsed,” “badly wrecked,” and “damaged more or less by breakage of glass, plaster and interior finish” (Figure 8).



Figure 8: Legend of Plan showing devastated area of Halifax City, N.S., 1918
Source: N.S. Board of Insurance Underwriters Nova Scotia Archives Map Collection V6/240

The area encompassing the waterfront up to roughly Needham Street and between the military barracks and Richmond Street were classified as “burned ruins” and this included several blocks of Russell Street, on which St. Mark’s Church was located. From Gottingen Street and further away from the waterfront, the devastation was still apparent but to “lesser” degrees, with buildings that were totally collapsed or badly wrecked. The impact of the explosion and fires spared few, if any buildings. Nearby St. Joseph’s Church, also on Russell Street, remained only as a shell of a once-large stone and brick building (Figure 9).



Figure 9: St. Joseph's Church, Russell Street, after Halifax Explosion
Source: W.R. MacAskill Nova Scotia Archives 1987-453 No. 4347

Only several blocks north of the subject site, a photo taken shortly after the explosion illustrates its impact on a house still standing but structurally ruined (Figure 10).



Figure 10: 510 Gottingen Street, corner of Gottingen and Livingstone Streets
Source: W.G. MacLaughlan Nova Scotia Archives 2014-031

The redevelopment of the area following the explosion, given the extent of destruction, took place over several years, but the relative speed in which it took place is reflected in the Hydrostone development – original Relief Commission housing – immediately to the north of the subject site (Figures 11 and 12).



Figure 11: Aerial view of North End Halifax showing Hydrostone district at centre, c. 1921.

Source: Nova Scotia Archives Item 1976-166, No. 41



Figure 12: Recently Constructed Hydrostone Houses, Gottingen Street at Fort Needham, Looking North, 1921.

Source: Janet Kitz Nova Scotia Archives Accession No. 1992-359 / Negative N-7048

This calamity had a direct impact on all who lived and worked in not only the North End, but also all of Halifax and Dartmouth. The explosion's effect on the immediate area, beyond the physical devastation, defined the character of the area as we see it today: an application of styles that were becoming popular in the post-war era as applied consistently through the re-developed area as noted further in Section 2.2.

The effect on St. Mark's Church is further outlined in Section 3.

2.2. SURROUNDING CONTEXT

There are no sites listed as Municipally Registered Heritage Properties within proximity to St. Mark's Church, primarily because of the destruction caused by the explosion, and with mostly modest buildings constructed in the aftermath which date from the early 1920s and later.

There are several buildings further south on Gottingen Street, near North Street, that are Municipally Registered Heritage Properties: they are from the early to late 1800s and illustrate how the explosion spared sites that were only a few blocks away from the subject site (Figure 13).



Figure 13: 2720 and 2730 Gottingen Street (1896 and 1878), Registered Heritage Properties south of subject site (outlined)

Source: Google Streetview, 2019 and Halifax Regional Municipality, Heritage Property List

The blocks to the north of the subject site retain much of the overall character, particularly the Hydrostone development, which applied a road layout of boulevards extending off Gottingen Street and houses that reflected the styles that were becoming popular in the inter-war era (Figures 14 and 15).



Figure 14: Hennessey Place seen from Novalea Drive



Figure 15: Kane Place seen from Novalea Drive

These examples, and the broader area, illustrate a “new” neighbourhood that grew from the aftermath of the 1917 explosion and overall retains much of the character of that era. In particular, Hydrostone offers a distinctive pattern of planned development that is attractive, slightly varied in styles, a street pattern of tree-lined boulevards and wide-open spaces – characteristics that are not traditionally thought of in older working-class neighbourhoods where roads are traditionally narrow, and lots are small with minimal separation of houses. This was – either purposely planned or coincidental – reminiscent of the Garden City movement of the late 19th and early 20th century, albeit on a more modest scale, in a predominantly working-class neighbourhood. Clearly, the “clean slate” approach was applied to an area requiring full-scale reconstruction, allowing for the new boulevards, lot configurations and house styles.

This revised approach to design and layout was similarly applied to St. Mark’s Church (see Section 3.1).

3. RESEARCH AND ANALYSIS

There are two buildings evaluated as part of this Heritage Impact Statement, each of which requires further research and assessment. St. Mark’s Church, as previously noted, is a formally *registered heritage property*, while the secondary church hall building to the south is not, despite being located on the same parcel.

3.1. ST. MARK’S CHURCH, 5522 RUSSELL STREET

The existing St. Mark’s Church, completed in 1921, was preceded by an earlier church built in 1866, also located on Russell Street but located further toward the waterfront.

3.1.1. HISTORICAL AND CULTURAL CONTEXT

The earliest St. Mark’s Church was a modest sized wood-frame church constructed at 40-42 Russell Street. It is situated at what is now the southwest corner of Russell and Albert Street – although at the time of construction and for several decades following, Albert Street did not exist (Figure 16).



Figure 16: Hopkins' City Atlas of Halifax, Plate T, Part of Ward 6, 1878
Source: H.W. Hopkins Nova Scotia Archives Library O/S G 1129 H3 H67 1878

This earliest historical connection had its ties to both the local community and the military. It was consecrated on December 2, 1866. St. Mark's was made a separate parish in 1881. In 1888, it was enlarged to include side aisles and a new chancel (Figure 17).



Figure 17: St. Mark's Church, built 1866 at Russell and Albert Street
Source: The Church Monthly, A Magazine for Parish Distribution, August 1893,
<https://www.theoddbook.ca/>

Later, Albert Street was opened and the church had a prominent setting at the end of the street. Further enlargement occurred in 1910 including at the rear. This is illustrated in the Fire Insurance Plan of 1917 used for assessing buildings that had been destroyed or damaged (Figure 18).

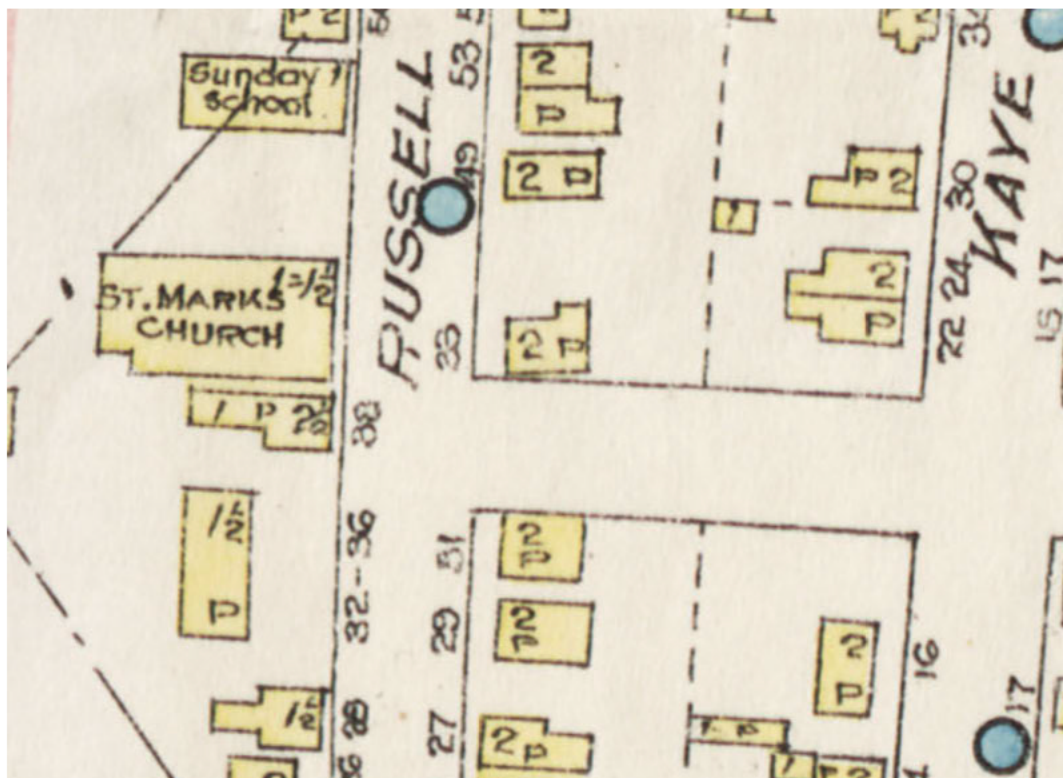


Figure 18: Plan showing devastated area of Halifax City, N.S., 1918 - showing St. Mark's Church at Russell and Albert Street.

Source: N.S. Board of Insurance Underwriters Nova Scotia Archives Map Collection V6/240

The church, beyond serving those who lived in the North End, had strong ties to the military, with the base located immediately behind it. This is illustrated in one of the earlier photos of the church, from 1909, with a parade of the Royal Canadian Regiment in front (Figure 19). As an example of this, in February 1915, a memorial for RN Midshipmen John W. Hatheway of the HMS Good Hope, the first Canadian casualty of World War I,² was held at St. Mark's. Hatheway had died on November 1, 1914.

² Trident Newspaper, "The first Canadian casualties of the First World War," November 11, 2022



Figure 19: St. Mark's Church, Russell Street, built 1866, looking south, c. 1909. Shows church parade of Royal Canadian Regiment.

Source: Nova Scotia Archives, Photographic Collection Item 201743812

Despite being large in form, the actual church was modest in size as illustrated in photos of the interior (Figure 20).



Figure 20: St. Mark's Church Interior, Russell Street, c. 1903

Source: Nova Scotia Archives, Photographic Collection Item 201743811

The following was written up about St. Mark's, and several other parishes including All Saints Cathedral, St. Paul's, St. George's, Trinity Church, St. Matthias, Christ Church (Dartmouth) and Emmanuel Church (North Dartmouth) as part of the Halifax Disaster Record Office Materials, titled, "The Halifax Disaster and Our Churches:"

*"St. Mark's: Church and Sunday School were first blown down and then destroyed by the fire, nothing being saved. The rector, Rev. N LeMoine, has officiated at 150 funerals of his people, including Ex-Controller G.F. Harris, the Treasurer of the church, and Douglas Tyrer, a well known member of the vestry and Sunday School worker. Nearly all the surviving members of the congregation suffered the loss of their homes and property."*³

The Halifax Explosion of December 6, 1917, destroyed St. Mark's Church and killed roughly 200 parishioners making up roughly 70% of the congregation⁴ (Figure 21).



Figure 21: St. Mark's Church After the Halifax Explosion, 1917
Source: Nova Scotia Archives, Item MG1, Vol. 2124, No. 366C

³ Nova Scotia Archives, Item MG1, Vol. 2124, No. 300

⁴ The Anglican Journal, "Halifax Church Commemorates 1917 Explosion," November 21, 2017

The only items that remain from the ruins are an altar cross, chalice and a large key that worked the front door.

Following the devastation, a decision was made to relocate the church. It has not been revealed why this decision was made, but the original site may not have been suitable for the needs of the congregation at that time, and it is quite likely (though not confirmed) that the site on which the church is now located may have either been available for purchase or may have been in the possession of a parishioner, who provided it for a new church. In any case, the site to which the new church was to move was a much larger site, and vacant at the time – it did not have an earlier building which was destroyed in the explosion and fire (Figure 22).

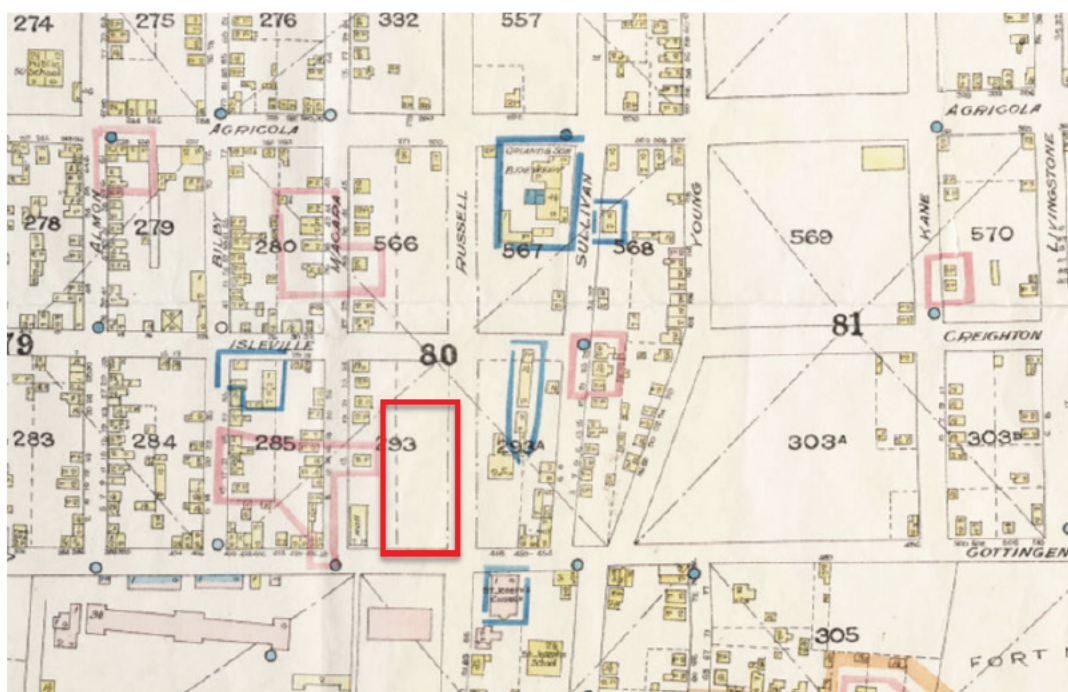


Figure 22: Site to which St. Mark's Church was to relocate (outlined in red) 1918.

Source: N.S. Board of Insurance Underwriters Nova Scotia Archives Map Collection V6/240

The development of the church was in tandem with the rapid redevelopment that took place in the North End following the explosion. Together with other residential, commercial and institutional buildings of that era, it illustrates a strong visual representation of the re-development and is a testament to the spirit and determination of the local community, and particularly those in the Parish, to re-build after such a catastrophic event including loss of life and property.

By early 1920, plans had been completed by architect W.J. Busch (Figure 23).



Figure 23: St. Mark's Church, Corner Gottingen and Russell [Streets], front elevation, March 15, 1920. Architect/draftsman W.J. Busch. Source: Nova Scotia Archives, 1.3.5.13. original drawing BB-5-5015.

The cornerstone was laid July 16, 1920, and the completion of the church was in early 1921 (Figure 24).

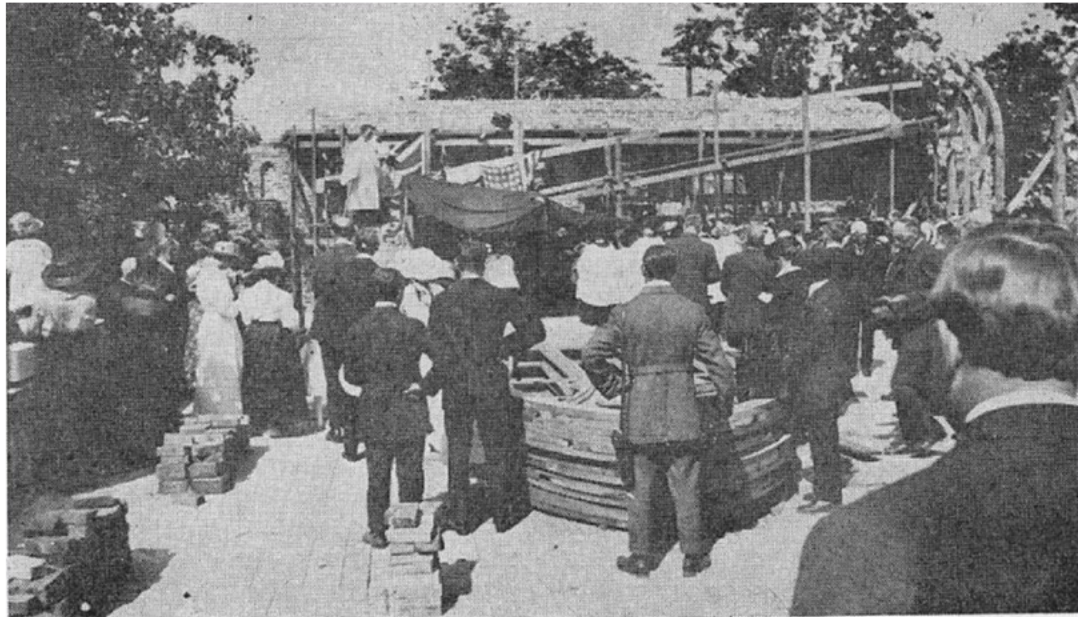


Figure 24: Laying of the cornerstone, St. Mark's Church, 1920

Source: St. Mark's Church Archives

The first service at the newly completed St. Mark's Church was held on February 6, 1921 (Figure 25).



Figure 25: "New church surrounded by vacant fields," c. 1921

Source: St. Mark's Church Archives

The association of St. Mark's Church – both the 1886 church and the current one – to the military cannot be understated. Its location, immediately behind, and subsequently across the street from, the military base played a large role in this.

It has always been the Garrison church of both the Royal Canadian Regiment and the Royal Canadian Navy. In its early days, military parades marched from the Wellington Barracks and the dockyards to the church. This was reflected in some of the interior elements in the then-newly constructed church (Figure 26).

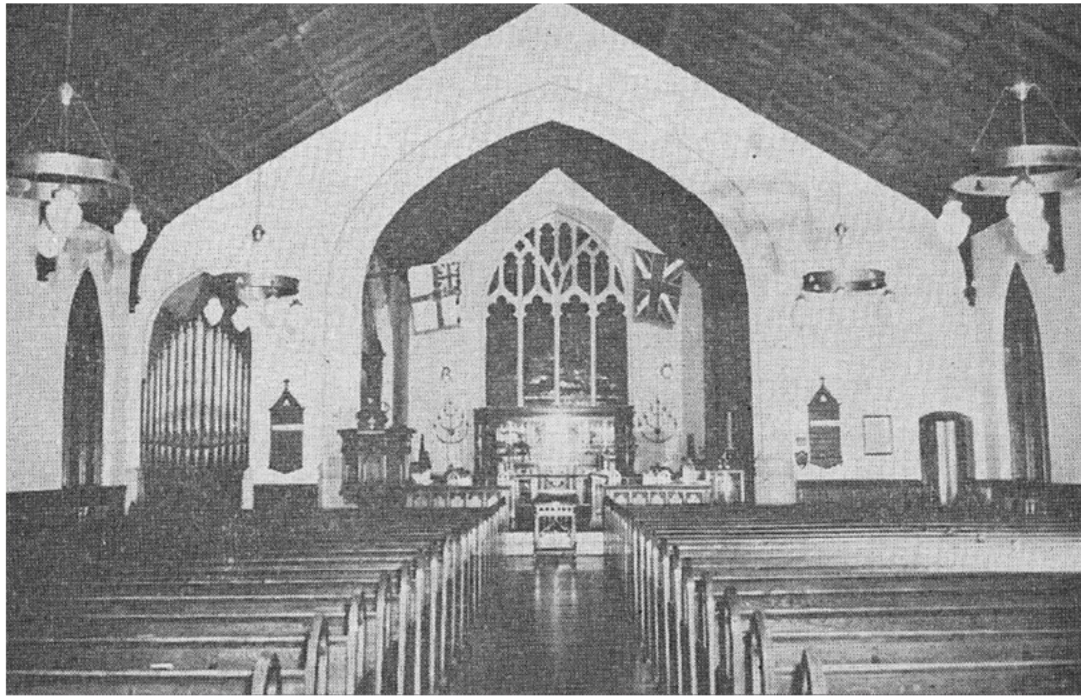


Figure 26: Interior of the new church, c. 1921

Source: St. Mark's Church Archives

The church retains its strong corner presence as a neighbourhood landmark to this day (Figures 27 and 28).



Figure 27: St. Mark's Church, c. 1950

**Source: Nova Scotia and Prince Edward Island Anglican Diocesan Archives,
Parish Resources**



Figure 28: St. Mark's Anglican Church, 55122 Russell Street, 198?

Source: Halifax Municipal Archives, CR30K-2-9-1.68

In 2017, a memorial garden was established as a permanent memorial on the grounds of the church, which focused on the “extensive loss of life among its congregation.” The Church received an award (funding) from the Halifax Explosion 100th Anniversary Grant Program of 2015 and 2016. Notably, St. Mark's Church is the last of four existing churches destroyed in the Halifax Explosion of 1917 to still be active.

3.1.2. ARCHITECTURAL ASSESSMENT

St. Mark's Church is an excellent example of places of worship, specifically churches, built in the inter-war era, in the Gothic Revival style that was commonly used for churches at that time. It is set on a prominent corner location, highly visible from both Gottingen and Russel Streets, with a prominent square tower topped by an octagonal extension, a large rosary window, a secondary tower, between which is set the main entry (Figure 29).



Figure 29a: Context of St. Mark's Church, 5522 Russell Street (seen from corner looking south along Gottingen Street)



Figure 29b: Context of St. Mark's Church, 5522 Russell Street (seen from side, along Russell Street)



Figure 29c: Context of St. Mark's Church, 5522 Russell Street (seen from rear, looking east along Russell Street)

It has minimal setback from the street, on a deep lot that allows more room at the rear, with an ample west and east side yard.

Its front-gabled form is common to the Gothic Revival style, with the primary entry comprising tripartite doors set dominantly in front of the gable wall on which the rosary window is set. The main entry is flanked by two towers: while the base of each is identical, the north tower is notably taller with more design elements such as an octagonal extension, while the south tower has a simple hipped roof with dormers extending from its base (Figures 30 and 31).



Figure 30a: Front entry of 5522 Russell Street with flanking towers

Each of the towers has the pointed arch windows set in singles and pairs, in typical Gothic form. Along the sides of the building, behind the towers, the windows are similarly set in singles (in the protruding alcove on the north side) and tripartite. Where the windows are set in pairs or tripartite, there is a traditional lancet, mullion divider and plate tracery (Figures 30b to 31d).



Figure 30b: Front and south side of 5522 Russell Street



Figure 30c: South side tower

The north side includes a one-storey addition made in 1960, that expresses the evolution of the church over time. The rear has also been affected by this alteration, as it covers not only the north side but also a limited section of the rear (Figure 30d).



Figure 30d: Rear, 5522 Russell Street

This is further assessed in section 3.1.3. Further photographic documentation can be found in Section 5.3 of this report.

The other elements that contribute to the overall character and significance of this building are noted below. This is considered a more comprehensive set of elements as compared to the Statement of Significance:⁵

- Location at the corner of Gottingen Street and Russell Street;
- Continuous use as a place of worship;
- Main floor set slightly above grade;
- Craftsmanship as evidenced in its design and finishes;
- Materials that are considered, in today's context, to be uncommon or more challenging and costly to source and represent significant embodied energy, and for which the retention is in line with principles of sustainability, in both the structure and decorative fenestration, which in this case is its old growth lumber, brick and stained glass;
- Front-gabled form common to the Gothic Revival style, with a symmetrical façade and steeply-pitched roof structure, with two flanking towers on the

⁵ A similar but abbreviated list can be found in the Character-Defining Elements of the Statement of Significance, Section 4.1

front, the taller of which incorporates an octagonal tower set on the square base, and the shorter squat tower with a steeply-pitched hipped roof;

- Tripartite entry recessed between the two towers, with paired doors and above each is set a Gothic arched window with lancet tracery;
- A protruding alcove on the north side;
- Concrete foundation;
- Decorative buttresses on both sides;
- Fenestration including:
 - Arched openings in the north bell tower with alternating louvres and fishscale shingles, and small louvred dormers in the shorter south tower;
 - Large rosary window on the front above the entry;
 - Ribbon windows on both sides and in both towers, with stained glass, set as singles, pairs and tripartite, and in the latter two cases, there is a traditional lancet, mullion divider and plate tracery;
 - Prominent set of Gothic arched windows in the apse with mullion dividers;
- Brick cladding including dentils and corbelled brick in the towers;
- Crosses set on top of both towers;
- Single external brick chimney at the rear.

3.1.3. INTEGRITY, REPRESENTATION OF STYLE AND DESIGN

Overall, the integrity of St. Mark's Church is excellent. The only notable alteration is the single storey addition of a church office that protrudes from the main body of the church along the rear section of the north side and wraps partly around the rear (Figure 31a to 31c).



Figure 31a: Single-storey addition on the north side of 5522 Russell Street, as seen from Russell Street

This addition was made in 1960, with plans drawn up by Webber, Harrington and Weld. While it is compatible, with the use of similar colour brick and window openings that follow the other arched-peak form on the early part of the church, it is distinguishable with its flat roof and simple fenestration. This enclosure obscures an original side entry but it does not appear to affect any windows, and it notably does not interfere with the large apse window set at the rear (Figure 31b).



Figure 31b: Single-storey addition on the north side of 5522 Russell Street, seen from the rear and ending at the edge of the apse windows (circled)



Figure 31c: Single-storey addition wrapping around the west side of 5522 Russell Street, with a single emergency exit door

It does appear that an alcove or a small room set immediately adjacent the apse, on the north side, was enclosed (Figures 32 and 33). The opening in that north wall appears to be original and as such the 1960 addition of the offices and other rooms has changed the interior layout but not the configuration of the apse itself.



Figure 32: Apse with side room access on far right



Figure 33: Opening from the apse into a side room

The wall face on the right side of the apse does not appear to have been altered to create a new opening, suggesting that there was already a side room that may have provided for access or for other tasks as part of regular church services. Further investigation as to how this opening will be affected by the partial removal of the 1960 addition, and how it is to be addressed as part of the exterior rehabilitation.

This addition is considered reasonably easy to reverse and it is part of the current DA proposal under review. The question that has not been possible to answer at this time is whether the original material – cladding and possibly a window or set of windows – remains behind the addition. Given its relatively low profile, it is not likely that any windows were covered up with this addition, and no evidence was found on the interior of such windows existing.

It is more likely that the material, and particularly the brick cladding, remains intact, and had it been removed it would have been costly to remove and may have compromised some of the structural integrity of the side and rear walls. Investigation will have to be undertaken to verify that the original material remains in place and to determine its condition as the project proceeds.

In any case, since the proposal is to retain the section of the 1960 addition that abuts the north side of the church, and to only remove the portion that is located behind the apse (west side face of church), only a minimal restoration of the church's exterior is anticipated. However, in order to appropriately reconstruct the new west wall face of that 1960 addition, matching brick will need to be sourced. The ideal source is to retain enough salvaged brick from the portion of the 1960 addition being removed.

This is addressed to a greater degree in Section 8 of this report.

When comparing the early (c. 1921) photograph (Figure 26, page 26) to the current photographs, the only notable alterations on the interior are at the entry to the apse where a crucifix and horizontal crossbeam has been installed, and the removal of the original light fixtures that hung from the ceiling, and two television monitors (Figures 34 and 35). While the loss of light fixtures is unfortunate, the crucifix addition has enhanced the overall character as expressed through its interior.



Figure 34: Interior as seen from rear



Figure 35: Detail of apse window

3.2. 5540 RUSSELL STREET

The building situated at 5540 Russell Street was originally a community and church facility to serve those in the local area when it was constructed in the 1920s; it has continued to serve this role over many decades.

3.2.1. HISTORICAL AND CULTURAL CONTEXT

The development of the church hall building at 5540 Russell Street was in conjunction with the completion of St. Mark's Church. In its earliest years it was known as the North End Services Canteen (Figure 36).



Figure 36: North End Services Canteen on Russell Street, behind St. Mark's Church, c. 1945

Source: Edith Girouard Nova Scotia Archives, MG1 vol. 3359

The development pattern illustrated by this building is noteworthy. It reflects the continued development of this neighbourhood as primarily a working-class residential area, which during times of economic downturns, particularly the Depression, required services for local residents who were either unemployed or under-employed. The North End Services Canteen took on a new role during World War II. This was affiliated with a variety of services run by volunteers and modelled after the British Women's Voluntary Services with donations from the local community. At the North End Services Canteen, "volunteers worked in the

kitchen providing meals and also held dance classes where they had to contend with ‘men who can really dance but pretend they cannot’.”⁶

Following World War II, the building became used as a community facility and a parish hall. Its role as a community service for the local area and beyond was extensive: it provided outreach programs and services, along with meeting and recreational space to pre-school children, young people throughout the city, ex-offenders and senior citizens. Despite it not being publicly owned or managed, it also served as a facility for the city’s recreation department,⁷ commonly known as the Needham Centre of the Halifax Recreation Centre”⁸ and was the Ward 5 Information Centre.

On October 10, 1975, in the early evening, a fire consumed the parish hall building, a single-storey wooden structure. The congregation vowed to raise the funds for a new building, as the insurance did not cover the entire replacement cost (Figure 37).

⁶ Halifax Regional Municipality, Halifax Women’s Voluntary Services, 1943-1945

⁷ *Halifax Mail Star*, October 16, 1975

⁸ Halifax Chronicle Herald, “Church hall razed in spectacular city blaze,” October 11, 1975. Source: Halifax Public Library



IN FLAMES — St. Mark's Church Hall on Russell Street in Halifax burned to the ground Friday night, despite the efforts of men and equipment from three Halifax Fire Department sta-

Spectacular fire razes St. Marks parish hall

Figure 37: Newspaper article documenting the destruction of the parish hall
Source: Halifax Mail Star, October 14, 1975

The building that is in place today is that replacement building, completed shortly after the fire, most likely in 1976 or thereabouts.

3.2.2. ARCHITECTURAL ASSESSMENT

5540 Russell Street is a one-storey plus basement low-pitched wood frame and metal-clad building that is plain and unadorned. It has minimal setback from the street, and no setback at the rear, with a minimal west side setback. It is only the east side yard that allows for access and notable separation from its neighbours (Figure 38).



Figure 38: Context of 5540 Russell Street, St. Mark's Church in the background

Further photographic documentation can be found in Section 5.3 of this report.

The elements that contribute to the overall character and significance of this building are:

- Location mid-block between Gottingen Street and Isleville Street;
- Continuous community and church use;
- Main floor set nearly at grade;
- Front-gabled form in the Vernacular style;
- Paired modern front door with inset glazing;
- Variety of single-set narrow horizontally-oriented metal windows;
- Corrugated metal cladding.

These elements are illustrated in Figures 39a to 39c.



Figure 39a: 5540 Russell Street – east side and open space between church



Figure 39b: 5540 Russell Street – east side

3.2.3. INTEGRITY, REPRESENTATION OF STYLE AND DESIGN

The overall form of 5540 Russell Street is intact. A relatively unadorned building, it can be classified as Vernacular style. The front, sides or rear are clad with corrugated metal, which is presumed to be an additional material – it is not known what the original cladding might have been or whether it may still exist underneath. The windows on the front, west and east sides are single-set metal sliders and are presumed to be original. Neither of these detract significantly from the style. The paired front entry doors appear to be a more recent alteration – they are nondescript metal doors with inset glazing (Figure 40).



Figure 40: Paired entry doors, 5540 Russell Street

To conclude, the building is a simple Vernacular-style front-gabled building with a low-pitched roof, and no notable design traits, nor is there any notable alteration that detracts from its plain character. The building's significance does not lie in its tangible elements; rather, it has importance for its historic uses serving the community and church functions, tied to the current building, built after the earlier building on the same site was destroyed by fire in 1975.

3.3. SUMMARY

The historical significance of each of the two buildings that make up this Heritage Impact Statement is both notable and highly contrasting. St. Mark's Church, built in 1920-1921, is a prominent landmark in the North End, an excellent example of the Gothic Revival style, and overall has a reasonably high level of integrity. It is valued for its aesthetic importance along with its historical significance (comprising cultural, spiritual and social value).

5540 Russell Street, which currently serves as the church hall and retains its historic uses serving the broader community, has no aesthetic value. It has intangible value in its social and cultural uses that are in place to this day. Despite its proposed demolition, these values can be captured and addressed by various means, as outlined in Section 8.

Together they represent the redevelopment of the North End following the 1917 Explosion, and St. Mark's Church in particular has an association in the area dating back to the construction of the earlier church in 1866, destroyed by the explosion and fire. Its ties to the military and navy are prominent and well-documented and remain to this day. The church exemplifies the spirit of dedication, resilience and fortitude in the aftermath of a catastrophic event that killed, injured, and made homeless a large number of its parishioners.

The character of each predominantly remains intact with the exception of the 1960 addition to the church, that provided offices and other rooms necessary for the day-to-day function of the church. The addition is low-profile, and it does not detract from a building that is otherwise ornate, intact and in generally good condition. Despite the minimal impact it has had, its proposed removal, as outlined in Section 6, will strengthen the overall integrity of the church and restore its character, bringing back elements that have been covered up for many decades.

It is a combination of tangible and intangible values that express the heritage values of St. Mark's Church (see Section 4, Statement of Significance). It is also the basis for retention and conservation of the church (which is already a *contributing heritage resource*) that will undergo rehabilitation and restoration as part of the proposed DA.

4. STATEMENT OF SIGNIFICANCE

4.1. ST. MARK'S CHURCH, 5522 RUSSELL STREET

DESCRIPTION OF HISTORIC PLACE

St. Mark's Church is a notable structure built in the Gothic Revival style. It is located on the corner of Russell and Gottingen Streets in the North End of Halifax, Nova Scotia. The original church, built in 1866, was completely destroyed in the 1917 Halifax Explosion. The cornerstone of the new church was laid July 18, 1920. The rebuilding of the church was part of a larger reconstruction project following the explosion. The heritage designation applies to the building and the land it occupies.

HERITAGE VALUE

St. Mark's Church is valued for its association with the military history of Halifax, with the Halifax Explosion, and for its Gothic Revival architecture.

Since its founding, Halifax has been the host to a large military presence and for much of that time the Anglican Church was the official church of the garrison. St. Mark's Church was founded in 1866 and later given the status of being the garrison church of the Royal Canadian Regiment and the Royal Canadian Navy. Between 1920 to 1970 the church was enlarged three times to accommodate the growing armed forces presence in the city. Each Sunday, military parades marched from Wellington Barracks and the Dockyard to St. Mark's Church.

On December 6, 1917, two ships, one carrying explosives, collided in the section known as the Narrows of the Halifax Harbour. The resulting explosion devastated much of the North End of Halifax, flattening wooden buildings on either side of the Narrows, including the original wood framed St. Mark's Church. Those buildings that were not destroyed by the force of the explosion were destroyed by fires caused by overturned stoves. The Explosion killed 1,600 people, including seventy percent of St. Mark's parishioners, and wounded 9,000. The Explosion also caused roughly thirty-five million dollars damage. The Halifax Relief Commission was established to deal with the tragedy and its aftermath. St. Mark's Church was rebuilt during the massive reconstruction on the North End of Halifax and reopened in 1920.

The new St. Mark's Church was constructed using brick in the Gothic Revival style. This style is easily recognized and is the typical of church buildings constructed since the mid-nineteenth century. Gothic Revival style is seen in the flanking towers, gothic round headed windows, and a large rose window on the east façade. The building stands out on the corner and commands presence in the neighbourhood. It continues to serve the North End Anglican community.

Source: Heritage Property File: 5522 Russell Street, St. Mark's Church, found at HRM Planning and Development Services, Heritage Property Program, 6960 Mumford Road, Halifax, Nova Scotia.

CHARACTER DEFINING ELEMENTS

The character-defining elements of St. Mark's Church relate to the Gothic Revival style and include:

- Steeply pitched gable roof;
- Brick construction;
- Symmetrical façade;
- Flanking towers at front entrance;
- Rectangular south bell tower;
- Octagonal north tower on top of rectangular base;
- Round headed windows with cloverleaf design on second storey of north tower;
- Large rose window above central doorway;
- Lancet windows;
- Louvered windows.

5. CONSERVATION STANDARDS AND ASSESSMENT OF EXISTING CONDITIONS

This Heritage Impact Study is to determine the appropriateness of the proposed interventions to, and degree of conservation for, St. Mark's Church situated on the development site bounded by Gottingen Street and Russell Street, in the context of the proposed development of that larger site and using locally and nationally approved standards for conservation.

The proposed work entails the preservation, restoration and rehabilitation of St. Mark's Church at 5522 Russell Street and the removal of the church hall at 5540 Russell Street. The *Standards and Guidelines for the Conservation of Historic Places in Canada*, by Parks Canada, is the most critical of conservation resources to be referenced when assessing the appropriate level of conservation and intervention here.

A series of Technical Preservation Briefs is also available through the *U.S National Park Service*. These include energy efficiency, roofing, abrasive cleaning and identification of visual aspects to aid in preserving character. While not outlined in this Heritage Impact Statement, these may serve as a helpful reference and supplement the two primary sources noted above.

5.1. STANDARDS AND GUIDELINES – PARKS CANADA

St. Mark's Church contributes meaningfully to the heritage character and context of both the subject site and the immediate area and is a *contributing heritage resource* as formally recognized by the Halifax Regional Municipality; the other building on this site has been assessed and does not have values that similarly contribute to the character and context and is further addressed in Section 6 of this report.

Under Parks Canada's *Standards and Guidelines for the Conservation of Historic Places in Canada*, the work proposed for St. Mark's Church includes aspects of preservation, restoration and rehabilitation.

Preservation: the action or process of protecting, maintaining, and/or stabilizing the existing materials, form and integrity of a historic place or of an individual component, while protecting its heritage value.

Restoration: the action or process of accurately revealing, recovering or representing the state of a historic place or of an individual component, as it appeared at a particular period in its history, while protecting its heritage value.

Rehabilitation: the action or process of making possible a continuing or compatible contemporary use of a historic place or an individual component, through repair, alterations, and/or additions, while protecting its heritage value.

Interventions to the historic building should be based upon these Standards, which are conservation principles of best practice. The following General Standards should be followed when carrying out any work to a historic property.

STANDARDS

Standards Relating to All Conservation Projects

1. Conserve the heritage value of a historic place. Do not remove, replace, or substantially alter its intact or repairable character-defining elements. Do not move a part of a historic place if its current location is a character-defining element.
2. Conserve changes to a historic place, which over time, have become character-defining elements in their own right.
3. Conserve heritage value by adopting an approach calling for minimal intervention.
4. Recognize each historic place as a physical record of its time, place and use. Do not create a false sense of historical development by adding elements from

- other historic places or other properties or by combining features of the same property that never coexisted.
5. Find a use for a historic place that requires minimal or no change to its character-defining elements.
 6. Protect and, if necessary, stabilize a historic place until any subsequent intervention is undertaken. Protect and preserve archaeological resources in place. Where there is potential for disturbance of archaeological resources, take mitigation measures to limit damage and loss of information.
 7. Evaluate the existing condition of character-defining elements to determine the appropriate intervention needed. Use the gentlest means possible for any intervention. Respect heritage value when undertaking an intervention.
 8. Maintain character-defining elements on an on-going basis. Repair character-defining elements by reinforcing the materials using recognized conservation methods. Replace in kind any extensively deteriorated or missing parts of character-defining elements, where there are surviving prototypes.
 9. Make any intervention needed to preserve character-defining elements physically and visually compatible with the historic place and identifiable upon close inspection. Document any intervention for future reference.

Additional Standards Relating to Rehabilitation

10. Repair rather than replace character-defining elements. Where character-defining elements are too severely deteriorated to repair, and where sufficient physical evidence exists, replace them with new elements that match the forms, materials and detailing of sound versions of the same elements. Where there is insufficient physical evidence, make the form, material and detailing of the new elements compatible with the character of the historic place.
11. Conserve the heritage value and character-defining elements when creating any new additions to a historic place and any related new construction. Make the new work physically and visually compatible with, subordinate to and distinguishable from the historic place.
12. Create any new additions or related new construction so that the essential form and integrity of a historic place will not be impaired if the new work is removed in the future.

Additional Standards Relating to Restoration

13. Repair rather than replace character-defining elements from the restoration period. Where character-defining elements are too severely deteriorated to repair and where sufficient physical evidence exists, replace them with new elements that match the forms, materials and detailing of sound versions of the same elements.

14. Replace missing features from the restoration period with new features whose forms, materials and detailing are based on sufficient physical, documentary and/or oral evidence.

5.2. EXISTING CONDITIONS

The condition of the two buildings on site as part of this proposed DA is variable: over time, and due to deferred maintenance, the buildings have been subject to the elements and have had some of the more highly exposed elements deteriorate, most notably on St. Mark's Church.

Condition Assessment is based on the following accepted criteria:⁹

Physical Condition: The physical state of a property, system, component or piece of equipment. Within the context of the assessment, the consultant may offer opinions of the physical condition of the property, or of systems, components and equipment observed. Such opinions commonly employ terms such as good, fair and poor, though additional terms such as excellent, satisfactory and unsatisfactory may also be used.

Good Condition: In working condition and does not require immediate or short-term repairs above an agreed threshold.

Fair Condition: In working condition but may require immediate or short-term repairs above an agreed threshold.

Poor Condition: Not in working condition or requires immediate or short-term substantially above an agreed threshold.

The "actions" listed below are considered high-level strategies. Further details on conservation strategies are found in Section 8 of this report.

5.2.1. ST. MARK'S CHURCH, 5522 RUSSELL STREET

Foundation:

Concrete, in generally good condition. Some minor cracks showing.

Action:

None (building to remain on its existing foundation). Assess any cracks and repair as necessary.

⁹ Read Jones Chrisoffersen Engineers

Cladding:

Overall: brick, in generally fair condition.

North Side and Rear: It is not known the extent of, or condition of, brick that was covered up by the 1960 addition. The brick on the 1960 addition itself is in generally good condition although it appears to have been painted and in some places the paint is failing.

North and South Towers: Generally poor condition. The brick in both the south and north towers has extensive efflorescence with some spalling and likely aggravated by freeze-thaw weathering. Furthermore, the brick has been painted at some point in the past and this has likely exacerbated the efflorescence and spalling, if it has not been able to “breathe.” This is especially notable on the north wall of the north tower. This is also apparent on the south tower, but to a lesser degree.

The base of the north tower has been covered with parging, likely to address water ingress at some part, either from above or on that section of wall itself. The condition of the brick underneath is not known.

More extensive repair work consisting of brick replacement and re-pointing has also been done on the south tower.

South and North Walls: Fair condition. Some extensive repair has been completed in recent times on the south wall. Small sections of wall and buttresses have either been repointed or fully replaced with brick to match existing and are notable contrast with other sections of the wall as they have not been painted. The north wall does not appear to have been repaired and is displaying minor signs of paint failure.

Action:

Preservation and restoration. Select repair and replacement. Once the addition is partially removed and the original wall is exposed, most of lower part of that north side wall toward the rear will require repair and potentially select restoration with elements to match vis a vis material, colour, texture and overall appearance. The future wall of the west side, 1960 addition, required as a result of the partial removal of that section, will require full reconstruction. Brick from the removal portion of that addition should be salvaged for re-use.

Evaluate methodologies to possibly remove gently remove the paint and apply a more appropriate coating suited to the local climate and one that is particularly compatible with the substrate, to ensure the breathability of the wall surfaces. Consideration may be given to mineral silicate paints and coatings, should it be determined that leaving the brick uncovered may be detrimental to the overall health of the surface. It is also likely that extensive repointing of the mortar will be necessary.

Assess the parging on the north tower to determine whether it should remain in place or should be removed and replaced or remain as is.

Assess the repair work done on the south tower to determine if any further work is necessary to repair and repoint.

Assess the remainder of the south wall to determine if and where any further repair work is to be done.

Windows:

Wood frame and sash, in generally fair condition. The frames in the north tower, and particularly the north side face, appear to have been modified with multiple pieces of external board (possibly plywood) at the top of the arches.

Action:

Preservation and restoration. Paint and repair where necessary. Remove the window coverings on the north bell tower and replace the multiple pieces with a single frame. Assess the leaded glass to determine if and where any warping has occurred and if this is the case, select removal and re-leading may be necessary.

Doors:

Front entry doors are intact and in fair condition.

Action:

Preservation and repair. Assess all mechanisms and complete select repair where necessary. Paint the doors, considering a more period-appropriate colour to apply. Scraping may reveal earlier layers of colour or may determine that the doors were stained and not painted.

The door that may be required on the exposed north side, upon removal of the 1960 addition, should be period-compatible and wood.

Towers and Roofing:

Wood structure on the north tower is in generally fair condition. Some sections of the octagonal wood face on the north tower are showing paint failure. Roof on main body of the church appears to be in good condition and may have been re-roofed recently. Roofing on the spires (towers) may need further assessment and action: it does not have the same profile as the main body and as such may be older material.

Action:

Preservation. Paint all surfaces on an as-need basis. Repair where necessary with material and profile to match existing. Re-roof with shingles on an as-need basis.

Rear Chimney:

Generally fair condition.

Action:

Repoint and repair as necessary.

Fenestration: In generally good condition.

Action:

Monitor and repair on an as-need basis.

Front Stairs and Ramp:

In poor condition.

Action:

Repair work to address any deficiencies.

Basement:

In generally fair condition.

Action:

Improvements necessary to allow for new uses to be incorporated from the church hall and the 1960 addition, both to be removed.

Interior:

Generally good condition.

Action:

Preservation. Conserve the openings that lead into the section affected by the removal of the 1960 addition. Devise a longer-term strategy after undertaking a detailed assessment of all interior components. Improve the heating system and building insulation.

5.2.2. 5540 RUSSELL STREET

Due to the proposal to demolish the church hall as part of the proposed DA, the conditions are not considered relevant. However, for the record most of the components are considered as either in fair or good condition.

5.3. PHOTO DOCUMENTATION

5.3.1. ST. MARK'S CHURCH, 5522 RUSSELL STREET

The following comprehensive set of photos of St. Mark's Church begins on the south side and continues counter-clockwise around the building to the rear (Figure 41).



Figure 41a: St. Mark's Church, 5522 Russell Street (south side)



Figure 41b: St. Mark's Church, 5522 Russell Street (south side and south tower)



Figure 41c: St. Mark's Church, 5522 Russell Street (south tower)



Figure 41d: St. Mark's Church, 5522 Russell Street (front entry)



Figure 41e: St. Mark's Church, 5522 Russell Street (connection between entry wall and north tower)



Figure 41f: St. Mark's Church, 5522 Russell Street (north tower)



Figure 41g: St. Mark's Church, 5522 Russell Street (north tower)



Figure 41h: St. Mark's Church, 5522 Russell Street (upper front corner section of north tower)



Figure 41i: St. Mark's Church, 5522 Russell Street (upper side section of north tower)



Figure 41j: St. Mark's Church, 5522 Russell Street (upper rear section of north tower)



Figure 41k: St. Mark's Church, 5522 Russell Street (connection between base of north tower and protruding alcove)



Figure 41l: St. Mark's Church, 5522 Russell Street (north side wall)



Figure 41m: St. Mark's Church, 5522 Russell Street (rear walls of main body and apse)



Figure 41n: St. Mark's Church, 5522 Russell Street (Rear)

5.3.2. 5540 RUSSELL STREET

The following comprehensive set of photos of the church hall begins on at the west side and continues clockwise around the building to the east side. The rear was not accessible to be documented, as it abuts the property line and there is no rear lane (Figure 42).



Figure 42a: 5540 Russell Street (Front corner and west side)



Figure 42b: 5540 Russell Street (Front)



Figure 42c: 5540 Russell Street (Front – east half)



Figure 42d: 5540 Russell Street (East side)

5.4. HALIFAX REGIONAL MUNICIPALITY – MUNICIPAL REQUIREMENTS

The proposed development is further guided by Halifax Regional Municipality's **Secondary Municipal Planning Strategy (SMPS) with amendments to August 2022**.

While the subject area is not part of any established or proposed Heritage Conservation District, it does contain an important registered historic resource, St. Mark's Church. As such, conservation policy and related regulations and incentives, particularly those found in Part 4 of the **Secondary Municipal Planning Strategy (SMPS)**, are the basis by which further evaluation of the conservation standards are applied to the proposal to retain this building on site and integrate a new mixed-use 12-storey multi-unit residential development. This includes direction on:

- Setbacks and the relationship of the new building to the heritage building;
- Application of massing and materials; and
- Proposed conservation approaches to St. Mark's Church at 5522 Russell Street.

Section 4.3 – Heritage Properties

This outlines the principles of formal recognition and management of heritage properties and buildings, that define various communities, provide a sense of identity, and illustrate that community's evolution. This also explains the key components of heritage conservation through the expression of character defining elements (generally through a Statement of Significance) and preserving, rehabilitating and restoring those elements. Furthermore, new construction should be compatible yet distinguishable from the heritage component(s). This is also consistent with *Standards and Guidelines for the Conservation of Historic Places in Canada* (elaborated on in Section 5.1 of this report).

As per this section, "Council may consider proposals for greater development opportunities for Registered Properties by development agreement."

This forms the foundation of enabling Development Agreement policies. The intent of this tool is to support the rehabilitation and adaptive re-use of Registered Properties – in this case, St. Mark's Church – by providing increased land use flexibility and development potential to property owners, provided the heritage value and context of the heritage building(s) and the surrounding neighbourhood is maintained." ¹⁰

The relevant **Policy CHR-4**, which applies specifically to the *registered heritage property*, is as follows:

"Excluding properties located in the Established Residential Designation, the Land Use By-law shall establish Heritage Conservation Design Requirements for all developments located on Municipally-registered heritage properties....."

The relevant **Policy CHR-6** is as follows:

"To support development that is sensitive to the architectural character and value of registered heritage properties located outside of Heritage Conservation Districts, the Land Use By-law shall apply built form regulations for registered properties that do not exceed a maximum height of 14 metres within [the] COR Zone...."

The relevant **Policy CHR-7**, which applies to the subject site, in the context of adjacent properties, is as follows:

"On any lot containing a registered heritage building located outside of the DH Zone and any approved Heritage Conservation District, Council may consider a development agreement for any development or change in use not otherwise permitted by the Land Use By-law to support the integrity, conservation and adaptive re-use of registered heritage buildings. This includes development proposals that exceed the maximum floor area ratios or the maximum

¹⁰ SMPS, 2022, p. 142

building heights on Map 3 and Map 4 of this Plan. In considering such development agreement proposals, Council shall consider that:

- a. the development proposal maintains the heritage value of any registered heritage property of which it is part, including a registered heritage streetscape, and does not propose to demolish any registered heritage buildings that exist on the lot;*
- b. the impact on adjacent uses, particularly residential uses, is minimized in terms of intensity of use, scale, height, traffic generation, noise, hours of operation, and such other land use impacts;*
- c. any new construction, additions, or renovations substantially maintain the predominant street wall height, setbacks, scale, and the rhythm of surrounding properties, especially of registered heritage properties;*
- d. the development complies with Pedestrian Wind Impact and Shadow Impact;*
- e. the level of proposed investment in conservation measures on the property and through the required incentive or bonus zoning requirements is generally proportional with the additional development rights provided through the agreement, especially in cases of new construction;*
- f. any un-registered, historic buildings on the lot that contributes to neighbourhood character are preserved to retain the visual integrity of the lot;*
- g. the development complies with policies relating to protected public views and view terminus sites;*
- h. incentive or bonus zoning is provided consistent with the requirements of the Land Use Bylaw;*
- i. the development agreement requires a waiver under Section 18 of the Heritage Property Act to be registered on the property before a development permit is issued for the development; and*
- j. the general development agreement criteria set out in Policy IM-7 in Part 9 of this Plan.*

6. IMPACT OF DEVELOPMENT – SITE ALTERATION

6.1. DESTRUCTION OF CHARACTER DEFINING ELEMENTS

The proposed development will result in extremely limited destruction of elements on the retained and Municipally Registered heritage building, St. Mark's Church at 5522 Russell Street. Roughly half of the 1960 addition will be removed, to bring its new west wall flush with the rear wall of the main church. However, none of it is considered a character-defining element, either in the more detailed assessment of elements found in Section 3.1.2 of this report or in the Statement of Significance prepared for the Canadian Register of Historic Places by the Halifax Regional Municipality.

The removal of the building at 5540 Russell Street similarly has no impact on character-defining elements. The current building has no tangible value; its value is

entirely intangible and is tied to the history of St. Mark's Church. The limited tangible value was lost in the earlier building's destruction by fire in 1975.

6.2. ALTERATIONS OR INTERVENTIONS

The impact of development or site alterations and interventions call for some changes to the exterior of the retained heritage building. The element that is proposed to be impacted as a result of the development is the partial removal of the 1960 single-storey flat roof addition on the north side of St. Mark's Church – specifically the portion that extends beyond the main west wall of the church.

It will be imperative that there be no unforeseen negative impacts beyond this intervention. These are summarized in the following sub-sections.

6.2.1. ST. MARK'S CHURCH, 5522 RUSSELL STREET

As noted above, the alterations and interventions to St. Mark's Church include the partial removal of the single-storey flat roof addition that was completed in 1960 as office and meeting space for the church.

The removal of this section will expose part of the building that was covered up, specifically the section that wraps around the rear wall of the church (opposite the apse). It is not apparent that it would affect any historic window openings – the wrap-around addition ends immediately before the large apse window at the rear. It is not expected that the partial removal of the 1960 addition will impact the small side room accessed immediately off the apse: interior openings of that room are limited to the north side of the church, and this is the part of the 1960 addition that is now proposed to be retained. Nevertheless, further investigation should be undertaken to determine the characteristics of the north wall that originally formed the exterior of that small side room, and whether there may have been either a window(s) or door here. If so, mitigative strategies will be necessary – as outlined in Section 8 and specifically Section 8.1.

New interior configurations, if necessary, may need to be considered in conjunction with this work.

Similarly, the state of the former exterior west wall, which will be exposed at the rear face, will also need to be assessed. It is not known to what degree that wall exists or to what degree any original material is present. Mitigative strategies may also be necessary here, as outlined in Section 8 and specifically Section 8.1.

These components are illustrated in the elevations presented in Section 9 of this report.

6.2.2. 5540 RUSSELL STREET

The alterations and interventions to the 5540 Russell Street include the entire removal of this building to allow for the proposed development.

This is illustrated in the elevations presented in Section 9 of this report.

6.3. SHADOWING, ISOLATION, OBSTRUCTION OR CHANGE IN USE

Aside from some preliminary in-house exercises, aspects of shadowing have not yet been addressed as part of the design development of the new building on this site. However, due to the location of the existing church to the north-east of the proposed building, it is expected that the shadow impacts will be minimal. This will be further addressed as part of the design development process.

Given that the new building is to be entirely detached from St. Mark's Church, and with a revised design that will set back the two of the uppermost floors – both along the front and on the side facing the church – no issues around isolation or obstruction are anticipated, and a softening of the overall massing is achieved. The new buildings will have suitable setbacks to distinguish it from the church (Figure 43).

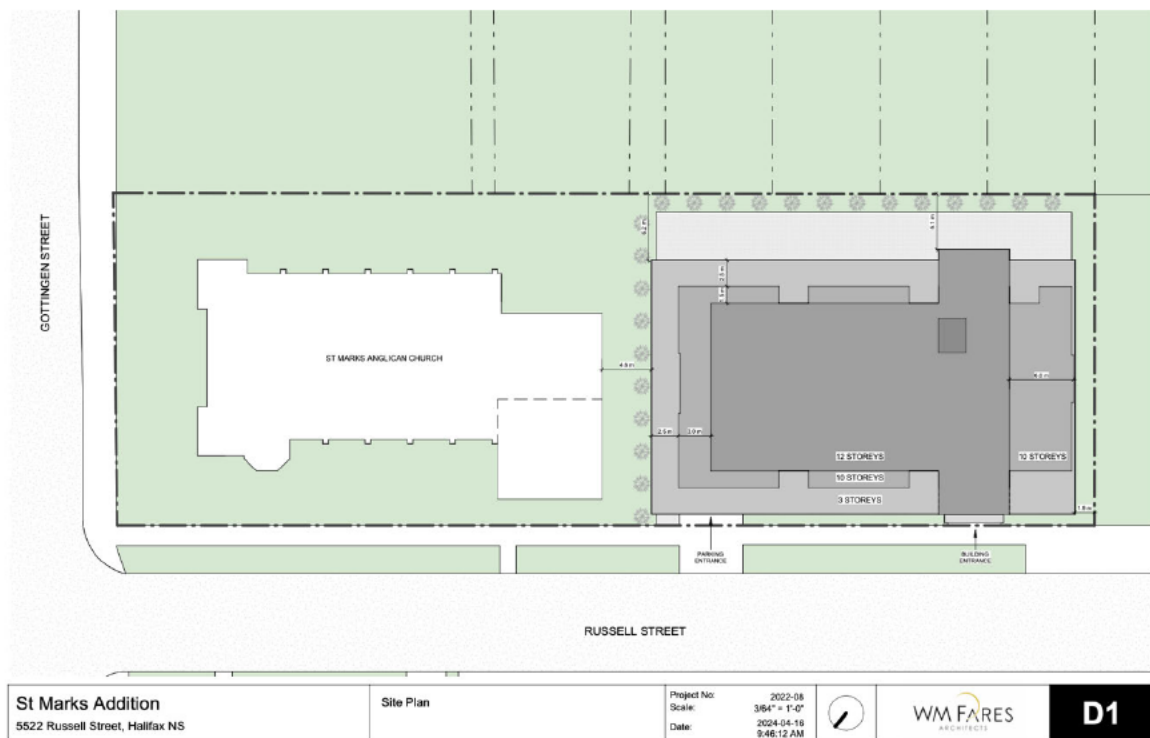


Figure 43: Revised Site Plan, April 2024, illustrating setbacks and stepped back upper floors.

No change in use is proposed for St. Mark's Church. As such, no changes will be necessary besides the rehabilitation work to restore the original rear wall (and if necessary, window(s) and door(s) on this side) to its original appearance, and the restoration of a new west side wall for the 1960 addition. No new window or door arrangements are necessary, and no other changes to the exterior appearance are anticipated.

However, with the loss of some office and meeting space resulting from the partial removal of the 1960 addition, and the church and community uses that were incorporated in the building at 5540 Russell Street, which is proposed to be demolished, adaptations will need to be made the church, specifically the basement windows. The openings will not be altered, but the windows themselves may be required to be replaced to meet energy efficiency standards. The mitigative measures pertaining to this possible alteration are outlined in Section 7.

7. PROPOSED DEVELOPMENT – ALTERNATIVE AND MITIGATIVE STRATEGIES

The building's design and articulation respond to the surrounding context as well as the character defining elements of St. Mark's Church which is a registered heritage building. A two-storey streetwall enhances the established streetwall height of the church and many other structures in the area; a well-defined residential entrance between the existing and proposed structures distinguishes the two forms while the use high-quality materials at-grade is compatible with those used in the design of the church and enhances the relationship between the two. Building step-backs reduce the perceived scale of the development, creating an appropriate relationship between the project and surrounding uses. Considering the proximity of these spaces, outdoor areas will be landscaped to provide a pleasant area for residents and to buffer the proposed development from adjacent uses of a lesser scale.

The development aligns with the goals, objectives, and policies of the SMPS, maintaining the value of St. Mark's Church and introducing new housing stock in an area that is targeted for growth. The proposal will also help restore St. Mark's Church which is in immediate need of rehabilitation to conserve the building's character defining elements. Considering these factors, the proposed design will make a positive contribution to the area by restoring a valuable piece of HRMs historic context and increase density in an already-established residential neighbourhood. The local context offers ample access to amenities and services, further promoting the success of the proposal.

7.1. ALTERNATIVE DEVELOPMENT APPROACHES

The following alternative development approach has been considered as part of the proposed DA.

The one option considered was to connect the new building to the church using a sensitive and modern connection, making it highly distinguishable, and allowing the possibility of church uses to be incorporated in the new building (Figure 44).

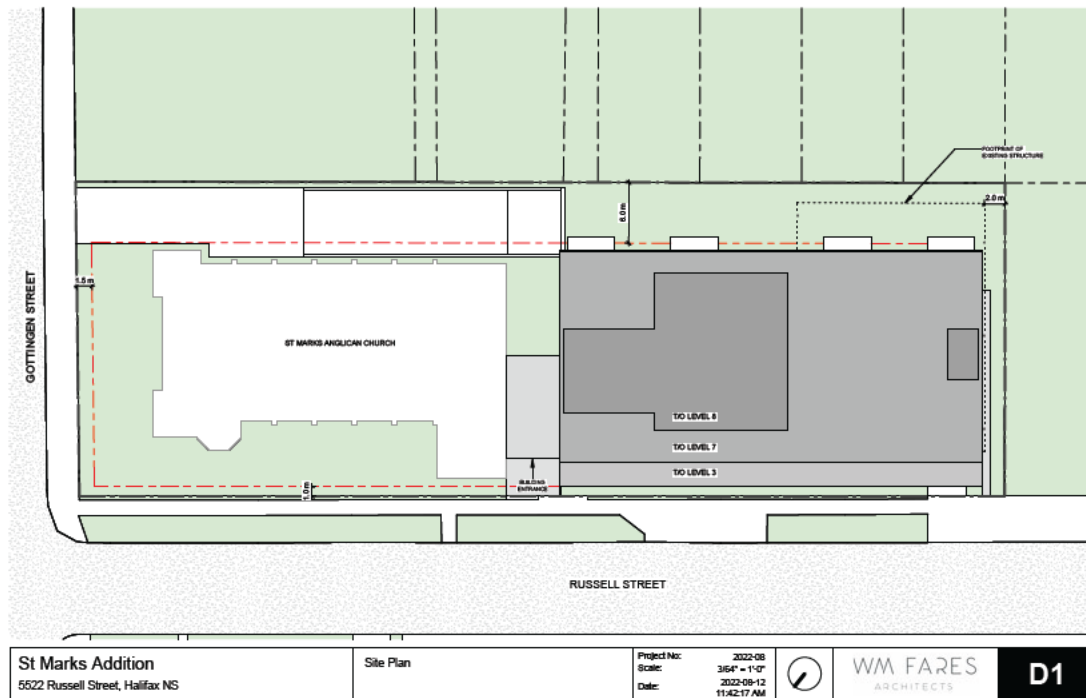


Figure 44a: Alternative design scenario that contemplated attaching the new building to the rear of the church.



Figure 44b: Alternative north elevation



Figure 44c: Alternative 3D rendering

While this would introduce a unique architectural interaction between the two forms, and a way to provide church uses lost because of the removal of the 1960 addition, it was concluded that programmatically they would have been kept separate and the lobby would service only the building. Unfortunately, the programmatic layout of the church did not allow for a passage between the two spaces in this location, so the lobby would have simply been utilized to create an interaction of the existing and proposed forms. The challenges in separating uses in the new building would almost certainly have introduced Building Code upgrades to the church that would not be necessary if it were to remain a stand-alone building, and furthermore complicate the conservation approach. It would also prevent the full restoration of the west side of the church following the partial removal of the addition. It was concluded that the church has adequate space in its basement to incorporate the variety of uses that will be lost as a result of both the demolition of 5540 Russell Street and the partial removal of the 1960 addition.

Further changes were made to the design concept for the new building in March 2024, which separated the new building from the church. While this was a step in the right direction, it was wider and bulkier in massing than what is now proposed (Figure 44d).



Figure 44d: Second alternative 3D rendering – detached from the church (March 2024)

Although two floors have been added to the proposal since then, the currently proposed massing is slenderer, and the 4th through 10th floors are set in from the podium. Further setbacks have been applied to the additional two top floors, bringing the total number of floors to 12 from the previous 10.

Keeping the new building entirely separate from the church achieves the highest level of *Standards and Guidelines for the Conservation of Historic Places* by conserving and restoring the church to its fully original exterior appearance. Having the new building narrowed on the top floors (floors 4 to 10) as seen from Gottingen Street and having those floors further set back from the church as seen from Russell Street, and the top two floors set in even further makes it more subordinate to the church despite its height.

7.2. MINIMIZING IMPACT AND IDEAL DESIGN APPROACHES

Standards and Guidelines for the Conservation of Historic Places forms the basis for addressing impact and arriving at the ideal design approaches for this development.

Despite the residential tower form of development, that will be notably taller than St. Mark's Church, the design shall be purposely configured to minimize any impact on the church. The development aims to preserve and enhance St. Mark's Church and will be compatible with the character defining elements that it possesses, while being distinguishable and not attempting to mimic the church in any way. The Hydrostone and Bloomfield Districts, which include many new multi-unit residential buildings, single-family houses, and other historic properties, are located near the subject site and offer further design elements that the proposal will implement. Many parks and recreational facilities can be found in the area including Fort Needham Memorial Park. St. Joseph's and Shambhala Schools are also located within the area and serve many residents, in addition to a variety of commercial and retail uses that contribute to the North End's neighbourhood vitality.

The proposed development and conservation strategy will serve to strengthen these qualities. Furthermore, the full restoration of the exterior, both the west side where the 1960 addition now stands, and the other sections that have been noted as having weathered over time and require repair, rehabilitation and restoration, will enhance the long-term viability of the church both as required by the DA and as supported by the income generated as a result of the new development.

7.3. RESPECTING THE HERITAGE RESOURCES

The heritage resource on the development site will be fully respected, with careful consideration given to the rehabilitation treatment of the section of exterior wall to be exposed as a result of the partial removal of the 1960 addition.

Developing a concept for the proposed development was driven by the following objectives:

- Preserve the character-defining elements of St. Mark's Church;
- Maintain existing floor heights, fenestration, and cornice lines;
- Respect the character of the surrounding context and the design strategies it offers;
- Make the proposed development compatible yet distinguishable from the church;
- Develop a unique design concept that enhances and complements the existing building;

- Upon the partial removal of the 1960 addition, devise a conservation approach that maximizes the retention of all components remaining on site, and where necessary, restore using materials to match the church in all respects – form, profile, colour, texture;
- Integrate disrupted services into the rehabilitation of the church.

The approach to rehabilitating the section of wall will follow *Standards and Guidelines for the Conservation of Historic Properties* as outlined in Section 8 of this report.

8. CONSERVATION STRATEGY

This conservation strategy is based on the principles and direction provided in Parks Canada's *Standards and Guidelines for the Conservation of Historic Places (referred hereon as "Standards and Guidelines")*.

Implementation of this plan will require approval of substantial alterations to the existing building, including the removal of two structures on the subject site that are not registered heritage buildings. The proposed redevelopment of the west portion of the site will require a development agreement to achieve the potential required to make the rehabilitation of the existing structure feasible for the owner. The items required by the agreement will permit the proposed development to exist at an appropriate scale for the area, as compared to surrounding buildings, and facilitate the restoration of a piece of Halifax's historical landscape. Pending approval of the agreement, the conservation measures will proceed as follows:

- Site inspection of existing structure to document conditions and concerns;
- Site preparation following approval of the necessary permits;
- Existing structures on the site will be removed to facilitate the construction of the proposed development. Project managers will be on site to oversee protection of the heritage building;
- Temporary measures put in place to protect the Heritage Resource while construction of the proposed development commences;
- Construction of the proposed development will commence;
- Rehabilitation to the existing structure will commence at a point when construction of the proposed development has reached a sufficient point and site personnel can begin work on the exterior of the existing building to restore its historical value, and as further outlined in the following sections of this report. To be completed simultaneously with the development.

Overall, the scope of work on the registered heritage building on site that are to be retained as part of the proposed DA that includes a new 12-storey multi-unit residential structure, and as elaborated on in Section 8.2, is to:

- Retain and conserve the exterior of all sides of St. Mark’s Church;
- Remove inappropriate additions made to the northwest corner of those buildings;
- Restore all exterior components of that northwest corner;
- Undertake full investigation as the project proceeds, requiring the input of the heritage consultant who shall be part of any assessments and recommendation(s) for adjusted conservation and rehabilitation approach(es) that may be necessary once further information on the existence and condition of any exterior components that are to be revealed once the 1960 addition is removed;
- Maximize the preservation all revealed formerly exterior walls of St. Mark’s Church and, where necessary, source materials to complete the restoration of those to-be-exterior wall(s) and any other components including fenestration that will respect the historic order of that section of the building;
- Undertake respectful and appropriate minor restorations of select components of the exterior of the remainder of St. Mark’s Church.

8.1. METHODOLOGY FOR MITIGATING NEGATIVE IMPACTS

St. Mark’s Church at 5522 Russell Street is a *contributing heritage resource* (i.e. it formally registered and as such, protected). As such, this building must be subject to conservation criteria specified under the *Standards and Guidelines*.

The work proposed includes aspects of preservation, restoration and rehabilitation as outlined in the *Standards and Guidelines*, and each standard is expected to be met as outlined in the following table.

General Standards for Preservation, Rehabilitation and Restoration

Standard	Description
1	<p>Its intact and repairable character-defining elements are not to be substantially altered, removed or replaced.</p> <p><i>Comment: All elements on St. Mark’s Church will be carefully examined for condition and are to be replaced only where it is demonstrated that it is beyond repair. A comprehensive repair strategy should be developed. The intact and repairable elements include the section of wall that was covered up as part of the 1960 addition, although technically, this is not considered a “character-defining element” until it is exposed, and its condition and other details can be assessed.</i></p> <p>Location, as one of its character-defining elements, is to be retained.</p> <p><i>Comment: St. Mark’s Church will keep not have its orientation altered.</i></p>
2	<p>Minimal changes have occurred over time, and where they have become Character-Defining Elements, will be retained.</p> <p><i>Comment: The changes that have occurred over time to St. Mark’s Church, namely the 1960 addition, has not attained the classification of a character-defining element. The addition of the rosary window in 1983, and other window modifications commemorating events of member of the congregation, are character-defining elements and all will be retained.</i></p>
3	<p>Adopt an approach calling for minimal intervention.</p> <p><i>Comment: This is the overall standard expected of this development. Only where materials have reached a point beyond repair shall they be restored through replication vis a vis appearance, profile and material. Where materials are in good condition, removal (and reinstatement) should only be done where cleaning, repair or other measures necessitate removal from the building. It is not likely that any materials on St. Mark’s Church will need to be removed and reinstated but this provision still stands in the event that the strategy applies. It is possible that some material, such as brick, will need to be replaced if it is too deteriorated, but the approach will follow what has occurred to date on the south side, where some limited sections of wall have undergone replacement.</i></p>

Standard	Description
4	<p>Recognize a resource as a physical record of its time, place and use and do not create a false sense of history by adding other elements. <i>Comment: The physical record of St. Mark’s Church is to be retained, no other elements from other historic places are to be incorporated, and no features from this property that previously did not co-exist are to be combined. Only where the removal of the 1960 addition reveals that the former exterior wall must be reconstructed due to lack of remaining materials or a deteriorated condition (yet to be determined), then any new material and design must be period-appropriate vis a vis texture, profile and colour, but some aspects may be slightly distinguishable. In particular, cladding, if restored, should remain similar in appearance to the rest of the building, and identical in colour, while any fenestration may be slightly distinguishable yet still compatible.</i></p>
5	<p>Find a use requiring minimal or no change. <i>Comment: The historic uses of St. Mark’s Church, a character-defining element, and the historic use of 5540 Russell Street, are proposed to be retained or reinstated. While 5540 Russel Street is proposed to be demolished, its historic use will be reincorporated in the existing space of St. Mark’s Church. Any minor changes (i.e. interior reconfiguration or other improvements (which are expected to be primarily in the basement) will not negatively affect the exterior of the church.</i></p>
6	<p>Protect and stabilize if necessary. <i>Comment: St. Mark’s Church will be fully protected for the duration of the work.</i></p>
7	<p>Evaluate the condition of Character-Defining Elements to determine level of intervention required. <i>Comment: As part of the proposed development, the condition of each character-defining element is to be inventoried and assessed, with priority placed on repair, and replaced only if deteriorated. Once exposed, the wall that is currently located within the 1960 addition will need to be further assessed as to how much of the original material remains and how much of it will require repair and restoration.</i></p>

Standard	Description
8	<p>Maintain Character-Defining Elements on an on-going basis.</p> <p><i>Comment: The conservation and rehabilitation consisting of both repair and restoration will ensure that character-defining elements are retained and maintained under approved standards.</i></p>
9	<p>Make any intervention to preserve Character-Defining Elements physically and visually compatible with the existing. Document all interventions.</p> <p><i>Comment: Any interventions should comprise material to match while achieving a certain degree of subtle distinguishability, through design details. This would apply to the northwest side of St. Mark's Church. Documentation of the entire project shall be a key part of the works (the approved drawings forming the DA) for future reference and any deviations that might be necessary due to the lack of current information on the existence and condition of that section of formerly-exterior wall, along with on-going maintenance (see Section 8.3 of this Impact Statement).</i></p>

Additional Standards Relating to Rehabilitation

Standard	Description
10	<p>Repair rather than replace Character-Defining Elements.</p> <p><i>Comment: All exterior elements of St. Mark's Church will be carefully examined for condition and where repair is not possible due to the condition, identical elements on the building will be used as a means to replicate to achieve an exact match.</i></p>
11	<p>Conserve heritage value and Character-Defining Elements when making any new additions, with the addition physically and visually compatible with, subordinate to and distinguishable from the historic place.</p> <p><i>Comment: No additions are proposed to St. Mark's Church, although the partial removal of the 1960 addition must be carefully planned as per the other sections of this strategy, with as much as possible of what is to become "new" (i.e. exposed) exterior walls remaining intact. The residential development, while notably larger than St. Mark's Church, will be compatible and distinguishable by way of placement and separation, and will offer materials that complement the surrounding area while remaining highly distinguishable through colour, texture, and pattern of solid to transparent.</i></p>

Standard	Description
12	<p>Create any new additions so that the form/integrity of an historic place is not impaired if the new work is removed later.</p> <p><i>Comment: No additions are proposed St. Mark’s Church. However, the basement windows of the church may need to be replaced, and if so, careful consideration must be given to achieve a new window that shall not detract, use the existing openings (no new interventions) and complement the building by using similar material and profile as those windows currently in the basement wall.</i></p>

The planning objectives of the proposed development meet the general objectives for Preservation, Rehabilitation and Restoration as outlined in the *Standards and Guidelines*.

8.2. SCOPE OF WORK

The scope of work, as introduced in this section, is to:

- Retain and conserve the exterior of all sides of St. Mark’s Church at 5522 Russell Street (“the church”);
- Remove part of a 1960 addition made to the northwest corner of the church;
- Repair, conserve and restore all re-exposed exterior elements of that northwest corner of the church;
- Undertake full investigation as the project proceeds, requiring the input of the heritage consultant who shall be part of any assessments and recommendation(s) for adjusted conservation and rehabilitation approach(es) to the church that may be necessary once further information on the existence and condition of any exterior components that are to be revealed upon the partial removal of the 1960 addition;
- Maximize the preservation all existing, revealed and former exterior walls of the church and, where necessary, source materials to complete the restoration of those proposed-to-be-exterior wall(s) and any other components including fenestration that will respect the historic order of that section of the building;
- Develop a new 12-storey multi-unit residential building upon the demolition of the church hall at 5540 Russell Street, with the top two floor set back on the front and east side to lessen the impact on the church;
- Undertake respectful and appropriate select restoration exterior elements of the remainder of the church;
- Undertake any necessary interior repairs of the interior brought about as a result of the partial removal of the 1960 addition and the subsequent rehabilitation any exposed exterior wall(s).

Construction of the proposed development shall follow the standard Development Agreement timeline, to be amended as required throughout the application process. Variances to the schedule may occur as results from the site inspection are received; requiring additional construction time to be considered. A final schedule will be submitted and included in the approved Development Agreement.

The elevations and floor plans outlining this scope of work is presented in Section 9.3 of this report.

8.3. IMPLEMENTATION OF MAINTENANCE AND MONITORING PLAN

A maintenance plan is critical to any development, whether heritage or new construction. Short-term and long-term targets need to be set for each element. A building that has undergone a higher degree of renovation, replication or repair is equally prone to the need for maintenance as compared to a building that has had more components retained and conserved. In particular, any errors or weaknesses in material or method should be identified in the early stages and corrected where necessary, so that accelerated deterioration does not take place. This is applicable to the exterior elements of the church where deterioration is notable and needs to be addressed in the short-term, such as the north tower.

Regularly scheduled maintenance ensures the longevity of any element, whether wood, stone, brick or other material. Water is essential to manage, as it is the singularly the most invasive and damaging to any building. Other forces such as sun-exposed wall faces, wind, ice and vermin affect building elements and the while the cost of maintenance on a regular basis may seem high, putting off this work inevitably leads to greater costs to restore, particularly for heritage buildings that often contain materials that are expensive, in short supply or need to be custom made. This is notable in a climate such as Halifax where the winters can be severe and a notable amount of freeze-thaw, and wind, occurs during this season.

By undertaking work on a routine basis, a sensitive approach to the cleaning treatment is the more likely outcome since dirt or other damage will not have had as much time to build up. The principle of any cleaning should be in accordance with *Standards and Guidelines for the Conservation of Historic Places* which specifies the gentlest means possible. In cases where the removal of dirt and other material is necessary on brick, stucco, concrete or wood, a soft bristle brush without water is best, sweeping away the loosened material. The recommended approach for elements that require a more intensive cleaning is to use a soft bristle brush with warm water and a mild detergent. Pressure washing, sandblasting or any abrasive cleaning should not be used under any circumstances.

Inspections are a key element as part of the implementation of conservation measures and should be carried out by a qualified person or firm, preferably with

experience in both phases of construction and in the assessment of heritage buildings. Heritage buildings can “disguise” certain conditions which only become apparent early in, or sometimes well into, the rehabilitation exercise. From this inspection, a report should be compiled that will include notes, sketches, and observations and to mark areas of concern: for example, conditions that were not apparent at the time of permit issuance, and mitigative measures.

The report need not be overly complicated, but must be thorough, clear and concise and address the component(s) of work that are underway for that reporting period (see Schedule below). Issues of concern, from the report, should be entered in a log book so that corrective action can be documented and tracked, and the heritage consultant in charge of the work must be duly informed and act upon any reports or recommendations.

These inspections should be conducted on a regular and timely schedule, addressing all stages of the exterior and site rehabilitation. An appropriate schedule for regular inspections and reports during the rehabilitation process would be a weekly reporting period, with a separate summary report for each of the major phases of work:

1. Initial assessment.
2. Securing of heritage building.
3. Repair or replication of character-defining elements.
4. Reinstatement of all elements – repaired and replicated.

Inspections may also occur more frequently on an “as-need” basis should an issue arise that needs more immediate attention, to not inadvertently delay the broader rehabilitation work.

The most potentially damaging element to heritage buildings is water, including frost, freezing and thawing, and rainwater runoff including pipes and ground water. Animal infestation is a secondary concern.

The most vulnerable part of any building is the roof, where water can enter in without warning. Roof repair and renewal is one of the more cost-effective strategies. Any leak, however minor it might be, needs to be taken seriously and may be a sign that other areas are experiencing the same, or that a more significant leak or water entry is imminent.

The following contains a range of potential problems specific to wood-frame and wood-clad structures: water/moisture penetration, material deterioration and structural deterioration. This does not include interior inspections.

Exterior Inspection

Site and Foundation

- Does water drain away from the foundation?
- Is there back-splash occurring?
- Is there movement or settlement of the foundation as illustrated by cracks or an uneven surface?
- Is there any evidence of rising damp?

Wooden Elements

- Are there moisture problems present?
- Is any wood in direct contact, or extremely close to, the ground?
- Is there any evidence of insect infestation?
- Is there any evidence of fungal spread or any other type of biological attack?
- Does any wood appear warped or cupped?
- Does any wood display splits or loose knots?
- Are nails visible, pulling loose or rusted?
- Do any wood elements show staining?

Exterior Painted Materials

- Is the paint blistering, peeling or wrinkling?
- Does the paint show any stains such as rust, mildew or bleeding through?

Brick or Stone

- Are surfaces showing signs of spalling?
- Is the mortar intact or are notable cracks beginning to develop?
- Are those surfaces clean or has dirt and other material (e.g. moss) accumulated over time?
- Are the sills in good shape or do they also display accumulated dirt or spalling?

Windows

- Is any glass cracked or missing?
- Does the putty show any sign of brittleness or cracking, or has any fallen out?
- Does paint show damage by condensation or water?
- Do the sashes operate easily or if hinged do they swing freely?
- Does the frame exhibit any distortion?
- Do the sills show any deterioration?
- Is the flashing properly shedding water?
- Is the caulking connection between the frame and cladding in good shape?

Doors

- Are the hinges sprung or in need of lubrication?
- Are the latches and locks working freely?
- Is the sill in good shape?
- Is the caulking connection between the door frame and cladding in good shape?
- Is the glazing in good shape and held securely in place?
- Is the seal of the door in good shape?

Gutters and Downspouts

- Are any downspouts leaking or plugged?
- Do the gutters show signs of corrosion?
- Are there any missing sections of downspouts and are they securely connected to the gutters?
- Is the water being redirected away from the building to either in-ground drainage or rainwater catchment?

Roof

- Are there water blockage points?
- Is the leading edge of the roof wet?
- Is there any sign of fungus, moss, birds, vermin, insects, etc.?
- Are the shingles showing any advanced sign of weathering such as curling or exposure of sub-surface?
- Are any shingles loose or missing?
- Are the flashings well set?
- Are any metal joints or seams sound?
- Is there any water ponding present?

The owner(s) should retain an information file where inspection reports can be filed. This should also contain the log book that itemizes problems and corrective action. Additionally, this file should contain building plans, building permits, heritage reports, photographs and other relevant documentation so that a complete understanding of the building and its evolution is readily available to the owner(s), which will aid in determining appropriate interventions when needed. This information file should be passed along to any subsequent owner(s).

The file would include a list outlining the finishes and materials used. The building owner should keep on hand a stock of spare materials for minor repairs.

The maintenance log book is an important tool that should be kept to record all maintenance activities, recurring problems and building observations and will assist in the overall maintenance planning of the building. Routine maintenance work should be noted in the maintenance log to keep track of past, and plan future

activities. All items noted on the maintenance log should indicate the date, problem, type of repair, location and all other observations and information pertaining to each specific maintenance activity.

A full record will help to plan for future repairs and provide valuable information in the overall maintenance of the building and will provide essential information for the longer-term and serve as a reminder to amend the maintenance and inspection activities on an as-needed basis.

To summarize, full records should include:

- A Statement of Significance, and for the purposes of this report, it is recommended that the current SoS be updated with the more detailed inventory of elements found in Section 3 of this report;
- Instructions and schedules for maintenance and inspection regimes along with their results such as quinquennial (every five years) inspection reports, although more frequent inspection may be undertaken on an as-need basis;
- A detailed account of any work carried out on the building and its historic contents;
- The contact details of key people involved in caring for the fabric such as maintenance contractors and the architect;
- Procedures to protect church fabric and contents in an emergency, for example in the event of flooding;
- Copies of important records should be stored off-site.

8.4. PRECEDENTS

There are no known precedents in the local area. However, a number of successful precedents have occurred that involve similar circumstances in other cities, namely the conservation of a historically important church with a detached residential or commercial development on site. While some examples involve the loss of worship (i.e. due to diminishing or closing congregations) and change of use, the following examples are cited as precedents whereby the historic use of the church is maintained:

- Christ Church, Vancouver, (approved 1974-1975). First example of using Transfer of Density to allow for the preservation of the exterior of the 1895 church to allow for the development of an office tower immediately to the north that exceeded height limitations at that time.
- First Baptist Church, Vancouver (approved 2017). Involved the use of a Heritage Revitalization Agreement to allow for a 56-storey residential tower development and social housing behind the church and the conservation and seismic upgrading of both the exterior and interior of the church. The relatively constrained site still allowed for the buildings to remain separate

but certain design elements were incorporated into the tower to make it more “slender” at the base thereby allowing for better separation;

- St. Luke’s United Church, Toronto (approved 2022). Involved the preservation of the 1887 church with development of a 12-storey mixed use building that included removal of the later narthex and gymnasium additions.

Other projects are under consideration, for example Christ Church (Anglican) Cathedral in Victoria which proposes residential and other uses on the 1.4 ha site comprising six buildings and up to 500 residential units in order to provide income to the church to ensure its long-term viability and cover the necessary maintenance costs.¹¹

8.5. INTERPRETATION AND COMMEMORATION STRATEGIES

With one building proposed to be conserved, restored and rehabilitated on the subject site, and the other removed as part of the proposed DA for this site, it is important to set out a strategy for historical interpretation and commemoration, to raise and maintain public awareness of the resources on this site, both those being conserved and demolished. A Commemoration Plan is the most appropriate tool here, and the public benefit, in conjunction with conservation, is education and awareness.

Normally a Commemoration Plan is prepared as a result of the demolition of a building that is either formally recognized (i.e. legally protected or listed) or has known heritage values, but in this case the commemoration is proposed to recognize both the historical and cultural significance of both buildings on this site. In particular, the intangible heritage value tied to the pre-1975 and the rebuilt church hall is important to convey despite the proposed demolition.

It is recommended that a Commemoration Plan be prepared, either as a condition of the DA, and be implemented following issuance of the DA and completion of the conservation. This will be a way of educating the public, and owners or tenants of the building, of the early importance of the site and its evolution over time.

The purpose of a Commemoration Plan is public awareness and education. It should draw the reader in and focus on these buildings’ ties to the early development of the local area, and the spiritual, cultural and social values and the various historical associations as the pieces from which to extract information.

A Commemoration Plan can be presented both in graphic and written form. The use of colour, photographs, maps and applicable text, if well designed, can draw the

¹¹ Western Investor, “Victoria’s Anglican cathedral considers building up to 500 residential units,” November 15, 2023.

interest of those passing by to stop and read, and ultimately, to appreciate what was here before this development.

The location of information presented is equally as critical. The Commemoration Plan should be placed in a public location where it is easy to locate and focus on key information that would be of interest to the public. It should not be placed inside the lobby of the residential building, or inside the church, since those are effectively private spaces. **However, should an exterior location prove unworkable, the interior of the church, such as the narthex, may be a second option.** Therefore, a space that is either public – for example, a wall facing the sidewalk or free-standing facing the sidewalk – or a semi-public space, such as within a passageway that is open at all times – is the most effective. The space does not necessarily have to be expansive; much information can be conveyed in a small area. Furthermore, a smaller display area has greater potential to draw the reader compared to a larger display area that might be overwhelming. Another concept is to have the information set on several smaller panels that work together to illustrate the timeline of the history of the site.

In order to have an effective Commemoration Plan, maintenance and repairs need to be performed. Over time the information may need to be updated and improved. Whether this is the responsibility of the building owner, or the municipality, and exactly who bears the costs, will need to be determined. However, in either case, it is recommended that a covenant or some other agreement be in place to allow for maintenance and updating and defines the responsibilities. This could be made a condition of the DA.

9. APPENDICES

9.1. BIBLIOGRAPHY

- Nova Scotia Archives – City Directories and Archival Photos
- Halifax Regional Municipality – Municipal Archives
- Maritime Museum of the Atlantic (Halifax Explosion)
- Heritage Trust of Nova Scotia
- Anglican Journal, November 21, 2017
- Western Investor
- Nova Scotia Civic Address Finder
- *Standards and Guidelines for the Conservation of Historic Places in Canada*, Parks Canada, Second Edition, 2010
- *Historic Halifax*, Elizabeth Pacey, Howslow Press, 1988
- *Documenting Church Conservation and Repairs*, Peter Aiers, www.buildingconservation.com

9.2. MCLEAN HERITAGE PLANNING AND CONSULTING – CURRICULUM VITAE

Highlights of Qualifications

Drawing from 26 years of experience in public sector heritage planning and land development with the City of Surrey and City of Vancouver, Hugh McLean established his heritage consultancy in 2021. He serves clients in the public and private sector, and prepares reports covering a range of heritage scenarios: evaluating a building for addition to a heritage register, values-based historic research and architectural assessment as part of Statements of Significance, assessment of building condition and preservation strategies, restoration and rehabilitation as part of Conservation Plans, and higher-level strategies for potential incentives using an array of planning tools including legal protection and agreements. This requires interest-based negotiation to achieve heritage conservation, and familiarity with and application of, relevant legislative provisions, policy, zoning, guidelines and *Standards and Guidelines for the Conservation of Historic Places*.

Consultancy Project Summary (partial) – 2021-2023

Principal, McLean Heritage Planning and Consulting

- **City of Chilliwack, Heritage Interest Inventory Review:** Assess current heritage buildings and update as a first step towards creating a Heritage Register
- **203 Pembina Street, New Westminster:** Conservation Plan for a historic oak tree proposed to be retained as part of a new residential development
- **86 Ochterloney Street, Dartmouth, NS:** Heritage Impact Statement to determine the appropriate degree of retention for two historic buildings and rationale for removal of one other building as part of a multi-use commercial-residential tower development
- **3560 Moncton Street, Richmond:** Design Consultation for a new multi-use development situated in the Steveston Heritage Conservation Area
- **Duncan City Hall, 200 Craig Street, Duncan:** Conservation Plan and Roof Replacement Strategy as part of seismic upgrades, window restoration and slate roof replacement
- **Elmwood Hotel, 5185 South Street, Halifax, NS:** Heritage Impact Statement for the “best practices strategy” to determine the appropriate degree of higher-density redevelopment and conservation in the context of Halifax’s “Old South Suburb” Heritage Conservation District
- **Ray’s Dry Goods, 3831 Moncton Street, Richmond:** Conservation Plan including condition assessment for retaining a small commercial building with a boutique hotel addition, situated in the Steveston Heritage Conservation Area
- **Sandwich Manor, 276 Sandwich Road, Courtenay:** Heritage Strategy Report to assess potential incentives and planning tools to conserve a historic house within a commercially-zoned area
- **Frome Residence, 228 Thrift Street, Coquitlam:** Heritage Assessment for a single-family house situated in the historic area of Maillardville

- **Anglican Church of the Epiphany, 10553 148 Street, Surrey:** Heritage Assessment of a church including reincorporation of select character-defining elements into a new development
- **Mackenzie Residence, 5418 184 Street, Surrey:** Heritage Interiors Study, with recommendations to maximize the conservation of the interior elements of this legally-protected house
- **Dolman Residence, 1611 Cedar Crescent, Vancouver:** Heritage Assessment of proposed exterior rehabilitation to a legally-protected residence within the First Shaughnessy Heritage Conservation Area
- **Cobalt Hotel, 917 Main Street; Angeles Rooms, 927 Main Street, Vancouver:** Statements of Significance for two SRO buildings in the Downtown Eastside

Previous Experience

2001 to 2006; 2008 to 2020: Heritage Planner, Planning, Urban Design and Sustainability, City of Vancouver

- Negotiation of Heritage Revitalization Agreements and heritage designation as part of development applications, with incentives based on merits of restoration, adaptive re-use and financial analysis; presentation of reports to Council at Public Hearing
- Managing all aspects of Statements of Significance (SoS) with staff and heritage consultants, chair of the SoS/VHR Subcommittee; management of heritage SoS projects including RFP and contracts, securing provincial funding, coaching of consultants
- Oversee the upgrade to the City of Vancouver's Heritage Register Evaluation system
- Coordination with Province to place Statements of Significance on Canadian Register
- Management of Transfer of Density database, By-law updates and Heritage Register database
- Design of biennial Heritage Awards program
- Liaison to Heritage Commission, Gastown Planning Committee and Shaughnessy Design Panel
- Issuance of heritage alteration permits including conditions for heritage clearance
- Management of plaque program, updates to heritage website, administrative bulletins

2006 to 2008: Planner, Central Area Planning, City of Vancouver

- Design and implementation of a consultant's historical/cultural review of Paueru Gai (Powell Street) in the context of themes, community values, potential for zoning incentives, including community outreach and development of an interactive website
- Department representative to Oppenheimer Park planning process
- Policy and ODP review for Downtown Eastside and review and input on local initiatives such as the new Strathcona Library

1994 to 2001: Planner, City of Surrey

- Project management of rezoning and subdivision applications including negotiation of Heritage Revitalization Agreements as the staff member responsible for the heritage program
- Updated heritage, transportation and parks provisions of the Official Community Plan
- Established Surrey's Heritage Register: evaluation of buildings and owner consultation

Other Relevant Roles

Vancouver Heritage Foundation Granting Committee, 2013 to present

Collaborator – Landscapes of Injustice, University of Victoria, 2013 to 2020

Board Member, BC Association of Heritage Professionals, 2019 to present

Education

Master of Arts, Community and Regional Planning

University of British Columbia, 1988

Bachelor of Environmental Studies, Urban and Regional Planning

University of Waterloo, 1984

Professional Membership

Full Member - Canadian Institute of Planners / Planning Institute of British Columbia

Professional Member - Canadian Association of Heritage Professionals

Awards

Canadian Institute of Planners, Murray Zides Award for Planning Excellence

Grand Prize - City of Surrey Official Community Plan, 1997

9.3. SITE PLAN AND ELEVATION DRAWINGS



Figure 45: North-west elevation



Figure 46: South-east elevation

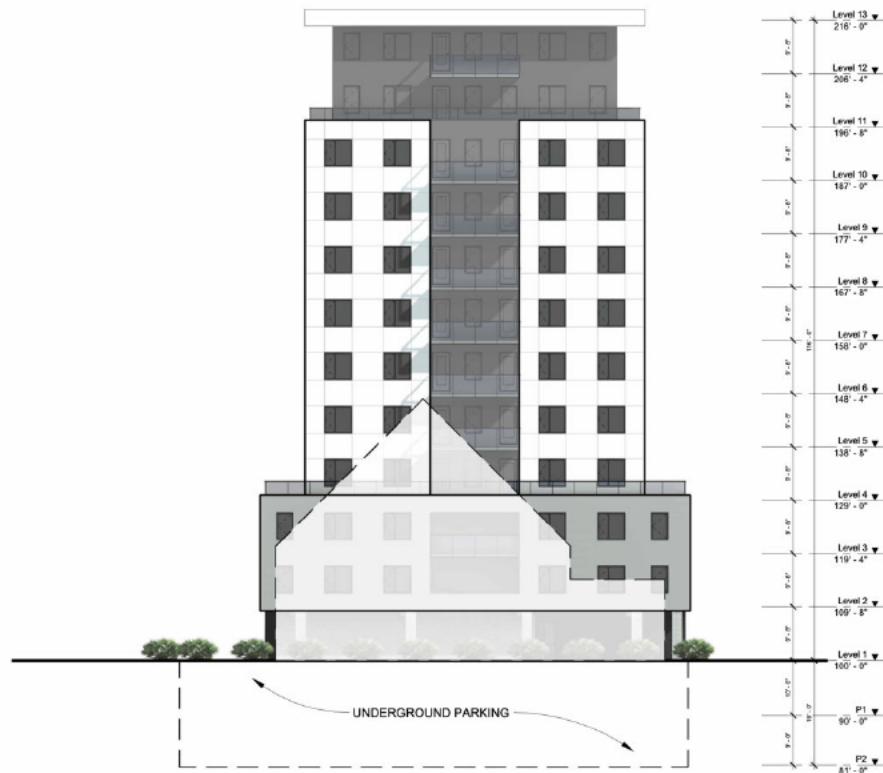


Figure 47: South-west elevation



Figure 48: North-east elevation

9.4. LANDSCAPE PLAN

There will be landscaped buffering between the new development and the surrounding properties. Furthermore, with the space created between the existing church and new building there is an opportunity to introduce new landscaping elements there as well to enhance the space and the importance of separating the church from the multi-unit residential building. A landscape plan will be developed accordingly.

9.5. DIGITAL ILLUSTRATIONS



Figure 49: 3D Rendering of front and north side of church



Figure 50: 3D Rendering of north side with partial view of church



Figure 51: 3D Rendering of front of church



Figure 52: 3D Rendering of front and south side of church



Figure 53: 3D Rendering of north side with full view of church



Figure 54: 3D Rendering of south side with full view of church



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