



MEMORANDUM

TO: Heritage Markham Committee

FROM: Regan Hutcheson, Manager-Heritage Planning

DATE: March 10, 2021

SUBJECT: Plan of Subdivision and Zoning By-law Amendment
10379 and 10411 Kennedy Road
Minotar Holdings Inc and Hal-Van 5.5 Investments Ltd.
PLAN 20 133038

	10379 Kennedy Road	10411 Kennedy Road
Property/Building Description	Sommerfeldt Homestead, c. 1840 Two-storey, Georgian, stucco	George Henry Sommerfeldt Sr. House, c. 1856, Two-storey brick Regency,
Use	Former Residential Currently: Residential Tenancy	Former Residential Currently: Fairtree Golf Centre (driving range, parking lot)
Heritage Status	Individually Designated (Part IV) By-law 2003-158	Individually Designated (Part IV) By-law 2003-157

Application/Proposal

- Applications are to facilitate the creation of approximately 760 ground related dwelling units (comprised of detached, semi detached and townhouses), a mixed-use block, a neighbourhood park, a parkette, stormwater management facilities, and the supporting road network on the subject lands.
- Currently the lands are primarily used for agricultural operations, with the exception being a golf driving range known as the Fairtree Golf Centre. The Robinson Creek runs north/south through the lands and divides the area proposed for development to the west, from the remainder of the lands to the east.
- **The lands contain two (2) heritage structures known as the George Henry Sommerfeldt Homestead (10379 Kennedy Road) and the George Sommerfeldt Sr. House (10411 Kennedy Road), which are designated under Part IV of the Ontario Heritage Act.**
- **The applicant proposes to relocate both heritage resources approximately 200m north to a Mixed Use Mid- Rise block at the north end of this property.**



Illustration from the MHBC Heritage Impact Assessment report

Background

- Heritage Markham and staff have been addressing the matter of other cultural heritage resources in this immediate area through other applications including:
 - To the South: **10225-10277 Kennedy Road** (Homer Wilson House, JP Carr and Pingle Cemetery); and **4638 Major Mackenzie Drive** (Pingle-Brown House)
 - In August 2020, Heritage Markham recommended:
 - 1) That the applications were not supported at this time as they do not appropriately address the retention of the identified cultural heritage resources as per the cultural heritage policies of the City's Official Plan, the Robinson Glen Secondary Plan and the Community Design Plan, and encourages the applicant to continue to work with staff and the Committee; and,
 2. That the Homer Wilson House and J.P Carr Cottage, and Pingle-Brown House be retained on their original sites on appropriately sized lots and remain connected from a contextual perspective, and that the standard heritage conditions of approval be secured
 3. That the Pingle Cemetery area be sensitively integrated with adjacent development in a respectful manner to protect and preserve its integrity including the requirement for appropriate fencing, landscaping and a Markham Remembered plaque; and,
 4. That the Applicant report-back to the Heritage Markham Committee with an option where the heritage assets remain in their existing locations.
 - To the North: **10537 Kennedy (Arthur Wagg House)**
 - In January 2021, Heritage Markham recommended support for a revised option proposed for the Arthur Wegg House which includes retaining the heritage resource near its original site (corner of Kennedy Road and future Street F), but on a new foundation and at the proposed grade of the adjacent subdivision lands.

- Heritage Markham acknowledged that the grading was to be raised substantially in this location.



- A **Heritage Impact Assessment (HIA)** was submitted as part of the application. The report was prepared by MHBC Planning, Urban Design and Landscape Architecture (“MHBC”). The full report will be sent to Heritage Markham members under separate cover. The following summarizes the consultant’s recommendations:
 - The retention of both buildings on-site in their original and adaptive re-use was evaluated as per Section 4.5.3 of the Official Plan. The option to retain the houses in-situ is challenging for the overall development and the integration of the houses in-situ may result in isolation due to their current setbacks and orientation.
 - It is recommended that development proceed as proposed with the relocation and rehabilitation of the houses within Block ‘A’ of the proposed Plan of Subdivision.

Summary of Impacts

- The relocation of the buildings may be a *beneficial impact* to the overall viability and use of the buildings within the community and provide a new context improving opportunities for conservation. Their proposed orientation within the mixed use block allows for improved visibility of the buildings from the public realm.
- The report concludes that the *impact* of the proposed redevelopment on the existing George Henry Sommerfeldt Homestead (10379 Kennedy Road) is as follows:
 - *Minor impact due to removal of designated fieldstone foundation;*
 - *Potential impact of isolation if building is not appropriately integrated into mixed-use designated land.*

- The report concludes that the impact of the proposed redevelopment on the existing George Henry Sommerfeldt Sr. House (10411 Kennedy Road) is as follows:
 - *Minor impact due to removal of designated fieldstone foundation;*
 - *Potential impact of isolation if building is not appropriately integrated into mixed-use designated land.*

Conservation Recommendations

- A number of conservation and mitigation measures are recommended to ensure the conservation of the two houses and ensure any negative impacts are avoided or mitigated. These include:
 - Short term measures to secure and stabilize the buildings before they are relocated;
 - A Conservation Plan to address conservation of the houses during and after the relocation;
 - Documentation of both buildings occur before relocation;
 - The layout and design of new buildings within the mixed use block be addressed through site plan approval to ensure new development is compatible and complementary to the heritage buildings;
 - That commemoration of the two buildings and their history be implemented through site plan approval.
 - The above recommendations can be implemented through a Commemoration Plan and implemented through site plan control.
 - It is recommended the photographic documentation within Section 3.0 of this report serve as a photographic reference for conservation approaches mentioned in this report. It is recommended that this report should be included as part of the Municipal Heritage Committee's archival files for future reference.
- **Archaeology**
 - A Stage 1 archaeological assessment was undertaken in 2014 which warranted a Stage 2
 - A Stage 2 assessment occurred in 2018 and a number of indigenous and historic finds/site were uncovered. Certain sites were to proceed to a Stage 3 assessment
 - A Stage 3 assessment was submitted in Nov 2019 which assessed a site specific area near 10379 Kennedy Road. The area was cleared of any further archaeological concerns.

Staff Comment

- It is encouraging that the applicant continues to recognize the significance of the two protected cultural heritage resources and is committed to retaining these resources within the plan of subdivision.
- The submitted Heritage Impact Assessment (HIA) is a comprehensive document that provides much useful information regarding the condition of the two buildings, their heritage value and approaches to short and long term conservation.
- **Policy Documents**
 - The heritage conservation policies of the **Markham Official Plan (OP)** and the **Robinson Glen Secondary Plan** are the main applicable documents.

- The key objective in the OP is for cultural heritage resources to be **retained in their original location and for their original use**. The second option in order of preference is to retain the resource in its original location but in an adaptive re-use. Relocation elsewhere within the development site is the third preference.
 - However, the policies identify that relocation to elsewhere within the development site is to only be considered in situations **where it is demonstrated that retention of the resource in its original location is not viable or appropriate**.
 - The **Secondary Plan** document refers to the Official Plan policies in section 4.5 including reference to the policies for retention on-site versus relocation. The Secondary plan also notes that it is City policy to ensure that development of a *significant cultural heritage resource* itself, or development on *adjacent lands* is designed, sited or regulated so as to protect and mitigate any negative visual and physical impact on the *heritage attributes* of the resource, according to policy 4.5.3.11 of the Official Plan, **including considerations such as scale, massing, height, building orientation and location relative to the resource**. The strategy for integrating *cultural heritage resources* where required shall be outlined in the Community Design Plan.
 - The **Robinson Glen Community Design Plan** was approved by Council in 2018 and it provides design guidelines to be used in the evaluation of future development applications with the Robinson Glen Secondary Plan.
- Building Condition/Structural
 - The HIA indicates that both existing heritage buildings are in declining condition from a maintenance perspective and will require attention (short term and long term). Issues of concern include the roof and original windows/frames on both houses and the brick cladding on 10411 Kennedy Rd.
 - A structural condition assessment has indicated that based on a preliminary review and subject to certain conditions, both buildings could be relocated.
 - It is recommended that Heritage Markham Committee recommend that the owner address identified maintenance issues immediately to eliminate further damage to the buildings, and if necessary By-law Enforcement be requested to become involved.
- Retention on Site versus Relocation of Buildings
 - The area in which the two dwellings are located is proposed for residential mid-rise development. Housing forms would include townhouses, stacked townhouses and walk up apartment buildings.
 - The HIA indicates the existing location of both houses is problematic for the efficient layout of the subdivision and both would have to be moved to be integrated into the lotting.
 - From a design and staff perspective, the lotting pattern are just lines on paper at this time and could be modified to address incorporation of the buildings if that was to be the objective.

- It does not appear that the plan considered that lot layout, grading, road networks, and required infrastructure should have regard for existing cultural heritage resources, as to ensure a compatible context and interface (as per the Community Design Plan guidelines). Or attempt to integrate cultural heritage resources into the street and block pattern to respect and retain the historic relationship between the front entrance and the street.

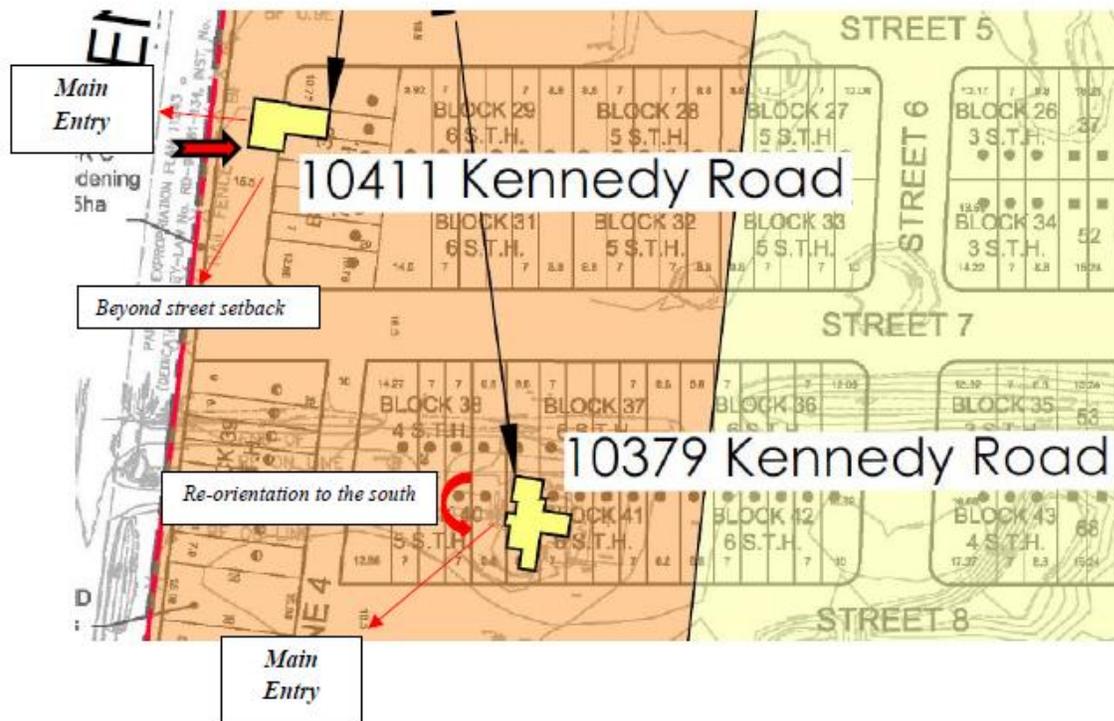


Illustration from the HIA Report.

- The applicant believes that the relocation of the buildings to a site removed from the mid rise housing typology would be a more appropriate context for these heritage resources, and would provide greater visibility and flexibility. Further, the consultant indicates that the ‘cultural heritage value’ of both properties is limited to the houses, and therefore, there is little difference in impact if the houses are moved a few metres from their original location or many metres from their original location.
- The applicant proposes removing all modern additions to the buildings and relocating them to a mixed use block (Block ‘A’) at the northwest part of the Plan to be adaptively re-used as commercial properties (e.g. restaurant or daycare). This Block would permit buildings in the range of 6-8 storeys in height.



Illustration from the HIA Report

- Staff did meet previously with the applicant and indicated the City's preference for on-site conservation of the cultural heritage resources. Options could include leaving the buildings where they are and re-lotting the subdivision around them or leaving one building on site and relocating the other adjacent to it (Heritage Enclave)
- **The pros and cons of on-site retention from staff perspective:**

Pros

- The buildings remain where they have always been for the last 160-180 years, and could be sensitively incorporated into the residential subdivision fabric on larger lots.
- The buildings would stay in residential use (no conversion/modification necessary).
- On-site, they tell their own honest story even amongst the new modern development.
- Risk of damage from relocation is eliminated (or minimized if moved a short distance). Least impact on physical attributes of the houses.

Cons

- The buildings have always been visually and physically connected with each other and the introduction of new development between them will sever that connection.
- Even with re-lotting, it is expected that the development around the houses will be dense with an expectation to maintain as many lots as possible.
- The issue of final grading has not been raised, but was discussed as part of the plan of subdivision to the north (Wegg House)

- **The pros and cons of relocation to the Mixed Use Block from staff perspective:**

Pros

- Heritage buildings can retain their connectivity with each other through adjacent siting;
- Buildings can maintain the west facing orientation (albeit setback from Kennedy Road likely behind new development);
- Any issue related to grading can be addressed;
- Corner location may provide enhanced presence to the public realm due to visibility.

Cons

- Unclear of final relationship of two storey buildings with 6-8 storey mixed use development
- Unsure of timing of the Mixed Block development;
- Impact of adaptive re-use on the heritage buildings for non-residential uses;
- Loss of building fabric (foundation);
- Loss of original context.

- **The fundamental question that Heritage Markham Committee has to consider is whether it is appropriate, feasible and viable for the two heritage buildings to be retained in-situ and incorporated into a residential townhouse environment or whether it would be more appropriate to allow relocation to a mixed use block further to the north.**
- As noted in the background material, Heritage Markham has recently requested the developer to the south to try to retain their heritage buildings on site as well as the development to the north (albeit a minor relocation and at a new grade).
- As noted above, there are pros and cons to each option. Notwithstanding which option is preferred, it is recommended that the standard heritage requirements should be conditions of draft approval for the plan of subdivision and/or included in the Subdivision Agreement ensuring:
 - Retention of the heritage resources on the original sites or on an identified lot/block;
 - Protection of each heritage resources by keeping it occupied or properly boarded to prevent vandalism and deterioration including:
 - securing and protecting the building from damage through the requirements outlined in the City of Markham's Property Standards By-law (Part III – Heritage Buildings), and the Keep Markham Beautiful (Maintenance) By-law including Section 8 – Vacant Heritage Property;
 - when vacant, erecting a "No-trespassing" sign in a visible location on the property indicating that the Heritage Building is to be preserved onsite and should not be vandalized and/or scavenged; and
 - installing a 8 ft high fence around the perimeter of the house to protect the dwelling until the completion of construction in the vicinity or the

commencement of long-term occupancy of the dwelling as confirmed by City (Heritage Section) staff.

- Securing a Heritage Easement Agreement for each building;
- Provision of a legal survey of each Heritage Building to facilitate the registration of the designation by-law and Heritage Easement Agreement on the created/proposed lot;
- Provision of a \$250,000 Letter of Credit for each building to ensure the preservation and restoration of the existing heritage building and the implementation of all heritage requirements;
- Execution of a Site Plan Agreement with the City for the heritage building including detailed elevations outlining the proposed restoration/conservation plan prepared by a qualified architect with demonstrated experience in heritage restoration projects;
- Implementation of the exterior restoration of the heritage building and ensure basic standards of occupancy within two years ;
- Provision of a marketing plan to promote the features and availability of the heritage house;
- Commemoration of the heritage house through the acquisition and installation of a Markham Remembered interpretive plaque

Suggested Recommendation for Heritage Markham

Option 1

That Heritage Markham Committee recommends that the plan of subdivision be re-designed to retain the two historic Sommerfeldt Houses at their original locations on larger lots in order to provide more space for future additions, amenity space or garages, and improve the architectural compatibility and relationship with adjacent townhouse blocks.

Or

Option 2

That Heritage Markham Committee has no objection from a heritage perspective to the relocation of the two Sommerfeldt Houses to Block 'A' (Mixed Use Block) and adapted to other non-residential uses subject to the submission of a building relocation plan.

Or

Option 3

That Heritage Markham Committee has no objection from a heritage perspective to the relocation of the two Sommerfeldt Houses to a different block and recommends they be retained in residential use subject to the submission of a building relocation plan.

To be included in any selected Option

That the City's standard heritage requirements as noted in the March 10, 2021 staff memorandum to Heritage Markham be conditions of draft approval for the plan of subdivision and/or included in the Subdivision Agreement;

That consideration be given to utilizing historic family names from this area for park and street names in the subdivision;

And that the owner address identified maintenance issues immediately to eliminate further damage to the buildings, including:

10379 Kennedy Road:

- *Repair water damage between second floor bathroom and kitchen;*
- *Repair of original windows to ensure adequate closure;*
- *Repair of roof of main house*

- *Removal of overgrown vegetation around the house.*
- *Proper boarding when the house becomes vacant.*

10411 Kennedy Road:

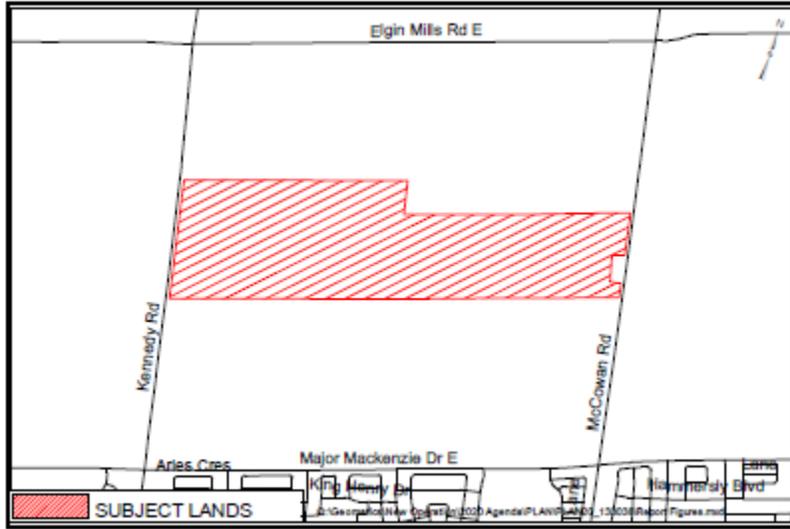
- *Repair water damage in roof framing, particular to the north-east corner of the main building;*
- *Repair of original windows to ensure adequate closure and repair or replace, if necessary, broken or missing window panes;*
- *Repair front entryway (including door frame and door) where there is water damage (i.e. decaying wood),*
- *Repair of roof of main house*
- *Repair or replace spalling/ broken brick and repoint where necessary;*
- *Removal of overgrown vegetation around the house*
- *Proper boarding when the house becomes vacant.*

and if necessary By-law Enforcement be requested to become involved.

File:

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Location Map



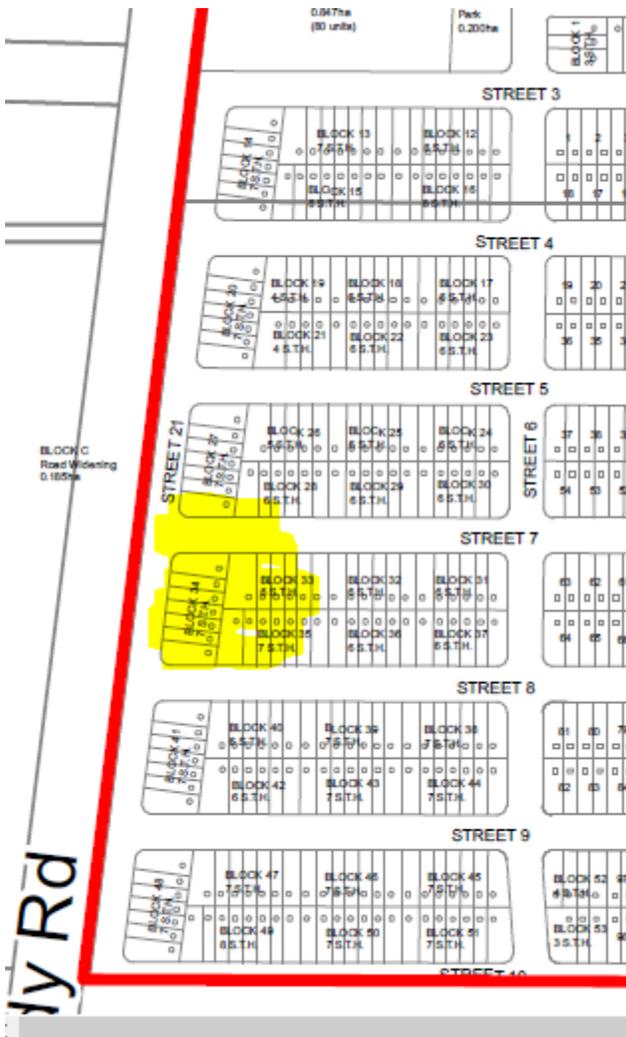
Aerial Photograph



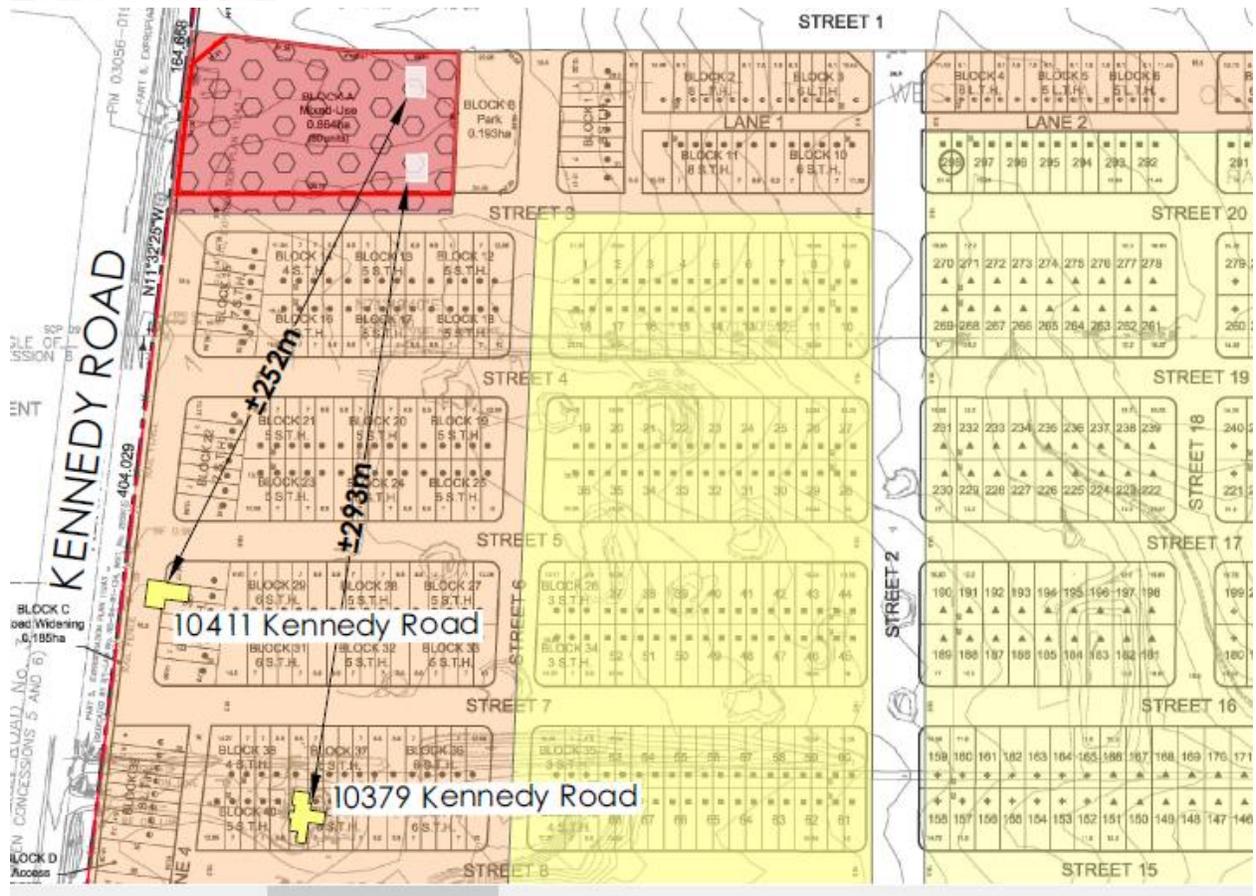
Draft Plan of Subdivision



Enlarged Draft Plan of Subdivision (area of heritage properties)



Land Use Plan



LEGEND

- Subject Lands
- Existing Building Location
- Proposed Building Location

Robinson Glen Secondary Plan-Detailed Land Use Map SP1

- Residential Low Rise
- Residential Mid Rise I
- See Section 8.3.1.6
- CP Community Park
- NP Neighbourhood Park

History of Property

10379 and 10411 Kennedy Road

This stucco-clad brick dwelling in the Georgian architectural tradition was constructed c.1840 on the west part of Markham Township Lot 23, Concession 6. The original 200 acre lot was granted to John Henry Sommerfeldt/Summerfeldt, a member of the Berczy settler group that arrived in Markham in 1794 under the leadership of William Berczy. The spelling of the family name varies from document to document. He was noted as residing on the property in William Berczy's 1803 census of Markham Township.

Summerfeldt received the Crown patent for the lot in 1831, and in that same year sold the property to his son, George Henry Summerfeldt. The census of 1851 indicates that there were three dwellings on Lot 23, Concession 6 at that time: a two storey brick house where George Henry Summerfeldt Sr., his first wife Clarrisa, and their children lived (the existing house at 10379 Kennedy Road), a one storey slat (possibly plank on plank or vertical plank) house occupied by a tenant farmer, Robert Duncan, and a log house (possibly the original Sommerfeldt dwelling on the property) occupied by another tenant farmer, William Walker.

In 1856, George Henry Summerfeldt, known as Henry Summerfeldt, sold the south 100 acres of Lot 23, Concession 6 to his son, George Henry Summrfeldt Jr. At this point, George Henry Summerfeldt Sr. built a new brick house for his retirement on the north half of the lot (today, 10411 Kennedy Road), and the earlier brick house became the home of his son, George H. Summerfeldt Jr. and his wife, Margaret (today, 10379 Kennedy Road).

By 1873, George H. Summerfeldt Jr. had acquired ownership of the entire 200 acres of Lot 23, Concession 6.



Community Design Plan for Robinson Glen

4.5.8 Buildings Abutting Cultural Heritage Resources

Buildings abutting cultural heritage resources will be designed to complement and enhance the retained resources through special design considerations. Special considerations for abutting heritage resources:

- Provide a built form that is complementary in scale to adjacent cultural heritage resources;
- Consider materials that are sympathetic to adjacent cultural heritage resources;
- Ensure setbacks are complementary to adjacent cultural heritage resources;
- Provide building massing that is appropriate within its context and does not negatively impact adjacent cultural heritage resources;
- Where appropriate, incorporate design features that complement the architectural style and character of adjacent cultural heritage features; and
- Ensure new buildings have a consistent approach to design detail in all building elements.



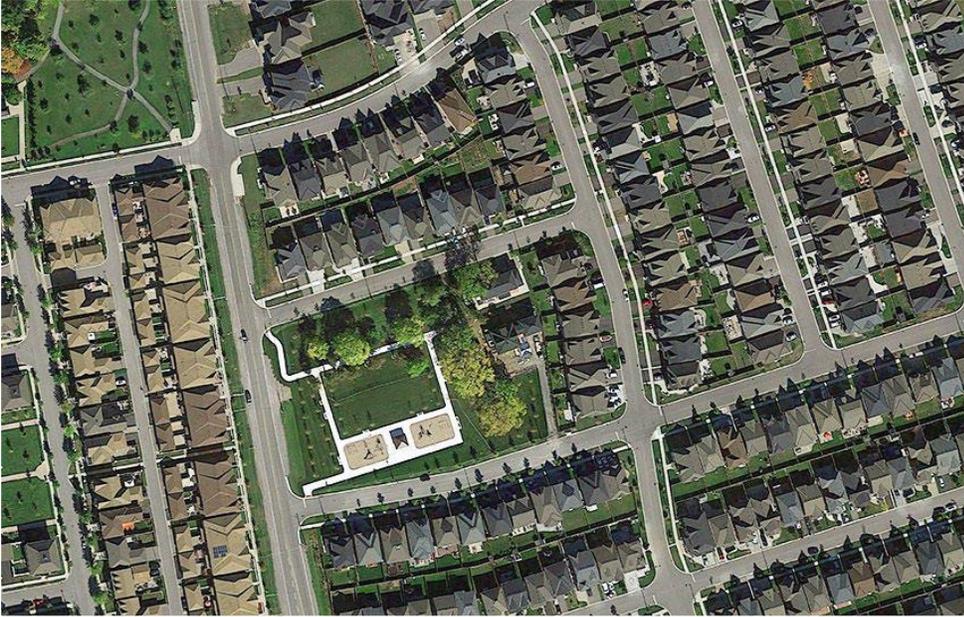
Josephus Reesor Tenant house (7 Bewell Drive) shown integrated into the planned lotting fabric.

Chapter 5.0

5.3.4 Integration of Cultural Heritage Resources

As discussed in Section 1.2.3 and illustrated in Figure 2 (page 8) of this document, there are eight identified cultural heritage resources on the subject lands. The retention and sensitive integration of cultural heritage resources contribute to a sense of place and identity, while providing unique opportunities for placemaking that pay homage to the cultural heritage of Markham. Policy 4.5.3.12 of the City of Markham Official Plan prioritizes the retention of cultural heritage resources in situ, with the original use.

In order to sensitively integrate the existing cultural heritage resources and to mitigate any negative impacts associated with new development, the guidelines on the following pages should be considered. Cultural heritage resources often experience challenges relating to insulation, building heating and cooling, and energy consumption related to proposed preservation measures. Potential preservation and design solutions should consider the sustainability objectives of the FUA (identified in Section 2.0).



Integration of heritage properties within the lot fabric of Victoria Square, Markham.

Lot Fabric & Siting

- Lot layout, grading, road networks, and required infrastructure should have regard for existing cultural heritage resources, as to ensure a compatible context and interface for cultural heritage resources;
- Incorporate cultural heritage resources on lots that are of a sufficient size and shape to accommodate the anticipated use of the property, existing structures of significance, potential future additions, a garage or parking lot (if commercial), tree preservation, landscaping, and/or the provision of rear yard amenity space;
- Site heritage structures on prominent lots with a high degree of public visibility such as corner lots, focal lots, or lots adjacent to parks or open spaces to display and celebrate the resource; and
- Integrate cultural heritage resources into the street and block pattern to respect and retain the historic relationship between the front entrance and the street.

Tree Preservation and Landscape works

- Preserve and integrate significant vegetation, mature trees, and hedges in landscaping works for heritage properties, where feasible;
- Design hard surface treatments for driveways, front walkways, and patios with authentic materials such as flagstone, pea gravel, or random tumbled paving;
- Design fencing styles to be appropriate to the period of the house. High decorative fencing and noise attenuation fencing should be avoided in both front and side yards; and
- Incorporate plant species for reclaimed heritage landscapes that are appropriate to the period of the house. Refer to the heritage species list in the City's Trees for Tomorrow Streetscape Manual (2009).

Adjacent Development

All new development adjacent to or incorporating a cultural heritage resource should, from an urban design perspective, be respectful of the resource having regard for scale, massing, shadows, setbacks, complementary building materials, and design features. Refer to Section 4.5.8 (page 72) of this document for more detailed guidelines for lots abutting cultural heritage resources.



The John Reesor House is an example of sensitive integration of a cultural heritage resource with adjacent development

Interpretive Opportunities

- Where possible, celebrate existing cultural heritage resources through the installation of an interpretive plaque in a publicly visible location on the property (i.e. the Markham Remembered Program);
- Where applicable, commemorate any cultural heritage resource which may be lost as part of redevelopment activity through the introduction of one or more special development features such as retention of a specific feature from the former resource, a decorative wall or monument, or installation of an interpretive plaque;
- Where applicable, integrate remnant materials (i.e. salvaged fieldstone, barn materials, and other features as appropriate) into various park components such as signage, seatwalls, and shade structures, to commemorate the area's former agricultural heritage; and
- Where possible, honour the legacy of original or early landowners by utilizing their names for municipal street, trails, and park names.

Showcase Adaptive Re-use and Innovation

- Where the original use is no longer practical, adapt the cultural heritage resources to new uses to maximize use of the embodied energy and showcase innovation; and

- While cultural heritage resources can be challenging structures to retrofit, due to their prominence within the community, these properties can be excellent platforms to showcase innovative, low carbon design solutions to the public such as, but not limited to, rainwater harvesting, permeable surfaces, landscaping for shade, and urban agriculture. Other low carbon features such as green roofs or solar panels are appropriate for new additions and accessory structures on sites.