



MEMORANDUM

TO: Heritage Markham Committee

FROM: Regan Hutcheson, Manager-Heritage Planning

DATE: May 12, 2021

SUBJECT: Official Plan and Zoning By-law Amendments
134, 136, 140, 144 and 152 Main Street North; 12 Wilson St
Residential Retirement Development with Commercial
SmartCentres and Revera Inc. (2637996 Ontario Inc)
PLAN 20 136386

Property/Building Description: Markham Village Lanes Commercial Development, c. 1980s
Use: Commercial Properties
Heritage Status: Markham Village Heritage Conservation District (Part V)
Six cultural heritage resources on the combined properties- 5 on Main St and one on Wilson St. (see below)

Application/Proposal

- Applications include an Official Plan Amendment and a Zoning By-law Amendment. A future Site Plan Control Application would be required.
- The Applications collectively apply to six (6) properties known legally as 134, 136, 140, 144, 152 Main Street North, 12 Wilson Street (See the Location Map).
- Together these properties consist of approximately 0.825 hectares (2.04 acres), situated in the Markham Village Heritage Conservation District.
- The proposed development block is bounded by Main Street North to the east, Wilson Street to the south, Water Street to the west and 154 Main Street North to the north.
- The Applications are intended to facilitate the proposed 22,650m² (243,803 ft²) six/seven storey retirement residence on the Subject Lands (See Proposed Site Plan and Elevations, as well as Perspective Elevations). Table 1 below summarizes the proposed unit types.

Table 1: Proposed Units

Unit Type	
Independent Living Units	110
Independent Supportive Living Units	131
Assisted Living Units	33
Memory Care Units	34
Total	308

- Five of the existing cultural heritage resources would remain in commercial uses with the building at 12 Wilson Street being replicated and partially incorporated into the retirement residence. The amount of commercial space being retained in the development is approximately 836m² (9,000 ft²). The current development site contains approximately 6,503 m² (70,000 ft²) of commercial space
- The proposal includes both underground parking and at grade parking in an interior courtyard. Access is provided primarily from Water St with a vehicular driveway loop drop off from Main St N.
- The accompanying Zoning By-law Amendment application proposes to permit institutional uses, a six storey high building, and site-specific development and parking standards.

Background Information

a) Surrounding land uses (See Appendix “B” for photographs)

- Immediately to the north are residential/commercial properties including Dixon Gardens Funeral Home
- East across Main Street North are commercial properties including the vacant Tremont Hotel building, primarily two storey in height and St Andrew’s Church
- South across Wilson Street are commercial properties, primarily two storeys in height and two storey historic townhouses
- West across Water Street are a residential condominium (4 storeys), and single detached dwellings, Water Street seniors housing (6 and 4 storeys) and the Water Street Seniors Activity Centre

b) Cultural Heritage Resources

- The property contain the following six (6) heritage structures which are designated pursuant to Part V (District Designation) of the Ontario Heritage Act:

Address	Historic Name
134 Main Street N	Fogg-Hook Bakery, 1870
136 Main Street N	Underhill Shoe Shop, c.1881
140 Main Street N	William & Eliza Browning House, c.1852
144 Main Street N	Henry Wilson House, 1888
152 Main Street N	Dr. Wesley Robinson House, c 1875
12 Wilson Street	Charles and Maria Carleton House, 1875

- See Appendix “A” for photographs of the heritage resources. The building at 144 Main Street North is also individually designated under Part IV of the Ontario Heritage Act, and 140 and 152 Main St N are further protected through Heritage Easement Agreements.

c) Heritage Policy Guidance

- Markham Official Plan (the “OP”)
 - The City’s Official Plan provides guidance regarding cultural heritage resources and their protection in Section 4.5
 - The Markham Village Heritage Conservation District is identified in the OP as one the City’s heritage districts, and all properties within each district are subject to the policies, guidelines and procedures of the respective plan (4.5.2.7).
 - The Cultural Heritage policies in the OP include ensuring the **protection and conservation** of cultural heritage resources (4.5.3.1) and **using all available municipal tools to ensure that development is designed, sited or regulated so as to protect and mitigate any negative visual, and physical impact on the heritage attributes of the resource, including considerations such as scale, massing, height, building orientation and location relative to the resource.** (4.5.3.3)
 - The review of development applications in heritage conservation districts will be guided by the applicable heritage conservation district plans and the following criteria (4.5.3.7):
 - i. properties of cultural heritage value including *built heritage resources, cultural heritage landscapes and archaeological resources* **should be protected from any adverse effects of the proposed alterations, works or development;**
 - ii. the **original or significant building fabric and architectural features on buildings of cultural heritage value should be retained and repaired;**
 - iii. new additions and features should generally be no higher than the existing building of cultural heritage value and wherever possible, be placed to rear of the building or set back substantially from the principal façade; and
 - iv. **new construction and/or infill development shall be generally consistent with the area’s heritage architecture to reflect complementary**
 - **heights, widths, massing and orientation;**
 - **setbacks;**
 - **materials and colours; and**
 - **proportioned windows, doors and roof lines; of adjacent heritage buildings;**
- Markham Village Heritage Conservation District Plan (the “Heritage Plan”)
 - The Heritage Plan provides direction related to appropriate infill development from a design and material perspective, height, scale and massing, streetscape,

building typology, and addressing landmark features such as the cultural heritage resources both on the property and in the immediate area.

- Building Policies – There are different approaches which can be utilized for new compatible buildings within the District: “Restoration”, “Complementary by Approximation” and “Modern Complementary”.
 - Restoration Approach – for new buildings, there must be a great deal of care to ensure that the reproduction of an entire building is typical of the period without pretending to be original. This approach would appear to work best with smaller scale new development.
 - Complementary by Approximation – For new buildings, approximation requires an understanding of the overall architectural designs, patterns, massing, and urban form within the District particularly with reference to heritage properties to ensure compatibility with existing heritage stock.
 - Modern Complementary – this approach can be effective as a backdrop to heritage buildings. The new building should be compatible and in scale with heritage buildings surrounding it. Such design should be compatible in terms of scale, proportions, rhythm, massing, colours, materials with original heritage buildings wither abutting or in the surrounding area.
- New Buildings – not required to look like a restoration, but will be judged on compatibility with adjacent buildings (massing, proportions and size). Roof shapes, window fenestration, materials and colours should generally be complementary to the District.(3.6)
- Commercial Core – Section 4.1 provides guidelines for the commercial core area – the plan indicates that the challenge will be to guide and tie together the conservation of the existing heritage elements with the design of the new buildings, such that the whole character and ambiance of the commercial area will remain as a vibrant and viable, heritage oriented “village core”.
 - Heights and Proportions – building heights rarely exceed 2 – 2 ½ storeys and building blocks express a harmonious shape and proportion (usually rectangular and 2 x3 proportion). Maintain 2- 3 storey heights and ensure proportions of new buildings through redevelopment are complementary and in harmony with adjacent buildings. (section 4.1.1)
 - Rhythm and Setbacks – Spaces between existing buildings are important. New infill buildings should not obscure and overpower the heritage buildings. If redevelopment is at a street intersection, setbacks of new buildings should be established such that the greater portion of adjacent heritage buildings are not obscured. Retain existing spaces between existing buildings, ensure new buildings don’t impact the overall rhythm of existing properties and ensure new development in behind the existing streetscape should be setback and maintain spaces between the older structures.
 - Facades and Fenestration – Focus is on storefronts. Maintain/renovate sound storefronts (details, design and proportions). Maintain heritage character and remove additions/elements that detract. Make improvements to those that don’t harmonize to be compatible with

adjacent buildings. Utilize archival research for improvements. (section 4.1.3)

- Parking – screen parking areas using appropriate materials, provide direct pedestrian access to parking areas (convenient and well marked).
- Roofs – should complement the established roof patterns of adjacent historical buildings and use appropriate materials
- Exterior Finish – New structures should be complementary in terms of materials and type of finishes to the existing heritage structures. Brick and wood siding is supported. Stucco or stone may be considered provided it complements.

d) Planning Policy Guidance

- Provincial Policy Statement
 - 2.6.1 Significant built heritage resources and significant cultural heritage landscapes shall be conserved.
 - 2.6.2 Development and site alteration shall not be permitted on lands containing archaeological resources or areas of archaeological potential unless significant archaeological resources have been conserved.
 - 2.6.3 Planning authorities shall not permit development and site alteration on adjacent lands to protected heritage property except where the proposed development and site alteration has been evaluated and it has been demonstrated that the heritage attributes of the protected heritage property will be conserved.
- Markham Official Plan (the “OP”)
 - The City’s Official Plan (as partially approved on November 24, 2017 and further updated on April 9, 2018) provides land use policy to guide future development and manage growth.
 - Land Use
 - The OP designates the subject lands as ‘Mixed Use Heritage Main Street’.
 - The objective of this land use designation is to provide **a traditional shopping experience for residents and visitors in an historic commercial main street setting where at-grade uses are predominantly retail.**
 - **New infill development will be subject to strict conditions outlined in the heritage conservation district plans** to ensure compatibility with existing cultural heritage resources.
 - **Where considered appropriate and subject to compatibility of built form with adjacent heritage buildings and the importance of maintaining the rhythm and flow of retail activity at grade, stand-alone residential buildings may also be considered in exceptional circumstances.**
- Area and Site Specific Policies
 - Section 9 – Area and Site Specific Policies of the Official Plan includes detailed policies to guide future development and growth in the Markham Village Heritage

Centre (same boundaries as the heritage conservation district) (9.13), and provides specific policies for Mixed Use Heritage Main Street lands.

- Land use objectives for this Heritage Centre include recognizing a variety of residential housing forms, tenures and densities, and the significance of the area's cultural heritage attributes embodied in buildings and landscapes. The objectives are to also **recognize the distinct character of heritage buildings and landscapes and to ensure that compatible infill development and redevelopment has regard for the protection and preservation of heritage buildings, building design, building materials and treatments, signage and lighting, landscaping and tree preservation to enhance the District's heritage character and complement the area's village-like, human scale of development. (9.13.4.1.a and b).**
- All new development and redevelopment is to conform to the Markham Village Heritage Conservation District Plan which shall take precedence over any other policies in this Plan (9.13.4.3)
- The following use, height and parking provisions apply to the Mixed Use Heritage Main Street lands: **a) new dwelling units shall only be located above the ground floor and where appropriate to the rear of street-related retail and service uses; and c) the maximum building height for the front portion of buildings fronting on Main Street shall be 3 storeys. (9.13.4.9)**
- In considering applications for development approval, development is to adhere to certain criteria including 1) the **protection and preservation of any heritage buildings** existing on-site, 2) **minimizing the impact of new development** on the historic character of the area by considering the compatibility of the proposed use, the capacity of the site for the use/parking/infrastructure, location of parking/loading/access and opportunities for landscaping/screening; the **improvement to parking areas/circulation patterns and pedestrian convenience and safety**; and **provision on on-site parking for commercial development. (9.13.4.10).**

Intensification Strategy and Centres and Corridors

- The Markham OP includes an intensification strategy to address new residential development from 2006-2031 to meet the Provincial Growth Plan density targets. The OP notes that it is the policy of Council:
 - To accommodate residential intensification within the built-up area **without significantly impacted established residential neighbourhoods, heritage conservation districts** and business parks, and by generally **maintaining the function of the existing retail areas or sites as they redevelop into mixed use areas. (2.4.3)**
 - That **infill and redevelopment in heritage conservation districts** will only be considered **in accordance with OP policies and Heritage Conservation District Plans. (2.4.10)**

- The OP also identifies Centres and Corridors where future growth (development and redevelopment) should be directed. Most development will be directed to larger Regional Centres and Regional Corridors/key development areas. Smaller scale infill and intensification may be considered in Local Centres and Local Corridors. **Heritage Centres (Thornhill, Buttonville, Unionville and Markham Village heritage conservation districts) are also identified, but the OP notes any infill development and redevelopment will be compatible and enhance the heritage character and village-like, human scale of development within Heritage Centres.**

Staff Comments

The following comments are provide from a heritage conservation or heritage planning perspective, and the comments are focussed on matters that pertain to **the mandate of the Heritage Markham Committee.**

1) Proposed Demolitions

- Markham Village Lanes - The proposal would require the removal of the existing commercial development known as Markham Village Lanes. This development was introduced in the 1980's behind 140 and 144 Main Street to provide additional commercial and office uses. The development was designed to be complementary to the existing heritage resources and the character of the historic Main Street through its height (2and 3 storeys), proportions and materials. Notwithstanding its design, the building is not considered to be of cultural heritage value. No objection to its demolition.
- 12 Wilson Street – the proposal would see the demolition of this building known as the Charles and Maria Carlton House, c. 1875, and its partial replication on the Wilson Street frontage as part of the new building. The value of this specific property was considered by Heritage Markham Committee in May 2020 at the request of the applicant.
 - In 1989, the City classified 12 Wilson Street as a 'Type A' heritage property, which possesses historical/architectural value of major importance to the area.
 - In the redevelopment of the property in the 1990s, the house was extensively renovated, and much of the original materials were removed (windows, doors, exterior cladding, and decorative features), compromising the authenticity of the heritage resource. However, staff noted that to the average person, the house still resembles a historic house, and it complements the neighbouring properties.
 - The building does provide a focal point at the end of Water Street and is complementary to the historic townhouses across the street (15 and 19 Wilson) and the historic dwelling units at 30 Wilson Street (to the west of 12 Wilson). Its overall scale and massing is complementary.
 - Heritage Markham Committee provided feedback on a preferred approach with the majority of members supporting the option of retaining the portion of the building fronting onto Wilson Street that possesses cultural heritage value and that it be restored as part of any future development of the overall property.
 - The partial replication of the first few feet of the Charles and Maria Carlton House represents facadism which is not supported by Heritage staff for the negative impacts it has on the integrity of the heritage resource, and undesirable precedent is sets for other development required to incorporate heritage resources.

2) New Development

- General

- The applicant has attempted to introduce a number of design features to address the compatibility of the new building with both adjacent heritage buildings and the community, including certain setbacks, use of materials and certain features. However, based on the existing policy framework and guidelines, there are some key design issues from a heritage perspective.
- The overall objective when considering new infill development is to enhance the District's heritage character and complement the area's village-like, human scale of development.

- Height

- From a heritage perspective, height is always a challenging issue in a heritage conservation district
- The proposed six /seven storey building height does not comply with the following policies which regulate new development on the property:
 - the Heritage District Plan provides direction for 2-3 storeys in the commercial area which anticipated smaller scale infill development in the area such as a new infill building along the Main Street streetscape.
 - The OP notes new construction and/or infill development shall be generally consistent with the area's heritage architecture to reflect complementary heights, widths, and massing.
 - the OP Area and Site Specific policy for this area indicates a maximum of 3 storeys for the front portion along Main Street (seeming to acknowledge that there might be higher development to the rear of the traditional streetscape height which would be considered on a case-by case basis with the understanding that the objective is to enhance and support the heritage character and maintain the village-like, human scale of development).
- Existing development in the area includes a six storey seniors building further to the west (which due to grade changes appears much lower in height) and the residential condo at 68 Main Street which is a newer 6 storey residential building masked by a 3 +1 storey commercial/residential building along the Main Street frontage.
- On the subject property, there is concern regarding height as it relates to the heritage buildings on Main Street going from 2 storeys to 6 storeys with a setback of about 15 m. The transition of the height on other three facades is also of concern as it impacts existing 2 storey residential units.
- The Water Street and part of the Wilson Street building height of 7 storeys due to grade changes is also out of character with the surrounding buildings. The roof infrastructure will also add height to the buildings (perhaps 1 ½ storeys in select areas).
- Therefore, it is recommended that the applicant revisit the issue of height. A reduction in the proposed height to a maximum of four storeys, and transition of the height of the development along Wilson and Water streets to match the heights of existing two-storey heritage buildings to the south and west of the site would help the development better integrate into the community from a heritage perspective.

- Massing and Scale

- The massing of the proposed building is out of scale with the type of buildings traditionally found fronting Main Street North. The closest comparison is 68 Main St N which has a six storey high residential component that is screened from view by a continuous block of complementary 3 storey infill mixed use buildings fronting Main Street and is not adjacent to any public streets.
- Consider the use of step backs to reduce the visual weight of the proposed building, and to better relate to the scale of heritage properties along Main Street.
- On a positive note, the spaces between the cultural heritage resources on Main Street have been retained supporting the existing rhythm of the street;
- For a building which is substantially larger than typical buildings, the scale of the structure can be further reduced by architecturally breaking up the facades into elements that better reflect adjacent building forms. This should be further explored.

- Design Approach

- Any new development needs to be complementary to the heritage character of the area, but does not necessarily have to look like a heritage building especially when the building is of a larger massing than would typically be found in a former village setting.
- The current design approach appears to be more modern complementary which can work well for backdrop buildings (behind the Main Street heritage buildings), but is out of character with its surroundings on other street elevations.
- Consider refining the base of the building, including the entrance canopy, to better reflect the fine-grained articulation of retained and adjacent heritage resources.
- Suggest the use of integrated balconies as opposed to projecting balconies.
- Consider the use of a window design that is more traditional in appearance

- Materials

- Use of brick masonry for wall treatment is supported. Ensure the use of masonry that is compatible in colour and texture with adjacent heritage resources.
- Consider creating differentiation between the building base and upper storeys using different material treatments. The use of brick for the lower storeys would ensure a compatible relationship with retained and adjacent heritage resources,
- Explore a greater ratio of glazing to masonry to reduce the visual weight of the proposed building.
- If additional height is to be pursued above 3-4 storeys, consider using building materials lighter in appearance.
- The use of a stone treatments other than for a foundation is not common or typical in the Markham Village Heritage Conservation District and should be avoided.
- Information on the proposed cladding for the mechanical penthouses would be helpful. Every effort should be made to mitigate their visual impact.

3) Existing Cultural Heritage Resources

- As noted above, the proposal for 12 Wilson Street is to replicate the front portion of the dwelling (incorporating it into the new building) and remove all the 1990s additions. There is no concern with the removal of the later additions, however the replication would be contrary to the previous advice provided by Heritage Markham Committee and is not supported.
- All five cultural heritage resources located along Main Street are to be retained and to remain in commercial uses not associated with the retirement development.
- The applicant has indicated that the restoration of the existing structures would also occur as part of the overall redevelopment which should involve an examination of each building to determine the appropriate amount of restorative improvement. A conservation/restoration plan as part of a future site plan control application should address these issues.
- Heritage Easement Agreements should be secured for those building currently not subject to this protection mechanism.
- A heritage issue (as it relates to the success of the commercial properties) is the absence of on-site, ground related parking. The subject property currently provides approximately 80 above ground parking spaces that are largely visible from adjacent streets, whereas the proposed development only appears to provide a handful of above ground parking spaces concealed from public view within the proposed interior courtyard. Staff is aware that this was a major issue associated with Markham Village Lanes (as the parking was originally only at the rear) and resulted in the former owner purchasing 152 Main St N to provide additional parking spaces closer to the Main Street frontage to serve the commercial properties on Main Street.

Summary/ Next Steps

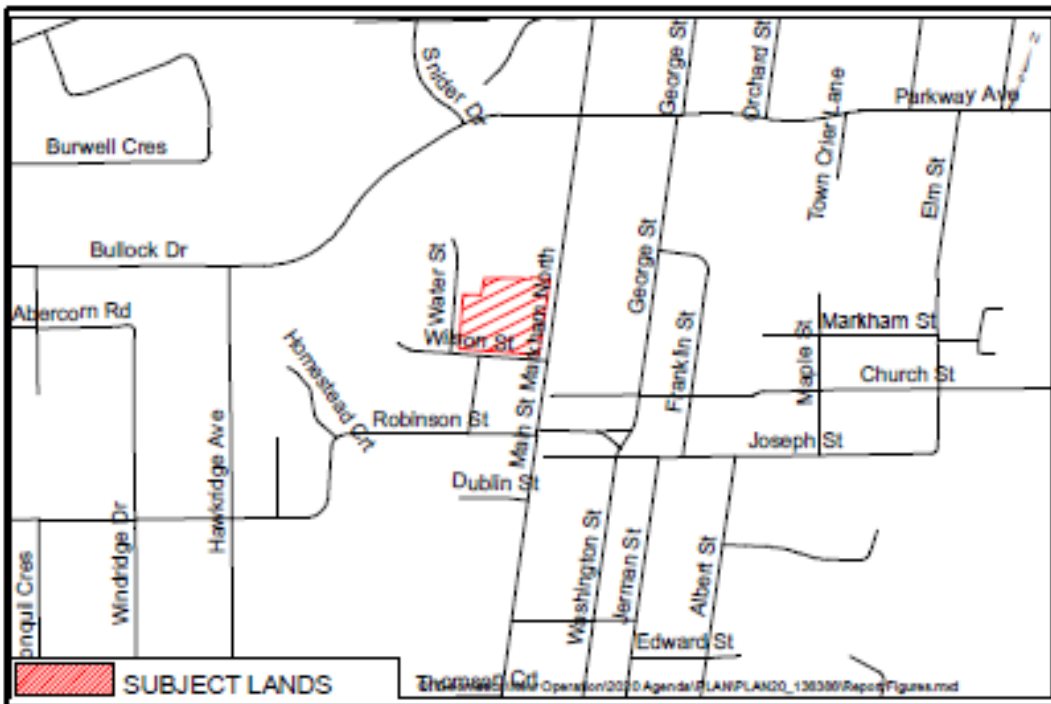
It is recommended that the applicant consider the feedback provided by Heritage Markham Committee (as well as other comments and input provided by City staff and the community), and continue to work with Heritage Planning staff to further refine the proposed development to address the noted concerns.

Suggested Recommendation for Heritage Markham

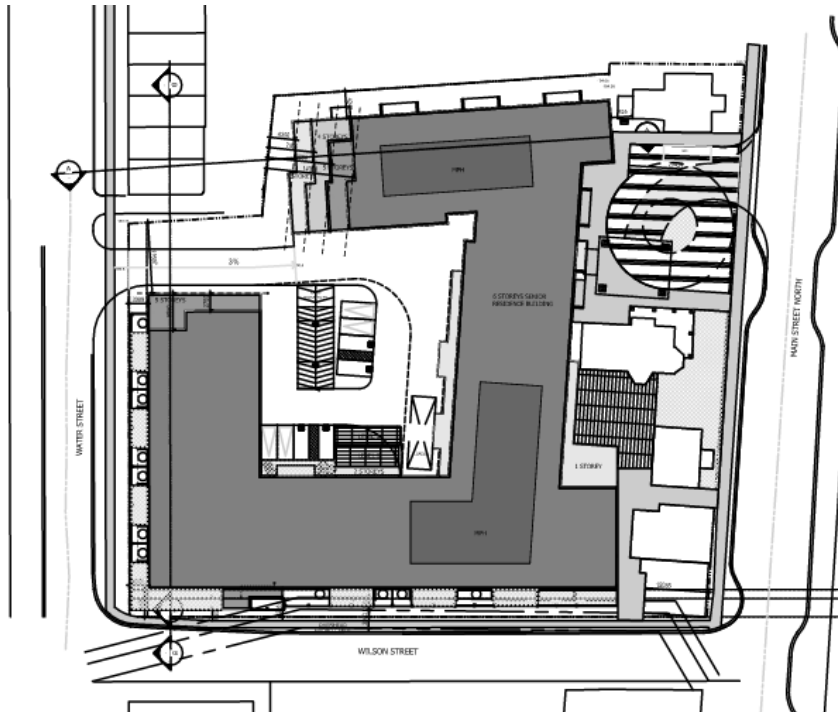
THAT Heritage Markham Committee has the following comments from a heritage perspective on the proposal for the redevelopment of the Markham Village Lanes complex:

- No objection to the demolition of the Markham Village Lanes building;
- Objection to the proposed replication of 12 Wilson Street (Charles and Maria Carlton House), but no objection to the removal of the additions constructed in the 1990s;
- Support the retention of the five cultural heritage resources on Main Street North and their further protection through heritage easement agreements;
- Support obtaining a conservation/restoration plan as part of a future site plan control application to address the restoration requirements associated with each cultural heritage resource;
- Provide convenient and visible at-grade parking to support and ensure the success of the proposed commercial uses within the retained cultural heritage resources;
- For the new development:
 - Reduce the proposed height of the development. A maximum height of four storeys with transitions to two storeys to match the heights of lower scale residential properties adjacent to the development is recommended.
 - Explore opportunities to further reduce the massing of the structure by breaking up the facades and the overall building mass into elements that better reflect the scale and massing of adjacent building forms.
 - Generally support the current design approach (modern complementary) which works well for backdrop buildings (behind the Main Street heritage buildings) but explore other related approaches to ensure side and rear facades are more in character with their surroundings.
 - Consider the use of a window design that is more traditional in appearance and revise the design to have integrated balconies as opposed to projecting balconies
 - Appropriate use of traditional materials including limiting stone to a foundation treatment rather than an exterior wall cladding.

Location



Site Plan and Elevations



Main Street North Elevation



South (Wilson St)



North



West (Water St)



Perspectives

Main Street North – Looking northwest



Main Street North – Looking southwest



Main Street North – Looking southwest (east and north elevations)



Close Up of Main Street Drop Off Entrance



Wilson Street - South Elevation – Looking northwest



Water Street - West Elevation – Looking east






(7 storeys due to grade change)

North Elevation



APPENDIX “A” - Cultural Heritage Resources

Address	Historic Name	
134 Main Street N	Fogg-Hook Bakery, 1870	
136 Main Street N	Underhill Shoe Shop, c.1881	
140 Main Street N	William & Eliza Browning House, c.1852	

144 Main Street N	Henry Wilson House, 1888	
152 Main Street N	Dr. Wesley Robinson House, c 1875	
12 Wilson Street	Charles and Maria Carleton House, 1875	

Appendix “B” - Surrounding Neighbourhood



Main St N – Subject Site



Main St N – looking south – subject site at right



152 Main St N – entrance to existing north parking lot for Markham Village Lanes



Main St N – looking south of Wilson Street at 2 storey commercial properties



Looking northward to Wilson Street (heritage house at terminus of this section of Water Street)



Looking eastward on Wilson St at the Carlton House (left) and historic townhouses (right)



Wilson St looking south at historic townhouses and single detached residential



Wilson and Water Sts – 4 storey Condo with 2 storey heritage buildings on west side of Water St



Water Street looking east at rear of Markham Village Lanes



Water Street – new 3 storey townhouses adjacent to subject site



Water Street – 6 storey Seniors Building with new (2020) 4 storey seniors building



Looking north on Main St N – 3 storey, recessed 4th, with 6 storey to rear in courtyard.
68 Main Street North