



Report to: Development Services Committee

Meeting Date: June 27, 2023

SUBJECT: RECOMMENDATION REPORT
SC Property Investment Holdings, c/o Galbraith and Associates Inc., Application for a Zoning By-law Amendment to permit a five-unit residential development at 8985 Woodbine Avenue, within the Buttonville Heritage Conservation District (Ward 2) File No. PLAN 21 139043

PREPARED BY: Peter Wokral, Senior Heritage Planner II, ext. 7955

REVIEWED BY: Regan Hutcheson, Manager, Heritage Planning ext. 2080
Stephen Lue, Senior Development Manager, ext. 2520

RECOMMENDATION:

- 1) That the June 27, 2023 staff report titled “RECOMMENDATION REPORT, SC Property Investment Holding, c/o Galbraith and Associates Inc., Application for Zoning By-law Amendment to permit a five-unit residential development at 8985 Woodbine Avenue, Buttonville Heritage Conservation District, (Ward 2), File No. PLAN 21 139043”, be received;
- 2) That the Zoning By-law amendment application submitted by SC Property Investment Holding, c/o Galbraith and Associates Inc. to amend the City’s By-law 19-94, as amended, and the draft zoning By-law, attached hereto as Appendix ‘A’, be finalized and brought forward to a future Council meeting to be enacted without further notice;
- 3) That Council has no objection to the demolition of the non-heritage, one-storey accessory building located in the southeast corner at 8985 Woodbine Avenue and two-storey commercial addition to the William Sutton House;
- 4) And that Staff be authorized and directed to do all things necessary to give effect to this resolution.

PURPOSE:

This report recommends approval of the Zoning By-law Amendment application (the “Application”) submitted by SC Property Investment Holding, c/o Galbraith and Associates Inc. (the “Owner”), to permit a five-unit residential development at 8985 Woodbine Avenue (the “Subject Lands”), in the Buttonville Heritage Conservation District (the “Heritage District”). The report also recommends Council’s approval of the demolition of the non-heritage accessory building that fronts Buttonville Crescent East and the two-storey commercial addition to the William Sutton House. This is required as the buildings are within the Heritage District and designated under the *Ontario Heritage Act*.

Process to Date

- May 5, 2022: Staff deemed the Application complete
- February 6, 2023: A statutory Public Meeting was held
- The Application has been reviewed by internal departments and external agencies

Next Steps

- If approved, the Owner can submit a Major Heritage Permit and Draft Plan of Condominium applications. A Site Plan Control Application is no longer required due to the Bill 23 changes to the *Planning Act*.

BACKGROUND:***The Subject Lands are located in the Heritage District and occupied by a heritage dwelling, known as the William Sutton House***

The 0.1 ha (0.25 ac) Subject Lands are located on the east side of Woodbine Avenue in the heart of the Heritage District. The 1 ½-storey heritage dwelling is situated on the western portion of the Subject Lands, which has a recently constructed, but incomplete, two-storey rear addition approved by the City in 2014. The eastern portion of the Subject Lands fronts Buttonville Crescent East and is occupied by a historic one-storey shed, and a one-storey non-heritage accessory building located in the southeast corner (see Figures 1 and 2).

The Subject Lands are surrounded by a mix of residences, including converted residences

Surrounding uses include single detached dwellings to the north and to the east across Buttonville Crescent East, and historic dwellings that have been converted to professional offices and business to the south and west side of Woodbine Avenue.

In 2014, the City approved a two-storey commercial addition to the William Sutton House

A previous Site Plan Control application submitted by the Owner for a commercial addition to the existing dwelling had a maximum lot coverage of 29.7 % and 13 parking spaces. Due to issues encountered during construction, the addition was never completed or occupied, and the Subject Lands have remained vacant and neglected to this date (see Figure 3).

The Owner proposes to convert the Subject Lands from commercial to residential uses only

The Owner proposes to close the existing driveway entrance from Woodbine Avenue, convert the William Sutton House from a commercial space to a dwelling unit, demolish the existing incomplete two-storey 2014 commercial addition, and replace it with a new addition divided vertically into three, two-storey residential units, for a total of five residential units (the “Proposed Development”).

The Owner also proposes to demolish the existing non-heritage garage/accessory building and replace it with a new two-storey, accessory building with a second floor residential unit located above three ground floor parking spaces. The Owner also proposes to lift the existing historic shed onto a new foundation to create a fourth ground floor parking space (see Figures 4 and 5). The residential addition to the William Sutton House is proposed to have the same general building footprint and massing as the existing incomplete commercial addition approved in 2014.

The statutory Public Meeting was held on February 6, 2023, and written submissions and comments were received by the public

The following concerns were raised on the Proposed Development:

- a) The narrowness of Buttonville Crescent East and its ability to accommodate additional traffic, heavy construction vehicles, and the absence of any on-street parking
- b) The ability of the Subject Lands to provide snow storage and the appropriate amount of resident and visitor parking
- c) Additional water run-off from the Subject Lands that could potentially cause issues to neighbouring property owners
- d) The appropriate long term maintenance of the Subject Lands given its current neglected state

The Proposed Development is consistent with the Provincial Policy Statement, 2020 (the “2020 PPS”) and the Growth Plan for the Greater Golden Horseshoe, 2020 (the “Growth Plan”)

The 2020 PPS provides direction on matters of Provincial interest related to land use planning and development. These matters, in-part, include building strong healthy communities with an emphasis on efficient development and land use patterns, the wise use and management of resources, and the conservation of cultural heritage resources.

The Growth Plan provides, in-part, a framework for implementing the Province’s vision for building strong, prosperous communities within the Greater Golden Horseshoe to 2041, with building compact, vibrant and complete communities, and optimizing the use of existing and new infrastructure to support growth. The Subject Lands are located within the Growth Plan’s ‘Built-Up Area’ that specifies minimum intensification targets and the objective of achieving complete communities with a mix of land uses and housing options, expanding convenient access to a range of transportation options, and fostering a compact built form and an attractive and vibrant public realm.

The Proposed Development conforms to the York Region Official Plan 2022 (“ROP”)

The ROP designates the Subject Lands ‘Urban Area’, which permits a wide range of residential, commercial, industrial, and institutional uses.

The Proposed Development conforms to the policies of the 2014 Markham Official Plan including the Area and Site Specific Policies for the Buttonville Heritage Centre (the Heritage District)

The 2014 Markham Official Plan (the “2014 Official Plan”) identifies the Subject Lands within the “Residential Low Rise” Land Use designation, and the Buttonville Heritage Centre. Permitted uses in the designation include detached, semi-detached, and townhouse dwellings (excluding back-to-back) and small multiplex buildings containing three to six units with direct frontage on a public street.

The land use objectives of the Buttonville Heritage Centre include ensuring compatible redevelopment to enhance the Heritage District’s heritage character, complement the area’s village-like human scale of development, protect and preserve existing heritage buildings, and improve traffic circulation patterns including pedestrian and vehicular linkages with an emphasis on pedestrian convenience and safety. The policies of Buttonville Heritage Centre also state that the policies and guidelines contained in the Heritage District Plan are intended to take precedence over any other policies of the Official Plan.

The policies and guidelines of the Heritage District Plan support the retention and restoration of heritage buildings, the construction of architecturally compatible additions, and alterations that do not negatively impact the significant heritage attributes of the property.

The proposed Zoning By-law amendment supports the residential uses as permitted in the 2014 Official Plan, and returns the existing heritage house to its preferred original use as a dwelling. The amendment also supports the retention and adaptive reuse of a historic outbuilding at the rear of the Subject Lands as a garage, thus preserving the authentic historic character of the hamlet of Buttonville. The Proposed Development also reduces the existing amount of hard surfaces, increases pedestrian safety and improves traffic circulation by closing the existing driveway access from Woodbine Avenue, and directs vehicles to use the north or south intersections of Buttonville Crescent East and Woodbine Avenue.

The zoning by-law permits a wide variety of residential and commercial uses

Zoning By-law 19-94 zones the Subject Lands “Residential Medium Density One-Special” RMD1-S, which permits townhouses and cluster housing at a maximum of 30 units per hectare of net lot area (see Figure 6). The proposed amendment introduces site-specific development standards to permit the Proposed Development (see Appendix ‘A’).

OPTIONS/ DISCUSSION:

Staff provide the following responses to the matters raised at the statutory Public Meeting

a) Conditions Associated with Buttonville Crescent East

Buttonville Crescent East is a narrow two-way lane used by the residents of Buttonville Crescent East and employees and visitors of the commercial properties fronting Woodbine Avenue. The lane cannot accommodate on-street parking. The Owner’s proposed closure of the existing driveway access to Woodbine Avenue would require vehicular traffic to use Buttonville Crescent East to access the Subject

Lands. However, the amount of traffic generated from five residential units and their visitors is not expected to be significant, and is potentially less than the amount generated by commercial uses.

In order to prevent both congestion and damage caused by heavy construction vehicles during the construction of the development, the Owner has agreed to maintain the existing driveway access to Woodbine Avenue for the duration of the construction phase.

b) Parking and Snow Storage

The Proposed Development provides the minimum number of parking spaces for residents and visitors required by the City's Parking By-law. As there is limited space for snow storage on the Subject Lands, the Owner has indicated that the future Condominium Corporation will arrange for snow removal in order to maintain the proposed parking spaces.

c) Water Run-Off

The Proposed Development requires the review of the City's Engineering Department at the Building Permit stage to ensure that post-development run-off does not exceed pre-construction amounts, and that water is not directed onto neighbouring properties. The Proposed Development will actually reduce the amount of hard surfaces from what was approved by the City through the 2014 commercial application, and therefore, would reduce the amount of potential water run-off from the Subject Lands, through increased soft landscaping.

d) Property Maintenance

In order to maintain the neat and uniform appearance of the Proposed Development, the future condominium agreement would include a condition that the entire property be maintained by a property maintenance business, rather than individual residents of the development.

The Application has been reviewed by City departments, including Urban Design, Engineering, Operations, and Zoning, including Heritage Markham Committee

Based upon Staff's review, the Proposed Development provides sufficient amenity area, landscape and snow storage, the required number of residential and visitor parking spaces, and functions satisfactorily from a waste management and fire-fighting perspective. As noted above, the introduction of five new dwelling units on Buttonville Crescent East is also not expected to have a significant impact on local traffic, and would be less than if the property's permitted commercial use was reinstated. Minor technical issues of the Proposed Development can be resolved through the future Major Heritage Permit application, which will be reviewed by the Planning and Urban Design Department and through applicable law requirements pursuant to the City's Building Permit process.

Heritage Markham supports the Proposed Development and by-law amendment

Heritage Markham reviewed the Application on December 14, 2022, and had no objection to the proposed demolition of the incomplete 2014 commercial addition to the

William Sutton House, and the existing one-storey non-heritage garage/accessory building. Heritage Markham also supported the proposed Zoning By-law Amendment based on the conceptual design proposal (see Appendix B).

CONCLUSION:

Staff opine that the Application represents good planning that meets the objectives of Provincial policies, and Regional and City Official Plan policies supporting compatible intensification that takes advantage of existing services, located near transit corridors, and conserves identified cultural heritage resources. Staff and Heritage Markham have no objection to the demolition of the existing non-heritage building and 2014 addition on the Subject Lands. Therefore, Staff recommend that Council support the proposed zoning by-law amendment.

FINANCIAL CONSIDERATIONS

Not Applicable

HUMAN RESOURCES CONSIDERATIONS

Not Applicable

ALIGNMENT WITH STRATEGIC PRIORITIES:

The Proposed Development aligns with the City's Strategic Priorities of Safe Sustainable and Complete Community.

BUSINESS UNITS CONSULTED AND AFFECTED:

The Application was circulated to internal City department and external agencies and Heritage Markham Committee.

RECOMMENDED BY:

Giulio Cescato, MCIP, RPP
Director of Planning and Urban Design

Arvin Prasad, MCIP, RPP
Commissioner of Development Services

ATTACHMENTS:

Figure 1: Location Map

Figure 2: Aerial Photo

Figure 3: Photograph of the Incomplete Two-storey Commercial Addition

Figure 4: Conceptual Site Plan

Figure 5: Renderings of the Proposed Residential Development

Figure 6: Area Context/Zoning

Appendix A: Draft Zoning By-law Amendment

Appendix B: Heritage Markham Committee Extract (December 2022)

Figure 1: Location Map

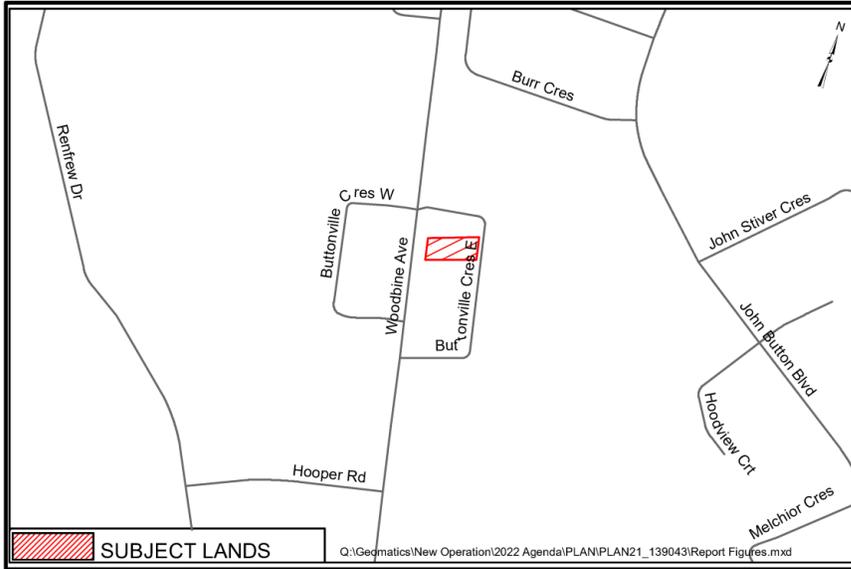


Figure 2: Aerial Photo



Figure 3: Photograph of the Incomplete Two-storey Commercial Addition

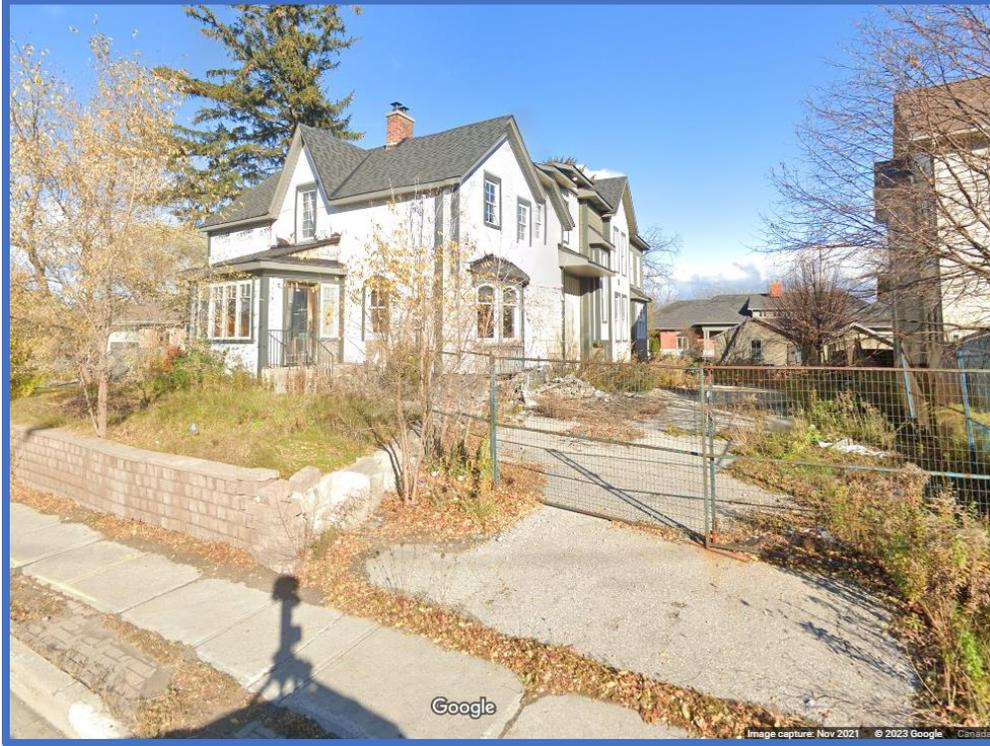


Figure 4- Conceptual Site Plan

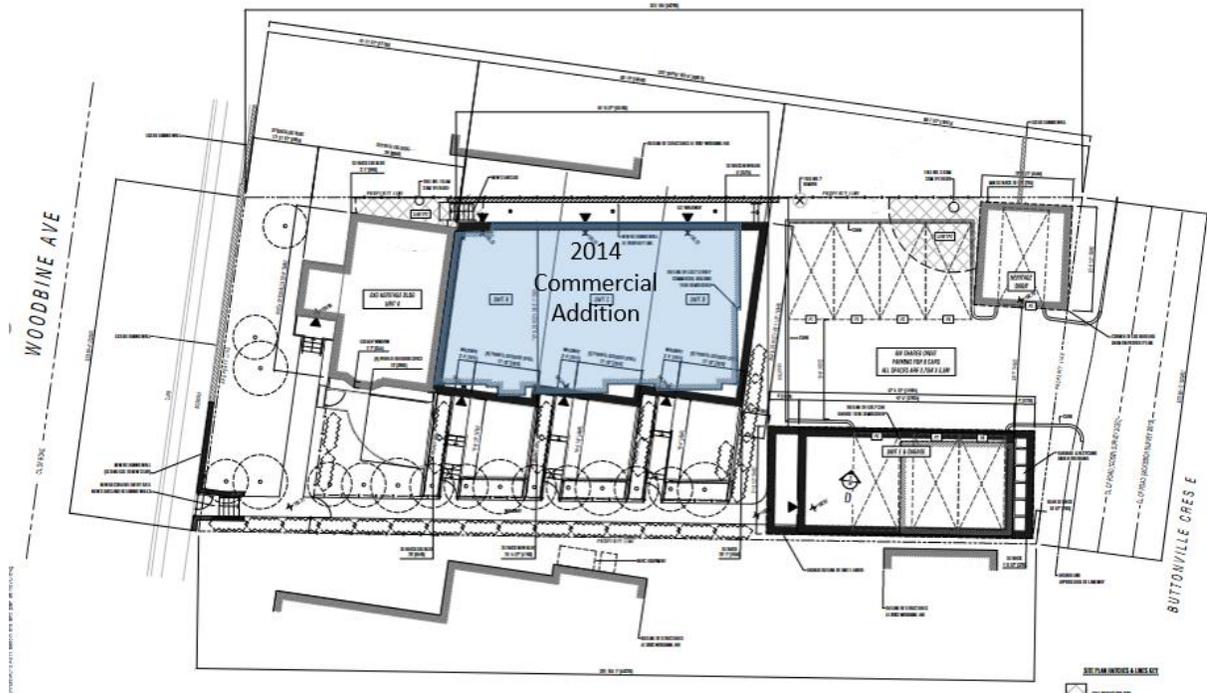


Figure 5: Renderings of the Proposed Residential Development



View from Woodbine Ave.



View from Buttonville Crescent East

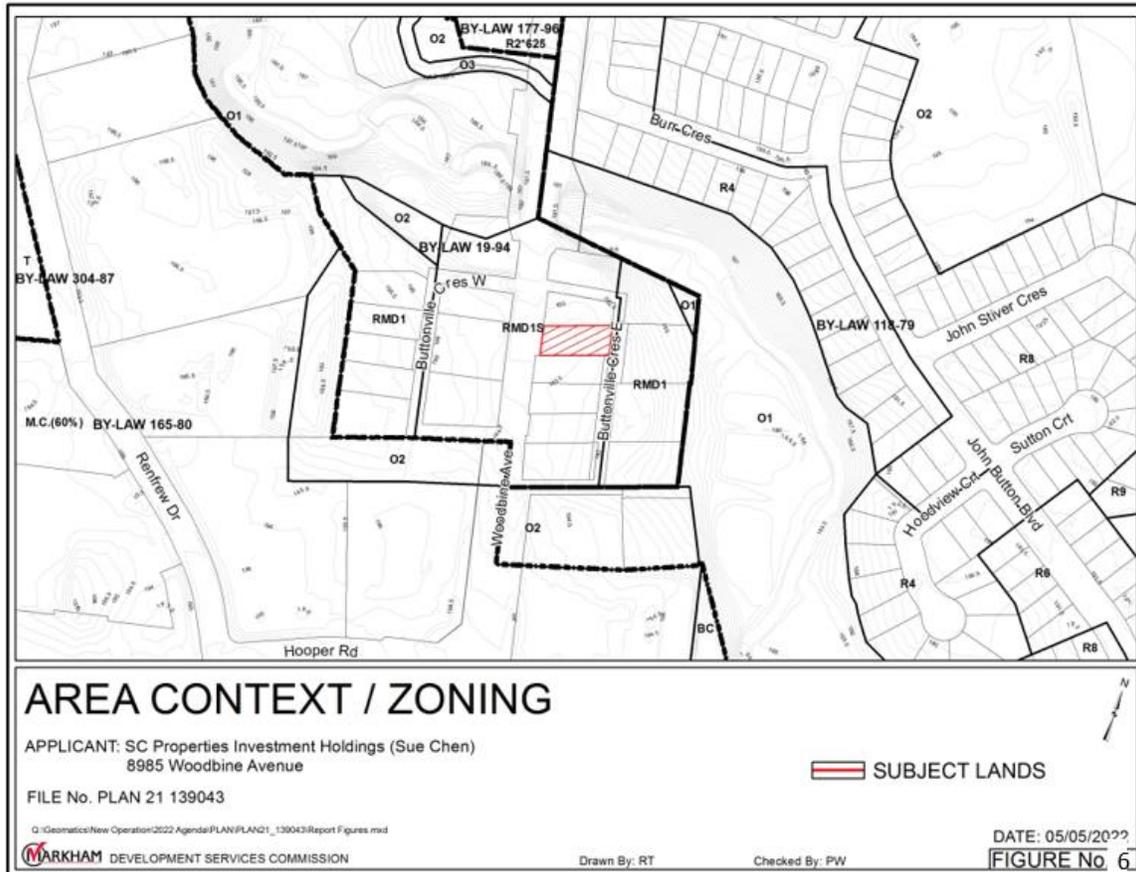


View from the property to the north looking south



View looking north at residential addition to William Sutton House

Figure 6- Area Context/Zoning



APPENDIX 'B' - Heritage Markham Extract of December 14, 2022**HERITAGE MARKHAM
EXTRACT**

Date: December 23, 2022

To: R. Hutcheson, Manager, Heritage Planning
P. Wokral, Senior Heritage Planner

EXTRACT CONTAINING ITEM # 6.3 OF THE TWELFTH HERITAGE MARKHAM
COMMITTEE MEETING HELD ON DECEMBER 14, 2022

6.3 ZONING BY-LAW AMENDMENT**PROPOSED RESIDENTIAL REDEVELOPMENT OF PROPERTY
8985 WOODBINE AVE., BUTTONVILLE HERITAGE CONSERVATION
DISTRICT (16.11)**

FILE NUMBER:
PLAN 21 139043

Peter Wokral, Senior Heritage Planner, advised that the Applicant has submitted a Zoning-By-Law amendment application to the City in support of their conceptual plans to redevelop the property for residential uses.

Luc Boulaine, Architect, representing the Applicant, presented the conceptual plans for the proposed residential development.

Susan Mintz, External Planner, representing the Applicant, was in attendance to respond to inquiries from the Committee.

The Committee provided the following feedback on the proposed residential redevelopment of 8985 Woodbine Avenue (the William Sutton House):

- Suggested that the proposal was an improvement from the previous proposal;
- A Committee Member expressed concern regarding closing off access from Woodbine Avenue, as they were concerned it would worsen traffic on Buttonville Crescent East which is considered to be a lane rather than a street due to its narrowness;
- Other Members did not think that the five proposed units would have significant impact on traffic;
- Some members expressed concern that the overhang of the second storey over the ground floor garage was out of character with the rest of the development;
- Contemplated if the garage with the apartment on top should be moved to the other side of the site to make room for a snow storage area;

- Suggested that the apartment over the garage was an innovative idea for creating affordable housing, but some Members expressed concern that it may be excessive in its massing and relationship to the adjacent property;
- Supported the revitalization of the barn;
- Supported the restoration of the William Sutton House retaining its prominence on Woodbine Avenue;
- Questioned if the porch on the William Sutton House had been altered over the years;
- Questioned the size of the proposed units;
- Questioned if the tree near the barn was being preserved;
- Suggested that the garage with the apartment on top was too close to the property line and that there should be more of a buffer between the two parking lots;
- Suggested that lawn maintenance should be included as part of the condominium fees.

Susan Mintz confirmed that the residential development is being proposed as a condominium and that parking allocation will be addressed through a future plan of condominium application. Ms. Mintz advised the unit above the garage is approximately 1000 square feet, and that the townhouses will each be approximately 2000 square feet. Ms. Mintz noted that the William Sutton House will continue to face Woodbine Avenue to provide it with a prominent location that showcases it as a culture heritage resource. Ms. Mintz explained that that rezoning application is required to allow for the townhouses not to front onto Woodbine Avenue. Ms. Mintz confirmed that the site has sufficient municipal servicing, and that it has a self-sufficient storm water management system on site. Ms. Mintz clarified that the previous owner had obtained a minor variance for the sideyard setback on the south side of the property where the proposed garage with the apartment is located.

Mr. Boulaine advised that the roof of the apartment over the garage was revised to be a gabled roof based on staff comments. Mr. Boulaine advised that the tree near the barn will be retained and that the City's arborist had reviewed the tree's location relative to the proposed residential development.

Mr. Wokral indicated that the existing front porch of the William Sutton House's appeared to have been constructed in the early 20th century, but speculated that there may have been an earlier full width veranda prior to the existing front porch.

Regan Hutcheson, Manager, Heritage Planning, advised that the project will return for the Committee's consideration at a future date, and that further discussion of design and technical related matters can occur at that time.

Moved by Lake Trevelyan
Seconded by Nathan Proctor

Recommendations:

THAT Heritage Markham has no objection to the demolition of the recently constructed two-storey commercial addition to the William Sutton House and the existing one-storey non-heritage garage;

THAT Heritage Markham supports the proposed restoration of the William Sutton House (subject to review of a future restoration plan) and its renovation to a residence;

AND THAT Heritage Markham has no objection from a heritage perspective to the proposed amendments to the Zoning By-law to permit the redevelopment of the property based on the conceptual plans, as presented

Carried