



SUBJECT: RECOMMENDATION REPORT
Unionville Re-Dev Corporation, Applications for Official Plan and Zoning By-law Amendments to permit a mixed-use development at 160, 162, 166, 170, 174, 182, and 186 Main Street Unionville (Ward 3)
File Nos. OP/ZA 22 253770

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

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

RECOMMENDATION:

- 1) That the staff report, dated June 27, 2023, titled “RECOMMENDATION REPORT, Unionville Re-Dev Corporation, Applications for Official Plan and Zoning By-law Amendments to permit a mixed-use development at 160, 162, 166, 170, 174, 182, and 186 Main Street Unionville (Ward 3), File Nos. OP/ZA 22 253770, be received;
- 2) That the Official Plan application submitted by Unionville Re-Dev Corporation to amend the City’s Official Plan be approved and the draft Official Plan Amendment, attached hereto as Appendix A, be finalized and brought forward to a future Council meeting to be enacted without further notice;
- 3) That the Zoning By-law Amendment application submitted by Unionville Re-Dev Corporation to amend the City’s Zoning By-law 1229, as amended, attached hereto as Appendix B, be finalized and brought forward to a future Council meeting to be enacted without further notice;
- 4) That Council has no objection to future demolition applications for the non-heritage, non-significant rear additions to 174 and 183 Main Street and the complete demolition of 186 Main Street;
- 5) And that Staff be authorized and directed to do all things necessary to give effect to this resolution.

EXECUTIVE SUMMARY:

The City has received Official Plan and Zoning By-law amendment applications from the Unionville Re-Dev Corporation for the properties 160, 162, 166, 170, 174, 182, and 186 Main Street Unionville (under one ownership), located in the commercial core of the Unionville Heritage Conservation District. The Owner proposes to realize the goals of the 2015 Main Street Unionville Community Vision Plan with the creation of two four-storey residential buildings in the existing rear parking areas, rear additions to existing historic buildings at 174 and 182 Main Street, and the construction of a new three-storey, mixed use building at 186 Main Street to replace the existing non-heritage building. The proposal includes residential condominium units, 13 purpose-built rental units, and retention of the historic Stiver Barn to be converted to commercial uses.

Concerns expressed at both the Community Information and statutory Public Meetings include traffic impacts resulting from construction and the creation of 63 new residential units, the loss of existing at-grade parking for commercial uses, potential impacts to the neighbouring public school, the proposed reduction in retail/restaurant space, coordination of construction with planned Main Street Unionville

Revitalization Project, Waste Management and Snow Removal, and how to reinvigorate the commercial core of Main Street.

Based upon review of the applications by internal departments, Heritage Markham, and external agencies, Staff opine that the proposed redevelopment meets the goals and objectives of Provincial and Regional policies, the City's Official Plan, and the 2015 Main Street Unionville Commercial Vision Plan. For the most part, the proposed redevelopment conforms to the 2018 Unionville Commercial Core Architectural Pattern Book and Heritage Conservation District Plan by preserving and enhancing the historic character of Main Street through compatible architectural design, while adding residential uses to support activity on Main Street.

PURPOSE:

This report recommends approval of the applications for Official Plan and Zoning By-law amendments (the "Applications"), submitted by Unionville Re-Dev Corporation (the "Owner") to permit a mixed-use residential development (the "Proposed Development") at 160, 162, 166, 170, 174, 182, 186 Main Street Unionville (the "Subject Lands").

Process to Date

- September 13, 2022: Staff deemed the Applications complete
- November 9, 2022: Heritage Markham reviewed the Applications and Proposed Development
- January 11, 2023: A Community Information Meeting ("CIM") was held
- February 27, 2023: A statutory Public Meeting was held
- The Applications were reviewed by internal departments and external agencies

Next Steps

- If approved, the Owner can enter into Site Plan Control Agreements with the City, and submit a Draft Plan of Condominium application.

BACKGROUND:

The Subject Lands are located on the west side of Main Street in the Unionville Heritage Conservation District (the "Heritage District")

The 0.62 ha (1.53 ac) Subject Lands are divided into a north and south parcel by a City-owned right-of-way that provides access to private rear lot parking and a temporary connection to the Parkview Public School parking lot when Main Street is closed for annual street festivals (see Figures 1 and 2).

There are five Class 'A' heritage resources on the Subject Lands, as shown in Table 1

Class 'A' properties are of major significance to the Heritage District possessing significant historical or architectural value. Class 'B' properties are important in terms of contextual value and contribute to the visual character of the village landscape.

Table 1: Heritage Resources on the Subject Lands

Address	Building	Protection
160 Main St	Historic Stiver Barn, c.1900	Class 'A', Heritage Easement Agreement
162 Main St	Historic John Brown House, c.1865	Class 'A'
166 Main St	Historic Wheelwright and Blacksmith Shop, c. 1840	Class 'A'

170 Main St	Former Fire Hall, c. 1930	Class 'B', Heritage Easement Agreement
174 Main St	Historic Queen's Hotel, c. 1871	Class 'A'
182 Main St	Historic Stiver-Sommerfeldt Store, c. 1877	Class 'A'
186 Main St	Non- Heritage Building (Il Postino), c. 1960	Class "B"

The properties are regulated by the policies and guidelines of the Unionville Heritage Conservation District Plan. Re-development of the properties in order to increase the number of residential units to support existing businesses is anticipated, and guided by both the 2015 Main Street Unionville Community Vision Plan and the 2018 Unionville Commercial Core Pattern Book (see Figure 3).

The Proposed Development will result in new residential units to the rear of commercial uses along Main Street Unionville

On the south parcel (160 Main Street), the Owner proposes to retain the existing Stiver Barn to be used for commercial uses (i.e. restaurant or retail) on a temporary basis and will be subject to a Hold Provision. The applicant has proposed to relocate the barn closer to Main Street with the possibility of having a mixed-use addition that would sympathetically integrate the barn into the proposed construction. Staff do not object to this approach in principle, but have recommended the use of a Holding Provision until the full concept can be developed and reviewed by Staff. The properties at 162, 166, and 170 are intended to remain with their current commercial uses. The Owner proposes to construct a four-storey, mixed-use building with a minimum 25% of the ground floor occupied by retail uses in the existing rear parking lot of 174 Main Street. More retail may be introduced if the applicant should determine it is viable. The Owner also proposes to construct a rear three-storey addition to the Queen's Hotel to provide seven residential units. A two-storey rear addition to the Stiver-Sommerfeldt store is proposed to provide two residential units and the demolition of the existing building at 186 Main Street (Il Postino) would allow a new three-storey mixed use building having an additional four residential units located above a commercial ground floor (see Figures 4 and 5).

In total, the proposed re-development is intended to provide approximately 50 condominium units and 13 purpose-built rental residential units on the Subject Lands. The redevelopment of the Subject Lands also proposes to replace 51, on-site, at-grade parking spaces located on lots behind the building fronting Main Street with 100 underground parking spaces for both residents of the new stand-alone buildings and retail/restaurant customers (50 spaces are intended for the residents of the stand-alone buildings, nine for visitors, and 41 for commercial users). No parking spaces are supplied for the 13 proposed purpose-built rental units.

Public consultation involved a Community Information Meeting (CIM) and a statutory Public Meeting and written submissions and comment by the public were received

The following concerns related to the Proposed Development were identified:

- The impacts of construction and traffic generated on pedestrian safety, traffic flow, and parking
- The loss of existing on-site and at-grade parking for the commercial users
- The impact on Parkview Public School, adjacent to the west property line, in terms of privacy, loss of existing vegetation, water run-off, and shadowing

- d) The loss of existing commercial space and the patio space located in front of 186 Main Street
- e) Co-ordination of construction with the planned re-construction of Main Street
- f) The anticipated method of waste and snow removal
- g) The slow and steady decline of retail on Main Street and the need for re-development and investment to restore vitality to the Unionville commercial core

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”) given the location of the Subject Lands is within 2 km from Unionville GO Station

The 2020 PPS provides direction on matters of Provincial interest related to land use planning and development, including building strong healthy communities with an emphasis on efficient development and land use patterns, promoting intensification, redevelopment and compact built forms, particularly in areas well served by public transit, and protection of cultural heritage resources.

The Growth Plan provides a framework for implementing the Province’s vision for building strong, prosperous communities within the Greater Golden Horseshoe to 2051, through 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 Markham Official Plan, 2014 (the “Official Plan”) provided the design enhances the at grade pedestrian experience

The Official Plan designates the Subject Lands “Mixed Use Heritage Main Street”, which permits multi-storey commercial and/or office buildings, multi-storey buildings with dwelling units located above the ground floor, and multi-storey residential buildings, where appropriate. The heights and densities of these buildings must be consistent with the Unionville Heritage Conservation District Plan, which limits building height to two storeys. Land use objectives of the Official Plan ensures compatible infill development and redevelopment are designed to enhance the Heritage District’s character and complement the area’s village-like, human scale development. The Owner’s proposed Official Plan Amendment addresses the following:

- i) permit an increase to the maximum building height from two to four storeys
- ii) permit stand-alone residential buildings not having frontage on a public street (south parcel) and residential units on the ground floor in behind commercial uses (north parcel) (see Appendix A)

The Official Plan states that all new development and redevelopment shall conform to the Unionville Heritage Conservation District Plan, which takes precedence over any other policies of the Official Plan. It also includes cultural heritage resource policies that require review of any development application affecting cultural heritage resources to ensure new development, site alteration, and

additions are contextually appropriate and maintain the integrity of all on-site and adjacent cultural heritage resources. Through its policies, the Official Plan allows Council to use planning tools and municipal controls to ensure a development that affects how these resources are designed, sited or regulated to protect and mitigate negative visual or physical impact on heritage attributes including considerations such as scale, massing, height, building orientation, and location.

The Heritage District Plan supports development that enhances the area's distinct heritage character and protects heritage resources

The Heritage District Plan ensures compatible infill development have regard for building design, materials and treatments, signage and lighting, landscape, and tree preservation to enhance the Heritage District's character and complement the area's village-like human scale development.

A new vision was developed for historic Unionville in 2015 and two approved documents provide appropriate guidance for new development in the core commercial area

The 2015 Main Street Unionville Community Vision Plan (the "Vision Plan") provides direction to guide new development and changes to both the public and private realms. Intended to foster Main Street's continued growth and viability, it contains recommendations and guidelines designed to ensure that new development is compatible with the existing historic character of Unionville while supporting limited growth and enhancing existing land uses.

The Vision Plan notes that where new buildings appear, their specific placement shape, size, height, and architecture will be fundamentally important to preserving and enhancing the existing character of the village. Of particular note is guidance on how to introduce new, complementary, multi-unit residential development having a 3 to 3 ½ -storey built form. A key outcome of the Vision Plan, is the 2018 Unionville Commercial Core Pattern Book – Village Design & Architectural Guidelines (the "Pattern book"), which is a basic guide to assist property owners, architects, and City Staff in understanding the design principles intended to create compatible new development, through regulating plan diagrams, general development standards, and historical architectural style guidelines.

The current zoning provides limits on where residential units are permitted

By-law 122-72, as amended, zones the Subject Lands "Heritage Main Street" (HMS), which permits a variety of commercial uses compatible with a traditional main street, including retail and specialty food stores, restaurants, cafes, bakeries, custom workshops, art galleries, craft and antique stores. The zone permits dwelling units, provided they are located on floors above the aforementioned permitted uses, to protect the commercial flow of the street. The Owner's proposed Zoning By-law Amendment is required for stand-alone residential buildings, residential dwelling units on the ground floor, four-storey buildings, and other site-specific development standards, including reduced parking standards (see Appendix B).

OPTIONS/ DISCUSSION:

Staff provide the following responses on the matters raised at the CIM and statutory Public Meeting

a) Impacts of Traffic/Pedestrian Safety

The Proposed Development is not expected to have a significant impact on traffic or pedestrian safety as the amount of traffic is expected to decrease through the proposed reduction in retail/office/commercial space, which tends to generate a greater amount of traffic than residential uses. Vehicular traffic will be further reduced due to the elimination of existing on-site surface

parking, which is currently being used twice daily by parents dropping off and picking up their children who attend Parkview Public School. Furthermore, despite the introduction of 63 new dwelling units, there are only 59 parking spaces provided to serve the residents of the two proposed stand-alone residential buildings. There are no parking spaces provided for the 13 proposed purpose built rental units. Also, the 41 additional underground spaces are proposed to replace the existing 53 at-grade spaces that support the existing on-site commercial uses, which contributes to the decreased traffic related to the Proposed Development.

The Proposed Development improves connectivity to Main Street and pedestrian safety by closing three existing private driveways accessed by the rear parking lots that currently impact the pedestrian experience along the west side of Main Street. All future residential and visitor vehicular traffic will be directed to the existing City-owned lane for underground parking access.

b) Loss of existing On-site and At-Grade Parking for Commercial Users

The Subject Lands currently provide approximately 51 at-grade parking spaces intended to support the existing commercial and professional office uses. The Owner's Parking Study indicates that the existing surface parking is under-utilized and that peak usage occurs when parents drop off and pick up children from the Parkview Public School. Based on the existing amount of commercial space, the Subject Lands provide 1 parking space for every 49 m² of net floor area, which is supported by the City's Transportation Staff.

c) Impacts to Parkview Public School

Concerns were expressed regarding the impacts of the Proposed Development on the adjacent public school respecting water run-off, potential shadowing, and privacy. The Owner will have to submit a storm water management plan with the future site plan application that will ensure that post-development water run-off does not exceed the pre-development, and that water is not directed onto neighbouring properties. Due to the distance and orientation of the public school from the proposed four-storey stand-alone buildings, and the timing of school programming, shadowing impacts will be minimal to none. Although the privacy of the school playground will be somewhat impacted by the removal of existing trees growing along the shared property boundary, the Owner indicated that the public school is receptive to the planting of replacement trees on school property to provide future privacy from overlook of the residential buildings.

d) Loss of Existing Commercial Space and Patio at 186 Main Street (Il Postino)

The Owner now agrees to retain the Stiver Barn for commercial uses on a temporary and go forward basis (subject to a Hold) and also proposes that a minimum 25% of the new mixed use buildings' ground floor be dedicated to retail uses, the possibility of more retail should it be proven viable. This represents an overall increase in the existing amount of retail floor space, and the possibility of creating a destination retail experience throughout the project

e) Coordination with re-construction of Main Street

The construction of the proposed redevelopment is expected to commence in the spring of 2024, at the same time as the City's planned Main Street Unionville Revitalization Project. This represents an opportunity to find efficiencies and minimize damage to infrastructure and the interruption of businesses on Main Street. The Owner has agreed to collaborate with the City's Capital Works

staff in the Engineering Department to coordinate construction, and the details of this can be captured in the future site plan agreement.

f) Waste Management and Snow Removal

The Owner indicated that waste generated by the Proposed Development is intended to be collected out-of-sight from the public, in a room secure from pests located in the underground parking area. Waste generated from the buildings fronting Main Street will continue to be collected by the City from the street. The conceptual site plan does not show areas for snow storage, and the Owner plans to have snow removed off-site by private contractors. The details of waste collection and snow removal will be addressed through the site plan control process.

g) The Decline of Retail on Main Street

Maintaining the viability of retail on Main Street has been an ever changing challenge for several decades following Main Street Unionville's renaissance of the 1980's. Rising rents, competition from big-box retail, and the popularity of on-line shopping have forced retailers to adapt in order to survive. The Vision Plan noted that Main Street Unionville requires renewed investments in order to remain viable as a retail and tourist destination. The Owner intends to maintain commercial uses along Main Street as part of this redevelopment while transforming an under-utilized and neglected parking areas into an attractive and architecturally compatible residential development that will add to the population utilizing Main Street stores and services.

The Applications have been reviewed by City departments and external agencies

Feedback has been obtained from Urban Design, Operations, Waste Management, Transportation, System Engineering, and Natural Heritage, and by Heritage Markham Committee.

Heritage Markham Committee (the "Committee") supports the introduction of residential uses

The Committee indicated support for the introduction of residential uses as proposed behind existing commercial uses, but recommends further refinement of the proposed massing and height components of the proposed buildings to be more reflective of the guidance provided in the Pattern Book. The Committee also recommends that the Barn Structure be retained and incorporated into the development, or be relocated to another local site preferably within the Unionville village area.

A portion of the Subject Lands are within a Special Policy Area ("SPA") designation

The property at 160 Main Street is currently included within the SPA of the 2014 Official Plan, as the parcel was previously included within the floodplain. These lands have now been removed from the floodplain, and Council endorsed a May 16, 2022, staff report recommending the removal of these lands from the SPA. Until these changes are approved by the Provincial government, which is expected soon, section 3.4.1.11 of the City's Official Plan prohibiting intensification within Special Policy Areas still applies. The Toronto and Region Conservation Authority ("TRCA") has provided comments to the same effect, and notes that a separate TRCA permit will be required once these lands have been removed from the SPA.

The requested Zoning By-law Amendment proposes reduced parking standards

The City's Parking By-law 28-97, as amended, requires parking for the Proposed Development to be provided at a rate of 1.25 spaces/unit for residents and 0.25 spaces/unit for visitors, resulting in a parking supply of 95 parking spaces. The Owner proposes a reduced parking standard of 0.8

spaces/unit for residents and 0.15 spaces/unit for visitors for the proposed market condominium units. No parking is provided for the proposed 13 purpose-built rental units. This results in a proposed parking supply of 59 parking spaces.

The proposed residential parking rates were determined through a review of best practice across the Greater Toronto Hamilton Area, the recent development approvals within the City, proxy site parking surveys at comparable site, and consideration of the characteristics of purpose-built rental use. Based on the survey results, the scale of proposed parking reduction and consideration of the current policy trend, the parking rates for the residential use is acceptable to Transportation Planning provided that the Owner can enhance its proposed Transportation Demand Management measures including, but not limited to, increasing number of years for subsidized car-share membership, increasing the number of bicycle parking spaces, and providing e-bike vouchers.

For the commercial uses, the City's Parking By-law 28-97, as amended, requires parking for the Proposed Development to be provided at a rate of 1 space/30 m² net floor area ("NFA") for office and retail uses and 1 space/15 m² NFA for restaurant use. The Owner proposes a reduced blended parking standard of 1 space/43 m² NFA for the commercial uses. The proposed commercial parking rate was determined through the parking surveys at the parking lot for the existing commercial uses. The survey results show a parking rate of 1 space/49 m² NFA, which is lower than the proposed parking rate. In addition, commercial parking spaces and visitor parking spaces can be shared. Therefore, the proposed parking rate for the commercial uses is acceptable to Transportation Planning.

The future of the Stiver Barn (the "Barn")

The Owner has agreed to retain the Barn on the south parcel, which will be subject to a Hold Provision, which will be lifted once the Barn has been satisfactorily incorporated in the future redevelopment of the site with residential commercial uses. In the interim, Staff will work with the applicant to develop a temporary retail/food service use while the full build out is designed and reviewed.

The Proposed Development will require demolition of existing buildings

The proposed demolitions include non-heritage or culturally insignificant additions made to both the Queen's Hotel at 174 Main Street constructed in the 1980's and at 182 Main Street. A new building is being proposed at 186 Main Street that will require the demolition of the existing building, which is identified as a Class 'B' property in the District Plan. Although the building has been modified in a very complementary manner from the original 1960s post office facility, it does not possess cultural heritage value and demolition is supported. Demolition of any building in a heritage conservation district requires Council approval.

The Proposed Development slightly deviates from approved city heritage/design objectives

The Applications seeking permission for four-storey residential buildings that do not conform to the guidelines of the Vision Plan or the Pattern Book, which recommends a maximum height of 3 ½ storeys or 3 storeys, if the building has a mansard roof, as is proposed for the two stand-alone residential buildings. The proposed stand-alone buildings also have larger footprints than envisioned, or recommended in either document. Notwithstanding this, based on perspective renderings, the proposed height and scale of these buildings do not appear to negatively impact the existing

commercial buildings that front Main Street, as their perceived height is diminished due to their distance from the street, and much of their mass screened from view by the existing buildings.

CONCLUSION:

Staff opine that the Applications represent 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 on well serviced transit routes, and that the Applications will support new development that is reflective of and compatible with the existing historic character of Unionville. Therefore, Staff recommend that Council support the Applications. Staff also recommend that Council indicate that it has no objection to the identified demolitions.

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 Applications were circulated to internal City department and external agencies and the Heritage Markham Committee.

RECOMMENDED BY:

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

Arvin Prasad, MCIP, RPP
Commissioner of Development Services

FIGURES AND APPENDICES:

Figure 1: Location Map

Figure 2: Aerial Photo

Figure 3: Rendering of Conceptual Development of Site in Vision Plan

Figure 4: Conceptual Site Plan

Figure 5: Conceptual Rendering Birdseye View

Figure 6: Photograph of the Stiver Barn, 160 Main Street Unionville

Appendix A: Draft Official Plan Amendment

Appendix B: Draft Zoning By-law Amendment

AGENT:

Marshall Smith c/o KLM Planning Partners Inc.

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Tel: (905) 669-4055 (ext. 222); Email: msmith@klmplanning.com

Figure 1: Location Map

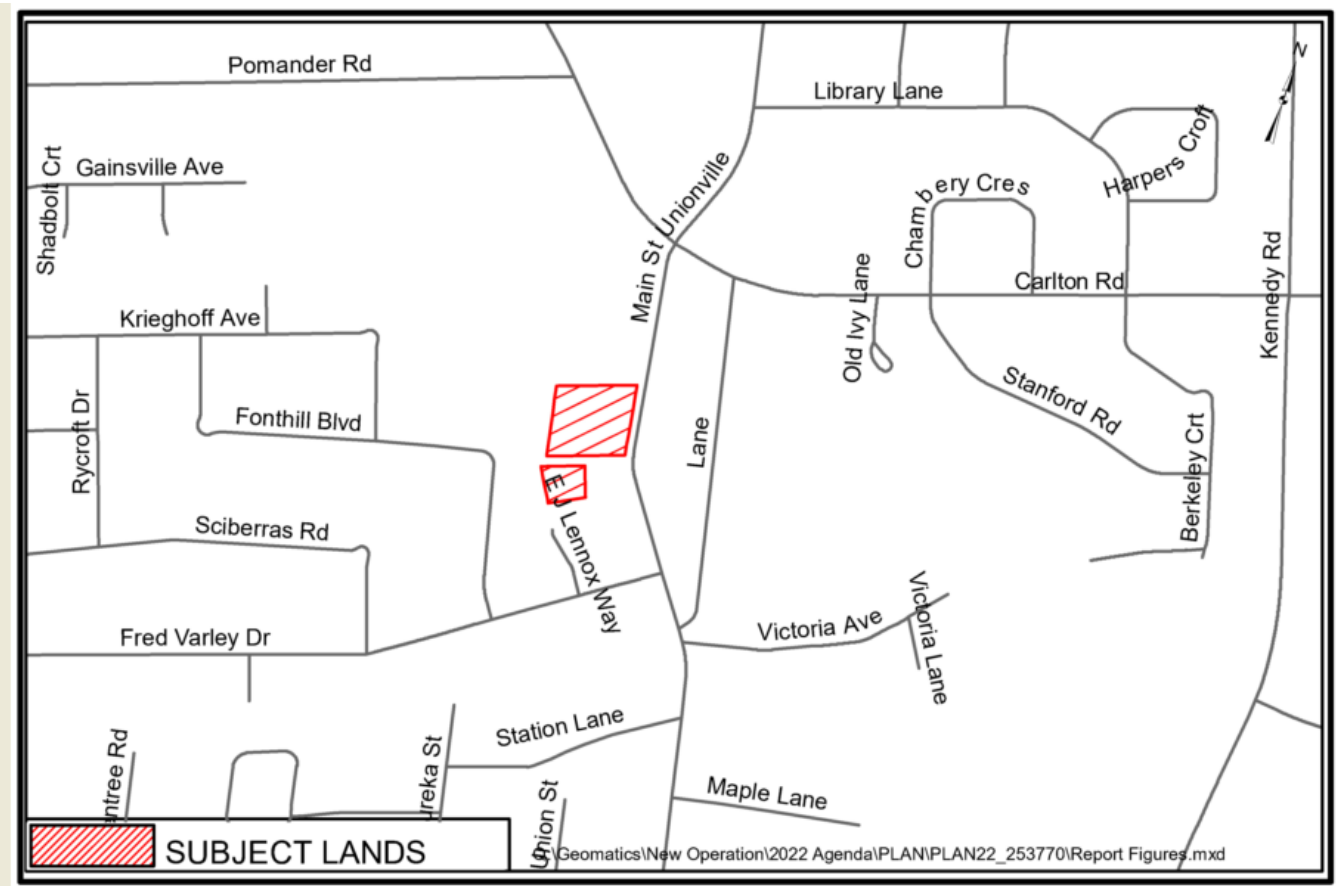


Figure 2- Aerial Photo



Figure 3: Rendering of conceptual development of Site in Vision Plan



Figure 4: Conceptual Site Plan



Figure 5- Conceptual Rendering Birdseye View



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| ① Proposed South Residence | ⑤ #170 Main St (Firehall Confectionary) To Remain With Addition |
| ② Proposed North Residence | ⑥ #178 Main St (Queen's Hotel) To Remain With Addition |
| ③ #162 Main St To Remain | ⑦ #182 Main St (Optical) To Remain With Addition |
| ④ #166 Main St (Bistro) To Remain | ⑧ #186 Main St (Il Postino) To Be Demolished & Replaced With New |

Figure 6: Photograph of the Stiver Barn, 160 Main Street Unionville

