



MEMORANDUM

TO: Heritage Markham Committee

FROM: Regan Hutcheson, Manager, Heritage Planning

DATE: February 20, 2024

SUBJECT: Applications for Official Plan and Zoning By-law Amendment
31-51 Old Kennedy Road, Milliken
Proposed Development (“William Prebble House”)

FILE: PLAN 23 148834

Property/Building Description: 1 ½ storey, frame dwelling constructed 1895-1896

Use: Residential/Vacant

Heritage Status: Listed on the Markham Register of Property of Cultural Heritage Value or Interest

Application/Proposal

- A 30-storey building (24 storeys with a six-storey podium), consisting of 372 residential units, including four integrated live-work units fronting Old Kennedy Road, and 305 m² of ground level commercial space is proposed. The Owner also proposes to convey a portion of the lands for a public right-of-way (the westerly extension of Sun Yat-Sen Avenue) (the “Proposed Development”). See Appendix ‘C’.
- The Proposed Development consists of two properties. Removal of the listed heritage property at 51 Old Kennedy Road (the “Heritage Property”) is contemplated as part of the development proposal. The proposed continuation of Sun Yat-Sen Avenue to Old Kennedy Road would impact the existing dwelling.

Background

- A gas station, accessory building, and detached dwelling (listed under Section 27 of the Ontario Heritage Act) currently occupy the .30 ha (0.75 ac) (the “Subject Lands”). See Appendix ‘B’ for photos.
- Surrounding land uses include older commercial uses in former dwellings and other low rise building forms as well as newer residential developments. To the east of the Subject Lands are two multi-storey residential developments.
- The existing dwelling on the Heritage Property is a small labourer’s cottage built at the end of 19th century. See Appendix ‘E’ for the research report. There are also other listed

heritage properties in the immediate vicinity including the property to the north of the Heritage Property.

Legislative and Policy Context

Ontario Heritage Act

- Section 27 of the *Ontario Heritage Act* (the “Act”) provides a mechanism for a municipality to include properties on a municipal heritage register;
- Note that “listing” a property as provided for by Section 27 (3) of the Act does not necessarily mean that the property is municipally-considered to be a significant cultural heritage resource, rather it provides a mechanism for the municipality to be alerted of any application to demolish or insensitively alter the on-site structure(s), and provides time for further evaluation and review of the property for potential designation under Part IV of the Act.

Ontario Heritage Act, Regulations

If the City wishes to protect a heritage property as part of a development application (a prescribed event), it must initiate designation through Council within 90 days from the date the application is deemed complete (January 16, 2024). If this does not occur, the resource cannot be designated until the planning application process is completed.

City of Markham Official Plan (2014)

- Chapter 4.5 of the Official Plan (“OP”) contains polices concerning cultural heritage resources. The following are relevant to the current proposal.
- Concerning the identification and recognition of ***cultural heritage resources***, Chapter 4.5.2.4 of the OP states that it is the policy of Council:

*To ensure consistency in the identification and evaluation of ***cultural heritage resources*** for inclusion in the ***Register of Property of Cultural Heritage Value or Interest*** and/or for individual property designation, by utilizing the criteria for determining ***cultural heritage*** value or interest established by provincial regulation under the Ontario Heritage Act and criteria included in Markham’s Heritage Resources Evaluation System.*

- Concerning the protection of ***cultural heritage resources***, Chapter 4.5.3.2 of the OP states that it is the policy of Council:

*To give immediate consideration to the designation of any ***significant cultural heritage resource*** under the Ontario Heritage Act if that resource is threatened with demolition, inappropriate alterations or other potentially adverse impacts.*

Milliken Mills Secondary Plan (Draft- 2023/2024)

- The Secondary Plan is not yet approved. In May 2023, Planning staff were authorized to schedule a statutory public meeting on the Milliken Centre Secondary Plan Draft Policies. The

public meeting was held in November 2023 and a final recommendation report is proposed for spring of 2024;

- Nine cultural heritage resources were identified – three designated and six listed (see Appendix ‘D’). As part of the study process, the heritage resources were evaluated and 51 Old Kennedy Road was classified as a Group 3 property. This was supported by Heritage Markham Committee on February 14, 2018.

Staff Comment

Ontario Regulation 9/06 Evaluation

- The Heritage Property was evaluated using Ontario Regulation 9/06 “Criteria for Determining Cultural Heritage Value or Interest” in accordance with the above-referenced OP policy. This regulation, introduced by the Province in 2006 and revised in 2023, provides a uniform set of criteria for municipalities to use when determining whether a property should be considered a significant cultural heritage resource. As per Provincial direction, a property must now meet a minimum of two (2) of the 9/06 criteria to warrant designation under Part IV of the Act;
- Based on research undertaken by Heritage Section staff (“Staff”) included as Appendix ‘E’ of this memo, the Heritage Property has minimal *design/physical value*, *historical/associative value* and *contextual value* and would not appear to meet the minimum number of Ontario Regulation 9/06 criteria required for designation. As noted in the research report, the Heritage Property has some historical value, but there is insufficient design value, owing to the current condition and modifications made to an already utilitarian structure, and insufficient contextual value, as there are nearby properties that better define the area’s historical character.

Markham’s Heritage Resources Evaluation System

- As earlier noted, the Subject Property was evaluated using Markham’s Heritage Resources Evaluation System in 2018 and was classified as ‘Group 3’;
- This evaluation system, adopted by the City in 1991 to offer more context-specific criteria for the assessment of potential significant cultural heritage resources, has a point-based property classification system consisting of three tiers (Group 1, 2 and 3). It is a complementary evaluation system to Ontario Regulation 9/06 to which it predates.
- The City’s Group 1, 2 and 3 classifications are defined as follows:
 - **Group 1**
Those buildings of major significance and importance to the Town and worthy of designation under the Ontario Heritage Act.
 - **Group 2**
Those buildings of significance and worthy of preservation.
 - **Group 3**
Those buildings considered noteworthy.
- Guidance for Group 3 properties:
 - The designation of the building pursuant to the Ontario Heritage Act may be supported with an approved restoration plan, but would not be initiated by the City.
 - Retention of the building on the site is supported.

- If the building is to be demolished, a photographic record, measured drawings and/or salvage of significant architectural elements may be required.
- The City's Evaluation System guidelines also indicate the following:
 - *It should also be noted that the designation or demolition of a building should not be based solely on the results of this rating and classification exercise. There may be exceptions, for example where a building may possess one specific historical attribute of great significance, but otherwise receives a low rating. While the evaluation criteria and classification system will provide a valid guideline for both staff and Council, the Town (now City) should retain the option to make exceptions when necessary.*

Site Visit

- Staff undertook a site visit to the property. The building was not habitable and generally in poor condition. It has been boarded for over ten years. The dwelling also has a very small building footprint limiting its utility.

Conclusions

Based upon the above findings, staff do not recommend retention of the building, but do suggest a recommendation to obtain an interpretive plaque as a condition of approval to highlight the former use of the property by the Prebble family as part of the former Milliken community.

Suggested Recommendation for Heritage Markham

THAT Heritage Markham is of the opinion that 51 Old Kennedy Road is not a significant cultural heritage resource worthy of retention;

THAT as a condition of any future development approval, a Markham Remembered plaque be secured;

And THAT the committee has no further comment on the proposed development applications.

ATTACHMENTS:

Appendix 'A'	Property Map and Aerial Image
Appendix 'B'	Photographs of the Subject Property
Appendix 'C'	Proposed Development
Appendix 'D'	Draft Milliken Mills Secondary Plan- Cultural Heritage Resources
Appendix 'E'	Research Report

Appendix 'A'

Property Map and Aerial Image of the Subject Property



The subject property outlined in red [above] and an aerial image of the subject property [below]

Appendix 'B'

Photographs of the Subject Property



Gas Station with dwelling to the left. Multi-storey residential to the east. (Google Maps, Oct 2020)



Front (West) Elevation and South Elevation, November 30, 2023- Site Visit



East (Rear) Elevation, November 30, 2023- Site Visit

Appendix 'C'

Proposed Development

Conceptual Site Plan

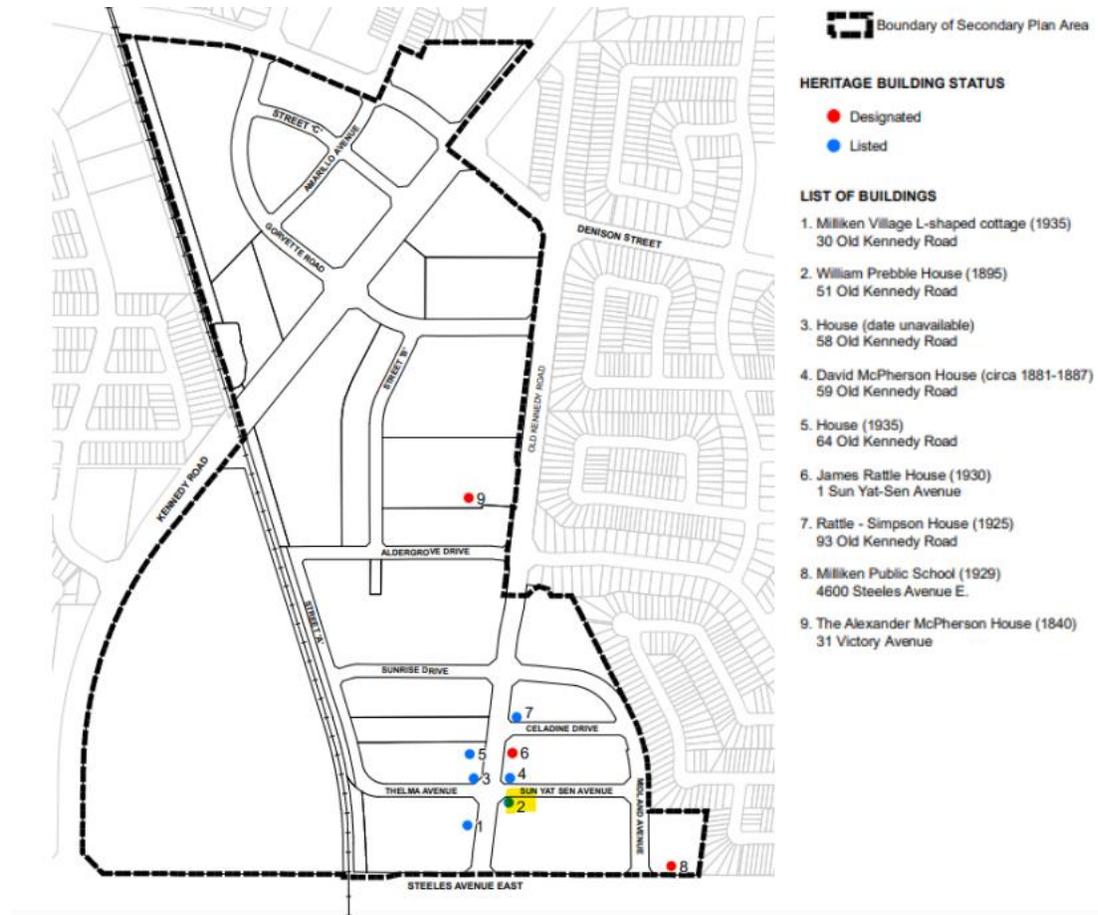


Conceptual Rendering - North-east view



Appendix 'D'

Draft Milliken Mills Secondary Plan- Cultural Heritage Resources



The subject property is identified as #2

Appendix 'E'

Research Report

RESEARCH REPORT



William Prebble House 51 Old Kennedy Road c.1895

Historical Background:

The William Prebble House was constructed on Lot 6, within a small subdivision of village lots created in the mid-1830s by Joseph Vancise Jr. Vancise purchased the west 100 acres of Township Lot 1, Concession 6, in 1832 from Joseph Tomlinson. The subdivision and sale of lots marked the founding of a crossroads community that would eventually be called Milliken, after a prominent local family. Village Lot 6, in association with Village Lot 4, was owned by a series of blacksmiths beginning with John Crone in 1843. A blacksmith shop may have operated from this site from the early 1840s into the late 1880s, therefore there is potential for archaeological resources relating to this use. In 1887, the property was sold to Catherine McPherson, the widow of David McPherson, a member of an early Milliken family of Scottish origin. Catherine McPherson resided in a house that still stands at 59 Old Kennedy Road.

In 1895, Catherine McPherson sold the property to William Prebble (1859-1900), a labourer residing in the part of Milliken located on the south side of the town line, in neighbouring Scarborough Township. Prebble was born in Ontario and married to Ada Anne Curtis. There were six children in the family. One of their sons, Luther William Prebble, served with the Canadian Mounter Rifles, Canadian Expeditionary Force, during World War One.

A modest one and a half storey dwelling was constructed for the Prebbles c.1895-1896. After the death of William Prebble in 1900, Ada Prebble remarried and became Ada Whittle.

In 1956, the family home was willed to Howard Prebble, the youngest son. Howard Prebble, like his father, was a labourer. He resided here until his death in 1968. The property was sold by his estate in 1969, after which it was no longer in the ownership of the Prebble family.

Architectural Description:

The Prebble House is a small, one and a half storey frame dwelling with a simple rectangular plan and a medium-pitched gable roof with projecting eaves. It has been converted to commercial use. The building is clad in asphalt shingles, which conceals the nature of its original siding. Based on local examples from the same time period, this may have been vertical tongue and groove wood siding. The front façade has a central door sheltered by a gable-roofed open porch supported by simple wood posts. To the right of the front door is a large plate glass window. Older photos show a smaller window opening to the left of the door, likely indicating the proportions of the original window openings of a symmetrical 3 bay front wall. On the south gable-end wall, a large opening has been created, possibly to allow vehicles or other equipment to enter.

Stylistically, the Prebble House is an altered example of a simple labourer's or tradesman's cottage, which according to the 1891 census, contained four rooms when used it was used as a dwelling. The building, prior to the modern-era alterations, had the balanced, symmetrical form that was a hold-over from the older Georgian architectural tradition, a form much used for the modest dwellings of those that worked in local industries. These small buildings provided basic accommodation for workers and their families but typically did not have much in the way of decorative detail, except perhaps around a front porch or veranda. The Prebble House porch appears to be a mid-20th century feature added to the 1890s dwelling, perhaps replacing an earlier porch or veranda.



Archival Photograph, 1991

Context:

The Prebble House is related to the period in Milliken's history when it was a crossroads hamlet in a primarily agricultural community. It is one of three remaining 19th century structures in the area. Although its original architectural character has been altered through conversion to commercial use, the building's form remains recognizable as a former dwelling within the hamlet.

G. Duncan, December 2017, with historical research by Su Murdoch Historical Consulting.