



Report to: Development Services Committee

Report Date: May 22, 2012

SUBJECT:	Victoria Square Heritage Conservation District Study Area
PREPARED BY:	George Duncan, Senior Heritage Planner, ext. 2296
REVIEWED BY:	Regan Hutcheson, Manager of Heritage Planning, ext. 2080

RECOMMENDATION:

- 1) That the staff report titled "Victoria Square Heritage Conservation District Study Area," dated May 22, 2012, be received;
- 2) That the properties at 3047 Elgin Mills Road East and 10728 Woodbine Avenue be added to the Register of Property of Cultural Heritage Value or Interest;
- 3) That the boundary of the future study area, as recommended by Heritage Markham, be approved as shown on Figure 2;
- 4) That Staff be authorized to hold a public information meeting to discuss the purpose, effects and process of designating Victoria Square as a Heritage Conservation District, and to obtain feedback on this proposal from the community;
- 5) And that staff be authorized and directed to do all things necessary to give effect to this resolution.

EXECUTIVE SUMMARY:

Not applicable.

PURPOSE:

The purpose of this staff report is to advise Council on staff's research into the feasibility of a Heritage Conservation District Study Area for the community of Victoria Square, and to obtain Council's authorization to hold a public information meeting on the potential future designation of Victoria Square as a Heritage Conservation District under Part V of the Ontario Heritage Act.

BACKGROUND:

Six potential Heritage Conservation Districts were identified in 2004

On June 30, 2004 Council passed a resolution identifying a number of historic communities in Markham as areas for consultation and future study as potential Heritage Conservation Districts. Victoria Square, an historic crossroads community in north west Markham, was among the six areas identified for examination. A map showing the extent of a possible future Heritage Conservation District Study Area was included in the associated staff report (Figure 1).

Official Plan Amendment OPA 182 generated discussion of a potential Heritage Conservation District for Victoria Square

As part of Council's consideration of an official plan amendment affecting Victoria Square (OPA 182), at the October 6, 2009 Development Services Committee meeting a resolution was passed asking staff to report back on designating Victoria Square as a Heritage Conservation District Study Area. This was based on feedback from local residents who expressed their desire that the character of their community be protected, at the time OPA 182 was under review.

A consultant was engaged to conduct in-depth research

The Heritage Section Staff Work Program for 2010 identified the need to undertake historical research on properties in Victoria Square as the first step in determining the area's suitability as a Heritage Conservation District Study Area. Some background work had already been undertaken by a co-op student during the previous year. Funding was allocated for detailed research into Victoria Square in the 2010 Planning and Urban Design budget. Terms of Reference were created and Su Murdoch Historical Consulting was engaged to carry out the project. This consultant had previously been engaged by the Town to produce the Markham Village Interpretive Project.

The area has a large number of heritage buildings

The area examined by the consultant was the same as the boundary established in 2004, which included the core of the hamlet, centred on the intersection of Woodbine Avenue and Elgin Mills Road East. The consultant examined the history of the community and conducted research into each individual property within the boundary. The total number of properties within the boundary is 43. Of these, 22 are listed on the Town of Markham *Register of Property of Cultural Heritage Value or Interest*, and two of these are individually designated under Part IV of the Ontario Heritage Act. Two more properties, not currently listed on the *Register*, were found to be of heritage interest. A list of the heritage properties is attached as Appendix 'A.'

Two properties are recommended to be added to the Register

The two properties of heritage interest, not currently on the *Register of Property of Cultural Heritage Value or Interest* are the Edgar Steckley House and shop, c.1944 at 3047 Elgin Mills Road East, and the John Wilmot Brumwell House c.1941, 10728 Woodbine Avenue. Staff recommend that these properties be added to the *Register* as part of the recommendations of this staff report.

Victoria Square is one of Markham's oldest communities

Victoria Square is one of Markham's oldest communities. Unlike many other villages and hamlets in Markham's early history, this community did not evolve around a mill site or railway; rather it developed at the crossroads of Woodbine Avenue and the Markham and Elgin Mills Plank Road. Initially, European settlement took the form of farms settled by American immigrants of Pennsylvania-German origin, including the Heise, Schell and Horner families, as well as English families such as the Reads and Frisbys. The core of the community began with the establishment of Primitive Methodist and Wesleyan Methodist churches during the 1830s-1840s, followed by the emergence of typical 19th

century businesses such as an inn serving travelers on the plank road, general stores, blacksmith shops, boot and shoe makers, and carriage makers. Village lots were subdivided from farm properties at the crossroads to accommodate the businesses and industries, as well as providing building lots for the people employed in these enterprises. A post office was established in 1854.

Recent planning context

In the present Official Plan, Victoria Square is designated as a Hamlet, though this may change as the result of the current Official Plan review, which proposes to remove the Hamlet designation and replace it with Residential Low Rise. Most of the properties in the proposed heritage conservation district study area are zoned Single Family Rural Residential (RRH), with other properties zoned Single Family Rural Residential (R1), Agricultural and Single Family Residential (RR4) and Open Space (O2). The RR4 zone includes a community park and community hall, and the O2 zone includes two historic cemeteries and a place of worship.

A staff-initiated official plan amendment OPA No.182, was approved in 2009 to establish land use provisions and urban design guidelines for all new development within the Hamlet of Victoria Square, in order to protect and preserve the character of the community. Council directed that new development be restricted to single detached residential uses only, which reflected the existing zoning for the area at the time. Council also directed that the Hamlet be subject to site plan control, and required that all new development be of compatible historical architectural styles through specific urban design guidelines.

The OPA was appealed by several property owners, who were successful in obtaining the approval of the Ontario Municipal Board for commercial designation for a selected number of properties, subject to the approval of zoning by-law amendments.

At this time, one property owner has successfully rezoned their property at 10757-10761 Woodbine Avenue from Single Family Rural Residential (RRH) to General Commercial (C1) for the purpose of a professional office and resource centre. The development associated with the property involved the restoration of a heritage house and the construction of a compatible addition.

OPTIONS/ DISCUSSION:**Markham has four Heritage Conservation Districts**

Markham has four designated Heritage Conservation Districts: Thornhill (designated in 1986), Markham Village (designated in 1991), Unionville (designated in 1997) and Buttonville (designated in 2011). At the present time, Victoria Square is under consideration for a Heritage Conservation District Study Area in response to recent planning policy initiatives and community concerns about the impact of the surrounding new development that is changing the context of this former rural residential neighbourhood.

Heritage Conservation Districts are areas of special historic and architectural character

A Heritage Conservation District is a collection of buildings, streets and open spaces that collectively are of special historical and/or architectural significance to the community. A Heritage Conservation District is a place of special character or association with an integrity of its own that distinguishes it from other areas of the community. Victoria Square, with its concentration of heritage buildings, historic streets and mature trees, reflects the above description and is recognized as a place of special character through OPA No.182.

Heritage Conservation Districts protect built heritage resources and their context, but their purpose is not to create a static place where change is prohibited. Rather, the purpose is to guide change so that it contributes to the district's architectural and historical character.

The Ontario Heritage Act enables municipalities to identify and designate Heritage Conservation Districts.

Part V of the Ontario Heritage Act provides for the designation of Heritage Conservation Districts. This legislation enables municipalities, through study, to define the areas to be designated and to develop policies and guidelines to assist in the regulation of various types of development within the districts, in order to ensure that the district's character and viability are maintained and enhanced.

The legislation prescribes the scope of a Heritage Conservation District Study

The Ontario Heritage Act prescribes the scope of a Heritage Conservation District Study, including the following items:

- (a) examine the character and appearance of the area that is the subject of the study, including buildings, structures and other property features of the area, to determine if the area should be preserved as a heritage conservation district;
- (b) examine and make recommendations as to the geographic boundaries of the area to be designated;
- (c) consider and make recommendations as to the objectives of the designation and the content of the heritage conservation district;
- (d) make recommendations as to any changes that will be required to the municipality's official plan and to any municipal by-laws, including any zoning by-laws.

Heritage Markham is to be consulted with respect to the study

The Ontario Heritage Act requires that the municipal heritage committee be consulted with respect to the Heritage Conservation District Study. Staff has advised Heritage Markham about the proposed Heritage Conservation District Study Area, and the study that will follow the formal recognition of the study area. Heritage Markham passed a resolution in support at their April 11, 2012 meeting (See Extract, Appendix 'B').

The proposed boundaries of the study area are slightly different from the 2004 boundaries

The proposed boundaries of the Victoria Square Heritage Conservation District Study Area are slightly different from the 2004 boundaries. Staff recommend that the vacant property at the north west corner of Elgin Mills Road and Thomas Read Road be included to provide a logical eastern edge for the study area, and that the three properties north of the Read Cemetery on the east side of Woodbine Avenue, north of Elgin Mills Road, not be included because they are a group of non-heritage buildings north of the logical northern edge provided by the historic cemetery.

A by-law to designate a Heritage Conservation District Study Area can provide interim protection

The Ontario Heritage Act enables a municipality to enact a by-law to designate the area specified in the by-law as a formal Heritage Conservation District Study Area for a period of up to one year. This type of by-law allows the municipality to regulate alterations to existing buildings, new construction, and demolition. Notice of the passing of this by-law is required to be served on each owner of property within the study area and the Ontario Heritage Trust, and published in a local newspaper.

The study area by-law is optional and is not required to undertake a Heritage Conservation District Study or to ultimately designate a district. Its key purpose is to allow interim control measures to be introduced to protect heritage resources that may be under threat. Interim control measures should only be considered where there is a clear and immediate threat to the integrity of the area. Many municipalities prefer to proceed without a study area by-law since it is only in effect for one year and the municipality cannot extend the timeframe nor pass another interim control by-law which includes any part of the former study area for a three-year period. Staff is not recommending the adoption of a study area by-law at this time.

Next steps

Staff recommends that before this type of by-law is considered by Council, that a public information meeting be held to discuss the purpose, effects and process of designating Victoria Square as a Heritage Conservation District, and to obtain feedback on this proposal from the community. In the meantime, staff is continuing to research and assemble the information needed for the study, which will continue over the summer months.

FINANCIAL CONSIDERATIONS AND TEMPLATE: (external link)

Funding for this project, in the amount of \$30,500.00, was approved in the 2011 budget.

HUMAN RESOURCES CONSIDERATIONS

Heritage Markham's resolution of April 11, 2012 (Appendix 'B') expressed concern about staff's capacity to support expanded responsibilities that will result from undertaking work on a future Heritage Conservation District. Planning and Urban Design will undertake a review of the Heritage Section's work program as part of the 2013 operating budget process to address this matter.

ALIGNMENT WITH STRATEGIC PRIORITIES:

The protection of historic neighbourhoods through the identification, study and designation of Heritage Conservation Districts aligns with the strategic priorities of Managed Growth and Environment.

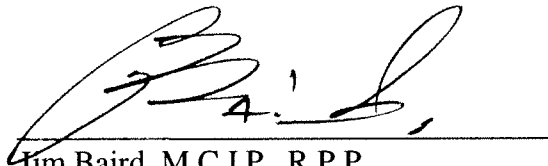
BUSINESS UNITS CONSULTED AND AFFECTED:

Not applicable.

RECOMMENDED BY:



Rino Mostacci, M.C.I.P., R.P.P.
Director of Planning & Urban Design



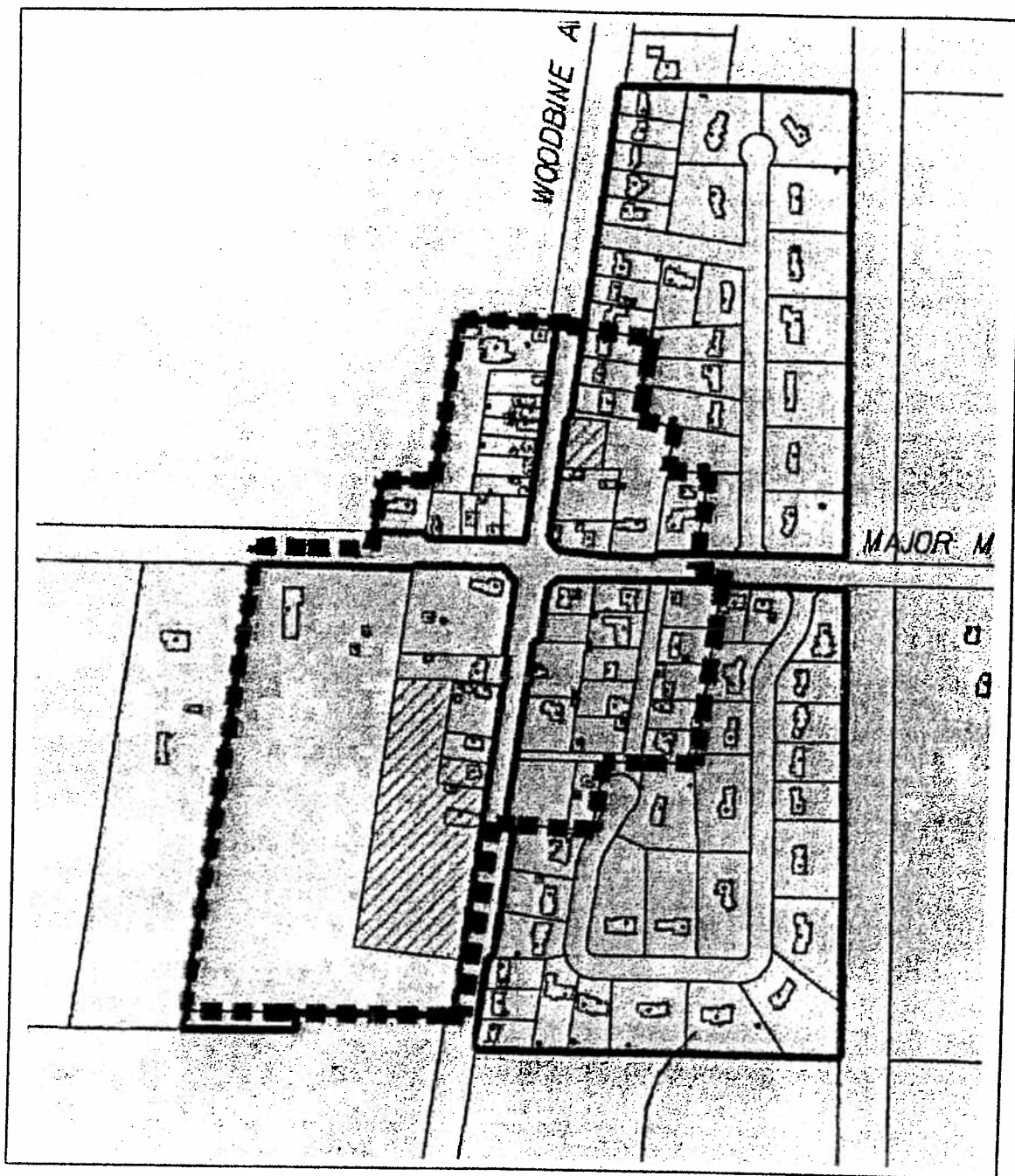
Jim Baird, M.C.I.P., R.P.P.
Commissioner of Development Services

ATTACHMENTS:

- Figure 1: Proposed Heritage Conservation District Study Area, 2004
- Figure 2: Proposed Heritage Conservation District Study Area, 2012
- Figures 3-6: Photographs of Heritage Buildings in Victoria Square
- Appendix 'A': Listed and Designated Properties of Cultural Heritage Value or Interest
- Appendix 'B': Heritage Markham Extract

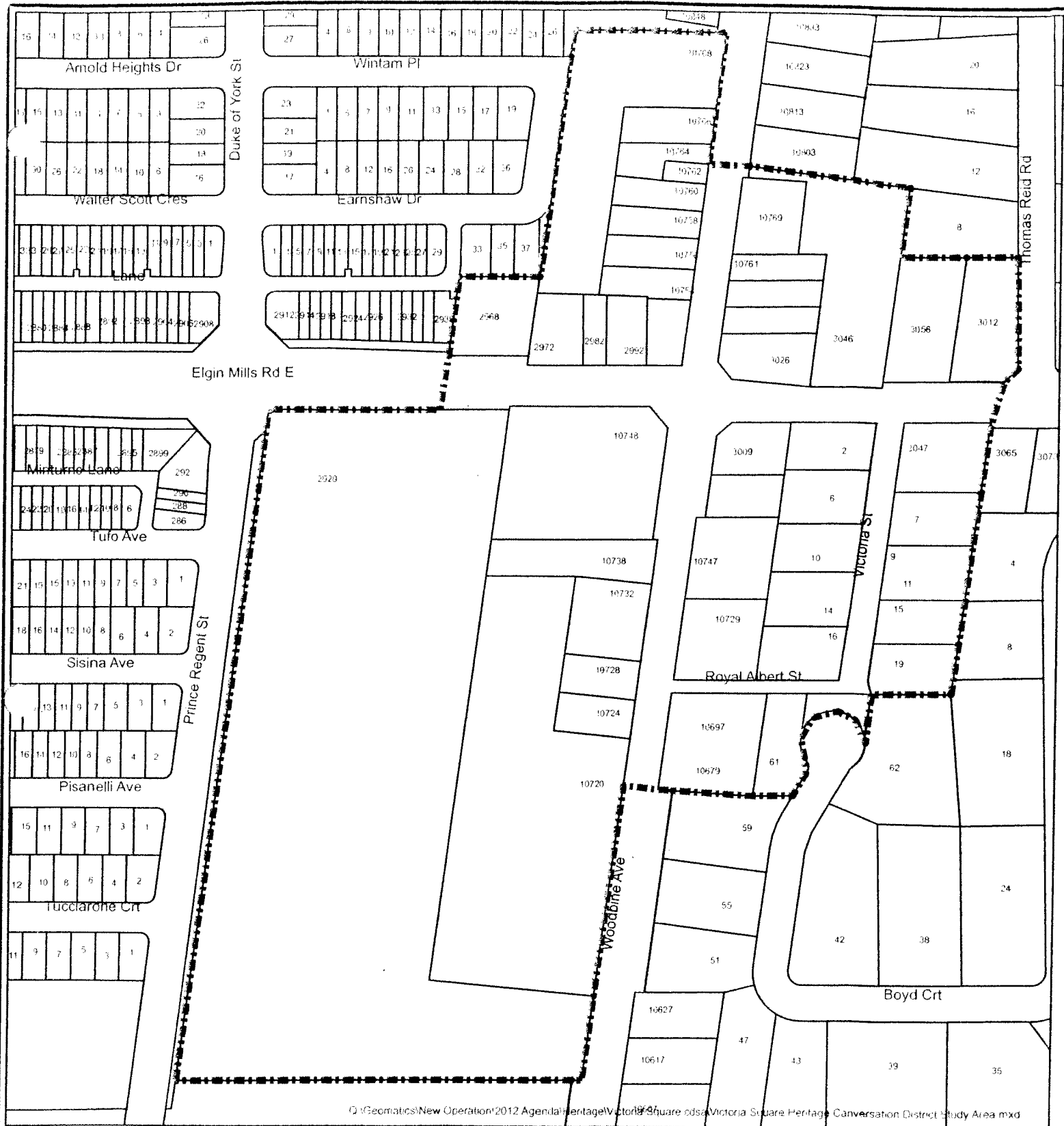
Figure 1

Victoria Square – Proposed Heritage Conservation District Study Area Boundary 2004



Legend

- ■ ■ ■ ■ Proposed Study Area Boundary
- Hamlet Boundary – Official Plan
- □ Buildings



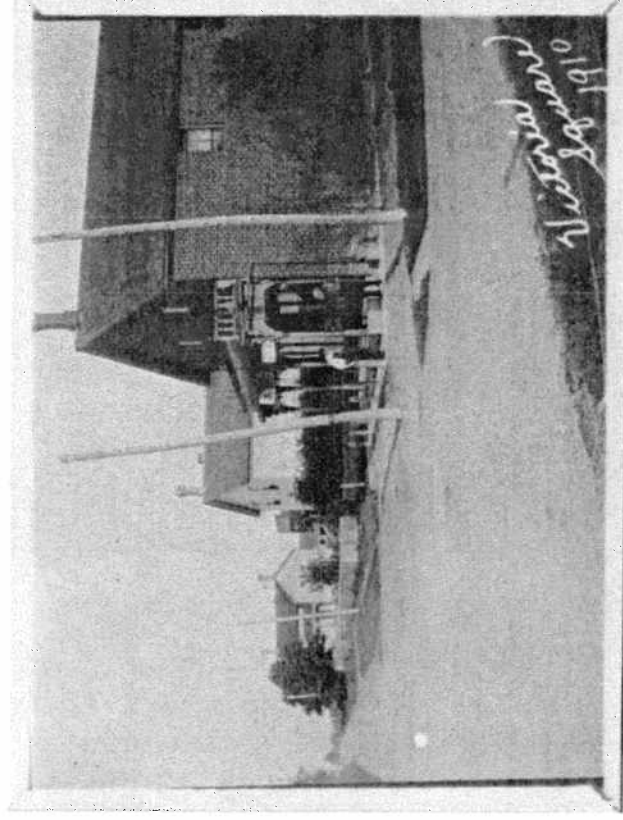
Victoria Square Heritage Conservation District Study Area Figure 2

Proposed Heritage Conservation District Study Area

Proposed Study Area Boundary 2012

Figure 3: Heritage Buildings in Victoria Square

Victoria Square in 1910



Frisby House, 15 Victoria Street

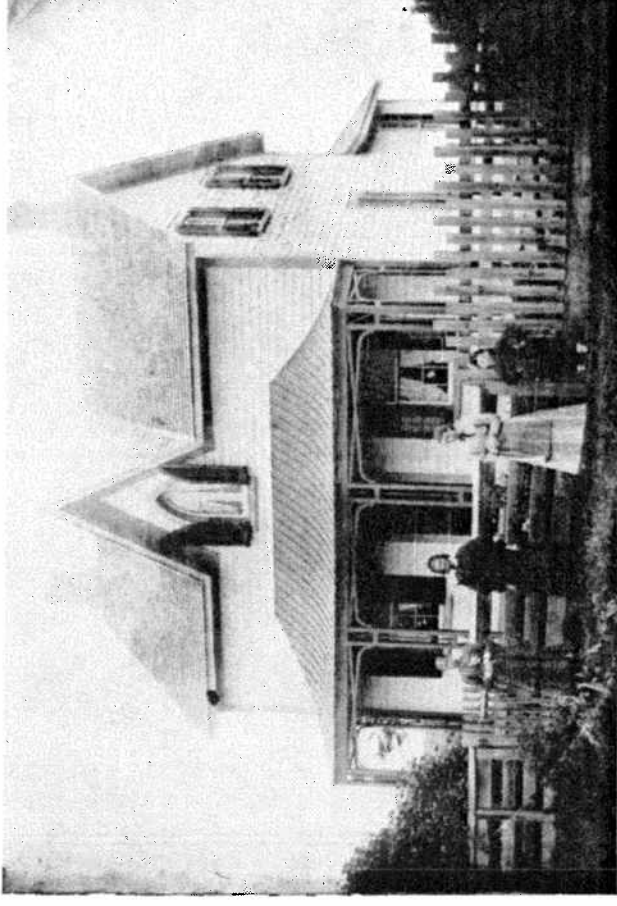
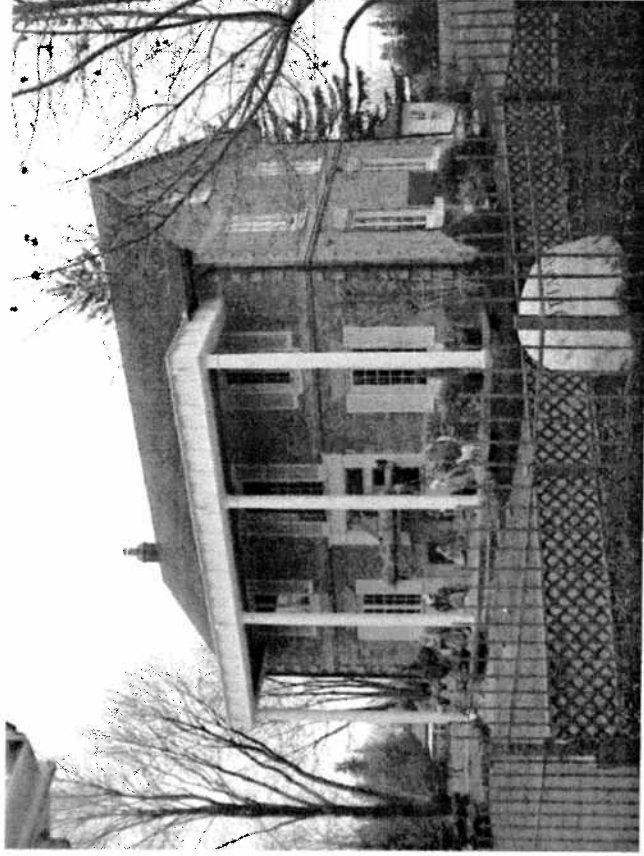


Figure 4: Heritage Buildings in Victoria Square

Stoutenburgh House 10728 Woodbine Ave.



United Church 10720 Woodbine Ave.

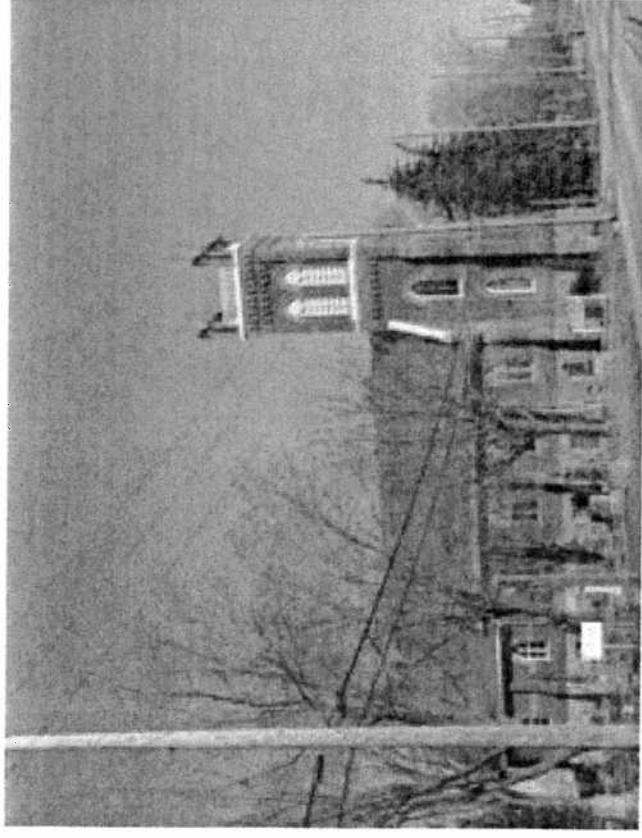
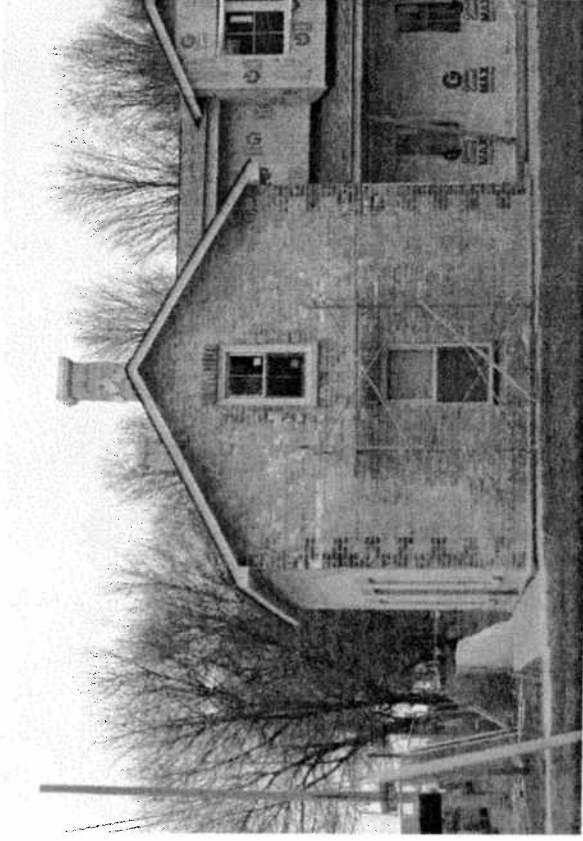


Figure 5: Heritage Buildings in Victoria Square

Hatton-Baker House 10761 Woodbine Ave.



Dennie House 10747 Woodbine Ave.

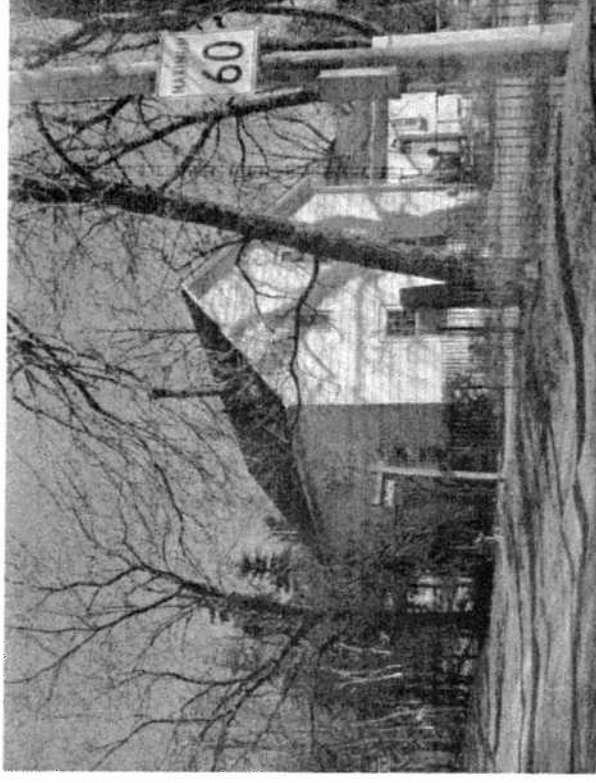
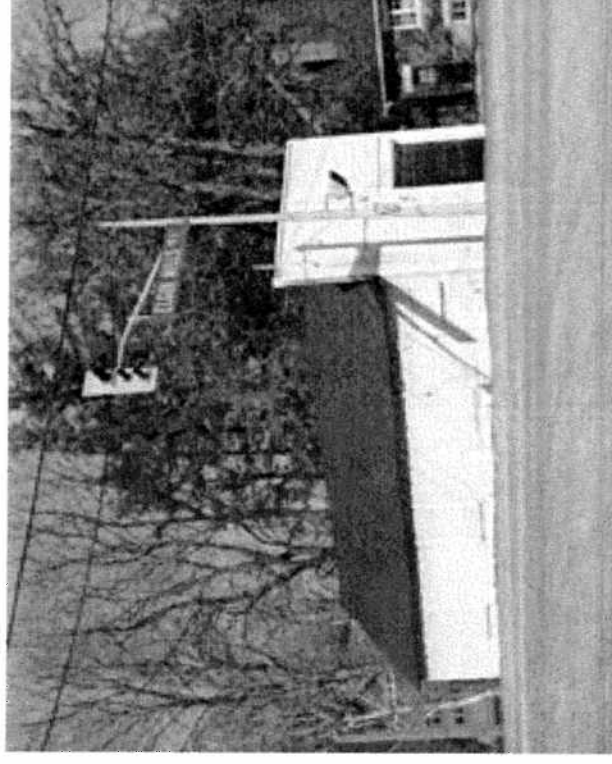


Figure 6: Heritage Buildings in Victoria Square

Rowbotham House 2972 Elgin Mills Rd.



Stoutenburgh Garage 3026 Elgin Mills Rd.



Victoria Square: Listed and Designated Properties of Cultural Heritage Value or Interest

Elgin Mills Road

2929 Elgin Mills Road - Community Hall – of potential heritage interest
2972 Elgin Mills Road – John Rowbotham House – listed
2992 Elgin Mills Road – William Frisby House – listed
3026 Elgin Mills Road – Louis Stoutenburgh House and Garage – listed
3047 Elgin Mills Road – Edgar Steckley House – of potential heritage interest
3056 Elgin Mills Road – Thomas Read House - listed

Victoria Street

11 Victoria Street – Frisby Drive Shed - listed
15 Victoria Street – Frisby House – listed
16 Victoria Street – William Macey House – designated
16 Victoria Street – Macey Workshop/Town Barn – designated

Woodbine Avenue

10720 Woodbine Avenue – Victoria Square United Church and Cemetery– listed
10720 Woodbine Avenue – Restored Methodist Chapel – listed
10724 Woodbine Avenue – United Church Manse – listed
10728 Woodbine Avenue - John Wilmot Brumwell House – of potential heritage interest
10729 Woodbine Avenue – Macey-Perkins House - listed
10732 Woodbine Avenue – Rolph Boynton House – listed
10747 Woodbine Avenue – Dennie House – listed
10748 Woodbine Avenue – James Stoutenburgh House – listed
10754 Woodbine Avenue – William Hatton House – listed
10756 Woodbine Avenue – John Hilts House – listed
10760 Woodbine Avenue – Martha Williams House – listed
10761 Woodbine Avenue – Hatton-Baker House – designated
north of 10761 Woodbine Avenue – Read Cemetery – listed
10762 Woodbine Avenue – Old Temperance Hall - listed
10766 Woodbine Avenue – Boynton Shop/House – listed
10768 Woodbine Avenue – Herman Boynton House – listed

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HERITAGE MARKHAM
EXTRACT

DATE: April 23, 2012
TO: R. Hutcheson, Manager of Heritage Planning

EXTRACT CONTAINING ITEM #20 OF THE FOURTH HERITAGE MARKHAM
COMMITTEE MEETING HELD ON APRIL 11, 2012

20. REQUEST FOR FEEDBACK
VICTORIA SQUARE HERITAGE CONSERVATION DISTRICT
STUDY AREA BOUNDARY (16.11)
Extracts: R. Hutcheson, Manager of Heritage Planning
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The Senior Heritage Planner discussed the proposed establishment of a heritage conservation district study area in Victoria Square and reviewed the proposed boundaries based on the Consultant's recommendation. Staff discussed the process and timelines involved for this initiative.

The Committee suggested that the staff capacity to support the expanded heritage responsibilities, be reviewed.

HERITAGE MARKHAM RECOMMENDS:

THAT based on Victoria Square's significant number of heritage buildings, and the community's character as an historic crossroads hamlet in the Town of Markham, Heritage Markham supports the future establishment of a heritage conservation district study area based on the boundaries proposed by Heritage Section staff on Map 1.

AND THAT the staff capacity to support the expanded heritage responsibilities, be reviewed.

CARRIED