



Report to: Development Services Committee

Report Date: November 29, 2011

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**SUBJECT:** Intention to Designate a Property under  
Part IV of the Ontario Heritage Act  
Name: Anthony Roman Centre/Markham Civic Centre  
Address: 101 Town Centre Boulevard

**PREPARED BY:** George Duncan, Senior Heritage Planner, ext. 2296

**REVIEWED BY:** Regan Hutcheson, Manager of Heritage Planning, ext. 2080

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**RECOMMENDATION:**

- 1) That as recommended by Heritage Markham, the Anthony Roman Centre/Markham Civic Centre – 101 Town Centre Boulevard be approved for designation under Part IV of the Ontario Heritage Act as a property of cultural heritage value or interest;
- 2) That the Clerk's Department be authorized to publish and serve Council's Notice of Intention to Designate as per the requirements of the Ontario Heritage Act;
- 3) That if there are no objections to the designation in accordance with the provisions of the Ontario Heritage Act, the Clerk be authorized to place a designation by-law before Council for adoption;
- 4) That if there are any objections in accordance with the provisions of the Ontario Heritage Act, the Clerk be directed to refer the proposed designation to the Ontario Conservation Review Board;
- 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 report is to recommend to Council that the "Anthony Roman Centre/Markham Civic Centre" be designated under Part IV of the Ontario Heritage Act.

**BACKGROUND:**

**2011 is the 20<sup>th</sup> anniversary of the official opening of the Anthony Roman Centre/Markham Civic Centre**

This recommendation to designate the Civic Centre under the Ontario Heritage Act, as a property of cultural heritage value or interest, coincides with the 20<sup>th</sup> anniversary year of the official opening of this facility, which happened in 1991. The Civic Centre, and the anniversary, were highlighted in this year's Doors Open Markham event.

**The Civic Centre is listed on the Town of Markham Register**

The Civic Centre is located at 101 Town Centre Boulevard. It was included in the Markham Register of Property of Cultural Heritage Value or Interest by Council in 2008. The Register is the Town's inventory of non-designated properties identified as having

cultural heritage value or interest, Part IV properties (individual designations) and Part V properties (district designation).

**The property is located in Markham Centre**

The Civic Centre is located within the Markham Centre Secondary Plan (OPA 21). The Secondary Plan contains objectives and policies with respect to heritage conservation; however, the Civic Centre is not listed among the heritage resources in Appendix II as it was added to the *Register* by Council in 2008, while the Secondary Plan is dated 1997. Notwithstanding this situation, the Town's Official Plan policies regarding heritage conservation apply to all properties currently listed on the *Register*.

**The Civic Centre is a good example of a Modernist public building**

The Anthony Roman Centre/Markham Civic Centre is a good example of a Modernist public building, designed by a renowned Canadian architect, the late Arthur Erickson. The Civic Centre is a landmark at the north-west corner of Highway 7 and Warden Avenue, sited in a park-like setting and mirrored in an artificial lake.

The Statement of Significance is attached as Appendix 'A'. A detailed background report on the cultural heritage value of the Civic Centre is attached as Appendix 'B.'

**The building has been evaluated using the Town's heritage evaluation system**

The building was evaluated by Heritage Markham and staff using the Town's Heritage Building Evaluation System. The Civic Centre was evaluated as a Group 1 Heritage Building. Group 1 buildings are those buildings of major significance and importance to the Town and worthy of designation under the Ontario Heritage Act.

**The building has been assessed using the Ministry of Culture's Designation Criteria**

The Government of Ontario on January 25, 2006 passed a regulation (O.Reg. 9/16) which prescribes criteria for determining a property's cultural heritage value or interest for the purpose of designation. Municipal councils are permitted to designate a property to be of cultural heritage value or interest if the property meets the prescribed criteria.

The purpose of the regulation is to provide an objective base for the determination and evaluation of resources of cultural heritage value. The prescribed criteria help ensure the effective, comprehensive and consistent determination of value or interest by all Ontario municipalities. The criteria are essentially a test against which properties can be judged; the stronger the characteristics of the property compared to the standard, the greater the property's cultural heritage value. The property may be designated if it meets one or more of the criteria.

The subject property has cultural heritage value or interest as it meets the following criteria:

- The property has design value or physical value because it:
  - Is a rare, unique, representative or early example of a style, type expression, material or construction method (the Civic Centre is a good example of a Modernist public building).

- The property has historical value or associative value because it:
  - Has direct associations with a theme, event, belief, person, activity, organization or institution that is significant to a community (the Civic Centre is a physical symbol of the municipal government of the Town of Markham and was named in honor of the late Anthony Roman, mayor of Markham at the time of the Civic Centre's construction and opening).
  - Yields, or has the potential to yield, information that contributes to an understanding of a community or culture (the Civic Centre was designed to be a distinctive representation of the aspirations of the Town of Markham as a vibrant, dynamic community).
  - Demonstrates or reflects the work or ideas of an architect, artist, builder, designer or theorist who is significant to a community (the Civic Centre was designed by a renowned Canadian architect, the late Arthur Erickson, to the specifications of the Town of Markham).
- The property has contextual value because it:
  - Is important in defining , maintaining or supporting the character of an area (the Civic Centre is a key component city building within Markham Centre, Markham's emerging "downtown").
  - Is physically, functionally, visually or historically linked to its surroundings (the Civic Centre was constructed to house the Town's municipal administration on land purchased by the municipality for this purpose).
  - Is a landmark (the Civic Centre is a landmark building defining the north west corner of Highway 7 and Warden Avenue).

**Heritage Markham has recommended designation**

Recognition of the cultural heritage value of the Civic Centre through designation under the Ontario Heritage Act was first proposed by two Unionville residents in 2009. At the July 9, 2009 meeting of Heritage Markham, the heritage committee considered this suggestion, and requested staff to undertake the necessary background research in support of designation of the Civic Centre.

The designation process under the Ontario Heritage Act requires a municipal council to consult with its municipal heritage committee when properties are considered for designation. The proposed Statement of Significance related to this heritage resource was reviewed by Heritage Markham on October 12, 2011 and the committee recommended that the resource be designated as a property of cultural heritage value or interest (Heritage Markham extract, Appendix 'C').

**OPTIONS/ DISCUSSION:****The preservation of the heritage resource is consistent with Town policies**

The Town of Markham Official Plan contains Cultural Heritage policies related to the protection and preservation of heritage resources and how they are to be treated within the development process of an area. These policies support the preservation of heritage

resources on their original site, and the integration into new development proposals. The designation of this resource will ensure that its heritage attributes are addressed and protected.

Although to date most heritage designations in Markham have been for properties containing 19<sup>th</sup> century and early 20<sup>th</sup> century buildings, the heritage conservation legislation, policies, and guidelines in Ontario provide for the recognition of the significance of more recent structures through the designation of such properties as cultural heritage resources. Properties may have associative value, physical or design value or contextual value, and therefore be worthy of the recognition and protection afforded through heritage designation, regardless of their age. Toronto's City Hall, dating from 1965, is one of a number of Modernist buildings in Toronto designated under the Ontario Heritage Act.

#### **Provincial planning policies support designation**

The Ontario Government's current Provincial Policy Statement which was issued under Section 3 of the Planning Act and came into effect on March 2005 includes cultural heritage policies. These policies indicate that significant built heritage resources and significant cultural heritage landscapes shall be conserved. Designation provides a mechanism to achieve the necessary protection. The policies further indicate that development and site alteration may be permitted on adjacent lands to protected heritage property where the proposed development has been evaluated and it has been demonstrated that the heritage attributes of the resource will be conserved.

#### **Designation will provide a framework for the protection of significant architectural and site features in the context of present and future alterations**

Heritage designation will provide a framework for present and future administrations to protect the significant architectural features of the Civic Centre and its site as changing requirements and on-going maintenance may require alterations and repairs to take place. Heritage Designation will provide a clear description of what features are important in maintaining the integrity of the building and grounds as a property of cultural heritage value or interest. It is important to note that designation under the Ontario Heritage Act will not prevent future changes to the building or property, if Council desires to make changes.

The designation is proposed to include the exterior of the building, selected interior features, and the landscaped grounds, as described in the Statement of Significance.

#### **Designation acknowledges the importance of the heritage resource**

Designation signifies to both the owner and the broader community that the property contains a significant resource that is important to the community. Designation doesn't restrict the use of the property. However, it does require the owner to seek approval for property alterations that are likely to affect the heritage attributes described in the designation by-law. Council can also prevent, rather than just delay, the demolition of a resource on a designated heritage property.

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The designation of this cultural heritage resource is supported by staff.

**FINANCIAL CONSIDERATIONS AND TEMPLATE: (external link)**

Not Applicable

**HUMAN RESOURCES CONSIDERATIONS**

Not Applicable

**ALIGNMENT WITH STRATEGIC PRIORITIES:**


Heritage designation aligns with the strategic priorities of Managed Growth and Environment. Designation recognizes, promotes and protects heritage resources, which strengthens the sense of community. The preservation of heritage buildings is environmentally sustainable because it conserves embodied energy, diverts sound construction materials from entering landfill sites, and reduces the need to produce and transport new construction materials.

**BUSINESS UNITS CONSULTED AND AFFECTED:**

Acceptance of this recommendation to designate the property located at 101 Town Centre Boulevard under Part IV of the Ontario Heritage Act will require the Clerk's Department to initiate the following actions:

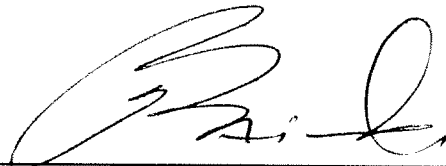
- publish and serve on the property owner, the Ontario Heritage Trust and the public through newspaper advertisement, Council's notice of intention to designate the property as per the requirements of the Act; and
- prepare the designation by-law for the property

**RECOMMENDED BY:**



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



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

**ATTACHMENTS**

Figure 1 – Owner/Agent and Location Map

Figure 2 – Site Plan

Figure 3 - Building Photograph

Appendix 'A' – Statement of Significance

Appendix 'B' – Research Report

Appendix 'C' – Heritage Markham Extract

## FIGURE 1

FILE: Q:\Development\Heritage\PROPERTY\Town Centre Blvd\DSCdesignationNov292011.doc

OWNER: The Corporation of the Town of Markham  
101 Town Centre Boulevard  
Markham ON  
L3R 9W3

MAP:

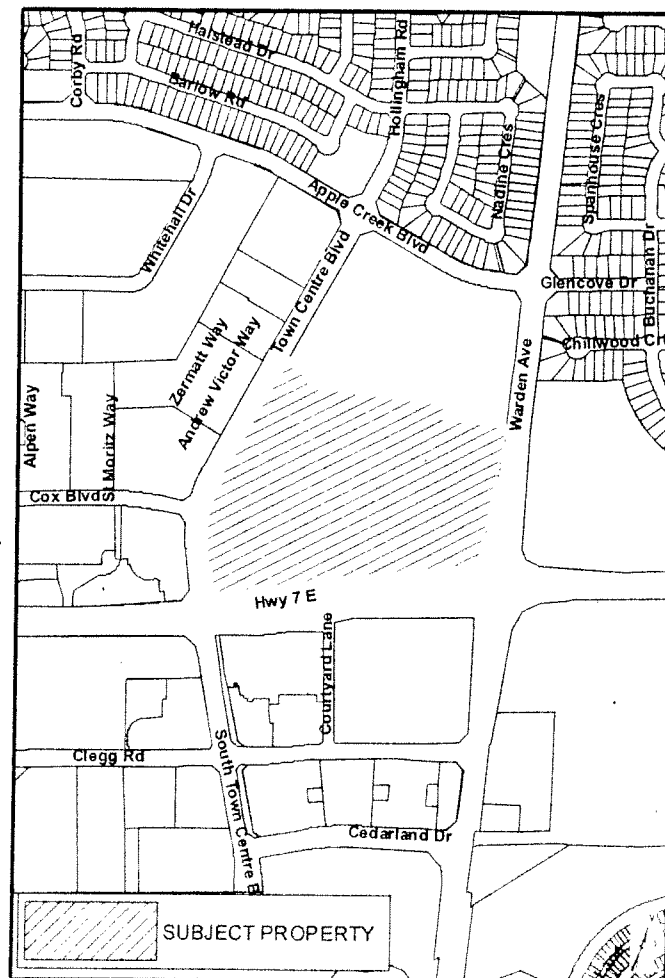
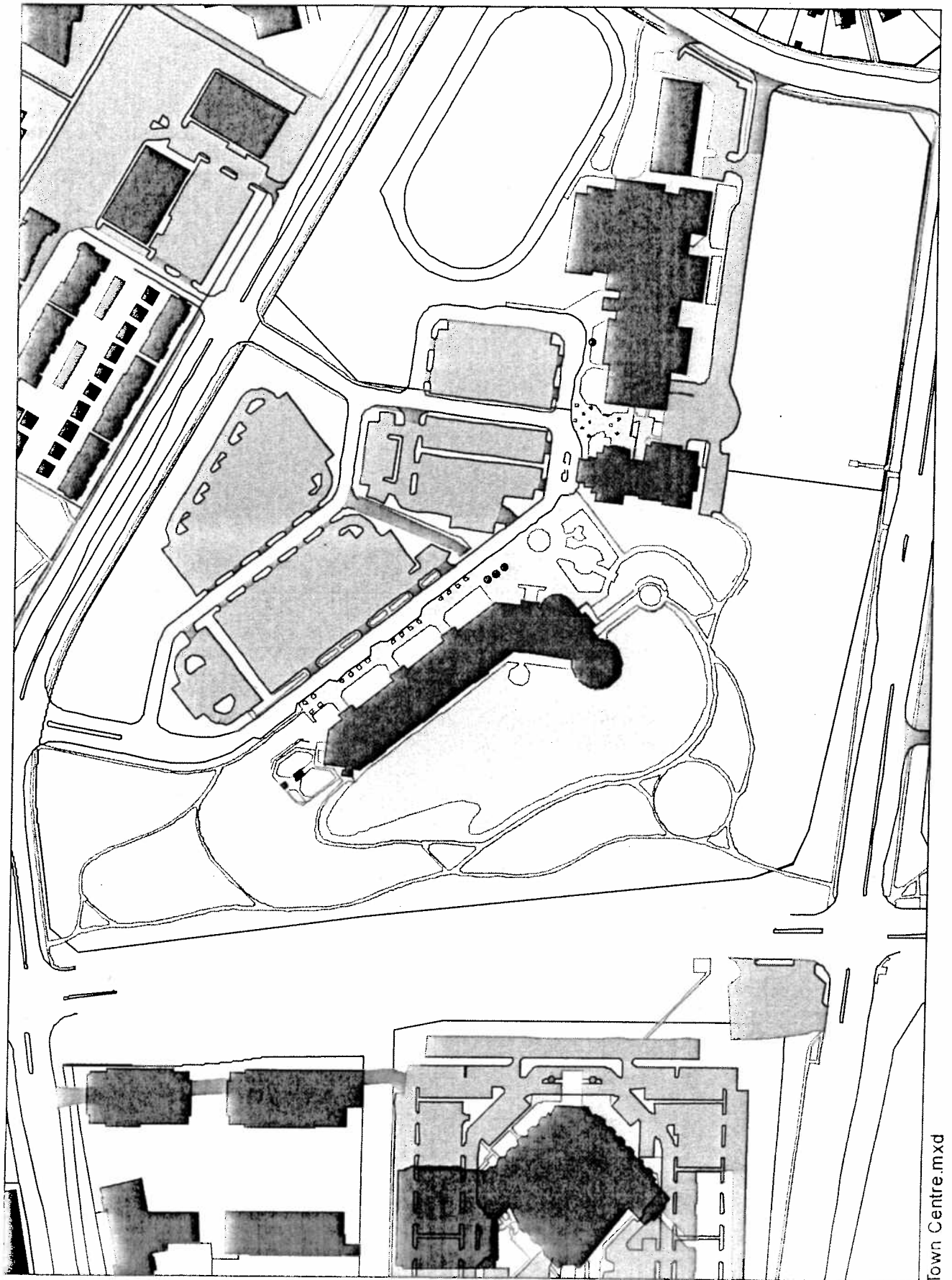
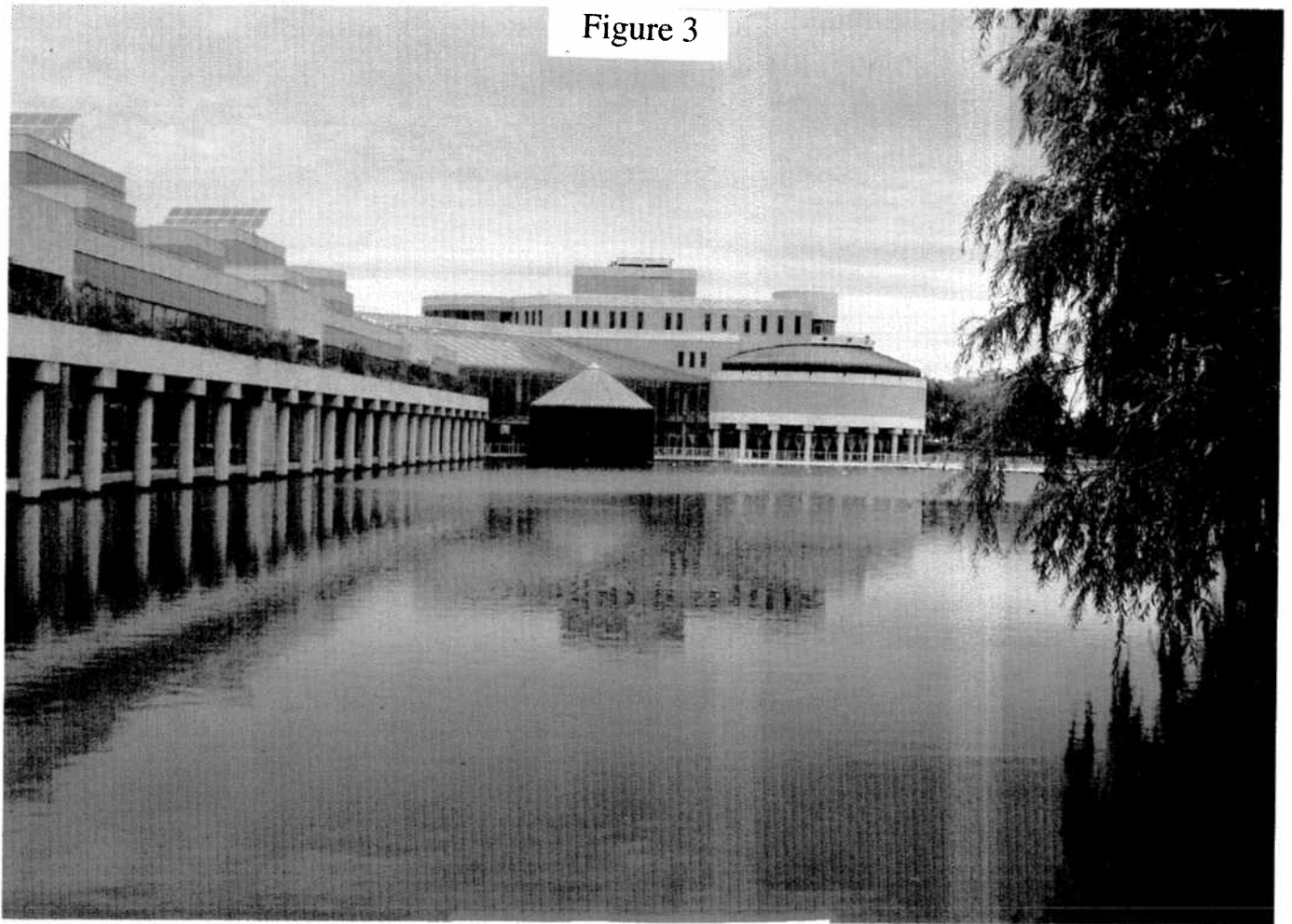


Figure 2



Site Plan of the Markham Civic Centre and Area

Figure 3



Building Photographs





For Heritage Designation By-Law for 101 Town Centre Boulevard

## STATEMENT OF SIGNIFICANCE

### **Anthony Roman Centre/Markham Civic Centre**

1990

#### **101 Town Centre Boulevard**

The Anthony Roman Centre/Markham Civic Centre is recommended for designation under Part IV of the Ontario Heritage Act as a property of cultural heritage value or interest, as described in the following Statement of Significance.

#### **Description of Property**

The Anthony Roman Centre/Markham Civic Centre is located at the north-west corner of Highway 7 and Warden Avenue in Markham Centre. The building is set at an angle to face the intersection, set in a spacious landscaped area and mirrored in an artificial lake.

#### **Historical Value and Associative Value**

The Markham Civic Centre with its grounds has historical and associative value as a physical symbol of the municipal government and administration of the Town of Markham, as a focal point for public gatherings and special events, and as the most recent and largest Town Hall to serve the community to date. It was constructed in 1990 to replace the previous Town Hall in Buttonville, which served the community from 1954 to 1990. The Civic Centre has associative value as it was designed by the renowned Canadian architect, the late Arthur Erickson, who received world-wide recognition for his Modernist designs. It has further associative value, having been named after the late Anthony Roman, Markham's mayor at the time the Civic Centre was constructed and opened.

#### **Design Value and Physical Value**

The Markham Civic Centre has design value as a good example of a Modernist public building, with some elements of Post-Modern architecture, executed in precast concrete, green-tinted glass and copper. The building has a J-shaped linear plan, with a three storey administrative wing and a four storey secretariat wing containing the Council Chambers, public meeting rooms, and offices of the Mayor and members of Council. The building has physical and design value as a unique architectural expression, designed to meet the requirements of the Town of Markham and to relate to its prominent site at a major intersection in Markham Centre. The Civic Centre is set within a spacious landscaped area which provides a park-like setting which includes an artificial reflective lake, a peace garden, a fountain, an outdoor amphitheatre and a sculptural monument to Markham's early settlers.

### **Contextual Value**

The Markham Civic Centre has contextual value as a key component of Markham Centre, Markham's emerging "downtown." It is a landmark building defining the north-west corner of Highway 7 and Warden Avenue. The Markham Civic Centre is part of a grouping of public buildings that include the Markham Theatre and Unionville High School.

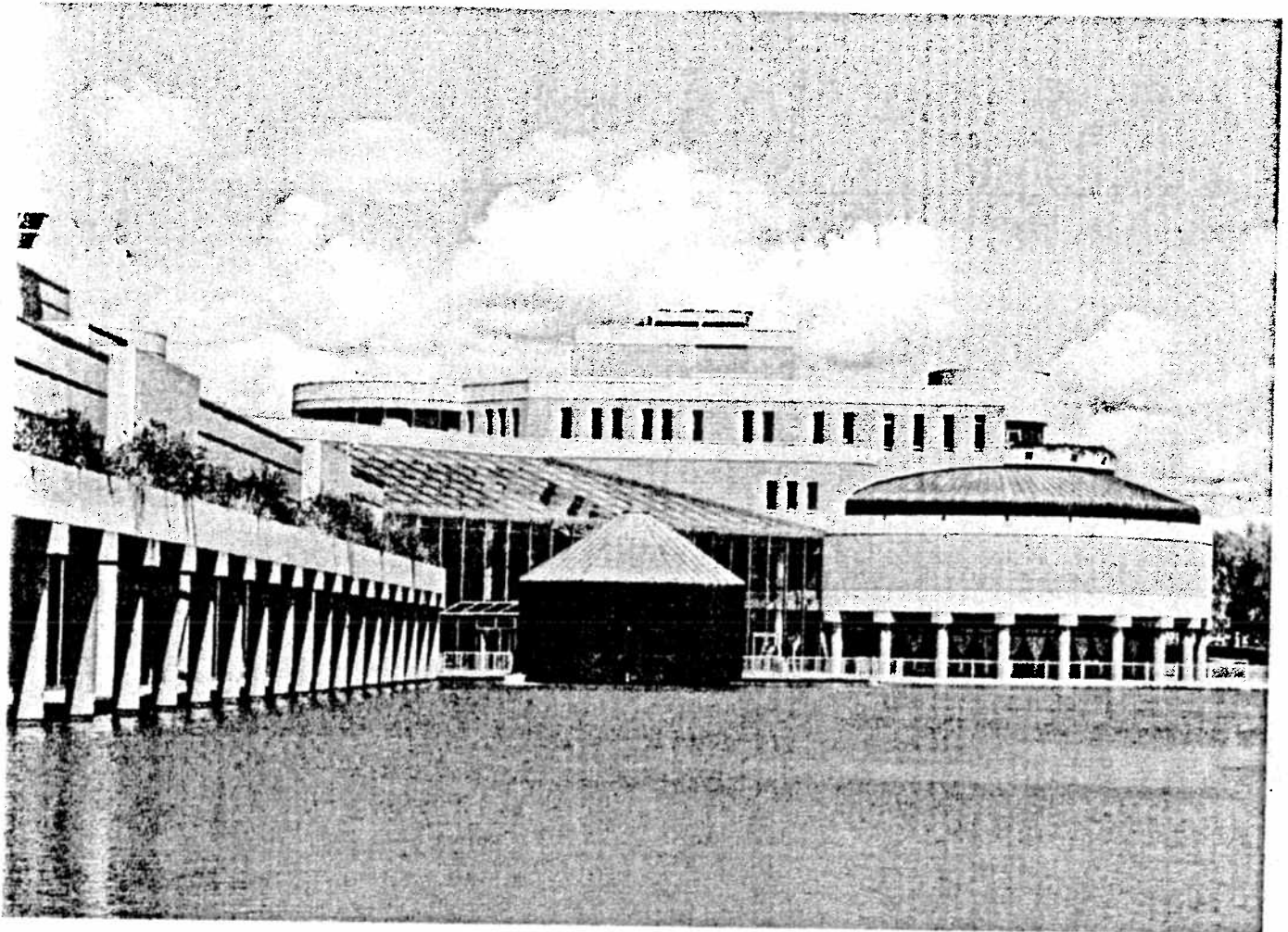
### **Significant Physical Attributes**

Character-defining attributes that embody the cultural heritage value of the Markham Civic Centre Building include:

- J-shaped, linear plan, built into an artificial slope;
- Angled orientation to the intersection of Highway 7 and Warden Avenue;
- Form and volume of the building, combining rectilinear and circular shapes in a complex composition of pavilions;
- Exterior finishes including salmon and sand-coloured precast concrete blocks and panels, natural-coloured poured concrete, weathered copper, green-tinted glass and green metal door and window frames;
- Plate-glass windows in metal frames in a combination of curtain wall and punched forms;
- Rectangular concrete portico at the main entrance to the Great Hall, with paired rectangular columns and a gable-roofed glass canopy;
- Rectangular concrete porticos with rectangular concrete columns at the Unionville, Thornhill and Milliken entrances to the administration wing;
- Umbrage on the north side of the administration wing behind square concrete columns;
- Angled glass clerestory skylights on the north and south sides of the administration wing;
- Multi-sided, capsule-shaped wedding chapel within the artificial lake, clad in weathered copper, with glass panels in the floor;
- Greenhouse glazing on the south side of the Great Hall with its underlying tubular metal geodesic supports;
- Colonnade of round, poured concrete columns with square capitals supporting a poured concrete planter;
- Round-plan volume of the Council Chamber with its colonnade of round, poured concrete columns with square capitals and its rounded, saucer-shaped, weathered copper roof;
- Round-plan volume of the Mayor's office with its rounded balcony and poured concrete railing;
- Round-plan volume of the Councillor's lounge;
- Great Hall with inlaid Town of Markham coat-of-arms, suspended stainless-steel walkway on the third floor, and curving staircase to the lower atrium.

Character-defining attributes that embody the cultural heritage value of the Civic Centre grounds include:

- Artificial reflecting lake on the south side of the building;
- Circular poured concrete amphitheatre;
- Circular Peace Garden with its “eternal flame,” stainless steel railing and wood pergola;
- Circular poured concrete fountain;
- Steel and concrete “barn frame” monument to Markham’s early settlers.



**Anthony Roman Centre/Markham Civic Centre  
1990**

**101 Town Centre Boulevard, Markham Centre**

Prepared by George Duncan, Senior Heritage Planner, September, 2011

# **Anthony Roman Centre/Markham Civic Centre**

**1990**

**101 Town Centre Boulevard. Markham Centre**

## **Historical Background**

From 1954 to 1989, the municipal offices of Markham Township (later the Town of Markham) were located at 8911 Woodbine Avenue, south of the historic hamlet of Buttonville. As Markham grew with development and population, so did the number of staff, departments and services required to administer the municipality. The old town hall, a functional, three-storey modernist building in the International style, eventually became too small to accommodate the diverse functions of a fast-growing municipality and the associated staff to support them. A short-term solution to this problem was to locate several departments and services to other buildings throughout the town.

Markham Council first considered building a new Civic Centre in the 1970s, but it was not until 1986 when the present building was proposed. Under the leadership of Mayor Anthony Roman and the other members of Town Council, a design competition was held, resulting in three submissions. The requirements for the new Civic Centre were that the building be low in profile, that water be a component of the site design, and that the colours, shape and appearance of the building be appealing. The location of the new Civic Centre, at the north-west corner of Highway 7 and Warden Avenue, was selected for its advantageous position as a significant transportation hub, close to three major highways.

The new Civic Centre was designed in the Modernist style by the renowned Canadian architect, the late Arthur Erickson, and completed by Richard Stevens Architects Limited. Arthur Erickson was an internationally-acclaimed architect and urban planner. He was particularly known for his modernist concrete buildings designed to respond to the natural conditions of their locations. Some of the other buildings he designed include Roy Thomson Hall in Toronto, Simon Fraser University in British Columbia, the Canadian Embassy in Washington, and the Kuwait Oil Sector Complex, Kuwait. Rampart Development Ltd. was the general contractor for the project.

The Building Committee consisted of the following members of Markham Council:

Regional Councillor Ron Moran, Chair  
Regional Councillor Fred Cox  
Regional Councillor Gord Landon

Mayor Anthony Roman  
Regional Councillor Frank Scarpitti

The cost of the new building in 1990 was \$27 million dollars, including the furnishings. The building project was financed through the sale of surplus property, therefore no loans or tax money was required to fund the project.

Staff moved into the new Civic Centre in 1990. The official opening was held on May 25, 1991, with Governor-General Ray Hnatyshyn in attendance. At the time of the opening, Mayor Roman said of the new Civic Centre:

*“And at the centre of this vibrant and dynamic town stands a civic centre deigned not only for the daily task of administering to the community’s needs, but also to provide a focal point for celebration and civic gathering.”*

The old municipal building south of Buttonville was sold, and later demolished when the site was redeveloped for commercial purposes.

Today, the Civic Centre, formally named the Anthony Roman Centre after the late Tony Roman, who served as mayor when the building was constructed and opened, houses most Town Departments and is a focus of civic administration and special events.

#### **Architectural Description and Style:**

The Markham Civic Centre, designed in the Modernist style with some elements of Post-Modern architecture, is a masonry building of three to four storeys in height, linear in plan, and oriented at an angle to face the intersection of Highway 7 and Warden Avenue. The building is located at the centre of a park-like, landscaped setting, with a reflecting lake and skating rink on the south side, facing Highway 7. The linear plan, low profile, and setting within a sizable water feature, gives the building something of a ship-like character.

The Civic Centre, completed in 1990, was designed by renowned Canadian architect, the late Arthur Erickson (1924-2009). In Erickson’s obituary in the May 22, 2009 edition of the Toronto Star, architectural critic Christopher Hume wrote about some of his significant architectural commissions in the GTA, including Markham’s Civic Centre:

*“Built in the late 1980s, this large, suburban complex is set back from the highway behind an artificial lake. The water gave Erickson a chance to play with pavilions and create a villa-like structure that conjures up visions of classical antiquity. It might have looked a little out of place on Highway 7, but for all the right reasons.”*

Exterior finishes of the Civic Centre include salmon and sand coloured precast concrete blocks and panels, natural coloured poured concrete, weathered copper, green-tinted glass and green metal door and window frames. The plate glass windows lighting the building are in a combination of punched windows and curtain wall forms.

The building's area is 15,078 square metres (162,300 square feet), with four floor levels in the east wing and three in the west wing. The surrounding landscaped grounds, artificial reflective lake and parking area encompass 1.4 hectares (3.5 acres). In 2010-2011, a new outdoor artificial ice rink, the largest of its kind in the GTA, was added within a portion of the space occupied by the artificial lake outside of the cafeteria.

The Council Chambers and other public meeting rooms are located in the circular eastern "secretariat" wing, which is the tallest part of the building at four storeys. The offices of the Mayor and most of the Council members are on the 4<sup>th</sup> floor, with some members of Council having offices on the 3<sup>rd</sup> floor. A cafeteria and an additional meeting room, called the York Room, is located on the 1<sup>st</sup> floor. This wing combines circular and rectilinear forms. The circular pavilion containing the Council Chambers is supported on a colonnade of round, poured concrete columns with square capitals, and has a rounded, saucer-shaped weathered copper roof. The Mayor's office is contained in a circular volume over top of the Council Chamber, with a balcony looking south.

A well-lit atrium known as the Great Hall, with an expansive area of tinted "greenhouse" glazing on its south side, is the main public entrance to the Civic Centre. The roof section of the greenhouse is supported with a geodesic structure of tubular metal. The Great Hall provides a generous, two storey lobby with an information desk and access to the semi-circular, amphitheatre-design Council Chamber as well as the Canada Room and Ontario Room meeting rooms. There is a suspended stainless steel walkway, connecting the third floor of the administration wing with the third floor of the secretariat wing. The main entrance is a massive rectangular portico supported on paired rectangular columns, connected to the building with a pitched-roofed glass metal canopy. Inside the main doors, set into the floor, is an inlay of the Town of Markham Coat of Arms, including the motto "LEADING WHILE REMEMBERING," which was newly-granted by the Canadian Heraldic Authority at the time. The Canada Room, the largest committee room in the Civic Centre, is decorated with the graphite portraits of all of Canada's prime ministers by Canadian artist Bronwen Stanley-Jones.

A gently curving staircase descends from the Great Hall to the lower atrium, leading to the Cafeteria and the Wedding Chapel. The Wedding Chapel, a capsule-like structure clad in weathered copper, is accessed via a corridor off of the lower atrium. It is lit from below by natural light reflecting off of the lake, using clear glass panels in the floor.

The administrative offices of the municipality, housing Town departments and staff, are located to the west of the Great Hall in a three-storey wing. The public entrances to the administrative offices are accessed through three rectangular porticos supported on rectangular columns which frame glazed entrances facing the parking lot, named after three of the historic communities of Markham: Unionville, Thornhill and Milliken. The administrative wing has angled clerestory

windows and a shallow umbrage behind square columns on the two storey north side. On the south side, the height is three storeys due to the building being built into a slope. At the lower level, facing the artificial lake, there is a colonnade of round poured concrete columns with square capitals supporting a continuous concrete planter.

**Context:**

The Markham Civic Centre is a key component of Markham's emerging "downtown." It is a landmark building defining the north-west corner of Highway 7 and Warden Avenue and is part of a grouping of public buildings that includes the Markham Theatre and Unionville High School.

The Civic Centre grounds include a large, park-like setting with expansive lawns, gravelled pathways and numerous trees and shrubs. Facing Highway 7, just east of Town Centre Boulevard, is a raised flower bed where annually, decorative planting is done. On the west side of the site is an asphalt-paved parking lot accessed from Town Centre Boulevard.

Special features of the Civic Centre grounds include a shallow, artificial reflective lake on the south side of the building, recently modified to add an artificial ice rink, a circular poured concrete fountain near the main entrance, a circular-plan Peace Garden with an eternal flame at its centre, enclosed within a decorative stainless steel railing, a circular-plan poured concrete amphitheatre, and lastly, a monument to the Berczy Settlers in the form of a barn foundation and frame, rendered in steel and poured concrete.



CARRIED

HERITAGE MARKHAM  
EXTRACT

DATE: October 19, 2011  
TO: R. Hutcheson, Manager of Heritage Planning

EXTRACT CONTAINING ITEM #20 OF THE TENTH HERITAGE MARKHAM  
COMMITTEE MEETING HELD ON OCTOBER 12, 2011

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20. HERITAGE DESIGNATION  
101 TOWN CENTRE BOULEVARD  
HERITAGE DESIGNATION OF MARKHAM CIVIC CENTRE (16.11)  
Extracts: R. Hutcheson, Manager of Heritage Planning
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HERITAGE MARKHAM RECOMMENDS:

THAT Heritage Markham recommends to Council that the Anthony Roman Centre/Markham Civic Centre and its grounds at 101 Town Centre Boulevard, be designated under part IV of the Ontario Heritage Act as a property of cultural heritage value or interest as outlined in the Statement of Significance.

CARRIED