

HEALTHY
NEIGHBOURHOODS
AND COMMUNITIES



4.0

HEALTHY NEIGHBOURHOODS AND
COMMUNITIES

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4.0 HEALTHY NEIGHBOURHOODS AND COMMUNITIES

Healthy neighbourhoods and communities contain the DNA of everyday life in Markham, from housing to community services, arts and culture to heritage. Many of Markham's neighbourhoods were built as primarily single-use residential communities with services located at the periphery. They are well supplied with parks and greenery, but were often designed around the car; walking and other modes of active transportation seemed an afterthought. But this is changing.

Markham's Diversity Action Plan recognizes that Markham is one of the most visibly diverse municipalities in the country and there are benefits and challenges to addressing this cultural wealth, particularly as it relates to youth, seniors, newcomers and visible minorities and persons with disabilities.

As Markham's neighbourhoods mature and its population reflects changing demographic trends, its housing stock is diversifying to meet the needs of this changing population. At the same time, many people who now live in these neighbourhoods realize that for their communities to become more walkable and less dependent on travel by automobile, more services need to be located within easy walking distance of their homes.

There are opportunities to better integrate community services, *public schools* and *day care centres* within neighbourhoods to meet the evolving needs of the population. There are also opportunities to continue to build on Markham's tradition of supporting arts and culture and preserving its heritage as it continues to mature and grow into the future.

This Chapter contains policies to support and strengthen Markham's neighbourhoods and communities by encouraging a diversity of housing, providing community infrastructure, parks, open spaces, arts and culture, and protecting heritage and archaeological resources.

4.1 HOUSING

Appropriate and *affordable housing* ensures Markham citizens can be productive and engaged in their community and local economy. A diversity of housing types and tenure, and *affordable housing* options contribute to the liveability of neighbourhoods and the quality of life for residents. To ensure a stable workforce and market for goods and services, businesses depend on housing that has access to jobs, mobility options, recreation, schools, open space, amenities and services.

Managing achievable change in Markham's housing stock is central to accommodating new growth. Much of Markham's existing housing stock is comprised of single detached, semi-detached, and townhouse dwellings responding to the traditional demand for more suburban family-oriented ground-related product. As Markham evolves into a more urban community and addresses the market needs of future residents and

Healthy neighbourhoods and communities contain the DNA of everyday life in Markham, from housing to community services, arts and culture to heritage.

workers there will need to be a shift towards a more balanced housing stock composition with an increased share of apartments, stacked townhouse and townhouse dwellings.

Improving housing choices will help to create more complete neighbourhoods that meet the needs of Markham residents and workers of all ages, income levels, abilities, cultures, and family types. Ensuring a range of housing options at optimal locations can contribute to a strong live-work relationship, a vibrant economy, and transit-oriented design by providing more households with the option to locate closer to services, jobs and amenities, thereby decreasing travel distances, associated vehicle emissions and costs.

Improving housing choices will help to create more complete neighbourhoods that meet the needs of Markham residents and workers of all ages, income levels, abilities, cultures, and family types.

4.1.1 General Policies

It is the policy of Council:

- 4.1.1.1 **To promote** an appropriate and adequate range of housing choices by type, tenure and affordability level, to accommodate the needs of all Markham residents and workers regardless of age, income level, ability, culture and family composition.
- 4.1.1.2 **To diversify** Markham's housing stock to provide for a broader variety of housing forms and sizes to respond to changes in household composition over time, and increase opportunities for more *affordable housing* choices and options for *shared housing* and *special needs housing*.

4.1.2 Diversifying the Housing Stock

A greater diversity of housing types and sizes will address the changing composition of Markham households over time. The addition of more mid-rise and high-rise building types with a greater mix of dwelling unit sizes, will accommodate an increasing number of smaller households, senior led households, immigrant households and lone parent households, as well as a significant number of households with children requiring dwelling units of sufficient size to accommodate families. A greater diversity of housing tenure will assist residents and workers with a preference for rental and shared accommodation given their household size and composition, their stage of life and level of ability, or their economic status.

It is the policy of Council:

- 4.1.2.1 **To work** in cooperation with the Region and the development industry to manage the future housing stock to accommodate the 2031 forecast population for Markham, including identifying targets by unit types, and monitoring housing market performance and adjust the targets as required.
- 4.1.2.2 **To encourage** development of a full range of unit types and unit sizes to respond to changes in household composition over time.



Arts and culture and community infrastructure are central to building a vibrant and liveable community.





Markham is committed to protecting and conserving its wealth of cultural heritage resources.



4.1.2.3 **To encourage** the maintenance and replenishment of the existing housing stock and apply appropriate property standards to achieve safety and maintenance of all properties.

4.1.2.4 **To support** further diversification of the housing stock by encouraging:

- a) a greater share of apartment and multiple units, including stacked townhouses and townhouse units, be added to the housing stock.
- b) a mix of unit sizes to accommodate both family households and an increasing number of non-family households in new dwelling units to be added to the housing stock.
- c) a mix of family housing types in Markham Centre, the Langstaff Gateway and key development areas.

4.1.2.5 **To support** the maintenance of the existing housing stock tenure by protecting existing rental and *shared housing* consisting of six or more units by prohibiting:

- a) conversion of the rental and *shared housing* units to condominium units unless the rental vacancy rate, as reported through the Canada Mortgage and Housing Corporation Rental Market Survey, has been at or above 3 percent for the preceding three-year reporting period and the application does not negatively affect the supply of rental housing that is affordable and suitable for families, seniors or persons with special needs; and
- b) demolition of the rental and *shared housing* units unless replacement units are provided if the rents of the units proposed for demolition are at or below the average market rents at the time of the application.

4.1.2.6 **To support** further diversification of the housing stock tenure by:

- a) encouraging the construction of rental and *shared housing* with a full mix and range of unit types and sizes; and
- b) providing for the establishment of *secondary suites* within existing and new permitted dwelling types in accordance with Section 3.5.22 of the Regional Official Plan and subject to appropriate zoning, development criteria and standards.

4.1.2.7 **To work** with the development industry to promote flexibility and adaptability in the design and function of the housing stock to accommodate the changing needs of households.

4.1.2.8 **To require** housing impact statements, for mid-rise and high-rise development proposals exceeding 500 dwelling units or two apartment buildings, to identify the number of proposed new residential units by type, size and tenure.

4.1.3 Affordable and Shared Housing Strategy

One of the implications of further diversification of the housing stock is a broader range of *affordable* and *shared housing* options. *Affordable housing* is aimed at households in the lowest 60 percent of the income distribution in Markham who are likely experiencing affordability challenges because they are having to spend more than 30 percent of

A greater diversity of housing tenure will assist those residents and workers with a preference for rental and shared accommodation given their household size and composition, their stage of life and level of ability, or their economic status.

their income on ownership or rental housing. In particular, households in the lowest 30 percent of the income distribution in Markham, whose needs are not being met by the private market, require publicly financed social or assisted housing.

Shared housing is a form of housing where individuals share accommodation either for economic, support, long term care, security or lifestyle reasons. In some cases, *shared housing* has no support services attached such as students, seniors, or other unrelated individuals choosing to live together to share the cost and/or maintenance of housing. In other cases, *shared housing* may have various levels of support and services for persons with special needs which may include assistance with daily living, housekeeping, counselling, medication, etc.

Increasing opportunities for *affordable* and *shared housing* options will assist low and moderate income households experiencing affordability challenges, and those persons with special needs requiring additional supports with activities of daily living and personal care. It will also improve accessibility for persons with disabilities and the elderly by removing and/or preventing land use barriers that restrict their full participation in society.

It is the policy of Council:

- 4.1.3.1 **To work**, in partnership with the Region, the non-profit sector, the development industry, community partners and senior levels of government, to develop a strategy for *affordable* and *shared housing* and coordinate efforts to:
- a) ensure a diverse range of housing choices;
 - b) increase the supply of *affordable housing* including social and assisted housing;
 - c) increase *affordable housing* options for seniors, youth, new immigrants, and single person households;
 - d) provide a range of *affordable housing* options for families;
 - e) increase the supply of *shared housing* including housing for persons with special needs; and
 - f) increase the supply of accessible housing.
- 4.1.3.2 **To work**, in cooperation with the Region, to identify targets for new housing in the strategy for *affordable* and *shared housing* and monitor annual housing growth towards the targets by:
- a) unit type: percentage of new housing units targeted by 2031 such as detached, semi-detached, townhouse and apartment units;
 - b) unit tenure: percentage of new housing units targeted as rental and ownership units by 2031; and
 - c) unit affordability: 25 percent of new housing units across Markham, and 35 percent of new housing units in Markham Centre, the Langstaff Gateway, and *key development areas*, be affordable to low and moderate income households.

Increasing opportunities for affordable and shared housing options will assist low and moderate income households experiencing affordability challenges, and those persons with special needs requiring additional supports with activities of daily living and personal care.

- 4.1.3.3 **To encourage** a portion of the targeted *affordable housing* units be designed as *shared housing* units with supports to accommodate persons with special needs.
- 4.1.3.4 **To support** the equitable distribution of *affordable* and *shared housing* across Markham neighbourhoods within permitted building forms.
- 4.1.3.5 **To encourage** that *affordable* and *shared housing* be located in proximity to rapid transit and accessible to other human services.
- 4.1.3.6 **To work**, in collaboration with the Region, the non-profit sector, the development industry, community partners, and senior levels of government to develop an *affordable housing* implementation framework to implement the actions outlined in the strategy for *affordable* and *shared housing* to:
- a) identify opportunities and optimal locations for *affordable* and *shared housing* early in the development process;
 - b) increase opportunities for family housing types in Markham Centre, the Langstaff Gateway and *key development areas*;
 - c) require housing policies within all new secondary plans and *comprehensive block plans*, where appropriate, to demonstrate how the *affordable* and *shared housing* targets referenced in Section 4.1.3.2 will be met;
 - d) require housing impact statements, for mid-rise and high-rise development proposals exceeding 500 dwelling units or two apartment buildings, to identify:
 - i. the number of proposed new *affordable* and *shared housing* units;
 - ii. the estimated rents and/or initial sales prices of the *affordable* and *shared housing* units by type; and
 - iii. where construction of the units is expected to occur in phases, information regarding the number of *affordable* and *shared housing* units to be provided per phase;
 - e) facilitate the timely processing of development applications for *affordable* and *shared housing* projects;
 - f) develop new approaches to the delivery of *affordable* and *shared housing* to achieve the targets outlined in the strategy;
 - g) encourage the development of intrinsically more *affordable housing*, which may include consideration of modest amenities, standard materials, minimal details and flexibility;
 - h) support *affordable* and *shared housing* projects that receive funding under senior government programs; and
 - i) consider financial incentives for qualifying *affordable* and *shared housing* projects.
- 4.1.3.7 **To provide** for a diverse range of *shared housing* categorized by the scale of the building form and the level of support services as follows: *shared housing small scale*; *shared housing large scale*; *shared housing long term care*; and *shared housing supervised*.
- 4.1.3.8 **That** *shared housing* shall be developed in accordance with the specific use policies of Section 8.13.9.



4.2 COMMUNITY INFRASTRUCTURE

Community infrastructure is an integral part of creating sustainable communities. It provides the facilities and services that meet the needs of residents, builds community networks, promotes community pride, and enhances the overall quality of life. The planning and delivery of community infrastructure is shared between many levels of government, non-profit agencies and community organizations.

Community infrastructure will be focused in mixed-use neighbourhoods and *intensification areas* providing human services and cultural facilities required to meet the needs of people of all ages, backgrounds and capabilities.

4.2.1 General Policies

Markham plays an important role in planning and providing a wide range of community facilities and services for its residents including libraries, community centres, parks, arts and culture, and fire and emergency services. Community facilities are a key component of community building and are located and designed to act as the focal points of the community. They promote community identity and contribute to people's well being.

A key document in the planning and delivery of this community infrastructure is Markham's Integrated Leisure Master Plan, which identifies the needs and priorities in the areas of parks, recreation, culture and library facilities and services. Other community infrastructure such as *public schools*, social services, health services, police and other emergency services are planned and provided for by the Region and other community stakeholders through their own strategic planning process. Certain community services and facilities provided by the private sector including, *day care centres, places of worship, and affordable and shared housing* are supported through the land use designations and policies contained in Chapter 8 of this Plan.

Markham will continue to work with its community infrastructure partners to develop new approaches to improve stakeholder consultation and the delivery of services and facilities, particularly in *intensification areas*, to ensure that community infrastructure continues to meet the needs of the growing community.

It is the policy of Council:

- 4.2.1.1 **To plan** and coordinate the provision of Markham's community infrastructure and services including, libraries, community centres, parks, cultural facilities, and fire and emergency services provided by Markham, and public schools, social services, health services, police and other emergency services provided by the Region and other community infrastructure stakeholders, to meet the needs of Markham's residents, businesses and workers.

Markham plays an important role in planning and providing a wide range of community facilities and services for its residents including libraries, community centres, parks, arts and culture, and fire and emergency services.

- 4.2.1.2 **To support** the development and implementation of Markham's Integrated Leisure Master Plan and the strategic plans of other community infrastructure providers.
- 4.2.1.3 **To work** in cooperation with the Region and other community infrastructure providers to develop new approaches to improve the delivery of community facilities and services particularly in mixed-use neighbourhoods and *intensification areas* experiencing major growth and change.
- 4.2.1.4 **To coordinate** the provision of community infrastructure to ensure the delivery of community services and facilities is balanced to meet the needs of Markham's existing and future residents.
- 4.2.1.5 **To support** the provision of new and renovated community infrastructure that is appropriately designed to:
- a) be a focal point of the community;
 - b) be accessible and located in proximity to pedestrian, cycling and transit systems;
 - c) integrate into development sites, where possible, to allow for the sharing of facilities including programming;
 - d) promote the development of flexible multi-purpose facilities which can be adjusted to meet the varied needs of residents;
 - e) encourage clustering of community services within multi-purpose facilities or mixed-use neighbourhoods;
 - f) incorporate green building standards; and
 - g) support universal accessibility.

4.2.2 **Community Infrastructure Strategy**

As Markham continues to develop in a more compact urban form, integrated planning of community infrastructure will be critical to the future delivery of community services, particularly in new mixed-use neighbourhoods and *intensification areas* experiencing major growth or change. By providing leadership in coordinating the planning and delivery of community infrastructure, Markham can facilitate a more integrated approach to how planning for community facilities is done and how service providers interact with each other.

Through the development of a Community Infrastructure Strategy, Markham can define a framework to ensure that community infrastructure stakeholders are informed and engaged through the community planning and development approval processes, and in turn can look for opportunities to share resources and improve service delivery. This strategy facilitates the implementation of the Integrated Leisure Master Plan and the strategic plans of other community infrastructure providers.

Conveniently located and accessible community services and facilities are critical to the success of Markham's programs and service delivery. The availability of community services will be assessed as part of the development planning for new mixed-use neighbourhoods and *intensification areas* to identify the range of community services and

By providing leadership in coordinating the planning and delivery of community infrastructure, Markham can facilitate a more integrated approach to how planning for community facilities is done and how service providers interact with each other.

facilities to be provided in these areas.

Integrating social service planning with land use facility planning can provide opportunities for service providers to collaborate and partner to take advantage of limited resources by clustering community services within multi-purpose facilities or mixed-use neighbourhoods. This form of clustering, also known as a “community hub”, enables service providers to better serve the needs of residents through the provision of a multi-purpose building that accommodates a number of service providers; a cluster of separate buildings; or space within separate buildings that provide a range of services that improve the quality of life for the whole community.

Funding and delivery mechanisms for community infrastructure must also adapt to the changing needs of a growing and diverse population and be sustainable over time. A new approach to funding and long-term investment in community infrastructure must reflect the premium on land in Markham, the existence of non-municipal service providers, the unique composition of residents that will live in Markham’s new communities, and the social implications of the compact urban form in which they are to be delivered.

It is the policy of Council:

4.2.2.1

To work in partnership with the Region and other community service providers on an ongoing basis to guide the provision of community infrastructure by:

- a) providing leadership in coordinating the planning of community infrastructure to contribute to integrated and sustainable communities;
- b) building capacity to improve stakeholder participation in Markham’s planning process;
- c) facilitating information sharing and the education of infrastructure stakeholders;
- d) preparing a community infrastructure inventory for identified communities on an annual basis;
- e) improving coordination in the planning of community infrastructure to support Markham’s strategic vision and priorities;
- f) adapting to change by being flexible and responsive to changes in land use (i.e., *intensification*) and the capital and program delivery models necessary to provide community infrastructure;
- g) developing new approaches to the delivery of community infrastructure including:
 - i. alternative options for community infrastructure funding;
 - ii. flexible zoning standards and permissions which allow community infrastructure to evolve and adapt to the changing needs of the community; and
 - iii. partnerships between stakeholders, developers and community based organizations; and
- h) monitoring outcomes to ensure that appropriate infrastructure, services and land use planning requirements are achieved at each phase of development.

A new approach to funding community infrastructure must reflect the premium on land, the existence of non-municipal service providers, the unique composition of residents, and the implications of the compact urban form in which they are delivered.

- 4.2.2.2 **To work** in collaboration with the Region, the non-profit sector, the development industry, and other senior levels of government, and community infrastructure service providers, to implement the actions outlined in the community infrastructure strategy and to:
- a) require a community infrastructure plan for all new secondary plans and/or *comprehensive block plans*, where appropriate, for a major development or *redevelopment* project to identify policies, opportunities and optimal locations for community services and facilities early in the development process;
 - b) develop a financial strategy for the community infrastructure plan that identifies infrastructure delivery, maintenance, rehabilitation and replacement investment requirements;
 - c) require a community infrastructure impact statement, for all new precinct plans and/or *comprehensive block plans* for a major development or *redevelopment* project to identify how appropriate and adequate community services and facilities will be achieved at each phase of development in accordance with the community infrastructure plan;
 - d) require an agreement to secure the provision of community services and facilities in accordance with the community infrastructure plan to the satisfaction of Markham, the Region and other community service providers, prior to the enactment of implementing zoning by-laws for development; and
 - e) establish monitoring protocols to assess the ability of Markham's community infrastructure to meet the changing needs of a diverse and growing community.

4.2.3 Public Schools

Public school sites and/or buildings can perform an integral role in the provision of community facilities and services. Working in partnership with Markham, the School Boards can expand the use of these facilities to contribute to an integrated approach for improved service delivery.

A significant number of *public schools* have some form of a co-location arrangement with Markham for shared use of playing fields, parks, gymnasiums, parking and meeting space. Given the strategic location of *public schools* within communities, Markham will continue to work with the School Boards to further expand the role of *public schools* as community hubs to establish a stronger community presence in the delivery of programs and services.

Markham will continue to work in collaboration with the School Boards to identify and protect existing, surplus, and future school sites as integral components of Markham's community infrastructure. In considering reuse or *redevelopment* of an existing public school site, priority will be given to developing these sites with compatible community infrastructure that serves the local community.

Public school sites and/or buildings can perform an integral role in the provision of community facilities and services.

It is the policy of Council:

- 4.2.3.1 **To work**, in cooperation with the School Boards, to plan and coordinate the provision of *public schools* through the *development approval* process to:
- identify optimal locations for *public schools* to perform as community hubs for community services and facilities;
 - promote smaller school site sizes and multi storey school buildings in mixed-use neighbourhoods and *intensification areas*;
 - advocate for the delivery of complementary senior government policies, processes and funding models; and
 - secure *public school* sites as generally identified on Map 14 – Public School, Place of Worship and Parks Sites through the *development approval* process.

- 4.2.3.2 **That** in the event that all or part of a *public school* site and/or building or a *public school* site referred to in Section 4.2.3.1 d) is not required by a School Board, one or more of the following alternate uses shall be considered in order of priority prior to any consideration of development or *redevelopment* of the site:
- publicly owned parkland and/or community facilities; or
 - compatible community infrastructure provided by York Region or other government and non-profit community infrastructure providers and *affordable* and *shared housing* where permitted by this Plan.

In considering the reuse or *redevelopment* of a *public school* site with an existing building, preference will be given to those uses that would provide opportunities for continued public access to established community services and programs.

Markham shall request first right of refusal to acquire all or part of the school site and that government agencies and community groups with identified needs shall have the second right of refusal.

- 4.2.3.3 **To work**, in partnership with the School Boards, to expand the role of *public schools* and provide improved access to community services and facilities by:
- planning and developing *public schools* with publicly owned parkland and/or community facilities as joint use facilities where appropriate; and
 - providing flexible zoning standards and permissions to allow *public school* sites to accommodate additional community services and facilities, as appropriate.

4.2.4 Places of Worship**It is the policy of Council:**

- 4.2.4.1 **To recognize** the significance of *places of worship* for the residents of Markham and to work with faith communities to enable the establishment of *places of worship* by:
- identifying preferred locations within new secondary plans in accordance with Council's *place of worship* site reservation policy;



- b) maintaining a database of reserved sites to assist faith communities in identifying available sites in Markham;
- c) providing for rental of municipal facilities, where appropriate; and
- d) securing *place of worship* sites as generally identified on Map 14 – Public School, Place of Worship and Park Sites through the *development approval* process.

4.2.4.2 **That** where preferred locations for *places of worship* are identified in secondary plans:

- a) the location may be changed without further amendment to the secondary plan, provided the size is consistent with the objectives of the secondary plan and the policies of this Plan; and
- b) the location shall be incorporated as a *place of worship* site in a plan of subdivision or other appropriate development plans, with implementing provisions reflected in associated agreements.

4.2.4.3 **That** the development of *places of worship* be subject to the policies of each land use designation in Chapter 8 and in particular, the specific use policies of Section 8.13.7.

4.3 PARKS AND OPEN SPACE SYSTEM

The parks and open space system is an integral component to the liveability of Markham. The system includes parks and open spaces, multi-use trails and pathways, *valleylands*, *vegetation protection zones*, and natural heritage features generally as shown in Appendix C – Community Facilities. It plays an important role in the overall quality of life, health, transportation and social well-being of residents by providing areas for active and passive recreational uses, as well as for the protection of natural and environmentally significant areas and hazard lands.

The planning and delivery of a comprehensive parks and open space system is primarily the responsibility of the municipality, although other governments and agencies and private sector groups play an important role in augmenting the range and variety of parks and open space areas that are available for Markham residents, workers and visitors.

Markham is committed to ensuring that sufficient and meaningful parks and open spaces are conveyed and/or acquired; developed and/or enhanced; and maintained and/or managed, now and in the future.

Chapter 6 contains urban design and sustainable development policies related to the design, provision and management of private open spaces associated with development.

4.3.1 General Policies

It is the policy of Council:

4.3.1.1 **To achieve** a balanced distribution of parks and open space facilities and activities to meet the diverse recreational and leisure needs of Markham's residents, workers and visitors.

Markham's parks and open space system provides areas for active and passive recreational uses, as well as for the protection of natural and environmentally significant areas and hazard lands.

- 4.3.1.2 **To plan** and implement an interconnected system of parks and open spaces that, together with the Greenway System, streets, utility corridors, pedestrian and bicycle trails, contributes to the connectivity of Markham's communities, particularly new mixed-use neighbourhoods and *intensification areas* and placemaking in the public realm as identified in Section 6.1.6 of this Plan.
- 4.3.1.3 **To support** the implementation of Markham's Integrated Leisure Master Plan by ensuring that the standards for the provision of parkland are met or exceeded and that parkland facilities are sufficient to meet or exceed the needs of projected residential populations.
- 4.3.1.4 **To design and develop** high-quality parks and open spaces that provide for comfortable, safe, accessible, and year-round use and that address objectives related to:
- a) **Connectivity of parks and open space:** to create an integrated system or network of parks and open spaces that are connected to one another via trails, bikeways, streets, utility corridors, pedestrian walkways, ravines and/or *valleylands* and greenspace corridors.
 - b) **Location:** to locate parks and open spaces to balance community-wide interests and the interests of neighbourhoods and individuals ensuring that parks are central to the population they serve, to the extent possible, and that they are accessible by public transit and within a reasonable walking distance
 - c) **Distribution:** to distribute parks and open spaces equitably throughout the municipality by allocating needed parkland to areas that are currently underserved, including *intensification areas* and other areas of high projected growth.
 - d) **Facility Planning:** to consider the placement of schools, community centres, libraries and other recreation or cultural facilities in relationship to where parks and open spaces are planned to maximize programming, maintenance, and operational efficiencies.
 - e) **Inclusiveness:** to provide park, open space and recreational opportunities for residents of all ages, abilities, and cultural and economic backgrounds and to ensure that the municipality is responsive, accountable and creative in meeting community needs and reflecting the desires and priorities of all residents.
 - f) **Sustainability:** to promote and incorporate an ethic of preservation, conservation, and sustainability in the planning, design and maintenance of parks and open spaces including incorporating appropriate low-impact development opportunities and sustainability standards and best practices supported by Markham's Greenprint Community Sustainability Plan.
 - g) **Cultural Diversity:** to ensure that the goals and objectives of Markham's Diversity Action Plan are implemented in the planning and design of parks and open spaces.
 - h) **Ecology and the Environment:** to incorporate significant natural areas, woodlots and greenspace corridors into the overall park and open space system such that these areas are protected and enhanced in perpetuity.
 - i) **Programming:** to ensure that the year-round programming, planning



and design of new as well as existing parks and open space areas are consistent with demonstrated community need as identified in Markham's Integrated Leisure Master Plan, including opportunities for education and learning.

- j) **Design Excellence:** to strive for design excellence in the planning and design of parks and open spaces by using a variety of methods, processes and procedures including informed research, community engagement, resident consultation, multi-disciplined team-based approaches, and award-winning professional expertise.
- k) **Operational and Maintenance Leadership:** to budget, operate and maintain parks and open spaces to maximize efficiencies and stewardship system-wide by developing and updating park maintenance standards and costs annually, and creating asset management plans that identify routine, preventative, and long-term maintenance strategies.
- l) **Accessibility:** to strive to make all facilities and amenities geographically, physically, socially and economically accessible to all members of the community.
- m) **Partnerships:** to cultivate strong, positive partnerships with public, private and non-profit organizations to assist with the acquisition, development and maintenance of parks, recreation facilities and open spaces.

4.1.3.5 **To develop** parks and open space plans for the parks and open space system in accordance with Section 6.1.6.8

4.3.2 Parks and Open Space Classification

The type and variety of parks and open spaces will provide opportunities for diverse recreational and leisure activities that enhance and enrich the lives of Markham's residents, workers and visitors and promote a healthy lifestyle.

The parks and open space classification system identifies the types of parks and open spaces in existing and future parks and open system and establish criteria for per capita ratios, size, use, amenities and features, walking distance, location and programs, etc. for each classification category.

The parks and open space classification system includes a range of parks and open spaces including Destination Parks, City -Wide Parks highlighting natural and cultural heritage features, Community Parks, Neighbourhood Parks and Open Space Lands.

All City Parks will be acquired by Markham using an array of acquisition tools available, including parkland dedication requirements under the Planning Act.

The parks and open space classification system includes a range of parks and open spaces including Destination Parks; City-Wide Parks highlighting natural and cultural heritage features; Community Parks, Neighbourhood Parks and Open Space Lands.

It is the policy of Council:

- 4.3.2.1 **To plan** and develop a system of parks and open spaces that are integrated throughout the municipality, in accordance with approved secondary plans, community design plans, precinct plans and/or *comprehensive block plans*, and as generally described and classified within a parks and open space classification system.
- 4.3.2.2 **To implement and administer** a parks and open space system generally in accordance with the following classifications:
- a) Destination Parks, including large and unique parks which attract residents from across Markham and the Region and include conservation areas and lands associated with the Rouge Park that are intended to serve broader regional, provincial, and in some instances, national interests. In general, these parks perform an important environmental function. While Destination Parks provide additional uses and opportunities not typically provided by City Parks, they cannot compensate for the parks and open space facilities and services that would otherwise be required under the Planning Act as City Parks;
 - b) City Parks, including parks which may be identified on Appendix C – Community Facilities, Map 14 – Public School, Place of Worship and Park Sites and/or within secondary plans, precinct plans or *comprehensive block plans*, that will be acquired by the City over time using an array of acquisition tools available.

City parks are classified as follows:

- i. City-wide Parks, generally in excess of 12 hectares, that provide programs and facilities for the entire City beyond those found in Community Parks and Neighbourhood Parks and include outdoor swimming pools, day camps, picnic areas, tournament-oriented sports parks with multiple active recreation facilities, and supporting infrastructure such as parking lots, field buildings and stadium seating. City-wide parks may also include special purpose parks that are generally designed to preserve natural heritage features and *cultural heritage resources*;
- ii. Community Parks, generally in excess of 6 hectares, that provide programs and facilities for a number of communities, neighbourhoods and areas and include water play, playgrounds, skateparks, basketball and tennis courts and organized sporting activities for all age groups and supporting infrastructure such as large park pavilions and maintenance facilities. Community Parks are intended to serve park users generally within a 10 minute walking distance (approximately 800 metres);
- iii. Neighbourhood Parks, including parks of various sizes which provide space for active and passive recreational needs of a local residential or mixed-use neighbourhood area. Neighbourhood Parks are intended to serve park users generally within a 5 minute walking distance (approximately 400 metres) and are further classified as



follows:

- Active Parks, generally 1 to 6 hectares, that provide space for field sports, playgrounds, and the recreational needs of a primarily low rise and mid rise residential neighbourhood;
- Urban Squares, generally 0.5 to 5 hectares, that provide multifunctional flexible space and programming for social gatherings, festivals and civic functions and the recreational needs of a primarily mixed-use neighbourhood. Urban Squares accommodate special features such as public art that add visual interest and contribute the placemaking;
- Parkettes, generally 0.5 to 1.5 hectares, that provide a passive recreational space generally within a 2 to 5 minute walk (approximately 150 to 400 metres) of residences in a primarily low rise and mid rise residential neighbourhood; and
- Urban Parkettes, generally 0.2 to 0.5 hectares, that provide social spaces animated by their adjacent uses such as cafes and shops generally within a 2 to 5 minute walk (approximately 150 to 400 metres) of residents, visitors and businesses within a mixed use neighbourhood; and

- c) Open Space Lands, which provide benefits to the parks and open system beyond those provided by City Parks, but are not suitable for City Park programs and facilities and therefore, not accepted as parkland dedication under the Planning Act, except where provided as Natural Heritage Network Enhancement Lands in accordance with Section 3.1.3.3. Open Space lands may be public lands or privately owned lands that are publicly accessible. Examples of Open Space Lands may include portions of the Natural Heritage Network lands and associated *vegetation protection zones*, transportation and utility corridors, stormwater management facilities, lands required for pedestrian and bicycle routes, and other open space lands encumbered by easements or use restrictions.

4.3.2.3

That City Parks shall generally meet the following criteria:

- a) have frontage on one or more public streets or publicly accessible private streets;
- b) serve park users within a 2 to 10 minute walk from residential and mixed-use neighbourhoods;
- c) not be encumbered by driveways, access lanes, garbage storage areas, utility vaults or other such uses that would take away from the enjoyment or use of the park; and
- d) be recognizable by the park user as a public and publicly accessible park.



- 4.3.2.4 **To develop** additional criteria for each of the parks and open space categories, which may include:
- a) per capita ratios;
 - b) size;
 - c) use;
 - d) amenities and features;
 - e) walking distance;
 - f) location; and
 - g) programs.

- 4.3.2.5 **To use** the parks and open space classification system to assist in determining appropriate maintenance practices, service levels and resource requirements for each park and/or open space.

4.3.3 Rouge Park

The Rouge Park in Markham is located along the Rouge and Little Rouge watercourse corridors forming part of a larger inter-regional and inter-jurisdictional parks system. The Rouge Park is identified on Appendix C – Community Facilities. The park is a significant ecological area extending from the mouth of the Rouge River in Toronto into Pickering and Markham encompassing approximately 1,540 hectares in Markham. Markham has been an active participant in the management of Rouge Park lands since the Rouge Park formed in the early 1990s.

The Rouge Park is currently under transition into a national urban park, led by the Federal Government under Parks Canada. The federal government has made a commitment to support the creation of the Rouge National Urban Park including expansion of the park in Markham within the Transport Canada Airport Pickering Lands. The Rouge National Urban Park study area consists of approximately 3,800 hectares in Markham with a combined total of more than 5,600 hectares in Markham, Toronto and Pickering. Once established, Rouge National Urban Park will celebrate and protect a diverse landscape in Canada's largest metropolitan area offering connections to its natural beauty and rich history, and a vibrant farming community.

It is the policy of Council:

- 4.3.3.1 **To work**, in collaboration with Parks Canada, the Toronto and Region Conservation Authority, adjacent municipalities, non-government agencies and the public to support the creation of the Rouge National Urban Park which protects terrestrial and aquatic resources, aboriginal and pioneer cultural and heritage resources, and agricultural lands while providing for recreational, educational and other public activities.
- 4.3.3.2 **To work**, in cooperation with Parks Canada to ensure that the public use components of the parkland including trails and trailhead locations within the Rouge National Urban Park are integrated and connected with Markham's pathways and trails system.
- 4.3.3.3 **To ensure** that the approval of development applications in the vicinity of the Rouge National Urban Park:

The Rouge Park in Markham is located along the Rouge and Little Rouge watercourse corridors forming part of a larger inter-regional and inter-jurisdictional parks system.

- a) minimize hydrological impacts;
- b) protect and enhance the significant views into the park; and
- c) provide compatible and appropriate edge treatments.

4.3.3.4 **To integrate** the Rouge National Urban Park as a key element of Markham's parks and open space system and promote its benefits to Markham residents.

4.3.3.5 **To ensure** future design and reconstruction of roads located in the Rouge National Urban Park will enhance the rural heritage and character and provide for pathway access to farm landscapes, where appropriate.

4.3.4 Pathways and Trails

The trails network links pedestrians and cyclists throughout Markham along natural heritage features, stormwater ponds, parks and open spaces. Where necessary or desirable, trails run along the road network, and change in character where adjacent to variation in land use. It is a priority of Markham to connect off-road pathways and trails throughout the community to provide a continuous linked network.

It is the policy of Council:

4.3.4.1 **To support** the implementation of Markham's Pathways and Trails Master Plan by planning and developing a connected network of off-road pathways and trails through natural areas and hydro corridors.

4.3.4.2 **To integrate**, where possible, pathways and trails and adjacent land uses, and improve connections to the pathway and trails systems, and the cycling network identified in the Cycling Master Plan.

4.3.4.3 **To plan and support** an inter-regional system of trails that, together with the trail system planned for the Rouge National Urban Park, would provide a high level of connectivity for Markham residents.

4.3.5 Parks and Open Space Acquisition, Design and Improvement

It is intended that new development and *redevelopment* will be planned on a comprehensive basis through the secondary plan, precinct plan, and/or *comprehensive block plan* process to ensure that the public parks and open space requirements identified in this Plan and the implementing Parkland Dedication By-law are achieved. The City may permit the establishment of an area specific parkland agreement that is based on an approved secondary plan, precinct plan and/or *comprehensive block plan*, and is intended to deliver the identified parks and open space system in a way that is both equitable and acceptable to the City.

In order to meet Markham's need for parks facilities and services, the City will seek to exceed a minimum provision of 1.2 hectares of City Parks per 1000 persons. Markham will undertake a parkland deficiency analysis to determine the existing level of service for parks and open space facilities and programs, and identify a strategy to acquire additional parks and open space for underserved areas and/or to enhance existing facilities and programs to bring the service levels up to City standards, and to recognize

It is a priority of Markham to connect off-road pathways and trails throughout the community to provide a continuous linked network.

the specific demographic/cultural circumstances of the area.

The acquisition of parks and open space will take full advantage of the provisions of the Planning Act, ensuring that the appropriate amount of public parkland is conveyed to Markham, or in the absence of land, cash-in-lieu of parkland. The acquisition of new public parkland shall be prioritized in accordance with the parkland dedication policies in Section 9.8.2 of this Plan. In addition to parkland dedication, Open Space Lands will continue to be required through the development process, but outside of the parkland dedication process.

Markham may accept conveyance of lands situated above private property, such as an underground parking garage, in the form of a strata park. The strata limit of the park is generally 200 mm above the top grate of the roof of the private structure. Typically, strata parks are located in mixed-use neighbourhoods in the form of a Neighbourhood Park such as an Urban Square or Urban Parkette. Where a strata park is built on a development site, overtop of an underground structure, it may contribute to the parkland conveyance requirement of the development. However, given the inherent encumbrances on the use and development of land in a strata park, the value of the contribution to the parkland conveyance of any strata park shall be discounted at the discretion of the City.

Growth and *intensification* will place increasing pressure on existing parks and open space, as well as increase the demand for new parks and open spaces. In *intensification areas* and established neighbourhoods, cash-in-lieu of parkland reserves may be needed to acquire vacant lands or built lands in the vicinity that can be *redeveloped* as public parkland to satisfy dedication requirements. Where Markham communities fall short of active and passive parkland targets as established in the Integrated Leisure Master Plan, these areas will be considered priority areas for additional public parks and open space acquisition and improvements. Markham will also monitor growth and acquire lands as needed for City-wide parkland.

Markham will oversee and manage the design and improvement of all public parks and open space and ensure general per-capita and locational standards for parkland are met or exceeded. Markham will ensure that design concepts are prepared and presented to the community for input and comments, and that as required, presentations are made to Standing and Advisory Committees as applicable.

Funding for parks and open space improvements will be in accordance with the Development Charges By-law, as amended from time to time. Servicing and grading requirements for future parkland will be funded and provided by the development in accordance with the obligations set out in the respective subdivision or site plan agreement. Where authorized by Council, a developer may up-front the cost of the design and improvements of public parkland to Markham's satisfaction.

Alternative approaches for acquiring parks and open spaces and funding parks and open-space improvements, beyond the parkland dedication provisions of the Planning Act and the provisions of the Development

Markham will oversee and manage the design and improvements of all public parks and open space and ensure general per-capita and locational standards for parkland are met or exceeded.

Charges Act, may be considered.

It is the policy of Council:

- 4.3.5.1 **To promote** innovation in the planning, acquisition and design of Markham's parks and open space system.
- 4.3.5.2 **To provide** for more detailed planning and design of the parks and open space system, including the development of a parks and open space plan in accordance with Section 6.1.6.8, as a component of a required secondary plan, precinct plan and/or *comprehensive block plan* as outlined in Sections 10.1.2, 10.1.3 and 10.1.4.
- 4.3.5.3 **To provide** for City Parks at a rate in excess of 1.2 hectares per 1000 persons.
- 4.3.5.4 **To undertake** a parkland deficiency analysis to determine the existing level of service for parks and open space facilities and programs, and identify a strategy to acquire parks and open space for underserved areas and/or to enhance existing facilities and programs to bring the service levels up to City standards to achieve a minimum provision of 1.2 hectares per 1000 persons, and to recognize the specific demographic/cultural circumstances of the area.
- 4.3.5.5 **To monitor** growth and acquire lands as needed for City-wide parkland.
- 4.3.5.6 **To acquire** public parkland through the *development approval* process in accordance with the parkland dedication policies of Section 10.8.2 and the Parkland Dedication By-law and to secure public park sites, as generally identified on Map 14 – Public School, Place of Worship and Park Sites, through the *development approval* process, including the establishment, where appropriate, of area specific parkland agreements.
- 4.3.5.7 **That** a strata park may be considered by the City as a parkland contribution under the Planning Act, subject to:
- a) the value of the parkland contribution being discounted at the discretion of City, particularly where the parkland is encumbered by below-ground infrastructure or structures such as a parking garage; and
 - b) the owner entering into an agreement with the City to secure park design standards and specifications, and public access and park maintenance arrangements, all to the satisfaction of the City.
- 4.3.5.8 **To consider** alternative approaches for acquiring additional public parkland and open space and securing funding for parks and open space improvements, beyond the parkland dedication requirements of the Planning Act and the provisions of the Development Charges Act, to achieve active and passive parkland targets as established in the Integrated Leisure Master Plan, such as:



- a) Land purchases;
- b) Land exchanges;
- c) Section 37 community benefits in accordance with Section 10.2.4; and
- d) Partnerships and/or joint provisions of land; and promotion of parkland donations and conservation easements.

4.3.5.9 **To actively engage** Markham communities in the design and improvement of the parks and open space system.

4.4 ARTS AND CULTURE

Arts and culture are central to building a vibrant and liveable community. Cultural facilities and programs such as the Markham Museum, Varley Art Gallery, Markham Theatre and long standing community events and festivals help connect people with their community.

As Markham continues to grow and the population becomes more culturally diverse, the demand for community access to quality cultural programming, products, facilities and opportunities for personal cultural expression will increase. In response, Markham will pursue opportunities for integrating arts and cultural facilities and programs as an integral part of the community design and development process.

Markham's Culture Policy and Plan identifies a vision for arts and culture in Markham and establishes priorities and strategies to strengthen the local arts, culture and heritage sector and integrate cultural planning in municipal processes.

4.4.1 General Policies

It is the policy of Council:

- 4.4.1.1 **To recognize** the importance of arts and culture in enhancing the liveability of Markham's communities.
- 4.4.1.2 **To work** in partnership with the community, artists, cultural workers and organizations to implement Markham's Culture Policy and Plan to guide the provision of arts and culture programs, services and facilities in Markham.
- 4.4.1.3 **That** new arts and culture programs, services and facilities shall be:
 - a) integrated with new community development;
 - b) located in new mixed-use neighbourhoods and *intensification areas* to create a mass of cultural activity;
 - c) designed to include flexible spaces suitable for programming different arts and culture programs and local community activities; and
 - d) coordinated with the delivery of public art as outlined in Section 6.1.7 and other community infrastructure including the parks and open space system, as outlined in this Plan.

As Markham continues to grow and the population becomes more culturally diverse, the demand for community access to quality cultural programming, products, facilities and opportunities for personal cultural expression will increase.

4.5 CULTURAL HERITAGE RESOURCES

The protection and conservation of our cultural heritage is essential to the character of our community and contributes to other social, cultural, economic and environmental objectives of the City. As a result, cultural heritage conservation policies are integrated within many other areas of this Official Plan.

Cultural heritage resources are a fragile and non-renewable resource in our community. Once lost or diminished, they are gone forever. Protection and conservation of *cultural heritage resources* not only enriches our lives, it is an important shared responsibility and legacy that can be left for future generations.

Markham has a wealth of *cultural heritage resources* within its boundaries. While Markham has been inhabited for over 1100 years by Aboriginal peoples, it has over 200 years of colonial history, dating from the arrival in 1794 of William Moll Berczy and his group of 64 German families, Markham is one of the oldest communities in Ontario. The most tangible remnants of Markham's early development are our heritage buildings: stately homes, worker's cottages and commercial stores in our villages and the solitary farmhouses and outbuildings situated along once-rural concession roads. These resources provide us with a link to our past as well as a sense of continuity in our rapidly changing world.

Markham has an ongoing commitment to the protection and conservation of these heritage resources. It was one of the first municipalities in Ontario to have a municipal heritage committee, creating Heritage Markham in 1975 to advise and assist Council on heritage matters. From its first heritage inventory in 1976 to the current Markham *Register of Property of Cultural Heritage Value or Interest*, the municipality has documented its local heritage to ensure it is appropriately addressed in the development approval process. A comprehensive and consistent Heritage Building Evaluation system has been in use since the early 1990s to assist in determining heritage value to the community.

Markham has used the Ontario Heritage Act and other legislation to adopt an extensive array of by-laws and policies since 1975 to *conserve* and protect heritage resources and has shared its knowledge and experiences with countless other municipalities in Ontario. Markham's active designation program includes both individual designations (over 250 properties) and the creation of *heritage conservation districts* such as Thornhill (1986), Markham Village (1991), Unionville (1997) and Buttonville (2011). District Plans have been adopted to preserve and enhance each district's historic character through guidelines for restoration, *redevelopment*, new construction and streetscape improvements.

The municipality also offers a variety of financial incentive programs for property owners recognizing the often-higher costs experienced with heritage properties. Markham also strives to retain and require the

By identifying, protecting, and managing Markham's cultural heritage and archaeological resources, there is an opportunity to preserve the heritage values, attitudes and integrity of Markham's historic settlements for the benefit of the community and for future generations.

restoration of significant heritage resources in all *redevelopment* projects including new residential subdivisions and commercial developments. When buildings cannot be retained on site and are under threat of loss, Markham has had, since 1988, a place of refuge called Markham Heritage Estates – Canada’s first heritage subdivision. Not only can residents save a threatened heritage building, but the end result can be a showcase of excellent restoration techniques and practice to help educate others.

Markham residents are involved in a variety of heritage groups and associations that promote heritage conservation. The community is well served by the Markham Historical Society (est. 1969), which researches, records and interprets the history of Markham, and the Society for the Preservation of Historic Thornhill (est. 1974), which focuses on the Thornhill area. Both Markham Village and Unionville have Village conservancies that are community-based bodies dedicated to preserving the quality of life in each village as well as conserving the heritage and natural elements. Property owner associations located within each of the *heritage conservation districts* as well as the Markham and Unionville BIAs actively support and promote heritage conservation initiatives. Markham and Thornhill each have an Archive providing historical research hubs for the community.

Markham heritage resources are often brought to life through different forms of interpretation and commemoration that inspire, engage and encourage learning and enjoyment. Each individually designated property is provided with a bronze designation plaque, while the Markham Remembered Interpretive Plaque program allows subjects of cultural heritage value to be presented in greater depth. Heritage street name signage and heritage district entry signage found in each district help make each heritage area distinct.

Despite intense development pressures in the municipality, much of Markham’s cultural heritage has been preserved for future generations.

Markham’s *cultural heritage resources* contribute to an identifiable sense of place that belongs to the entire community. It is recognized that these resources may include tangible features, structures, sites or landscapes that either individually or as part of a whole, are of historical, architectural, archaeological, or scenic value and represent intangible heritage such as customs, ways of life, values and activities. These resources may represent local, regional, provincial or national heritage interests and values.

Markham will consult and seek the advice of Heritage Markham, in exercising its powers under the Ontario Heritage Act and in matters related to heritage planning including, but not limited to:

- designation and protection of individual properties and specific areas;
- recommendations on applications for *development approval*, building and demolition permits;
- matters related to *conservation of cultural heritage resources*; and
- promotion, interpretation and celebration of Markham’s *cultural*

Markham heritage resources are often brought to life through different forms of interpretation and commemoration that inspire, engage and encourage learning and enjoyment.

heritage resources.

4.5.1 General Policies

It is the policy of Council:

- 4.5.1.1 **To promote** *conservation* of Markham's *cultural heritage resources* by:
- a) identifying *cultural heritage resources* and maintaining a *Register of Property of Cultural Heritage Value or Interest*;
 - b) recognizing the significance of these resources by designating individual properties, groups of properties, or a geographical area of historical significance under the Ontario Heritage Act;
 - c) adopting and implementing policies and programs for the protection of these resources including:
 - i. requirements for heritage impact assessments and conservation plans, heritage conservation easements and heritage permits;
 - ii. reviewing any application for *development approval*, building permit or demolition permit 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*; and
 - iii. facilitating the rehabilitation, renovation and/or restoration of *cultural heritage resources* so that they remain in active use;
 - d) participating in the management of these resources through acquisition, disposition, purchase, lease donation or other forms of involvement such as the review of *development approvals*, development incentives and property standards; and
 - e) promoting stewardship of these resources by offering financial support and educational and commemorative programs, and fostering public and private partnerships.
- 4.5.1.2 **To demonstrate** leadership and proper stewardship of all municipally-owned *cultural heritage resources* by designating and managing such resources in accordance with the policies of this Plan.
- 4.5.1.3 **To consult** with and obtain the recommendation of Markham's municipal heritage committee, Heritage Markham, on matters related to the *conservation* of Markham's *cultural heritage resources* outlined in Section 4.5.1.1 of this Plan.

4.5.2 Identification and Recognition

The identification and understanding of Markham's *cultural heritage resources* is an important component of Markham's conservation strategy. *Cultural heritage resources* can be: buildings and structures; cemeteries; natural heritage; *cultural heritage landscapes*; archaeological sites; spiritual sites; and intangible heritage such as traditions, beliefs, stories, and family histories. These resources do not necessarily have to be old. There are newer buildings and structures that have cultural heritage value because of their design, cultural association or contribution to a broader context.

The identification and understanding of Markham's cultural heritage resources is an important component of Markham's conservation strategy.

Cultural heritage resources can be formally recognized either individually or in a *cultural heritage landscape* setting, such as a *heritage conservation district*, through designation under the provisions of the Ontario Heritage Act. Fair and consistent criteria have been developed to guide the review of both individual and district designation proposals.

Markham's designated *heritage conservation districts* are shown on Map 13 – Heritage Conservation Districts.

It is the policy of Council:

- 4.5.2.1 **To identify** Markham's *cultural heritage resources* through a continuing process of:
- a) inventory, survey, research and evaluation, as a basis for the wise management of these resources; and
 - b) researching and documenting the historical, architectural and contextual merit of these resources on an individual basis, and on an area or neighbourhood basis, in conjunction with *heritage conservation district* studies, secondary plans or other special studies as may be appropriate.
- 4.5.2.2 **To maintain** a *Register of Property of Cultural Heritage Value or Interest* which is accessible to the public and identifies properties to be *conserved* and maintained consistent with standards and guidelines adopted by Council. It is recognized that there may be properties of cultural heritage interest that are not yet identified or designated, or included in the Register but may still be worthy of *conservation* and inclusion in the Register.
- 4.5.2.3 **To recognize** Markham's *significant cultural heritage resources* by designating individual properties and groups of properties by by-law under Parts IV and V of the Ontario Heritage Act.
- 4.5.2.4 **To ensure** consistency in the identification and evaluation of *cultural heritage resources* for inclusion in the *Register of Property of Cultural Heritage Value* 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 standardized evaluation system.
- Heritage Conservation Districts**
- 4.5.2.5 **To recognize** Markham's *significant cultural heritage landscapes* by designating a geographic area of heritage significance as a *heritage conservation district* under Part V of the Ontario Heritage Act, where it has been determined that the district possesses one or more of the following attributes:
- a) a group of buildings, features, landscapes and spaces that reflect an aspect of local history, through association with a person, group or activity;
 - b) a group of buildings and structures that are of architectural or vernacular value or interest; and
 - c) important physical and aesthetic characteristics that provide an

Cultural heritage resources can be formally recognized either individually or in a cultural heritage landscape setting, such as a heritage conservation district.

important context for *cultural heritage resources* or associations within the district, including features such as buildings, structures, landscapes, topography, natural heritage and archaeological sites.

Other buildings, structures, sites or landscapes that do not possess cultural heritage value, but which constitute infilling and form part of the overall district context and are necessary for the *conservation* of the character of the area may be included in the *heritage conservation district*.

4.5.2.6 **To undertake** a study prior to designating an area as a *heritage conservation district* to:

- a) assess the feasibility of establishing a *heritage conservation district*;
- b) examine the character, appearance and cultural heritage significance of the study area including natural heritage features, landscape, vistas, contextual elements, road patterns and lot layout, buildings, structures and other property features to determine if the area warrants being preserved as a *heritage conservation district*;
- c) recommend the geographic boundaries of the area to be designated and the objectives of the designation;
- d) recommend the general content to be included in the plan;
- e) identify any changes required to municipal plans and by-laws; and
- f) share information with residents, property owners and the public at large as to the intent and scope of the study.

Markham may adopt an interim control by-law to prohibit alteration works, new construction or demolition on properties within the study area during the study period.

4.5.2.7 **To adopt** a heritage conservation district plan for each designated *heritage conservation district*, to include:

- a) a statement of the objectives of the district;
- b) a statement explaining the cultural heritage value or interest of the district;
- c) a description of the *heritage attributes* of the district and the contributing properties in the district;
- d) policy statements, guidelines and procedures for achieving the stated objectives and for managing change in the district;
- e) a description of the types of minor alterations that may be allowed without the need for obtaining a permit; and
- f) any requirements pursuant to the Ontario Heritage Act.

Once the heritage conservation district plan is adopted, the boundaries of the *heritage conservation district* shall be shown on Map 13 – Heritage Conservation Districts of this Plan and all properties within each district will be subject to the policies, guidelines and procedures of the respective plan.

4.5.2.8 **To adopt** a corresponding secondary plan for each designated *heritage conservation district*, where appropriate, to support the objectives and policies of the *heritage conservation district* plan.



4.5.2.9 **To designate** all cemeteries of cultural heritage significance under the Ontario Heritage Act, including vegetation and landscape of historic, aesthetic and contextual value to ensure effective protection and *conservation* in their original location.

4.5.3 Protection

Cultural heritage resources are often a fragile gift from past generations. They are not a renewable resource. Once lost, they are gone forever. Markham understands the importance of safeguarding its *cultural heritage resources* and uses a number of mechanisms to protect them. One of the basic means to ensure protection is through a careful review of proposed alterations to all *cultural heritage resources* and to take action if protection is required.

Protection options include:

- designation under the Ontario Heritage Act ;
- heritage easement agreements;
- enforcement of the policies in heritage conservation district plans; and
- retention of resources on original sites and incorporation into new development opportunities.

It is the policy of Council:

4.5.3.1 **To protect and conserve** *cultural heritage resources* generally in accordance with the Standards and Guidelines for the Conservation of Historic Places in Canada, the Venice Charter, the Appleton Charter for the Protection and Enhancement of the Built Environment and other recognized heritage protocols and standards. Protection, maintenance and stabilization of existing *cultural heritage attributes* and features as opposed to removal or replacement will be the core principle for all *conservation* projects.

4.5.3.2 **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.

4.5.3.3 **To use** secondary plans, zoning by-laws, subdivision and site plan control agreements, signage by-laws, and other municipal controls, to ensure that development within or adjacent to *cultural heritage resources* is designed, sited or regulated so as to protect and mitigate any negative visual and physical impact on the *heritage attributes* of the resource, including considerations such as scale, massing, height, building orientation and location relative to the resource.

4.5.3.4 **To impose** conditions of approval where *cultural heritage resources* are to be affected to ensure the continued protection of the resource.

Heritage Impact Assessments and Heritage Conservation Plans

- 4.5.3.5 **To require**, where considered appropriate, the preparation of a *heritage impact assessment* or a *heritage conservation plan*, prepared by a qualified heritage conservation professional, for any proposed alteration, construction or development involving, adjacent to or in the immediate vicinity of a property on the *Register of Property of Culture Heritage Value or Interest* to ensure that there will be no adverse impacts caused to the resource or its *heritage attributes*.

Heritage Conservation Easements

- 4.5.3.6 **To require**, where considered appropriate, the provision of a heritage conservation easement, pursuant to the Ontario Heritage Act, as a condition of certain *development approvals* or as a condition of financial assistance for the purpose of:
- a) the conservation, restoration and maintenance of the *heritage attributes* of the property in perpetuity;
 - b) the prevention of demolition, construction, alteration, addition or any other action which would adversely affect the *heritage attributes* of the property; and
 - c) the establishment of criteria for the approval of any development affecting the property.

Heritage Permits

- 4.5.3.7 **To require** a heritage permit for all alteration work to property, structures and buildings and new construction proposed:
- a) in a *heritage conservation district*. The exceptions are interior works and minor changes that are specified in the *heritage conservation district plan*. The review of heritage permit applications, or other development applications, will be guided by the applicable *heritage conservation district plan* and the following criteria:
 - i. properties of cultural heritage value including *built heritage resources*, *cultural heritage landscapes* and *archaeological resources* should be protected from any adverse effects of the proposed alterations, works or development;
 - ii. the original or significant building fabric and architectural features on buildings of cultural heritage value should be retained and repaired;
 - iii. new additions and features should generally be no higher than the existing building of cultural heritage value and wherever possible, be placed to rear of the building or set back substantially from the principal façade; and
 - iv. new construction and/or infill development shall be generally consistent with the area's heritage architecture to reflect complementary
 - heights, widths, massing and orientation;
 - setbacks;
 - materials and colours; and
 - proportioned windows, doors and roof lines; of adjacent heritage buildings; and

Markham understands the importance of safeguarding its cultural heritage resources and uses a number of mechanisms to protect them.



b) on an individually designated property to ensure the work is guided by policy 4.5.3.1 and the *heritage attributes* of the designated property are *conserved*.

Development Approvals

4.5.3.8 **To circulate** any application for *development approval*, building permit or demolition permit which affects a property on the *Register of Property of Culture Heritage Value or Interest* to Markham's municipal heritage committee, Heritage Markham, for review, unless the review has been delegated to municipal heritage staff.

4.5.3.9 **To provide** for the protection and *conservation of cultural heritage resources* or the mitigation of adverse effects on *cultural heritage resources* as a condition of minor variance and severance approval and associated agreements.

4.5.3.10 **To evaluate** each land severance and variance proposal affecting *cultural heritage resources* on its own merits and its compatibility with the heritage policies of this Plan and the objectives and policies of any applicable *heritage conservation district* plan. This shall include the preservation of the existing lot fabric or historical pattern of lot development on the specific street or in the immediate neighbourhood where it contributes to the uniqueness, and forms part of, the historical character of the area.

Development on Adjacent Lands

4.5.3.11 **To review** applications for *development approval* and *site alteration* on *adjacent lands* to an individually designated property or a *heritage conservation district* to require mitigative measures and/or alternative development approaches in order to conserve the *heritage attributes* affected. This review may include measures to ensure compatibility with the characteristics, context and appearance of the *heritage attributes* affected.

Retention

4.5.3.12 **To retain** and *conserve cultural heritage resources* and consider the following options, in order of priority:

- a) retention of the resource in its original location and its original use (i.e., a heritage dwelling retained on its own lot in residential use in a new plan of subdivision); or
- b) retention of the resource in its original location, but in an adaptive re-use (i.e., a heritage dwelling converted into a *day care centre*).

In considering planning applications under the Planning Act and applications under the Ontario Heritage Act and other legislation, there will be a presumption in favour of retaining the *cultural heritage resource* in its original location and maintaining its three dimensional integrity as opposed to only retaining a façade incorporated into new development.



Relocation

4.5.3.13 **To consider** the following options in order of priority, for relocation of a *cultural heritage resource* in its entirety, where it has been demonstrated that retention of the resource in its original location is neither appropriate nor viable:

- a) within the area of development, preferably on the development site or former property; or
- b) to a sympathetic site within Markham which may include a heritage conservation district or hamlet.

Emergency

4.5.3.14 **To develop** a protocol to coordinate and direct the actions of the City and its agents in the event that property on the Register is threatened in an emergency such as flood, fire, willful damage or other unanticipated event. This protocol will address the *conservation* of the *cultural heritage resource* once the primary life and safety objectives of evacuating and ensuring public safety have been completed.

Demolition

4.5.3.15 **To prevent** the demolition of properties of *significant cultural heritage resources* as listed in the *Register of Property of Cultural Heritage Value or Interest* by:

- a) encouraging the *conservation*, and where appropriate, the restoration of these properties; and
- b) developing minimum standards for the maintenance of *heritage attributes* in a heritage property standards by-law.

4.5.3.16 **That** any proposal or permit to alter or demolish an individually designated property and any property within a *heritage conservation district* will be subject to the approval requirements of the Ontario Heritage Act in addition to Markham's municipal permit requirements.

4.5.3.17 **To require**, where a *significant cultural heritage resource* is to be unavoidably lost or demolished, the proponent to undertake, where appropriate, one or more of the following mitigation measures, at the expense of the proponent prior to demolition:

- a) documentation of the features that will be lost in the form of a photographic record and/or measured drawings;
- b) advertising the availability of the resource for salvage or relocation;
- c) preservation and display of components or fragments of the former resource's features or landscaping;
- d) marking the traces of former locations, shapes and circulation lines; and
- e) displaying graphic and textual descriptions of the site's history and former use, buildings and structures.

Enforcement

4.5.3.18 **To enforce** the right to prosecute, pursuant to the Ontario Heritage Act, and other legislation:



- a) those who alter or demolish *protected heritage property* contrary to or without obtaining municipal approval; and
- b) those who demolish a listed property identified in the Register without providing the required notice in writing of the owner's intention to demolish or remove the building or structure.

Markham Heritage Estates

- 4.5.3.19 **To utilize** the Markham Heritage Estates subdivision or a similar development for the sole purpose of relocating and protecting significant *built heritage resources* that are determined by Council to be under serious threat of loss and cannot be retained on their original sites. *Built heritage resources* that are relocated to Markham Heritage Estates may be restored, enlarged or modified, and new or existing accessory buildings may be introduced, in accordance with established heritage conservation principles and practice and according to policies and guidelines adopted by Markham.
- 4.5.3.20 **To protect** the *built heritage resources* within Markham Heritage Estates through the provision of a heritage conservation easement and designation under Part IV of the Ontario Heritage Act, in addition to any other legal agreements required by the municipality.
- 4.5.3.21 **That** the Markham Heritage Estates subdivision be comprised of residential lots for single detached dwellings set in an environment capable of accommodating contemporary living within a framework of established heritage conservation principles and practices.
- 4.5.3.22 **To utilize** policies and procedures developed specifically for Markham Heritage Estates to address such matters as the eligibility of buildings for relocation, the overall administration of the subdivision, the design of additions and new construction, the *conservation* and restoration of the *built heritage resources*, and appropriate landscape/streetscape treatments.
- 4.5.3.23 **To require** development within Markham Heritage Estates be subject to the site plan control provisions of the Planning Act.

Development Incentives

- 4.5.3.24 **To consider** the use of the following development incentives, when appropriate for specific development proposals, to facilitate the retention, *conservation* and restoration of *cultural heritage resources*:
- a) increasing the height and density of development otherwise permitted;
 - b) transfer of height and density of development on site or to other areas of Markham; and
 - c) excluding designated *cultural heritage resources* from the parking requirements of the zoning by-law.



Heritage Cemeteries

- 4.5.3.25** **To maintain** and restore all municipally-owned heritage *cemeteries* shown in Appendix C – Community Facilities, as required, and to encourage owners of private heritage *cemeteries* to maintain and restore their properties.
- 4.5.3.26 **To work**, in cooperation with cemetery officials, to develop and implement standards and design guidelines for heritage *cemetery* preservation, including restoration of grave markers and monuments.

4.5.4 Management

It is the policy of Council:

- 4.5.4.1 **To encourage** the ongoing care of *cultural heritage resources* by property owners and that municipal staff provide guidance on sound *conservation* practices and approaches.
- 4.5.4.2 **To encourage** appropriate flexibility in administration of the Building Code and other related codes and regulations to permit maximum *conservation of cultural heritage resources* while still ensuring the health and safety of the public.
- 4.5.4.3 **To require** the activities of all municipal departments to respect the importance of Markham's *cultural heritage resources*, and support the objectives and policies, where feasible, through their by-laws, programs and works.
- 4.5.4.4 **To integrate** municipally-owned *cultural heritage resources* into the community and adaptively re-use them, where feasible. When the re-use or a change in function is being contemplated, the potential adverse impacts to the *heritage attributes* and the resource's significance will be carefully considered and mitigated.
- 4.5.4.5 **To require** that each municipally owned *cultural heritage resource* sold, leased or transferred to another owner or lessee be subject to a heritage conservation easement agreement or other mechanism to ensure its preservation, maintenance and use in a manner that respects its heritage significance.
- 4.5.4.6 **To identify** and evaluate all *cultural heritage resources*, and where necessary ensure that suitable *conservation* and/or mitigation measures, are applied to:
- address the impact of any municipal or provincial public works or other development or *site alteration* activities;
 - retain existing pavement widths and streetscape configurations where they contribute to the cultural heritage value of a *heritage conservation district*;
 - address the impact of accessibility requirements in terms of being the most effective and least disruptive;
 - mitigate the impact of any energy conservation or sustainability initiatives such as building retrofits and wind/solar/bio-energy and water power facilities; and

e) preserve mature and healthy trees and vegetation of scenic and cultural heritage value, and any other *cultural heritage landscapes* of significance.

4.5.4.7 **To support** solutions that *conserve heritage attributes* when environmental or structural issues are raised concerning the viability of a *cultural heritage resource* and to require, if appropriate, a peer review of any consultant report raising these issues.

4.5.4.8 **To encourage** local utility companies to place equipment and devices in locations that do not detract from the visual character of *cultural heritage resources* and do not have a negative impact on the integrity or *heritage attributes* of those resources.

4.5.4.9 **To discourage** the placement of telecommunication infrastructure, such as cell towers, on properties containing or adjacent to *cultural heritage resources* especially individually designated properties and locations within *heritage conservation districts*.

4.5.5 Enhancement, Commemoration and Advocacy

Heritage resources are brought to life through different opportunities that encourage learning and enjoyment not only for residents, but also for visitors seeking new cultural experiences. Markham is committed to the stewardship of its *cultural heritage resources* offering educational and financial support to further enhance these resources, and interpretation and celebrations to promote and *conserve* these resources.

It is the policy of Council:

4.5.5.1 **To enhance** the environs of *cultural heritage resources* as part of capital works and maintenance projects through such means as tree planting, landscaping, street improvements, buried utilities, and the provision of street furniture, lighting, signage and other streetscape components, that are consistent or compatible with the character of the *cultural heritage resource*.

4.5.5.2 **To consider** naming roads, streets, watercourses, parks and other public places and facilities to recognize those persons, groups, themes and activities that have contributed to Markham's cultural heritage and its history.

4.5.5.3 **To use** fiscal tools, incentives and financial assistance, where appropriate, to facilitate the maintenance and *conservation of protected heritage properties* including making available grants, loans and other incentives as provided for under the Ontario Heritage Act, the Municipal Act and other sources.

4.5.5.4 **To commemorate** *cultural heritage resources*, where appropriate, through means such as interpretive signage programs and identifying individually designated properties through a plaque program.

Heritage resources are brought to life through different opportunities that encourage learning and enjoyment not only for residents but also for visitors seeking new cultural experiences.

- 4.5.5.5 **To commemorate** *significant cultural heritage resources*, which have been lost in the past or removed from the property, or are impacted by new development or public works, through a form of interpretation, where appropriate.
- 4.5.5.6 **To commit** funding and resources to implement communication and education programs to foster awareness, appreciation and enjoyment of *cultural heritage resources* such as in the form of newsletters, website information, walking tours, heritage award programs, workshops and heritage celebrations.
- 4.5.5.7 **To participate**, where appropriate, in promotional or educational programs of other levels of government or other agencies and groups promoting *cultural heritage conservation*.
- 4.5.5.8 **To engage** the local community in matters of *cultural heritage resource conservation*, as appropriate.
- 4.5.5.9 **To promote** public awareness and facilitate the provision of information concerning *cultural heritage resources* and their *conservation*.
- 4.5.5.10 **To encourage** senior levels of government to take actions consistent with the cultural heritage policies of this Plan.

4.6 ARCHAEOLOGICAL RESOURCES

Approximately 2,000 years ago, corn and other agricultural products were introduced to the peoples of the Great Lakes Region. This led to the development of large communities surrounded by hundreds of acres of cornfields. The people who occupied those villages were ancestors of the Huron-Wendat who lived in Markham until the end of the 16th century when they moved to Huronia, their traditional territory between Lake Simcoe and Georgian Bay.

By the 1660s, Markham was the territory of the Iroquois (Haudensaunee); however, by the end of the century, they had been replaced by Anishnabek Mississauga people, with whom the British later negotiated land purchases.

First Nations, Métis and European *archaeological* resources contribute to Markham's unique local identity. They include sites that may contain scatters of artefacts, the remains of structures, cultural deposits or subsurface strata of human origin.

Archaeological sites are both highly fragile and non-renewable. This Plan recognizes the importance of *conserving archaeological resources* and the potential to incorporate appropriate archaeological discoveries in Markham's placemaking efforts.

4.6.1 General Policies

It is the policy of Council:

- 4.6.1.1 **To promote** *conservation* of Markham's *archaeological resources* by:

First Nations, Métis and European archaeological resources contribute to Markham's unique local identity.

- a) identifying *archaeological resources* and *areas of archaeological potential*, through the use of mapping maintained in the York Region Archaeological Management Plan, to determine where archaeological assessments will be required in advance of development, *redevelopment* and *site alteration*;
- b) adopting and implementing policies for the protection of these resources, including requirements for archaeological assessments and conservation plans, where development, *redevelopment* or *site alteration* is proposed on lands containing *archaeological resources* or *areas of archaeological potential*;
- c) recognizing the significance of these resources by introducing protection measures, where appropriate; and
- d) encouraging the communication of appropriate archaeological discoveries and/or cultural narratives in development proposals through innovative architectural and/or landscape architectural design, public art or other public realm projects.

4.6.1.2 **To support** York Region's efforts to implement the York Region Archaeological Management Plan.

4.6.1.3 **To consider** the development of a contingency plan for the protection of *archaeological resources* that are discovered by chance or are under imminent threat, which may include a funding resource that could be accessed in emergency situations to protect *archaeological resources*.

4.6.1.4 **To work** with York Region and others to investigate the potential for a secure re-interment site for human remains where preservation in their current location is not possible and an interpretation centre for First Nations and Metis *archaeological resources*.

4.6.1.5 **To support** York Region's efforts to develop and implement a First Nations and Métis engagement protocol.

4.6.2 Protection and Conservation

It is the policy of Council:

4.6.2.1 **To only permit** development, *redevelopment* and *site alteration* on lands containing *archaeological resources* or *areas of archaeological potential* where the *archaeological resources* have been assessed in accordance with Section 4.6.2.2 and:

- a) *conserved* on-site while maintaining the heritage integrity of the site; or
- b) *conserved* by removal and documentation;

to the satisfaction of Markham, in compliance with provincial requirements, standards or guidelines.

4.6.2.2 **That prior to approval** of an application for development, *redevelopment* or *site alteration* on lands containing *archaeological resources* or *areas of archaeological potential*, the proponent will be required to retain a provincially licensed archaeologist to:

- a) undertake an archaeological assessment to:
 - i. assess the property;
 - ii. assess the impact of the proposed development on any



archaeological resources identified;

- iii. identify methods to mitigate any negative impact the proposed development, *redevelopment* or *site alteration* may have on any *archaeological resources*, including methods of preservation on-site or recovery and preservation off-site; and
 - iv. comply with current provincial standards and guidelines for consulting archaeologists;
- b) provide a copy of the provincial letters, recognizing the acceptance of archaeological assessment reports into the provincial registry, to Markham;
 - c) prepare a conservation plan, where appropriate, for the protection and/or management of *significant archaeological resources*.

4.6.2.3 **To consider** regulatory tools such as zoning, a designation and heritage easement under the Ontario Heritage Act, or an open space land dedication to protect *significant archaeological resources* on-site.

4.6.2.4 **That** where burial sites are encountered during any archaeological work or land disturbing activity, all work must immediately cease and the site secured. The appropriate provincial and municipal authorities shall be notified by the proponent and the required provisions under provincial statutes, along with other applicable protocol or policy must be followed to provide for culturally appropriate and respectful treatment of the discovery. A licensed archaeologist(s) shall be required to assess and/or monitor the property, and recommend *conservation* strategies.

4.6.2.5 **That** where previously undocumented *archaeological resources* are encountered during any public works, including the construction of streets, sewers and water mains and associated structures, work will cease within a reasonable area surrounding the discovery, as determined in consultation with a licensed provincial archaeologist, and the necessary steps as identified in Section 4.6.2.2 will be undertaken.

4.6.3 First Nations or Métis

It is the policy of Council:

- 4.6.3.1 **That** where First Nations or Métis *archaeological resources* are identified in an archaeological assessment in accordance with Section 4.6.2.2, the proponent shall be encouraged:
- a) to provide a copy of the archaeological assessment report to those First Nations or Métis with the closest cultural affiliation and in whose *traditional territories* the *archaeological resources* were found;
 - b) to consult with those First Nations or Métis with the closest cultural affiliation and in whose *traditional territories*, where the *archaeological resources* were found, to address their interests in the resource and define interpretive and commemorative opportunities related to the resource, where preservation of the resource is not possible in their current location; and
 - c) to notify in advance of on-site assessment work those First Nations or Métis with the closest cultural affiliation and in whose *traditional territories* where the *archaeological resources* were found.

4.6.3.2 **That** First Nations or Métis *significant archaeological resources* shall be considered as features not to be developed and the First Nation or Métis with the closest cultural affiliation and in whose *traditional territories* the resource is found shall be engaged to identify commemorative approaches.

