The Role of Heritage Conservation Districts in Achieving Community Improvement

by

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Author’s Declaration

I hereby declare that I am the sole author of this thesis. This is a true copy of the thesis, including any required final revisions, as accepted by my examiners.

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Abstract

Heritage assets and the values associated with their protection deserve recognition as they represent a reference point from which cities can look to their past, understand the present, and plan for the future. To strengthen our understanding, this research explores the relationship between Heritage Conservation District (HCD) designation and its effect on community improvement efforts. In doing so, it seeks to explore the reasons for and values associated with the desire for communities to conserve their architectural heritage. The concept of the HCD is also investigated as a mechanism for promoting heritage, and the role of the HCD in achieving revitalization goals is described. Multiple sources of evidence were analyzed to provide insight into these research objectives. Planning and policy documents and mapped census data were examined, and open-ended interviews, community surveys, and field observation were undertaken to investigate the effectiveness of policy implementation and its impact on communities. Markham Village and Unionville, two HCDs located in the Town of Markham, Ontario, serve as case studies and provide a focus on current experiences within a real-life setting. Community improvement indicators were devised to determine progress toward community improvement and to measure the success of these HCDs. This study attempts to provide a means by which to monitor and evaluate conservation and revitalization goals.

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Table of Contents

List of Figures

List of Tables

Chapter 1

Introduction

1.1 Introduction

> "Cities are the defining artifacts of civilisation. All the achievements and failings of humanity are here. Civic buildings, monuments, archives and institutions are the touchstones by which our cultural heritage is passed from one generation to the next. We shape the city, then it shapes us…" (Reader, 2004, p.1)

Buildings and spaces can act to preserve a memory of place. These memories are of value as they allow people to explore a living history and interact within these spaces. It can be said that a society conserves its physical assets to provide a sense of continuity and place within our landscapes, be they urban or rural (Graham, 2002). Think of the significance we place on a house we grew up in, a local church, a café or pub we frequented, or the diversity of interactions we encounter in everyday spaces. These elements are brought together within the cultural, social, and physical environment. Heritage assets are a meaningful component of this experience and enable communities to create dynamic places. As such, the values and decisions associated with heritage conservation can offer insight into the meaning and role of a place. According to Graham, a sense of belonging is fundamental to our individual and communal identities, and securing elements of the past is an essential part of this experience. Heritage assets and the values associated with their protection deserve recognition as they represent a reference point from which cities can look to their past, present, and future. The way in which we manage and develop these resources warrants continued attention.

Maintaining and managing our heritage assets is also part of a political and economic process. Planning decisions are made to ensure that districts of historical significance are identified and preserved (Fram, 2003). Effective conservation policy should take into account public involvement, public and private initiatives, conflict of interest that may arise between owners and developers, the planning process in general, cultural and economic needs, and

maintaining public openness during the decision-making process (Cohen, 1999). These issues will be addressed throughout this thesis as they are relevant not only to the research objectives but to understanding the conservation model under which municipalities operate.

1.2 The Research Problem

Undertaking this research is significant as it attempts to establish a relationship between Heritage Conservation District (HCD) designation and its effect on community improvement efforts. In doing so, it seeks to define the role of HCD designation and the outcomes of physical, economic, and social revitalization goals. In addition, this research attempts to form a better understanding of the successful integration of development and change management within HCDs.

The topic of community improvement and HCD designation has yet to be explored in the Canadian, and more specifically the Ontarian, context. A study of this nature can allow researchers and practitioners to plan for future development and to assess conservation and revitalization strategies that are based on a holistic understanding of current conditions within a given area.

1.3 The Research Question

In particular, this research focuses on the role that designated HCDs have played in the revitalization and development of urban areas. Given the issues and themes described above, the research question for this thesis is: What role have HCDs played within communities and how have they contributed to community improvement?

1.4 Research Objectives

In order to further focus this study, three research objectives were established. The first objective is to explore the reasons for and values associated with the desire for communities to conserve their architectural heritage. The second objective is to investigate the concept of the HCD as a mechanism for promoting heritage by examining its goals and objectives as well as the

approaches to recognition, designation, and operation. The third objective is to define what is meant by community improvement by devising a set of indicators for determining progress toward community improvement and measuring the success of HCDs.

1.5 Structure of the Thesis

Following this introduction, the thesis has four main parts. The first of these parts is Chapter Two, which reviews relevant literature in order to examine key concepts such as definitions related to heritage, heritage conservation versus preservation, the relationship of conservation to urban planning, and the role of heritage planning and legislation in Ontario. The definition and evolution of the HCD is also explored, as is heritage conservation in the Canadian context, the practice of heritage conservation as it relates to physical, economic and social revitalization, and the significance of new development within heritage areas.

Chapter Three describes the methods used to carry out the thesis research. This methodology was used to guide the investigator in collecting, analyzing, and interpreting the study areas and selected data sources. More specifically, this section examines the case study approach, how the case studies were chosen, selected data sources and methods of data collection, the theory of evaluation, and the selection of community improvement indicators.

The fourth chapter presents detailed findings from the collected data. It examines key findings from plans, policies, and documents, key informant interviews, survey analysis, mapped census data, and field observations. The structure of this section corresponds to the research question and objectives outlined above.

The final chapter provides an analysis and conclusion based on the results of this study. It focuses on the role and effectiveness of the HCD in achieving community improvement goals. This is done by assessing the impact of HCD designation in contributing to the four community improvement indicators that were developed to address the thesis research question and objectives.

Chapter 2
Literature Review

2.1 Introduction

This research focuses principally on the role of designated HCDs in contributing to community improvement and revitalization goals. As such, this chapter examines several themes that provide a foundation for the research question and objectives as outlined in Chapter One. The first section examines definitions related to heritage preservation and conservation. It then seeks to understand why communities conserve. The evolution of a heritage conservation ethic and its relationship to urban planning are then described. This provides a foundation for discussing the role of heritage planning and legislation in Ontario. In the next section, development and revitalization in heritage areas is explored and the concepts of physical, economic, and social revitalization are defined. Upon establishing these definitions, heritage conservation and its contribution to revitalization efforts, as well as the role and significance of development within HCDs, are examined. In the final section, the concept and evolution of the HCD are explored. Heritage conservation at the district level and the role of community within HCDs is then investigated.

In order to address the themes listed above, it was necessary to draw upon a sizeable body of literature related to a variety of issues and topics in the field of heritage conservation. Upon examining current literature, it became evident that research in the field has primarily addressed heritage/historic districts within the American and European contexts (Datel & Dingemans, 1988; Doratli, 2005; Nasser, 2003; Reichl, 1997; Tung, 2001; Wojno, 1991) or examined the economic value of *individual* heritage properties (Asabere & Huffman, 1991; Ashworth, 2002; Coulson & Leichenko, 2001; Shipley, 2000), with a focus that has predominantly been that of architectural conservation. There remains a gap in literature relating to the role that HCDs play in contributing to urban revitalization and development in the Canadian

context (Datel & Dingemans, 1988; Nasser, 2003; Reichl, 1997; Tung, 2001; Wojno, 1991). In addition, upon reviewing literature in the field of heritage planning, it is evident that current research has yet to examine the role that Canadian, and more specifically southern Ontarian, HCDs have played in revitalization initiatives. As such, it is important to investigate the significance of heritage protection, and more specifically the role of HCDs, in contributing to physical, economic, and social revitalization in the Canadian context.

2.2 Heritage Conservation

This section provides an introduction to the concepts of heritage, conservation, and preservation. It then examines why communities choose to conserve their heritage and explores who is typically involved in supporting conservation initiatives. The evolution of heritage conservation in the Western world and in the Canadian context in particular, is subsequently explained. This provides a lead-in to defining the merging relationship between heritage conservation and general planning goals. Finally, planning legislation in Ontario is described.

2.2.1 Defining Heritage

This section explores the definitions and meanings associated with heritage. Heritage is a multifaceted concept that is difficult to precisely define. This is largely due to the fact that it is based on societies' values and interpretations. According to Graham (2002), heritage can be interpreted differently between *and* within cultures at any given time. It can therefore be said that many different heritages exist. In addition, the content, interpretation, and representation of heritage resources are decided according to current demands. As a result, definitions of heritage differ because its interpretation and representation are subject to current societal values and demands. Moreover, as Datel and Dingemans (1988) explain, “standards of historical and architectural significance are shifting constantly” (p.43). A society’s definition and care of its heritage are therefore characterized by its value judgements (Jokilehto, 1999).

Heritage is defined not only by demand and value, but also by society's use of historical buildings and sites. As Hall (1997) suggests, our interpretations of meanings are understood through the idea of representation, based on "our use of things and what we say, think, and feel about them" (p.3). The difficulty of specifically defining heritage is therefore further compounded by the fact that cultural meanings are produced and reproduced and, as such, will change over the course of time. Graham, Ashworth, and Tunbridge (2000) and Graham (2002) argue that while Hall's explanation refers to meanings within language, this line of thought can still adequately be applied to heritage, because it, like language, is a mechanism through which meanings are produced. This reinforces the notion that the meanings of heritage are constantly subject to evolving societal values.

A further complexity to defining heritage is that it exists as both a tangible (i.e. the built environment) and intangible resource (i.e. traditional or folk culture). On the one hand, heritage provides a tangible experience, such as when one visits a particular site, and on the other hand it produces an intangible idea or feeling that is experienced at the site (Ashworth, 1994). This in turn can create a dichotomy of needs. Finding the link between tangible and intangible heritage assets as products of conservation can provide a basis for the long-term management of established intellectual and cultural materials, thus bringing together elements of heritage conservation and progressive urban adaptation (Heathcott, 2006). These elements of conservation are further explored in Section 2.2.4.

The heritage assets that we choose to conserve are therefore representative of what we as a society presently value and embody as cultural concepts of the time (Jokilehto, 1999). Masser, Sviden, and Wegener (1994) suggest that heritage is not a static concept and that recent changes in society's attitude toward heritage are in part due to our transition from a manufacturing-based society to a service or information-based society. The key difference between these two periods is that manufacturing values revolve around the sale of a product whereas service or information values centre on the sale of an experience. They therefore propose that people have begun to seek

a heritage *experience*. This may take place through interactions that occur in a pedestrian-friendly heritage district or by attending performances, for example.

Heritage exists as an individual element of the urban landscape, but it must also be considered as a working part of a cohesive group or area. It has been suggested that the buildings within our cities can be considered cultural artefacts that exist within a portfolio of cultural resources. This portfolio is defined as the urban mix that is made up of the land and buildings used by people (Cohen, 1999). If this is the case, then heritage buildings exist within this envelope of cultural resources and our ideas and values can thereby be considered cultural products. It then stands to reason that our built heritage is a cultural artefact. As such, built heritage is an integral part of who we are as individuals within a community as these 'portfolios' will take on increased material significance based on how we as a society relate to our histories (Heathcott, 2006; Jokilehto, 2006). The planned conservation or destruction of the past therefore defines us and affects how we interpret, and interact with, and define our surroundings.

While heritage serves as a cultural product on its own, or within a portfolio of cultural resources, it is also a source of knowledge and understanding as well as a political resource. Furthermore, according to Graham (2002), heritage is a social construct that is defined within cultural and economic practice. In this way it fulfills both capital and cultural functions. As such, heritage does serve an economic function, and can be considered a product or resource for consumption. This multitude of roles reaffirms that the definition of heritage remains somewhat elusive, as "it is this plethora of roles, forms and uses that makes heritage such a ubiquitous but simultaneously ambiguous form of knowledge in the city" (p.1013).

After providing a somewhat abstract explanation of heritage, it is useful to reduce the concept to more general and practical terms. Heritage has been defined as the storehouse of human experience made up of the recognizable features of a place (Jokilehto, 1999). Or, more simply put, heritage is the way in which we use the past *now*, in whatever form it takes (Graham et al., 2000). While heritage is rooted in the past, it is defined in, and becomes an active part of,

the present. In this way, it offers a view to both the past and the future (Graham, 2002; Lynch, 1972). That is to say, if society has a reference point for where it has been and where it is going, this will in turn offer perspective for future planning decisions.

From a more practical perspective, heritage has been defined as a term used to describe *what* is being conserved or preserved and the organizations that engage in the process (Ashworth, 1991). As Smith (2006) states, "heritage is heritage because it is subjected to the management and preservation process, not because it simply is…it is a process of engagement, an act of communication, and an act of making meaning in and for the present" (p.3). It is much more than a simple object to be identified and categorized, as it reflects the interactive process of citizen engagement. Therefore, how we define, plan for, and manage our heritage resources will affect the evolution of our cities.

An understanding of the various meanings and interpretations associated with heritage can contribute to providing an effective framework in which conservation decisions are made. It is important that planners understand that heritage is based upon value judgements and therefore it benefits more from holistic policies and guiding principles than from steadfast rules for protection and change.

2.2.2 Preservation versus Conservation

Protecting and managing the built environment and its cultural values, meanings, and associations has fallen under the umbrella of conservation and preservation, yet each of these terms possesses a different meaning and history. As such, this section reviews the definitions of, and distinctions between, 'conservation' and 'preservation' in order to shed some light on the concepts, the ethos, and policies related to these terms.

The terms conservation and preservation, are both associated with the protection and management of heritage resources. However, they both have varied meanings, connotations, and histories. While these terms have been used interchangeably (Jokilehto, 2006), their meanings are

not always synonymous (Ashworth, 1991). Tung (2001) cautions that the meanings associated with these terms should be considered with care. For example, preservation is the legal language referring to architectural and historical matters in the United States. In contrast, the rest of the developed world tends to use conservation to mean the same thing. Although Tung holds to the statement made above, in his work he uses the two terms interchangeably when referring to efforts that serve to save the original historic fabric. Fram (2003) also notes that preservation may be used as a synonym for conservation in American publications.

Conservation, while it includes elements of preservation, has a much wider conceptual meaning as it considers the context within which heritage sites are contained (Ashworth, 1991). Cantacuzino (1990) suggests that preservation falls *within* the term of conservation. This is to say that the act of preservation is more specific in what it protects, and is often associated with individual buildings (Ashworth, 1991; Burke, 1976; Fram, 2003; Tyler, 2000). It serves to save buildings from decay and is a form of static protection, keeping structures in their original state (Burke, 1976; Fram, 2003). Ashworth (1991) suggests that preservation refers to the care and protection of artefacts. This originally included only monuments, but eventually came to include sites of historical symbolic association.

Whereas preservation focuses on individual elements within the landscape, conservation considers how heritage resources relate to areas or groups (Burke, 1976). Ashworth (1991) supports this notion, stating that conservation regards the city as a functioning unit rather than as individual elements. Fram (2003) also suggests that conservation refers to neighbourhood or district planning as opposed to the specific maintenance of individual buildings. Conservation is not limited to the preservation of individual buildings: it should be comprehensive and consider the urban fabric as a whole. In other words, conservation is about more than preserving a few buildings alone (Cohen, 1999).

Conservation acknowledges the totality of the built environment and the dynamic interconnections that take place within it (Cohen, 1999). Conservation aims to communicate a

sense of history while supporting change. Rather than creating something that is static (as the process of preservation suggests), it connects to past, present, and future changes and values instead of detaching from them (Lynch, 1981). In doing so, conservation should shape local identities and enhance their distinctiveness (Ashworth, 1991). As Jokilehto (2006) states, "modern conservation does not mean a return to the past; rather, it demands courage to undertake sustainable human development within the reality and the potential of existing cultural, physical, and environmental resources" (p.318).

Cantacuzino (1990) mentions that for something to stay alive it may be necessary to introduce new life to it. He states that conservation is the act of keeping something alive, whether it be an individual building or an entire district, as "conservation does not exclude demolition or new construction…it does not exclude change…without the ability to change, a city would die" (p.14). Burke (1976) believed that the rationale for conservation was "preserving purposefully: giving not merely continued existence but continued useful existence" (p.117) to our built environment. He also realized that it in order to maintain the outward appearance of structures it may be necessary to adapt the interior to modern needs. According to Tyler (2000), conservation can be defined as the process that maintains properties without significantly altering their existing condition. It seeks to retain a property's historic integrity and as much of the original materials or features as possible, allowing for change over time.

Having defined the meanings related to conservation and preservation, the ethos and impact behind each movement is now examined. In order to appreciate how these terms are used and understood today, it is useful to go back to the roots of their creation. The ethos of the original heritage protection movement was based on the preservation and appreciation of monuments and grand public buildings, whereas today, modest material reminders such as farmsteads and vernacular architecture are also recognized and conserved (Fram, 2003). To understand the transition from past to present-day philosophies regarding heritage protection and management, the evolution of these concepts is considered.

Preservation will first be discussed as it set the precedent for modern conservation philosophies (Jokilehto, 2006). The act of preservation is predominantly associated with early heritage movements of the late 19th and early 20th century. It subscribed to the philosophy that historical buildings should be kept under what can best be described as a 'glass case'. This basically translated as placing selected buildings in a suspended state under strict restoration guidelines (Fulton, 1998). According to Ashworth (1997), this ethic had historic primacy as the main intervention approach to managing the past. As such, it played a prominent role in shaping early comprehensive heritage frameworks during this time period. However, for many members of the public and planners alike, this movement generated a negative reaction toward protecting heritage assets. This was further defined by the division between preservationists and developers that became evident by the mid-20th century. In this way, the act of preservation created a rift between stakeholders because it left little flexibility for planning decisions and discouraged the capacity for urban change and adaptation as it tended to "freeze artefacts in time, whereas previously they had been constantly changing" (Graham, 2002, p. 1007). To further reinforce this rift, preservation was hailed as a reactive policy approach, as it was associated with last-minute interventions that frequently angered property owners (Tung, 2001). As a result of these controversies, the preservation paradigm assumed an inherent conflict between preservation and development. As preservation was given priority over building function and adaptation, conflict tended to arise, especially in cases where a building's usefulness was considered subordinate to its continued existence (Ashworth, 1997).

Over time, the preservation ethos began to shift focus, and today, conservation is by and large the accepted term related to actions regarding safeguarding heritage for future use. It provides the basis for a broader and more inclusive planning framework, and is characterized by the wise use and caring for of heritage resources and anticipating and preventing threats to these assets (Fram, 2003). As such, it takes a more proactive approach to heritage protection, anticipating problems as they occur (Tung, 2001). As opposed to preservation, conservation

allows for more development options and fewer constraints. It considers broader planning strategies and at the same time acknowledges the value of heritage protection (Ashworth, 1997).

Conservation also acknowledges community values and value judgements. A key concept to consider is that it not only shapes society, but is also shaped *by* society (Jokilehto, 2006). According to Ashworth (1997), the purpose of heritage conservation is to discover, enhance, and shape the distinctiveness of local identities. This may be done for a variety of purposes, be they social, economic, political, or even psychological. This philosophy suggests that built heritage is maintained and enhanced as a result of comprehensive planning decisions and that it relies upon continuous, sensitive management. Conservation may serve to bridge the gap between preservation, development, and urban planning, as it seeks to resolve differences created by past decisions while moving forward to the future.

2.2.3 Why Communities Seek to Conserve

This section examines why communities conserve, who conserves, and how communities define or determine what is conserved. In doing so, it addresses how and why heritage conservation has become increasingly important to the public. In order to remain relevant to the thesis research focus, this section looks at public interest in conserving heritage during the latter part of the twentieth century through to the present day. To better understand why communities choose to conserve, it is important to understand the role of heritage in recent history.

According to Burke (1976) and Denhez (1978), it was not until the 1970s that North American society began to experience the renewed enthusiasm and sentimental interest that we see for heritage today. At this time, society was beginning to develop a new sense of historicity, romantic attachment, and nostalgia for the past, largely as a reaction to the era of change that was brought about by the drastic urban renewal policies of the 1950s and 1960s (Burke, 1976; Fram, 2003; Hamer, 2000; Jokilehto, 2006; Lynch, 1981). A desire to reconnect with lost and remaining heritage, coupled with a resistance to urban renewal projects, prompted what is now regarded as

the conservation movement (Datel & Dingemans, 1988). (Urban renewal and its effect on heritage conservation and planning are further discussed in Section 2.2.5).

While these factors certainly fuelled concern for community and heritage protection, ideas such as sense of place and identity also arose as reasons to conserve the built environment. Often times, planning decisions that emerge as a result of the conservation movement work to emphasize the importance of sense of place and the role that it plays in how a place evolves (Datel & Dingemans, 1988). The work of Lynch (1972; 1976) supports this idea, as it states that heritage can be used to enhance people's sense of place. In this case, sense of place can loosely be defined as "an agglomeration of structures which permit residents to distinguish their environs from others, and thereby identify home" (Denhez, 1978, p.25). This should in turn make spaces more distinct, vibrant, lively places to live. A sense of community and belonging to place is fundamental to fostering identity within the urban environment. Elements of the past are essential components in promoting both an individual and communal sense of identity (Graham, 2002). Smith (2006) supports this notion by stating that heritage conservation is an essential component of identity making. Furthermore, according to Ford (1974), the importance of place perception and its effect on human behaviour comes from a desire to find a sense of identity and place within our surroundings. He states that this is due to the placelessness that came about as a result of modernist planning projects. Where the overriding principle of modernist planning ascribed to the idea that places could instantaneously be built, heritage planners have come to understand that a place truly evolves through its usage over time.

Another reason why communities may seek to conserve is to create diversity within their living spaces. Diversity within the urban context suggests that multi-faceted experiences exist amid layers of interpretation. This variety lends a landscape depth of meaning and a sense of time and place while physically defining a community (Yahner & Nadenicek, 1997). In 1961, Jacobs stressed a social need for the diversity that was being lost in the built environment. Over three decades later, researchers such as Yahner and Nadenicek (1997) continue to emphasize the

importance of diversity within our cities. During Jacobs' time, this call for diversity was largely based on a reaction to clearance policies that had demolished long-standing neighbourhoods. In more recent years it has been based on creating distinct experiences within an increasingly homogenized urban landscape.

In order to bring together concepts of community identity, sense of place, and diversity, it is important to look to the mutual relationship between people and their surroundings. The environment in which we live affects our everyday lives. People seek meaning in their environments, they want to be able to associate and identify with their surroundings (Rapoport, 1990). Building on the work of Lynch (1972), heritage conservation can shape the character and identity of places, satisfying the psychological needs of the individual, and by extension benefiting society as a whole (Ashworth, 1994). Lowenthal (1975; 1985) further contributes to the discussion on the psychological value of established, familiar landscapes. He goes on to explain that older features and structures within the landscape can be a source of comfort and that they help communities cope with change. In this way, these layers of the past provide a sense of security and of a connection to a community's history.

Beyond the causes discussed this far, people choose to conserve heritage for a multiplicity of other reasons. Datel and Dingemans (1988) carried out a survey in 1980 to determine why people seek to protect and conserve places and their associated features. The results of this survey revealed that a knowledge of history, honour for the past, and psychological benefits of continuity with the past were the most popular causes for heritage conservation. Ashworth (1991) also considers motivations for conservation within a community. These motives include maintaining a building or site for socio-psychological (i.e. memory of place), political and ideological (i.e. nation-building, expressing dominant political values and ideas), or economic (a post hoc justification for existing policies) reasons. Other motives include the desire to maintain aesthetically pleasing buildings or sites (usually decided by a consensus) and retaining authenticity and a historical record (i.e. understanding evidence of human occupation).

Having examined why communities seek to conserve, those who are most often involved in the conservation process are described. Aside from hired decision-makers, community and public support play a key role and often initiate the conservation process. Burke (1976) emphasized the importance of local community groups in prompting local action. These groups often take the form of a historical society or residential association and work to keep their surroundings in a certain condition. While these groups of people may place widely differing values on heritage buildings and sites (Lynch, 1972), they tend to defend the environment in which they live and often employ pressure to restrain the potential for excessive or unsympathetic development (Burke, 1976). Lynch also notes that these groups are usually composed of established middle and upper class people. These people are usually "…more elderly than youthful, more indignant that aggressive, inured to public apathy and official reproach" (Burke, 1976, p.140).

Having established why communities conserve and who takes part in the conservation process, how we decide what is conserved is now explained. While it could be said that we as a community choose the past that we create and conserve, Lynch (1972) states that most often we let chance decide what is conserved. This may in part be a result of the idea that "memory cannot retain everything…memory is the result of a process of selection and organizing what is selected so that it is within reach in expectable situations…Every thing, every event, every person is historic. To attempt to preserve all the past would be life denying" (p.36). A conserved area is not and cannot be the totality of history, but is rather a present-day created and re-created phenomenon that is produced based on current attitudes and societal values toward the past (Ashworth, 1991). In the end, it is difficult to pinpoint how a society decides to choose what will and will not be conserved. What is important to note is the enthusiasm and commitment that the public often demonstrates when actively conserving the heritage that best represents the special characteristics of their communities (Ford, 1974).

2.2.4 The Evolution of Heritage Conservation

This section examines the lead up to present day conservation principles and values by first describing Western society's reaction to urban renewal, post-World War II, and Modernist planning movements. In order to set the context for this section, a brief account of these movements, as they relate to heritage, is provided to better understand the consequences and outcomes of these planning paradigms and the impact they have had on recent development. After taking a broad perspective on the evolution of heritage conservation and the implementation of conservation principles, the progression of Canadian heritage policy is examined to reflect what was occurring in terms of attitudes toward conservation policy and legislation during the twentieth century through to the present day.

During the nineteenth century, Europe began to experience large-scale modernization which would have dramatic affects on the built heritage. Slum clearance became a central feature of urban improvement initiatives as older districts increasingly became associated with crime, disease, and poverty. North America followed suit in the twentieth century, removing blocks of older buildings (Hamer, 2000). By the mid-twentieth century, striking urban expansion and renewal projects were underway that would redefine the urban fabric of both North America and Western Europe. This period saw a significant loss of architectural culture "at a rate unmatched in human history" (Tung, 2001, p.15). Burke (1976) also underscores the historic consequences of drastic urban renewal and redevelopment projects in his research, specifically drawing attention to the 1950s and 1960s. He states that this period was characterized by the destruction of historic buildings. During this time, roads were widened and virtually indistinguishable chain stores, office towers, large-scale grocery stores, and apartment buildings appeared in the urban landscape. Buildings that were described as "utilitarian, flat-faced, monotonous, [and] lightweight" (p.123) took root in urban centres. Burke argues that these buildings contributed little benefit or character to the urban environment. Berton (1981) also criticized the sterility and lack of texture that resulted from a lack of heritage structures within cities. These radical changes

to the built environment would eventually inspire an increasing support for conservation, and this resistance to urban renewal projects eventually led to a conservation ethic (Datel & Dingemans, 1988).

As a result, it can be said that it was society's reaction to the changing landscape and the destruction of heritage assets that laid the foundation for the contemporary conservation movement (Jokilehto, 2006). Modernist and post-World War II planning initiatives were essentially responsible for this new city form, and in their "attempt to be 'scientific,' to apply positivistic approaches, led to a neglect of the fuzzy, 'soft' aspects of the environment" that incorporated meaning for its users (Rapoport, 1990, p. 19). This reaction to modern, uniform building styles is attributed to the resulting loss of unique attributes in the city (Larkham, 1992). The rise of the urban conservation movement continued to evolve, largely due to the public's reaction to urbanization, industrialization, and the resulting social consequences. The passionate minority, made up of well-informed local activists, was largely responsible for the rise of this movement (Ashworth, 1991).

Rapid urbanization also affected Canadian heritage buildings and sites, as many were destroyed to make way for new growth. From World War II up until the latter part of the twentieth century, Canada experienced the highest rate of urbanization in the Western world (Denhez, 1978). A quickly growing population, coupled with a lack of new construction between 1930 and 1950, resulted in a housing shortage. During this time, much of the country's existing building stock was in poor condition. As a result, politicians supported urban renewal clearance programs and new development in order to clear out the old structures and create much needed housing. This approach came hand in hand with the creation of office towers, new roadways, and surface parking. Although the shortage of buildings was soon satisfied, society continued to equate growth and improvement with large-scale development. With this growth came a sense of loss in neighbourhoods, in terms of community and place. This ethos of quantity over quality resulted in the destruction of many of Canada's heritage buildings (Dalibard, 1987).

As the notion of planned conservation continued to gain momentum, heritage activists in Western society agreed that conservation, restoration, and preservation should follow a set of principles and guidelines. This gave birth to international documents and charters that would guide heritage protection (Fram, 2003). The charter to which Western society now adheres to is the Venice Charter, whose aim is to conserve, restore, and safeguard international heritage monuments and cultural heritage (The Venice Charter, 1964). Since the creation of this charter in 1964, heritage conservation has become an increasingly important practice throughout the developed world. The Charter serves to provide guidance rather than rules to be followed without criticism. It was also suggested that these guidelines and recommendations that were made at the international level would be reflected in national and local planning strategies (Jokilehto, 2006). According to Jokilehto, while the Venice Charter placed importance on buildings, the concept of the historic movement was officially expanding to include historic urban and rural areas. The Charter also addressed definitions and practices related to conservation versus preservation. At the international and local level, today's scholars and practitioners continue to build upon defining the process of conservation and its guiding principles (Fram, 2003).

The Venice Charter (1964) provides an effective, general framework for conservation and change management. This is certainly necessary because as Heathcott (2006) proposes, managing the diverse elements of the built environment can prove to be a contested issue. This is chiefly due to the fact that definitions and practices associated with this process are subjective and vary over time. At best, the act of conservation follows a set of guiding principles rather than rules, since heritage conservation is case specific, and depends on location and cultural values.

Having established the general history and reaction to past planning movements, as well as the establishment of heritage conservation principles, the case of heritage policy in Canada is examined. Canadian heritage laws and guiding principles were first drafted after Canada signed

the Venice Charter in the 1960s (Shipley, 2007). However, it must be recognized that efforts to protect and manage Canadian heritage first began in the early twentieth century (Fulton, 1998). At that time, however, relevant heritage was considered to be comprised of only museums and historic military sites that emphasized a connection with great men or events of the distant past. By mid-century, cultural values had begun to change, and the scope of heritage broadened to include architecture itself. In the years that followed, conservationists gradually moved away from the idea of preserving only the 'ancient,' and moved towards a value-based approach that considered cultural elements such as design, material, and context. Nonetheless, echoes of the preservation approach to Canadian heritage continued up until the 1960s and 1970s. As a result, while more types of historical buildings were being protected, they were treated as monuments to be frozen in time. This approach to heritage planning had lasting consequences as to how the economic value and practicality of heritage restoration and conservation were perceived (Denhez, 1978, 2003; Fulton, 1998).

By the early 1970s, almost every province in Canada had developed some sort of legislation or clear criteria for defining heritage properties. Although the practice of heritage conservation in Canada had clearly gained significant momentum and strength by this point, it still had certain obstacles to overcome. As Shipley (2000) has argued, heritage conservation legislation was still rather weak largely due to a common notion that "little is old enough in such a young country to warrant preservation" (p. 84). He also states that individual attitudes toward the sacredness of private property, and the perceived negative effect that heritage designation may create, had served to discourage the architectural conservation of privately owned structures. Other factors that may have contributed to this outlook toward conservation include past regulatory and tax disincentives that encouraged the demolition of older structures. Such decision-making approaches were responsible for a lasting sensitivity in how private and public developers came to perceive the economic viability of heritage conservation (Denhez, 1978; 2003). In recent years, heritage legislation has been strengthened, largely with the passing of Bill

60 which served to strengthen the Ontario Heritage Act (2005) (see Section 2.2.6). As a result, today's conservation principles and guidelines recognize the importance of heritage conservation, and are working to incorporate both old and new development into the evolving city form.

This background into the evolution of heritage conservation provides a foundation for understanding past and present attitudes and decisions regarding the protection of our heritage resources. While conservation strategies continue to be advanced, it is useful to provide this spatial and temporal context in order to appreciate the challenges that heritage conservation has faced in past decades.

2.2.5 The Relationship between Heritage Conservation and Urban Planning

This section examines the relationship between heritage conservation and urban planning by examining how the goals of preservationists/conservationists and urban planners or developers eventually merged together. This is done by exploring the emergence of various planning methods and describing how their basic principles were found to converge with conservation goals. As such, several planning models are examined in order to assess the impact that these models have had on heritage conservation strategies. Building on the ideas discussed in Section 2.1.4, it becomes evident that the factors which motivated a conservation ethic would also come to play a role in how planning decisions were made and how they in turn would relate to heritage conservation.

Up until the twentieth century, the thinking that gave form to buildings and cities had evolved slowly, where each new phase referred back to previous architectural styles and construction technologies for motivation and inspiration. However, by the early twentieth century, planning and design philosophies sought to break with past urban forms, and a divide was created between traditionalists and modernists (Tung, 2001). Modern planners tended toward a rational planning approach, which was fuelled by a renewed enthusiasm for cities to make a new start and by the idea of using available technology to its maximum potential. This type of

development became prominent after World War II, and emphasized the need to make a new start by ridding cities of past legacies (Hamer, 1998). As a result, a loss of heritage occurred on a vast scale, largely to accommodate increased vehicular traffic flow, the construction of modern buildings, and to widen roads and freeways.

The planning model that was largely responsible for said changes is the Rational Comprehensive Model, as it encouraged urban renewal and subscribed to Utopian ideals. The Utopian school of thought was unsympathetic to retaining heritage, and the radical impacts of new technology resulted in a desire to break with the past. The old city was deemed irrelevant as the past was viewed as an impediment to progress and an embarrassment to modernism. The widely accepted view of the time was to rebuild from the ground up rather than work to gradually ameliorate the existing built environment (Crosby, 1970; Hamer, 2000; Scott, 1998).

According to Hamer (2000), urban renewal dominated at the expense of urban design, and large-scale modern development continued to prevail in architecture and urban planning throughout the mid-twentieth century. The possibilities of modern development were supported by a Western world that was becoming increasingly urban over the course of the twentieth century, and by new technologies such as concrete and mass production. As a result, the urban form experienced significant change, creating what has been described as a legacy of "anonymous structures of concrete, glass, and steel" (Tung, 2001, p.13). The sterility of these urban renewal projects eventually prompted a number of planners and ardent residents to seek meaning, continuity, and context in the urban environment (Ford, 1974). Timing varied from country to country, but by around the early 1960s a change of attitude began and an increasing convergence between planning and conservation occurred (Fulton, 1998; Hamer, 2000).

In order to better understand how the link between planning and preservation took place, it is useful to look not only to the emerging conservation ethic of the time, but to the shift in planning paradigms that was occurring simultaneously. In some cases this overlap of interests was a product of practical considerations, not necessarily an enthusiasm for heritage conservation,

but the results were the same – many of the interests of planners and preservationists began to merge. Hamer (2000) suggests that this was due to the emergence of a new planning vision, one that realized that a "knowledge of urban history could be a guide to planners… [to] understand better why a city has developed in the way it has" (p.208).

The shift in planning strategies, largely from the Rational Comprehensive Model, used strongly in the 1950s and 1960s, to more participatory planning models such as the Communicative Model and the Advocacy Model, played a part in strengthening the relationship between heritage conservation and urban planning. These new models considered community and the built environment (Healey, 1996). In other words, heritage protection and creating context within the built environment had a place within these planning philosophies. The Communicative Model allowed planners to explore the experiential, sense of place component of conservation planning. In addition, this model adheres to ideals of openness, diversity, and equity, where the planner plays the role of negotiator or intermediary between stakeholders (Datel & Dingemans, 1988). This would allow for more public input in the decision-making process. The Advocacy Model also changed the planning process by informing the public of alternative choices, and by creating competition between public agency and other planning groups, where the focus became that of urban improvement rather than criticism (Davidoff, 1965).

It became recognized that heritage planning could not be treated in isolation from other planning aspects (Fram, 2003). The role of heritage planning is not only to protect heritage assets from change and to preserve survivals of the past, but is also concerned with understanding and managing aspects of *change*. Planning began to acknowledge the need for shaping a city in which heritage buildings and sites play a key role in contemporary settings (Ashworth, 1991). General planning strategies must recognize the importance of the urban context and the need for it to be thoroughly analyzed and understood before effective planning, protection, and coherence between the elements of the built environment, both old and new, can be established. A building should be connected to its surroundings, as the value of a district as a whole is greater than the sum of its

parts (OHA, 2005). For this reason, it is now accepted that "conservation cannot be divorced from the necessary planning procedures" (Cohen, 1999, p.274). As such, heritage conservation has been accepted as a working part of the urban planning process in most developed countries, and today conservation efforts have the power to make a significant impact on the urban form (Larkham, 1992).

2.2.6 Planning Legislation in Ontario and the Role of Heritage

"In the final analysis, legislation doesn't save buildings, public opinion does"
(Dalibard, 1986, p.6)

This section discusses how the concept of heritage has been approached in legislation, and describes the processes and policies regarding municipal heritage development that provide a framework in which decisions are made. First, a general background and history is provided, and then Ontario's heritage planning policies are examined. Heritage has multiple uses and interpretations. As such, its role within the city and the planning process should be approached with caution and a comprehensive understanding (Graham, 2002). To effectively conserve and manage heritage areas we must know what is being conserved and for whom. Conservation planning as a whole comes down to the management of change (Lynch, 1972). Therefore, this section first describes the creation of heritage legislation. It then goes on to explain the management of heritage resources.

Amateur enthusiasm that made legislation possible began to take place in North America in the 1970s and "the legislation of the 1960s and 1970s created the legal and executive frameworks for conservation policies in Western Europe and North America" (Ashworth, 1991, p.23). It was during this era that the original Ontario Heritage Act (OHA) (1974) was established. This legislative document provided an official set of policies and guidelines for heritage protection, management and planning, and was based on the guiding principles of the Venice Charter (Rust-D'Eye, 2004). The OHA was approved at approximately the same time that other

provinces passed similar acts. This was largely due to a government response to public pressure in reaction against the mass urban demolitions of the 1960s (Tunbridge, 2000). Three statutory mechanisms were provided for the conservation of built heritage: 1) the conservation of individual properties of cultural heritage value or interest, 2) HCDs, and 3) heritage easement agreements (Rust-D'Eye, 2004). As Fram (2003) explains in general terms, "the act enable[d] municipal governments to designate and protect properties deemed to be of architectural or historic interest, whether singly or in districts, and further permit[ed] establishment of …advisory committees to advise municipal councils" (p.204).

Where legislation existed, implementation still remained a problem. Canada, unlike most other countries at the time, did not have a background of legislative precedents on which to build new architectural or heritage conservation legislation (Denhez, 1978). Although the OHA did enable municipal governments to designate and protect individual properties and districts that were considered architecturally or historically significant, it was criticized for its inadequate protection laws and lack of provincial and municipal power to actually effect change (Fram, 2003). The OHA did not give the power to stop demolition, even if a building was listed as historic or was located within an HCD (Rust-D'Eye, 2004). Further to this, Shipley (2000) states that under the original version of the Act, individual property owners had the option to exempt their property from the provisions of heritage district designation.

Due to concerns such as these, the OHA was amended in 2005. With the passing of Bill 60, the Ontario Heritage Act (2005) was given more power to identify, conserve, and protect cultural heritage resources. Some key policy changes included providing municipalities with the power to prevent demolitions, enabling the province to identify, designate, and prevent the demolition of heritage properties, and the strengthened protection of HCDs. As a result, the revised Act now provides stakeholders and community groups with more negotiating power. Today most heritage designations are made at the municipal level to ensure that the most culturally meaningful parts of a city's built environment are protected (Fulton, 1998).

The Provincial Policy Statement (PPS) (2007) is another document that supports the role of heritage conservation in Ontario and serves as a guide to provide direction for provincial and municipal organizations. It is issued under Section 3 of the Ontario Planning Act, and provides direction on land use planning and development while recognizing the interrelationships between economic, environmental, and social factors (OMMAH, 2007). Section 2.6 of the PPS expressly refers to the protection of cultural heritage and architectural resources. The policy found under Section 2.6.1 of the document specifies that "significant built heritage resources and significant cultural heritage landscapes shall be conserved."

Although significant steps toward conserving Ontario's heritage have been implemented, it should be mentioned that even today, designation covers only a portion of our heritage assets. Demolition of heritage buildings continues, even though the OHA (2005) has been strengthened. This is because there remains a resistance to protecting what has not been designated (Shipley, 2007). Shipley urges that this outlook must cease if for no other reason than as a matter of sustainability. In this case, sustainability refers to reusing the existing resources found within our built environments. Heritage conservation cannot be isolated from municipal plans, and should be an integral part of land use policy and planning. As part of the solution, general planning practices should take heritage conservation into account, and local area plans should be based on a careful analysis of the historical background and property inventory of an area (Fram, 2003).

2.3 The Heritage Conservation District

This section first defines the HCD, providing examples from academic literature and legislative documents. It then describes the evolution of the HCD and the relevance of heritage conservation at the district level. This is chiefly done in order to better understand how and why these districts became a tool for achieving conservation and revitalization strategies. Finally, the role of community in the decision-making and conservation process is discussed.

2.3.1 Defining the Heritage Conservation District

This section provides a description and explanation of the meaning and parameters of the HCD, as it plays a central role in the current research. Both academic literature and legislative documentation provide definitions for these districts. Researchers and practitioners have referred to HCDs as historic districts, historic urban quarters, and heritage areas, to name a few. This thesis chiefly refers to designated conservation areas as HCDs as this is the term used for Ontario's districts. In relevant academic literature, Datel and Dingemans (1988) provide a comprehensive explanation stating that, "heritage districts are areas…recognized and protected for their age, association with noteworthy people or events, embodiments of past architectural styles, or treasured familiarity" (p.39). HCDs are said to encompass a wide variety of landscapes and are considered to be inclusive, meaning they preserve both the exceptional and the typical. In other words, these districts are known to preserve the vernacular, as well as the elite architectural works of art (Fram, 2003).

The 2005 OHA provides a clear definition of HCDs, as found under Part V of the Act. This definition states that a district is characterized by a concentration of heritage buildings, sites, structures, or landscapes that are linked by aesthetic, historical, or socio-cultural contexts or use. This essentially means that a district includes the built heritage which extends beyond the individual buildings to include the spaces between buildings, the surrounding landscape, roads, footpaths, fences, lighting, street furniture and other features which collectively contribute to an area's character (Ministry of Culture, 2006). HCD designation should ideally respect a community's history and identity while contributing to a sense of place. These districts are defined by a sense of visual coherence that is promoted through use of scale, mass, height, building materials, proportion, and colour that afford it distinctiveness from neighbouring areas (Ontario Heritage Act, 2005).

More specifically, Ontario's HCDs operate under a set of building policies and design guidelines that "ensure that future interventions are complementary to both the individual

buildings and the overall heritage environment in the District" (Unionville District Plan, 1997, p.13). These guidelines are created to assist in the understanding and implementation of residential and commercial property maintenance and change. Properties that are deemed to be heritage buildings must retain and repair the building's original fabric and architectural features where possible. The correction of unsympathetic alterations and accurate restoration is also encouraged. Owners of non-heritage properties are expected to recognize that the additions and alterations that they make will have an impact on their surroundings. Finally, new buildings should work to blend with and reinforce the heritage character of the district. Simply put, all alterations or maintenance of a home or commercial building must follow the guidelines laid out by the municipality, pursuant to Part V of the OHA. This means that buildings should be approximately the same height, width, and orientation of adjacent buildings, be of like materials and colours, and possess similarly proportioned windows, doors, and roofs.

While these definitions and guidelines offer a basic understanding of the HCD, it is also necessary to provide an explanation of the principles by which this model operates. Although specific systems for district designation differ from country to country, all heritage areas tend to share the same basic model. This model proposes that district designation exists to regulate changes to the exterior of properties in order to conserve evidence of the past while maintaining a valued ambience (Datel & Dingemans, 1988). Ashworth (1991) also notes that heritage districts are "a product of a unique set of historical and planning circumstances and presented to particular markets as a distinctive product" (p.81). District designation and operation may be based on similar models, but the nature of their maintenance and management will likely vary from district to district, sometimes even within the same town. It may therefore be difficult to pinpoint common problems or planning solutions that can accommodate the needs of all HCDs. This is often due to different economic situations, building concentrations, and the ratio of residential, commercial, or industrial land uses.

While planning and conservation strategies may vary from district to district, it can be agreed that a major incentive for HCD designation stems from a general concern that future development fits into the existing character of given areas. A district recognizes that the historic character and context of an area is of considerable value (Fram, 2003). Another aspect that makes a designated HCD so important is that it can serve as a living historical document. In this way, a city can display its history not only through written documents but also in its public face (Burke, 1976). Yahner and Nadenicek (1997) also build on this idea, suggesting that the multi-faceted experience of historic landscapes provides layers of meaning that can physically define a place and provide it with a depth of meaning and sense of time. Layers of meaning can be achieved through accommodating new development that keeps an area alive and useful while managing to retain its traditional character and appearance. It is important that HCDs are recognized as valuable, functioning elements of a city or town, and are not turned into museum pieces. This idea relates to the notion of context and continuity within the built environment, a concept that is further discussed in Section 2.3.3.

2.3.2 The Evolution of Heritage Conservation Districts

The main focus of safeguarding heritage has shifted over time, from individual buildings to that of district-based protection where possible. As a result, HCD designation has largely emerged as a means of effectively and collectively conserving heritage. This attitude toward conservation recognizes that the built environment should be a continuous record of our social development (Doratli, 2005), yet this was not always the case. According to Hamer (1998), the image of heritage districts in North America was initially conceived of as places of “extraordinary architectural quality and appeal…major tourist meccas” (p.viii), or museum pieces. Hamer provides the example of Colonial Williamsburg to make his point. It was established in the early twentieth century as a principally patriotic and commemorative site. This site set a precedent for the time, and like the preservation of individual buildings, was akin to the monument approach.

Districts were primarily associated with “major episodes and significant people in American history…architectural legacies” (p.8).

It was not until the latter half of the twentieth century that heritage district designation truly became a functioning part of planning and development, where conservation and re-zoning allowed for the effective management of space (Hamer, 2000). A major shift in redefining district recognition occurred when areas once slated for slum clearance became valued as vernacular architecture with development potential (Hamer, 1998). This is not to say that seeking to protect heritage buildings within urban settings was a new concept, but rather the emphasis on areas as the *object* to be conserved was new (Ashworth, 1991), as was the appreciation of vernacular architecture and the associated spaces in between.

According to Datel and Dingemans (1988), it was when the preservation movement broadened to encompass a multi-faceted role in contemporary cities (i.e. the transition from a preservation to a conservation ethic) that the creation of comprehensive districts took place. This allowed for multiple elements of the built environment to be brought together and for the importance of context to be highlighted. According to Fram (2003), the built environment reflects the achievements of the society that constructed it. It is these buildings or sites that tie into local, regional, or national development, not necessarily the structure or the age alone, that make it significant. As such, HCD designation serves to identify and conserve built heritage as part of the search for a community’s past and present identity and to differentiate it from new, indistinguishable developments that bear no trace of the past. Crosby (1970) goes on to suggest that as society’s exposure to global culture increased, our immediate living conditions were decreasing (i.e. in terms of the aesthetics and logistics of suburban living). As a result, HCDs and their related amenities were created in part to offer an escape from everyday surroundings.

Heritage districts essentially emerged as preservationists and city planners combined forces. Where planners tend to focus at the district and zone level, not at that of individual structures, preservationists were eventually drawn into this same sphere of action as it served to

accomplish desired outcomes such as the protection of heritage resources. This basically meant that various stakeholders began to think in terms of districts, where context and setting, rather than isolation, now enhanced the meaning of heritage structures and sites. As Hamer (2000) aptly suggests, “once preservation moved beyond the individual buildings, planning had to come into the story” (p.206).

2.3.3 Heritage Conservation at the District Level

This section serves to emphasize the importance and utility of conserving at the district level. Additionally, it describes the process by which HCDs are designated in Ontario. The successful conservation of heritage districts in general requires comprehensive management and an understanding of the elements and processes that occur within these urban spaces. Heritage districts are not autonomous zones, and should be considered an integral, working part of the city. To do so, they must be considered within the context of the city as they share a symbiotic relationship with the urban environment and work in connection, not isolation (Tiesdell, Oc, & Heath, 1996).

Doratli (2005) furthers the idea that heritage areas should not be in contradiction with the urban environment by stating that successful conservation and revitalization can only exist by maintaining a symbiotic relationship. Doratli also describes the concept of integrated conservation, suggesting that districts provide the groundwork for a step by step process in which the urban fabric is reused and revitalized based on community needs, regional and town planning objectives, and urban development proposals. While Hamer (1998, 2000) also argues for the importance of context and setting within districts, his research also offers an alternate perspective. He suggests that the historic district is often seen as a fragment or a leftover piece of a city’s history. This is often a legacy of urban renewal projects and therefore districts can also “fulfill a symbolic function as representative of all else that has been removed” (p.16). This can make for

effective heritage planning in a city that is undergoing rapid development, as it allows for character and distinction to emerge within the cityscape.

District conservation is part of a process, and as such is the result of various forces and motivations. Two forces suggested by Datel and Dingemans (1988) are as follows. The first of these is that districts are either established by personal, grassroots, individual, neighbourhood, or community pressure. The second force is said to be a result of the efforts of collective, professional organizations and agencies that identify and inventory valued landscapes. Tyler (2000) also provides a list of motives for establishing a heritage district. The first of these is to protect significant historic properties. The second is to protect areas against certain threats of development. The third motive emphasizes the importance of encouraging appropriate development in older areas. The fourth of these is to have a tool for maintaining property values and to contribute to an improved community image. These motivations and forces contribute to the decision-making process and play a significant role in area designation.

More specifically, the decision to designate and conserve a HCD is part of a political process. Under Part V of the OHA (2005), municipal council holds specific functions in heritage conservation and management. These include the designation of individual property and districts, preparing and carrying out heritage conservation policies and principles, receiving recommendations from and consulting with the Municipal Heritage Committee (made up of citizen volunteers), and having due regard for the committee's advice on designation, alterations, demolitions, repeal of designation by-laws, and other matters relating to heritage conservation in the municipality (Ministry of Culture, 2006).

Generally speaking, HCD recognition and designation occur as a result of professional organizations and agencies that are charged with, or assume responsibility for, identifying and conserving specific areas. This is done based on a process that uses reconnaissance work, inventories, and designation. Presently, under Part V of the OHA, the council of a municipality is allowed to designate an entire municipality or defined area and, in doing so, must manage and

guide future change by adopting a district plan that includes a statement of objectives, policies, and guidelines for managing the preservation of the district. HCD designation serves to bring elements of the landscape together in a cohesive setting and is said to contribute to the revitalization and enhancement of urban areas.

2.3.4 The Role of Community

Local community and grassroots organizations also play an important role in HCD designation and area improvement. Individuals, groups, and neighbourhoods with a personal interest in specific areas will often call for district designation in order to protect a neighbourhood from potential threats and to maintain and enhance the existing buildings and spaces (Datel & Dingemans, 1988). As such, district designation is quite often the work of concerned community members who meet on common ground. These citizens are concerned with protecting their neighbourhoods and in being active in the decisions that are made about their communities (Tyler, 2000). Hodges and Watson (2000) also emphasize the importance of group organization, communication, consensus, and management in realizing heritage conservation goals.

When examining the role of community, it is necessary to consider Municipal Heritage Committees, as they directly involve members of the public. In Ontario, the council of a municipality is authorized to establish, by by-law, a Municipal Heritage Committee made up of five or more people appointed by municipal council in accordance with the provisions of the OHA. The function of the committee is then to advise council on local heritage matters and to assist the council in carrying out its heritage conservation program. It should be noted that municipalities are not required to establish such a committee, and so citizen participation may be limited by the municipality as individual properties and areas can be designated without a committee.

The role of the committee is strictly advisory though, and their contributions may still be overridden by council (Province of Ontario, 2006). Therefore, while the Committee advises and

makes recommendations, it does so with limitations as defined by the organizing body. Essentially the role of the Committee is to "advise and recommend, to provide knowledge and expertise, to facilitate the work of the organizing body by ensuring open and honest representation and creating a climate of consensus, to be sensitive to the community which it represents, and to act as a liaison between politicians, organizational staff, members of the public, and other stakeholders" (Ministry of Culture, 2006).

As such, the community does play a role in conservation decisions, but must act in accordance with policies and guidelines as specified by the Province. For example, under Part V of the OHA, municipal council is required to consult with the appointed committee before passing a by-law to define an area that is being considered for future designation as a HCD. Due to limitations (i.e. who is involved and the degree to which selected individuals are involved) it may be argued that while public involvement is valued, and concerted efforts exist to involve the public in heritage conservation, not all citizens will have the opportunity to become meaningfully engaged in the process. However, establishing such committees remains important as it does encourage informed citizen participation in local heritage conservation, and it enables a community to participate more directly in the decision-making process. A Committee can in turn broaden the scope of information that goes into decision-making processes by offering personal experience and expertise and by assisting the municipality in addressing issues and related values that have an impact on their communities.

Generally speaking, the role of community has been valued in many conservation decisions. Relevant literature also recognizes the importance of community groups and involvement. In a survey conducted in 1980, community participation ranked high when participants were asked about the value of heritage conservation. Community participation was selected as an important element of the conservation process because it engaged people in democratic decision-making about place (Datel & Dingemans, 1988). Burke (1976) also emphasized that "local action is prompted by the efforts of local people" (p.138) who will act as a

group, with the common interest of defending their local environment in order to keep it in a certain condition. They have been called the watchdogs of excessive or inappropriate development. More recently, Smith (2006) acknowledges the growing body of literature regarding public engagement and community participation in heritage management, interpretation, and conservation work.

2.4 Development and Revitalization in Heritage Areas

This section defines physical, economic, and social revitalization as they relate to heritage sites. It also describes strategic functions for achieving revitalization goals, and contributing factors that give rise to a need for these forms of revitalization in the first place. Next, this section goes on to examine the contribution that heritage conservation has made in achieving urban maintenance, and revitalization efforts. The role and impact of heritage in urban growth and development strategies in then discussed.

2.4.1 The Need for Physical, Economic, and Social Revitalization

Heritage areas need to be a place that people want to make use of and invest in. As such, this section defines physical, economic, and social revitalization, as they reflect three means by which community investment occurs. It then turns its attention to factors that give rise to the need for revitalization of heritage properties or districts by examining obsolescence and development dynamics. Finally, this section looks to the key players that have a stake in the revitalization process within heritage areas.

Physical revitalization is first described, since it provides a basis for maintaining the overall urban fabric and visual appeal of heritage areas. It can be defined as the act of improving the condition of the built environment and the elements found within it. Physical maintenance is of utmost importance. Without it, economic and social revitalization lack the necessary resources to successfully occur. Consequently, while the conservation of physical elements is indeed important, it must occur in combination with critical functions (i.e. an appropriate economic and

social climate in which change can occur). For example, in order to encourage business owners to stay in a heritage area it may be necessary to update building materials and operations, and to find ways to make local businesses competitive and successful in a changing market (while maintaining historic integrity) (Tyler, 2000).

According to Doratli (2005), there are several possible courses of action that may be used to achieve physical improvements. They include refurbishment, which involves repairing the actual fabric of the building, adaptive re-use of a heritage building in which it is converted to serve a new function, or demolition and redevelopment in circumstances where structural damage has occurred.

Economic revitalization is one visible outcome of maintaining the urban fabric, and as such, physical and economic revitalization should serve to complement one another and should occur simultaneously (Doratli, 2005). In other words, a well-maintained structure needs to be occupied and utilized for it to remain economically viable. An attractive physical space may be unsustainable and short-lived if the area cannot compete economically. Doratli (2005) further develops the work of Tiesdell et al. (1996) by providing three strategic approaches for achieving economic revitalization. The first of these is functional restructuring, where change in activity and/or occupation occurs. The second is functional diversification, where some existing uses are kept and new ones are introduced. Finally, functional regeneration refers to situations in which existing uses remain but are made to operate more efficiently or profitably.

While strategic approaches such as these may be offered, the role of economic opportunity and revitalization within the context of heritage conservation remains subject to conflicting philosophies. This at times is largely due to the value-laden nature of heritage protection and conservation planning. Value is not inherent, but is rather a judgement, made by subjects about an object. Demand and desire therefore bestow an object with value, and as a result, economic demand is specific to social situations and settings. Hence, heritage is subject to various regimes of value that circulate within specific cultural milieus (Appadurai, 1986).

While economic development remains a key consideration in heritage areas, Ashworth (2002) suggests that there is a shortage of models that actually explain the economic context of heritage decision-making. This could in part be due to the inherent values that are associated with heritage and its protection. Another aspect is related to the cost of heritage investment and its expected return. It is different from most forms of investment, as the return is not always immediate, and benefits may be released slowly over generations. This may prove to be an unattractive prospect for many developers who expect a swift return on their investments. However, while this argument regarding long-term return may be valid, heritage assets do share similarities with mainstream real estate investments, where building location, nearby services and amenities, and neighbourhood condition play a significant role in its market value.

Crosby (1971) provides an economic model, suggesting that the economic value of heritage is often debated because a building represents a capital outlay from which a return can be expected for a specific period. That is to say that when its usefulness has elapsed, the logic is then to replace it with a new building, which would then be treated in the same way. If a site becomes more valuable than the building on it, then change becomes an economic necessity. According to this assertion, the rule is: when something has outlived its function, simply replace it. While this is a cycle that heritage conservationists and planners work to prevent, what it does emphasize is the importance of finding a function for heritage buildings. Fram (2003) also proposes a means by which to assess the economic value of heritage sites, using what he describes as a 'life-cycle cost analysis' that takes into account the energy consumption and cost that went into creating the original building materials. In doing so, this model looks beyond short-term cost and gain, by also considering the non-financial contributions of heritage buildings, such as sense of place and community stability.

Table 2.1 summarizes several physical modes of revitalization and economic strategies and approaches to addressing revitalization needs.

Table 2.1: Addressing physical and economic revitalization

REVITALIZATION			
Physical	Mode of Renewal	Refurbishment	Rehabilitation
		Conversion	
		Demolition and Development	
Economic	Strategic Approach	Functional Restructuring	
		Functional Diversification	
		Functional Regeneration	

(Source: Doratli, 2005)

While conservation can contribute to raising economic levels and improving the built form within heritage areas, other considerations such as quality of life are equally valid (Cohen, 1999). Heritage conservation is important as it can provide an effective approach to both economic and community development (Lyon, 1993). Therefore, although economics tend to play a pivotal role in revitalization strategies, heritage must also be considered for its intrinsic values. As Shipley (2000) notes, society must bear in mind the importance of cultural values, as heritage is not only about economics. As such, social well-being or revitalization in HCDs must also be considered. This is chiefly associated with an area's vitality, ambience, and sense of place. It should serve to make an area a desirable place to be, for residents and visitors alike. The public realm is both a physical and social construct, therefore good buildings and spaces need to be enlivened by people. This will turn spaces into livable places. For example, encouraging the development of small-scale offices and shops, housing, bars and restaurants, and street markets in a pedestrian friendly environment will stimulate urban vitality and contribute to social amelioration (Tiesdell et al., 1996).

Having established the significance of physical, economic, and social revitalization, it is important to understand why the need for revitalization may occur in heritage areas. Building on the work of Larkham (1992) and Tiesdell et al. (1996), Doratli (2005) suggests that there are two

contextual elements, obsolescence and development dynamics, that create a need for revitalization in historic districts. It is suggested that these elements need to be considered in order to better identify and determine strategic approaches to conservation and revitalization projects. Doratli goes on to state that by understanding the specific needs of an area, as well as why a certain situation has come to be, it is possible to provide a strong and effective administrative and financial framework that will be supported by the public.

Obsolescence occurs when a building is neglected or falls into disrepair. This is said to be due to changing socio-economic, cultural, and political conditions. These changing conditions create a shift in development needs and expectations, thereby creating conflict, or mismatch, between the capability of the built environment and its surroundings. It is therefore important to understand obsolescence and the forms that it takes. This is because it is often the root cause of problems such as building vacancies within historic districts. In order to create effective intervention policies regarding conservation and revitalization, a comprehensive approach to the area in question is necessary (Doratli, 2005). Table 2.2 highlights the varying forms that building obsolescence takes, and suggests solutions for countering these issues. Beyond those mentioned, additional forms of obsolescence do exist, nevertheless the ones selected for Table 2.2 are those that receive the most attention and can be addressed through planning and development decisions.

Table 2.2: Causes and solutions to varying types of building obsolescence

Type of obsolescence	Description	Author
Physical/Structural	▪ Can occur due to weathering, traffic vibration, poor maintenance, etc. ▪ Is considered a fairly gradual process ▪ Considers factors such as building lifespan ▪ Abandonment can lead to demolition due to irreversible structural damage	▪ Doratli, 2005 ▪ Larkham, 1992
Functional	▪ Occurs when buildings fail to meet up-to-date standards and requirements ▪ Can be due to the fabric or design of a building ▪ Occurs when occupier no longer finds building suitable to their needs ▪ Can be addressed by repair and rehabilitation	▪ Doratli, 2005 ▪ Tiesdell et al, 1996 ▪ Larkham, 1992
Locational	▪ Occurs when location becomes obsolete or creates unfavourable conditions over course of time (e.g. the migration of a city's Central Business District) ▪ Is difficult to address as location cannot be changed ▪ Solutions may be a change of activities occurring in area, functional restructuring or diversification	▪ Doratli, 2005 ▪ Tiesdell et al, 1996
Official/Legal	▪ Occurs due to restrictions or lack of financial incentives ▪ Can be addressed by amending planning decisions that necessitated demolition and supporting decisions that conserve heritage areas	▪ Doratli, 2005 ▪ Tiesdell et al, 1996
Image	▪ Based on community perceptions ▪ Physical improvements or promoting an area as a tourist attraction can alter image perceptions	▪ Doratli, 2005 ▪ Tiesdell et al, 1996
Economic	▪ Similar to locational ▪ Occurs when businesses abandon buildings to relocate to more suitable locations	▪ Larkham, 1992

Development dynamics is the second contextual element that contributes to creating a need for revitalization. Dortali (2005) suggests that there are three states of development dynamics. The first state is described as 'high,' where economic and development pressures are responsible for the destruction of heritage buildings. This is usually due to physical/structural or functional obsolescence. The next state is 'static' which means that an area is stable in terms of development, but buildings may tend to suffer from physical and functional obsolescence if little investment is taking place. The third state is described as 'no development' which occurs in areas experiencing social, physical, and economic decline. Different levels of development dynamics can occur within a single district. Proper identification of development dynamics and their associated needs would increase the likelihood of successfully implementing revitalization projects.

Upon examining the definitions and causes associated with the need for physical, economic, and social revitalization in heritage areas, it is necessary to briefly consider the key players that contribute to and benefit from revitalization initiatives. Many interest groups may have a stake in these undertakings, whether for financial or personal gain. As Tiedall et al. (1996) observe, a number of "public agencies, major land owners, residents, businesses, and local amenity groups" (p.206) can and will become involved in contributing to conservation and revitalization goals.

2.4.2 Heritage Conservation and its Contribution to Revitalization Efforts

Having described the general definitions, causes of, and responses to physical, economic, and social revitalization, this section focuses on how heritage conservation contributes to improving or maintaining a given area. This section highlights the contribution of heritage conservation and revitalization within communities and touches upon potential drawbacks, such as gentrification. Heritage conservation can be a motivator for revitalization if it is understood to be a contributing part of a dynamic economy (Shipley, Reeve, Walker, Grover, & Goodey, 2004). In addition, the successful revitalization of heritage areas works to integrate historicity and continuity, along with

economic, social, and political demands (Doratli, 2005). The following describes the importance of revitalizing heritage areas and the role that heritage conservation has in community improvement.

Heritage districts can play a significant role in urban revitalization strategies, but in order to do so, conservation must take wider planning issues into account, along with social and economic factors (Cantacuzino, 1990). These include developing a city's historic, cultural, and economic profile, strengthening the district's competitiveness, and reaffirming its role as a nucleus of activity within the city. Essentially, protecting and revitalizing these districts comes down to appropriate, comprehensive management. As Doratli (2005) suggests, heritage districts are not autonomous, rather, they function as a part of the city. To achieve district improvement that contributes to enhancing the city, these districts must be considered within the urban context as a whole. Heritage planning should therefore be dynamic, as the function of cities and the values placed on the urban fabric are in a constant state of flux. Consequently, the successful management of collective heritage resources is achieved through maintaining a balance between these aspects (Ashworth, 1991).

According to Denhez (2003), policies and approaches for improving or revitalizing the existing built environment should consider the inclusion of heritage properties and districts. Heritage conservation has become a valuable asset to numerous communities, and it must not be perceived as an alternative to development but should rather be recognized as an alternative form of development. The accentuation of a distinct core area with an historical identity has been said to contribute to the success of urban areas. Further to this, highly rated downtowns in small metropolitan regions commonly possess heritage districts that have street facing retail and high pedestrian activity (Filion, Hoernig, Bunting, & Sands, 2004).

Heritage district designation is not just about a collection of properties, but rather it requires a specific development process that considers both the growth and protection of existing elements. When preservation acts to limit change it lies in potential conflict with revitalization, which should endeavour to accommodate necessary changes. In order to achieve successful revitalization, it is

essential that all assets and opportunities within an area are recognized and used accordingly (Tiesdell et al., 1996). More specifically, heritage areas are often a working part of a city's effort to achieve economic dynamism. Graham (2002) states that heritage is a vital factor in the urban economy, yet he suggests using caution when approaching economics and heritage because when heritage acts as an economic commodity this may conflict with, overlap with, or deny its cultural role. However, improving an area's economic infrastructure will stimulate growth within the area and promote the use of existing heritage structures. In many cases, utilizing heritage assets has brought an area from a cycle of decline back to one of growth (Tiesdell et al., 1996).

While most relevant literature defends the economic viability of heritage, little evidence exists as to *how* important it is. Heritage conservation can have a positive economic impact on communities and "can provide economic benefits…by saving expensive physical resources that would otherwise be wasted" (Lynch, 1981, p.259). Shipley (2007) challenges the myth that suggests that heritage properties have a negative impact, stating that a large body of literature (Mason, 2005) has determined that heritage designation does not have a negative effect on property values. The research of Tyler (2000) concurs with this statement, noting that conservation has been shown to help generate economic revitalization in many communities and implies neighbourhood stability.

Heritage also has a social function, and as such can contribute to social revitalization within communities. Graham (2002) builds on the work of Lowenthal (1985) by using three traits to categorize the social functions of heritage and its benefits to people. The first of these traits suggests that heritage provides a reference to the distant past, one that strengthens ideas of continuity as well as progressive, evolutionary, and social development. The second states that "societies create emblematic landscapes…in which certain artefacts acquire cultural status…fulfill the need to connect the present to the past in an unbroken trajectory," and thereby satisfy a continuous connection to the past (Graham, 2002, p.1008). The third trait explains that while the past provides a sense that something has ended, it also "offers a sequence, allowing us to locate our lives in linear narratives

that connect the past, present, and future" (Ibid, p.1008). Maintaining and ameliorating the built environment, while recognizing these social functions, can serve to benefit communities. This being said, Graham does caution that an underlying tension between economic exploitation and the social uses of heritage may remain, as it is a cultural asset located in an economic domain.

Areas with collections of older buildings often provide the opportunity to upgrade declining residential or commercial structures as they possess unique or visually pleasing heritage attributes. In this way, community distinction is created and the district becomes desirable for economic and aesthetic reasons. Lynch (1972) suggests that as affluence increases, positive physical change becomes more apparent. While this contributes to conservation goals it can also result in certain problems.

Gentrification is one such drawback that occurs when growth and development cause property values to rapidly increase in designated areas. As these values increase, more affluent residents are attracted to what in some cases may have been lower income areas. This may force out existing inhabitants as residents with higher incomes migrate into these neighbourhoods. According to Tiesdell et al. (1996), "gentrification is an inevitable outcome of the revitalization of historic urban quarters that have deteriorated and experienced obsolescence. Unless the existing buildings are vacant, there will usually be an element of displacement and gentrification" (p.204). As an area is revitalized, property values rise, attracting users who are willing and able to pay the higher rents or property values.

Ley and Frost (2006) also caution that the revitalization of urban heritage areas may result in forms of gentrification. The reason they provide is based on the idea that heritage areas often rely on the creation of niche markets made up of specialty shops and restaurants that emerge to satisfy the demands of an urbane middle class clientele. In addition, this may "overwhelm and even wipe out the heritage values that attracted such interest in the first place" (p.82), mainly due to the attraction of making heritage look new again. Ashworth (1997) describes this phenomenon by stating that as the

past continues to be consumed in new ways, it also becomes increasingly dependent on consumer demand. Therefore, while sites that promote niche market developments in rehabilitated heritage areas can contribute to a sense of place within our communities (Seasons, 2003) and enhanced commercial appeal may boost the local economy, it can also result in social issues brought on by gentrification-induced displacement, as older neighbourhoods are rehabilitated and restored.

Alternately, Datel and Dingemans (1988) found that middle-class residents were motivated not necessarily by the heritage of the district, but rather by how designation could create and maintain a desirable neighbourhood. They also found that areas with similar architectural value that were economically depressed, or home to a stable working class, often did not have the means or the motivation to pursue heritage status. This said, when an area increases in market value, regardless of its heritage status, it tends to displace lower income residents (Lynch, 1981). The key is to control the degree to which gentrification and displacement occur in any given situation.

As a preventive measure against displacing populations, the social costs of revitalization in heritage areas should be assessed before plans are implemented (Fram, 2003). As a result, there have been attempts to lessen the impact of gentrification by diversifying the residential area, retaining low-income housing, or including low-rent developments in heritage districts (Wojno, 1991). Tyler (2000) also suggests that by encouraging the local government to develop policies that provide mixed-income housing and subsidy options for rehabilitation, gentrification-related issues may be bypassed. In addition, it can be said that the existing community is often supported, as neighbourhood stores and small businesses can be housed in rehabilitated buildings (Lyon, 1993). These measures demonstrate how revitalization can be achieved while bearing the needs of new and existing residents in mind.

Although the values associated with heritage were once only cultural and scientific, today planners have to consider social and economic realities as well as sustainability (Jokilehto, 2006). The idea of using historic areas to revitalize parts of a city is not new. Over the past century, North

American towns have looked to this model, in which a controlled urban environment produces economic spin-offs, thereby offsetting the cost of physical maintenance (Hamer, 1998). While a variety of challenges exist in achieving comprehensive heritage conservation and revitalization strategies, heritage has demonstrated that it has the power to positively contribute to the social, economic, and physical aspects of a community.

2.4.3 Urban Growth and Development and the Role of Heritage

This section explores the importance of sensitive growth and development within heritage areas. It emphasizes the importance of making appropriate planning decisions regarding new development, redevelopment, and conservation in order to accommodate growth and change over time. Topics such as urban form versus urban function, as well as the role of context and continuity within heritage areas are also examined.

Heritage conservation is an important element of the process of urban growth, yet planners must often rely on value judgements when determining development strategies (Graham, 2002). Understanding that new development can occur alongside restoration and conservation is essential to successfully managing and maintaining heritage districts (Cohen, 1999). Bringing areas into active use is part of a dynamic process (Tiesdell et al., 1996) and sites should not be fixed but should rather be allowed to develop accordingly (Cohen, 1999). In other words, growth should ideally improve quality of life as well as economic and physical aspects of the built environment (Tyler, 2000). This means that integrating heritage structures with new development can be attractive and economically viable if the proper guidelines are set in place. Heritage districts that are recognized as a working part of the urban context can generate wealth and foster quality of place.

Ashworth (1991) proposes that it is necessary for planners to find a balance between the preservation of heritage buildings and their modification or removal to accommodate present functions. As such, when addressing growth and new development within heritage areas, the concept of urban form versus function is an essential consideration. Understanding the various functions that

building forms may undergo over time is a means by which to better manage change that supports heritage conservation goals. Ashworth defines form as the buildings, spaces, physical structures, and design that are used to fulfill the needs of specific functions. Function, on the other hand, represents the purpose that the built form serves. For example, in past decades, the loss of older building stock often resulted from changes in function and economic use over time. This in turn led to changes in the urban landscape, as structures most suited to market demand appeared in place of heritage structures. It can be said that function will always change more rapidly than form, as the longevity of a well-built structure will most likely outlive current market trends (Bourne, 1968). As such, it is important to find a balance between conserving past forms and modifying, adapting, repairing, or removing them to accommodate present functions.

To contribute to urban development and revitalization, urban policymakers must recognize heritage conservation as a form-function phenomenon that is affected by a series of intervention decisions. Sensitive, informed, and proactive management is needed to maintain a balance between form and function (Ashworth, 1991). Conservation should therefore serve to preserve purposefully, in this way heritage properties have an economically feasible use and user (Fram, 2003). As such, heritage conservation planning must consider function in terms of renovating or converting historic buildings to suitable purposes where necessary (Burke, 1976). Tiesdell et al. (1996) add that functional activities need to occur within buildings in order to contribute to a sense of place and to add character and ambience to a setting.

While form and function are important considerations, development plans must also take context and continuity into account. This is especially important as heritage districts are meant to include all elements of the given environment and should be considered in their entirety, not simply as a grouping of individual structures and sites. Context is first addressed, as heritage assets should be recognized and protected, both for their individuality and for the context they are set within, and development should reflect this. As Cohen (1999) states, context is of chief importance, where the

new and existing environment takes precedence over the individual. Bridgman and Bridgman (2000) also emphasize the importance of context and state that identity can be better demonstrated by a group of related structures than through individual buildings that may lose their meaning within foreign surroundings.

Fram (2003) highlights some key principles to ensure that context is maintained within areas undergoing new development. He first suggests that all, "new construction should correspond to and complement buildings on adjacent properties" (p.80). Secondly, it is recommended that "existing principal views into and out of property" (p.80) should be retained. A final key principle is that "new or repair work should not confuse the historic character of an area…revivals should be clearly identifiable as revivals, not originals" (p.80).

By considering environmental context, this naturally lends itself to continuity. In other words, urban design should underscore compatibility with the built form and work to "respect the scale, height, setback, materials, and details of surrounding older buildings" (Taranu, 2004, p.139). This is not to suggest that new design need look old, rather new design should blend with the old so that they are both distinguishable *and* compatible. This in turn supports the idea of a continuum where contextual design accommodates past, present, and future buildings through sensitivity to surrounding heritage (Tyler, 2000).

Integrating heritage structures with new development can create attractive and economically viable areas (Taranu, 2004). The contrast between old and new architecture may add value to heritage districts (Ford, 1974) and create a sense of local continuity (Lynch, 1972). Both old and new structures are important to the growth of cities. As Jacobs (1961) once stated, "cities need old buildings so badly it is probably impossible for vigorous streets and districts to grow without them" (p.187).

In closing, Lynch (1972) cautioned that "under the banner of historical preservation, we have saved many isolated buildings of doubtful significance or present quality, which are out of context

with their surroundings and without a means of supporting their use or maintenance or of communicating their meaning to the public" (p.37). This statement can be said to encapsulate the importance of understanding form and function within a contextual, continuous setting. Both existing and new buildings and sites share the urban environment. In order to appropriately deal with urban growth, development, and heritage conservation, social and economic factors, as well as physical factors such as form, function, context, and continuity must be appreciated and understood by planners and developers alike.

2.5 Summary

As described in this chapter, the protection and maintenance of heritage in the urban setting has evolved over recent decades to take into consideration broader planning and revitalization goals. Key concepts related to the ethos and the practices of heritage conservation were reviewed, and the importance of conserving heritage at the district level was explained. This review explores how conservation principles can contribute to revitalization and development goals. The remainder of this thesis explores the role of heritage conservation at the district level and its contribution to community improvement as developed in Chapters 3, 4, and 5, and applies these concepts to two case studies.

Chapter 3
Methods

3.1 Introduction

This thesis research focuses on three main objectives. The first objective is to explore the reasons for and values associated with the desire for communities to conserve their architectural heritage. This objective was addressed in Chapter Two, where topics related to why communities seek to conserve and the evolution of a heritage conservation ethic were explored. The second objective is addressed through the literature review and by an analysis of document evaluation, interviews, surveys, field observation, and mapped census data within the case study areas. This chapter examines the methods used to address this objective, which is to examine the process of HCD conservation, recognition, designation, and operation. This is done to determine how decisions are made and the role and impact that HCDs have had in contributing to district enhancement and revitalization. The third objective of this research seeks to define community improvement by determining progress toward community improvement goals and by measuring the success of HCDs. This final objective is addressed in Chapters Four and Five.

The research question also plays a key role in shaping the design of the selected research methods. It asks what role HCDs have played within communities and how they have contributed to community improvement.

This chapter focuses on the research methodologies employed to undertake this study. Understanding the methods used is critical, as they serve as tools that play an important role in the conduct and context of research (Hughes, 2002). Essentially, methodology is a way of thinking about and studying social reality. It provides a set of techniques and procedures for gathering and analyzing data (Strauss & Corbin, 1998). According to Yin (2003), a research design or approach is important,

as it is a means of getting from an initial set of questions to a set of conclusions. It should guide the investigator in collecting, analyzing, and interpreting observations.

More specifically, this chapter examines the case study approach and how the chosen case studies were selected. Next, the data sources and methods of collection used to address the research question and objectives are discussed. Finally, the theory of evaluation and the selection of community improvement indicators are described.

3.2 Case Study

This section examines the theory behind the case study approach as well its strengths and weaknesses. The value of the case study approach is then explained in general terms and in particular relation to this study.

3.2.1 The Case Study Approach

The case study method is intended to study a contemporary phenomenon in its real-life context (Yin, 1997). This approach relies on multiple sources of evidence. As such, it depends on the researcher's ability to create a comprehensive research strategy by integrating and triangulating information from these sources of evidence (Yin, 2003). In this way, the case study approach provides an in-depth, multi-faceted analysis of a selected phenomenon (Orum, Feagin, & Sjoberg, 1991). As is discussed in Section 3.3, two urban HCDs are selected as the focus of the research question.

The researcher must then be able to generalize the results of the case study analysis. This being said, it can be difficult to generalize from one case to another as circumstances often fluctuate based on various conditions and situations. While these specificities must be recognized and acknowledged, the findings should ultimately be generalized to cover broad theoretical and practical issues (Yin, 2003). While facilitating generalization, the case study method also grounds observations and concepts found in natural settings that can be studied closely by the researcher (Orum et al., 1991).

3.2.2 Strengths and Weaknesses

All research approaches have strengths and weaknesses that must be understood when undertaking any investigation. A particular strength of the case study approach is that it offers a comprehensive research strategy that focuses on contemporary events (Yin, 2003). As such, it provides a useful method of analysis for this research. It is the current condition of the HCD that informs this research, and therefore it is necessary to understand the complexities and interconnections within the individual case studies.

A weakness of the case study approach is that data collection often relies on subjective judgements. For example, when examining how HCD designation has contributed to changes and improvements within the environment, the examination should reflect critical changes and not simply the investigator's impressions. In order to address this weakness, a test of construct validity can be used. This test relies on two factors, the first of which is to select specific types of changes that are to be studied. These specific choices should then be related back to the objectives of the study. Secondly, the selected measures of change should reflect the specific types of change that have been selected (Yin, 2003). This will be demonstrated through the use of community improvement indicators (See Section 3.6.2).

3.2.3 The Value of the Case Study Approach for this Research

In the instance of this research, the case study is of particular value. Generally speaking, the value of the case study approach "is that it tries to illuminate a decision or set of decisions: why they were taken, how they were implemented, and with what result" Schramm (1971, cited in Yin 2003: p.12). More specifically, this approach is useful for understanding a particular situation in depth, and identifying cases that are rich in information. It is useful in situations where a great deal can be learned from a few examples, and particular patterns or themes can then be found across cases (Patton, 1990).

3.3 Selected Cases

This section describes the criteria that were used for selecting the two case studies. It then provides background information on the study area of the Town of Markham, Ontario and more specifically the selected case studies, Markham Village and Unionville, two HCDs located within the Town.

3.3.1 Criteria for Case Study Selection

According to Yin (2003), the goal of a case study research approach should be to have at least two case studies. As such, it was determined by the researcher that two case studies would provide sufficient information given the research approach as well as financial and time constraints. Ultimately, two HCDs located in the Town of Markham were chosen for examination.

Three criteria were determined to guide the selection of the two case studies. The first criterion was that the two case studies should be located within close proximity to one another. This consideration was predominantly based on researcher time and expense. The second criterion was that both HCDs should possess a commercial and residential component. The third criterion was that each study location had been established as a HCD at least a decade ago. In this way each district would have had time to mature, allowing for a more detailed investigation into the evolving role of heritage management and revitalization.

As such, the Town of Markham, Ontario was selected as the study area as it contains two HCDs (Unionville and Markham Village) which are located within close proximity (approximately 4 kilometres from one another).

3.3.2 The Town of Markham, Ontario

This section provides a brief background on the study area in order to better set the context for the selected case studies.

Markham, Ontario is located in the Regional Municipality of York, just north of the City of Toronto. It is part of Toronto's Census Metropolitan Area (CMA), and is considered to be one of the

fastest growing communities in Canada. According to Statistics Canada (2006), Markham's current population is 261,573, which represents a 25 percent increase since the 2001 census.

Markham has a rich history, dating back to 1792 when the first settlers arrived. It was predominantly an agricultural community and service and supply centre for almost the first 150 years of its existence. Like many North American cities, Markham felt the pressure of post-World War II development as the City of Toronto's commutershed began to encroach on the agricultural community. As well, the opening of Highway 404, a major commuter route, contributed to the relatively swift growth of Markham. As a result of this urban expansion, the Regional Municipality of York was established in 1971 (Billich, 1991). Consequently, it is only in recent decades that the Town has experienced rapid growth as the outer regions of Toronto have continued to attract people seeking a suburban lifestyle.

Amid this rapid growth, Markham has made a concerted effort to conserve the community's history (it has three designated HCDs and one district is currently undergoing initial study for designation) while adapting to rapid development and a change in population and industry. Their town motto, *'Leading While Remembering'* reflects these conservation values. Markham endeavours to conserve tangible elements of the Town's early development and has developed policies and programs to promote heritage conservation. In 2000, the Heritage Canada Foundation awarded the Town of Markham the Prince of Wales Prize for stewardship of its built heritage (Town of Markham).

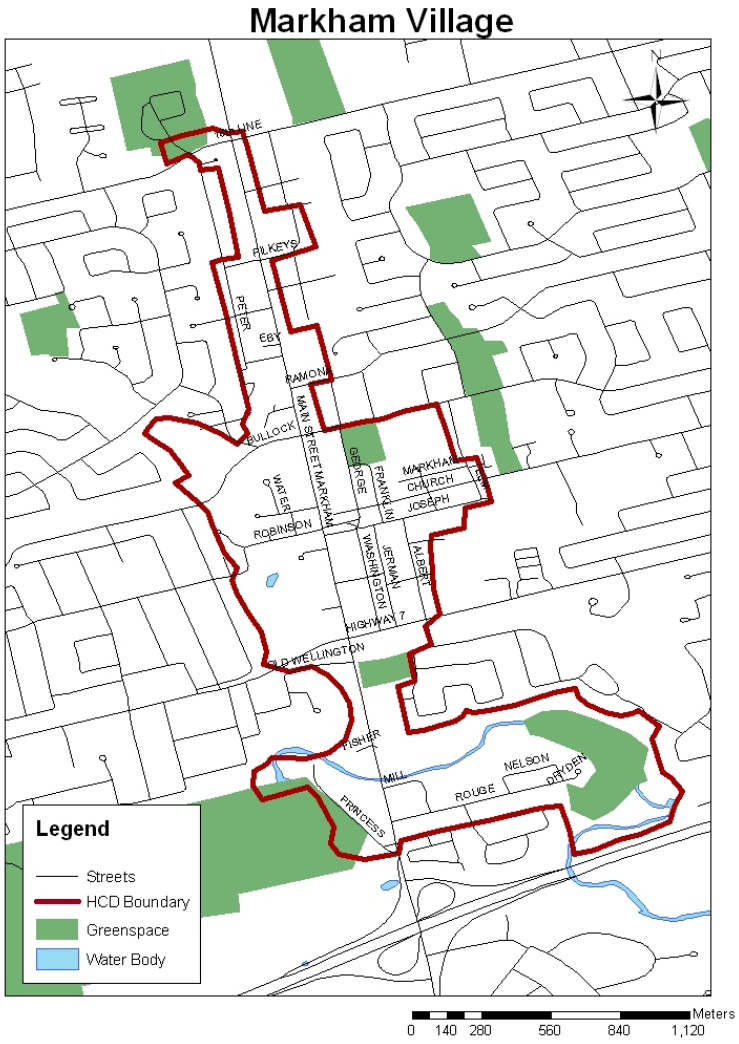
3.3.3 Markham Village

Markham Village, first founded in the early 1820s, was established as a HCD in 1991. It is one of the largest HCDs in Ontario today. It includes the entire historic urban area of the original village with the main focus being its Main Street, which runs north-south through the centre of the district. This street contains a number of 19th and early 20th century historic commercial buildings and quiet residential areas can be found to the east and west of the Main Street (Town of Markham). Highway

7, a major road that tends to act as a gateway to the HCD, transects the southern portion of this district. Beyond this highway lays natural space and a residential area, both found at the southern edge (See Figure 3.1).

While large in scale, this HCD has experienced varied success as a commercial centre. This is largely due to the fact that Markham Main Street is a major traffic route (also known as Highway 48), making it difficult to navigate by foot. While a bypass was built in recent years, it is located some distance from the Highway 48. As such, the bypass has served to alleviate heavy truck traffic, but the Main Street continues to experience relatively heavy traffic flow (See Appendix A). In addition, the commercial heritage buildings along its Main Street are somewhat dispersed as the district experienced the loss of several historic buildings in past decades.

Figure 3.1: Markham Village



Data Source: Natural Resources Canada, DMTI

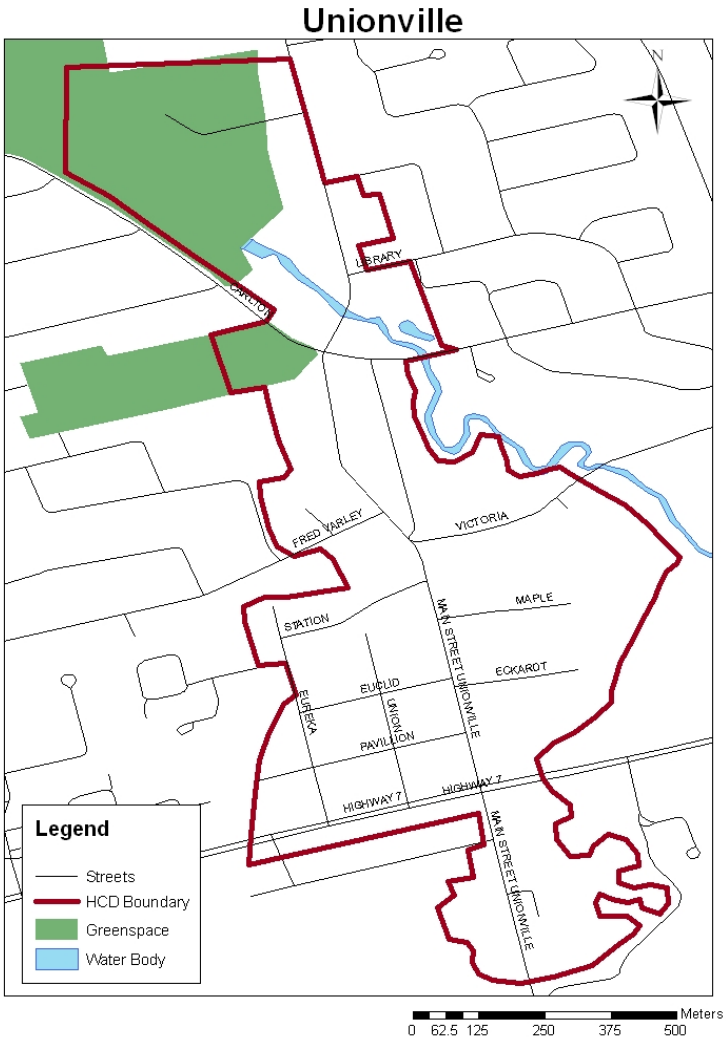
3.3.4 Unionville

Unionville was first formed as a meeting place in the late 1700s, and by the 1870s had become a service centre for much of the adjacent rural community. Unionville was designated as a HCD in 1998 and today is considered to be a tourist attraction (Town of Markham). It is best known for its Main Street, the northern portion of which provides an intact example of 19th and early 20th century

commercial and residential buildings. Unionville's Main Street runs north-south through the centre of the HCD, and serves as its focal point. Residential dwellings can be found to the east and west of the commercial area. Too Good Pond and an adjacent park are located at the northern edge of the HCD. Highway 7 runs east-west through the northern portion of this district and contains a number of modern shopping plazas. To the south of this highway are a number of modern and heritage residential dwellings that are located directly along the Main Street (See Figure 3.2).

This HCD also provides an excellent example of community initiative and participation. In the 1960s, the County of York Government proposed to straighten the historic Main Street and to expand it to four lanes of traffic. As a result, community members formed a committee to protect their Main Street and succeeded. Nearly two decades later, the Kennedy bypass was built around the village, and traffic was redirected away from the historic area (See Appendix A). This bypass was conveniently located close to the original Main Street and successfully redirected heavy traffic flow away from the HCD. This has provided an economic advantage for Unionville as compared to Markham Village as they have a 'ready-made' quaint, pedestrian friendly commercial area for both local and visiting tourists.

Figure 3.2: Unionville



Data Source: Natural Resources Canada, DMTI

3.4 Data Sources

Having established the methodology and selected case studies, the data sources that were used to inform the research objectives and research question are discussed. This section describes the types of data sources that were used for information gathering.

3.4.1 The Need for Triangulation

More than one data source was needed to inform this research as events and facts of the case study should be supported by more than one source of evidence (Yin, 2003). Triangulation uses multiple methods to study a single problem, and so was selected as the means for investigating the given study areas. Triangulation is needed as it addresses the validity and confidence of qualitative research findings (Patton, 1990).

Qualitative research uses observational, communicative, and document evaluation as methods to better understand the social world (Sadovnik, 2007). In particular, Patton (1990) suggests that qualitative methods usually consist of three kinds of data collection: in depth, open-ended interviews, direct observation, and the examination of relevant written records and documents. These suggested sources were considered during the course of this research. As a result, five data sources were used to achieve triangulation. By selecting triangulation as the method for strengthening data interpretation, it is possible to "remain sufficiently open and flexible to permit exploration of whatever the phenomenon under study offers for inquiry" (p.90). This research uses the sources of data that are outlined in the following sections.

3.4.2 Key Informant Interviews

Interviews, particularly those that are open-ended, are said to be an essential component of case study evidence (Yin, 2003). The purpose of interviewing is to find out things that cannot be directly observed (Hughes, 2002). Before undertaking the interview process, it was important to understand the structure and guidelines of the interview as well as its strengths and weaknesses. (See Appendix B for interview summaries).

3.4.2.1 The Interview Structure

While the interview questions are important, the structure in which they are framed must also be considered. It is suggested that all interviews should ask the same basic questions in the same order,

thereby increasing the comparability of responses (Patton, 1990). Essentially, it can be said that interviews are used to explore a situation and attain defined answers to defined questions while being able to further develop and explore those answers during the interview process (Walliman, 2005).

More specifically, the structure of the interview should include two main stages, the opening and closing phase. The opening phase is used to establish researcher credentials, introduce recording methods, and obtain factual/background information from the interviewee. The closing phase is used to thank the person for their interest and effort. The ending should not be rushed (Keat, 2000).

3.4.2.2 Interview Guidelines

Hughes (2002) suggests several steps to consider as guidelines when undertaking an interview. The first of these guidelines is *preparations*, where the researcher determines access to the interviewees and gathers background information. As part of these preparations, it is also necessary to be ready and on time for the scheduled interview. Before entering the interview, the researcher must also consider that respondents form reactions to the interviewer ahead of time. This is usually based on the presented research, and often "the interview begins before any questions have been asked" (p.212). The second step of the process is *introductions.* This is used to re-establish the purpose of the interview, to describe the format being used, and to serve as a neutral starting point. The third guideline is based on understanding that this process is essentially an *uneven conversation* and emphasizes the importance of listening to the respondent. The interviewer is gathering information, not exchanging points of view. The fourth consideration is *the ending*. It is suggested that a useful question such as 'are there any questions you would like to ask?' is a professional way to conclude the interview. Finally, after the interview, it is important to *provide a thank you letter* to acknowledge the respondent's contribution to the research.

When undertaking an interview, a final consideration that must be noted is the need to remain objective throughout the interview. Objectivity "means openness, a willingness to listen and give voice to respondents…It means hearing what others have to say, seeing what others do, and

representing these as accurately as possible" (Strauss & Corbin, 1998, p.43). To do this, the interviewer must be resourceful and systematic in their delivery.

3.4.2.3 Strengths and Weaknesses

As with any method of data collection, one must consider its strengths and weaknesses in order to better understand the advantages and limitations of the selected method. According to Hughes (2002), the strengths of open-ended interviews are the face to face encounter with informants and the ability to quickly obtain large amounts of contextual data. It is also useful for discovering interconnections and social relationships and for discovering the perspective of the interviewees. Keat (2000) also notes that a strong point of the interview is that the researcher can rephrase questions that may not be understood at the outset. In terms of response rate, the researcher can achieve a 100 percent response rate once agreement from participants has been obtained. A key value of the interview is that it can be used to find out things that cannot be directly observed (Hughes, 2002).

While numerous strengths exist, there are several weaknesses that must also be considered. Qualitative data is open to misinterpretation, and the researcher must be cautious of this when interpreting the responses. The researcher's ability to control bias plays a large role in this. Another weakness can be ensuring the honesty and openness of those providing the data, as well as the cooperation of key informants (Hughes, 2002). Although a 100 percent response rate may be achieved, it is necessary that all desired participants are willing or able to make time for an interview.

3.4.3 Community Surveys

A questionnaire or survey is the most common method of obtaining structured qualitative and quantitative survey data (de Vaus, 2002). This method of data collection was chosen because the survey provides a flexible tool which can be used to organize questions and receive replies without having to speak face to face with every respondent (Walliman, 2005). (See Appendix C and D for survey sample and a summary of the results).

Before undertaking a survey of any community or population, some basic considerations, as well as the strengths and weaknesses of the method, must first be reviewed.

3.4.3.1 Basic Considerations for Undertaking a Survey

Some basic points must be understood before producing and disseminating surveys. Firstly, the selected wording and phrasing of the questions are considered. The questions asked should use unambiguous, clear language and the flow of the questions should make sense (de Vaus, 2002; Walliman, 2005). It is suggested that easy, factual questions should be asked first to put the respondent at ease (de Vaus, 2002). In terms of word choice, the selected vocabulary should have the same meaning for all respondents and researchers should avoid bias (i.e. avoid creating artificial opinions through word choice).

The answering procedure should be straightforward (e.g. check boxes) and general instructions should be provided. The surveyor must also provide clear instructions that indicate when and how participants should complete the questionnaire. The questionnaire itself should be kept short and to the point. Finally, the researcher should provide a letter which explains the purpose of the survey and how the results may benefit participants (Walliman, 2005).

3.4.3.2 Strengths and Weaknesses

This method of data collection possesses several strengths. Firstly, it is a relatively economical method (in terms of cost and time) for reaching a large population and covering a large area. Secondly, this method of data collection prevents the personality of the interviewer from influencing the results. Also, respondent anonymity may allow people to express opinions and feelings they might otherwise not. Not only does this format allow for flexibility in response, but participants can take time to think over the questions, thereby potentially allowing for more accurate information to be obtained (Walliman, 2005). In addition, if the sample is large enough and representative enough, the researcher may perform statistical analysis.

Weaknesses also arise from the survey method. When using postal surveys, as is the case with the current research, response rate is difficult to predict or control. There is no absolute answer as to what constitutes a good response rate because much depends upon the topic of the survey and the nature of the sample. Another weakness of employing survey distribution is that this format is not suitable for types of questions that require further exploration or probing (Keats, 2000; Walliman, 2005).

3.4.4 Mapping Census Data

Another data source that was used in this research was census information from 2001 and 2006. This was retrieved from Statistics Canada and input into ESRI Geographic Information Systems (GIS) 9.1 mapping software for analysis. Mapping census data allows for a visual representation of the study area to be created. In this way, demographic and socio-economic trends may be illustrated. This section describes the value of using spatial analysis as well as its strengths and weaknesses.

3.4.4.1 The Value of Spatial Analysis

GIS was used to provide a spatial analysis of the census data. It is a valuable, as it may be used to store, analyze, and map a wide range of geographic information, including demographic, socio-economic, housing, and land use data (Elwood & Leitner, 2003).

The spatial analysis of geographic phenomena is also important as it often reveals themes and patterns that might not otherwise emerge. GIS allows users to engage in a descriptive representation of the physical environment, and can improve and promote a wider understanding of generalized spatial systems. By duplicating the urban environment in the form of a GIS model, it is possible to gain new visual information about the population patterns and trends that make up a study area (Longley, 2004).

3.4.4.2 Strengths and Weaknesses

When mapping any type of geographic information, one must consider the strengths and weaknesses. In the case of this research, there are several strengths that should be noted. Firstly, maps are an effective way to communicate spatial information, as they provide an overall image by which to quickly and efficiently examine the study area. They visually reveal spatial and temporal patterns (Longley, 2004) and represent an additional way in which to interpret and analyze a case study. A visual reference can serve as a process of discovery that may facilitate the understanding or discerning of problems (Pickles, 1997).

As with all methods of analysis, it is important to understand the limitations of each approach. Weaknesses associated with spatial analysis include the following. Census mapping tends to generalize large areas and may reflect a certain level of homogeneity where it may not actually exist. In the case of this research, it was necessary to deal with aggregated data sources contained within census tracts, as this was openly available. As a result, this does not necessarily reflect individual circumstances or specific community situations. Coarse spatial and temporal resolution may at times restrict the ways in which data can be analyzed (Longley, 2004).

3.4.5 Municipal Plans, Policies, and Documents

The final data source that was used for this research is document analysis. The selected documents were evaluated in order to determine the process and effectiveness of HCD plans and policy implementation in achieving community improvement goals.

3.4.5.1 Selected Sources

Bhatt (2004) suggests that documents such as reports, pamphlets, policy documents and policy implementation strategies can be useful as they can complement other methods of data collection and analysis. With this in mind, sources that were evaluated include written reports, HCD and town plans, and formal studies. In particular, these are Markham's Official Plan, the Municipal Act, HCD studies,

plans, and design guidelines for Unionville and Markham Village, and proposed vision documents that were prepared for the HCDs under study. These sources were provided by the Town of Markham or were located via internet web searches.

3.4.6 Researcher Observation

Researcher observation was also used as a method of data collection and was based on visual survey and assessment. In this case, the researcher was an outsider observing a situation or setting. Researcher observation in the field provides a simple and efficient method of recording information, and relevant variables should be determined ahead of time (Walliman, 2005). This section examines the value, strengths, and weaknesses of researcher observation.

3.4.6.1 The Value of Researcher Observation

Researcher observation is valuable as it allows for the up-close examination of a phenomenon in a dynamic setting. Observational fieldwork is a central activity of qualitative inquiry that allows the researcher to "get close to the situation in order to increase understanding" (Patton, 1990, p.47). This method of data collection can be used for recording the nature or conditions of buildings or objects within a setting (Walliman, 2005).

3.4.6.2 Strengths and Weaknesses

The main strength of researcher observation in the field is that it allows for detached observation in a quick and efficient manner. This is usually done to gain an initial appraisal of a site's state or condition and to assess the case study from a firsthand perspective. Another advantage is that field observation allows the researcher to use real time surveillance to compare the results of data collected from other sources.

One weaknesses of observation in the field is that the practice of surveillance can be time-consuming for the individual researcher. As well, it can be difficult to make a complete assessment when much activity is happening at once (Walliman, 2005).

3.5 Data Collection

Having established the data sources that inform this research, the methods of information gathering are examined.

3.5.1 Key Informant Interviews

Once it was determined that an open-ended interview format would be used, it was necessary to determine what types of questions would be asked and to select possible participants for the interview process. This section reviews this process.

3.5.1.1 Types of Interview Questions

The open-ended interviews used in this research were modeled on six types of interview questions derived from Patton (1990) (see Table 3.1).

Table 3.1: Six types of interview questions

Type of Question	Purpose of Question
Experience/Behaviour	To discover what a person has done
Opinion/Value	To understand the interpretive processes of people
Feeling	To gauge the emotional responses of people through their experiences and thoughts
Knowledge	To discover factual information from the respondent
Sensory	To determine what the respondent has seen, heard, etc.
Background/Demographic	To identify the characteristics of the person being interviewed

(Derived from Patton, 1990)

Once the types of interview questions were determined, it was possible to consider topics and themes that would be covered in the interview process. These included *heritage conservation* (i.e. its importance, its role within the community and the role of community), *physical/economic/social revitalization* (i.e. how HCD designation has affected local business), *new development* (i.e. how it

integrates with heritage areas, what works, what does not), the *decision-making process* (i.e. methods that might facilitate or improve the process), and the role of *public participation* (i.e. its role in the planning and decision-making process).

3.5.1.2 The Interviewees

One of the goals of the interview process was to speak with key informants from both the private and public sector. Given the considerations of researcher time and financial resources, seven persons were interviewed. The interviewees all had some form of experience in heritage conservation, community relations, or business activity. More specifically, individuals from the Markham Village Business Improvement Association, the Unionville Villagers Association, and Heritage Markham were consulted. In addition, three heritage planners from the Town of Markham, an architect, and a local historian were interviewed.

These interviews took place on May 29 and 30, 2007 in Markham, Ontario. Each interview was approximately one hour in length and took place face to face at the interviewee's place of work, home, or a public meeting place. A voice recorder was used to confirm the researcher's notes, and interviewees were assured confidentiality.

3.5.1.3 Discovering Themes

The interview sessions provided a wealth of information which had to be refined in order to draw key topics from the dialogue. The identification and analysis of themes plays a large role in better understanding the results of interview sessions and is also the basis of much qualitative analysis. This is largely due to the fact that "without thematic categories, investigators have nothing to describe, nothing to compare, and nothing to explain" (Ryan & Bernard, 2003, p.86). Themes can be found in texts, images, sounds, and objects and allow the researcher to discover important meanings. Most importantly, open-ended interview questions can provide a basis for creating and identifying themes.

These meanings emerge based on a combination of collected data and from the researcher's prior understanding of the phenomenon under investigation.

Ryan and Bernard (2003) suggest several useful techniques for identifying themes. In the case of this research, five of these methods were selected as a means to extract themes from the results of the open-ended interviews. While themes can simply be found by reading through materials and underlining key phrases or words, the use of more detailed techniques provides supportive guidelines when undertaking this task. The first of these is observational techniques such as repetition, metaphors and analogies, and transitions. Repetition is one of the easiest ways to identify themes. This is where the researcher looks for reoccurring topics or ideas expressed by the interviewee. Metaphors and analysis can also be a useful way in which to search for underlying themes as "people often represent their thoughts, behaviours, and experiences with analogies and metaphors" (p.90). Finally, transitions may be used to identify themes. In the case of the interview, transitions are created and more or less controlled by the interviewer. This is accomplished in the shift from question to question.

Processing techniques such as cutting and sorting were also used. This approach involves identifying and arranging quotes and expressions into matching groups. It is a simple technique, but is extremely useful for organizing basic ideas (Ryan & Bernard, 2003).

Observational and processing techniques were employed to draw themes from the key informant interviews. Several themes emerged and are discussed in Section 4.3.

3.5.2 Community Surveys

Community surveys were also used as a method of data collection. The questions selected for these surveys were based on the considerations and guidelines discussed in Section 3.4.3. Upon establishing the nature of the survey, it was then necessary to ascertain how the survey would be distributed.

3.5.2.1 Types of Survey Questions

The survey was directed at private property owners living within the HCDs of Markham Village and Unionville. Selected questions asked about the experience of living in a HCD, as well as about the effect of HCD designation on community improvement, change management, property values, and local business. This survey was undertaken to receive feedback from the general public.

3.5.2.2 Survey Distribution

Surveys were distributed to residential addresses in Markham Village and Unionville on September 29 and 30, 2007. These were hand delivered to mailboxes within each HCD and return postage was paid. Respondents were allowed one month to return the surveys. A total of 124 of 397 surveys were returned, providing a 31.2 percent overall response rate. More specifically, 73 of 271 surveys were returned from Markham Village (providing a 26.9 percent response rate) and 51 of 126 surveys were returned from Unionville (providing a 40.5 percent response rate).

Surveys were distributed to residential addresses in Markham Village and Unionville in order to better understand the needs of individuals within communities. Although public involvement plays a key role in heritage conservation initiatives, not all citizens have the opportunity to become meaningfully engaged in the decision-making process. While it is not possible to accommodate each individual, this process allows common themes, approvals, and concerns to arise. Surveys allow the researcher to better gauge issues and themes that are of significance to local residents.

3.5.3 Mapping Census Data

Another method of data collection involved mapping census data by census tract within each HCD. This was done to illustrate patterns within the study area. The following describes how this data was analyzed and how GIS was used.

3.5.3.1 Obtaining Census Data

Data was obtained by constructing customized Statistics Canada tabulations which provided complete coverage for 12 census tracts (2001) and 18 census tracts (2006) in Markham, Ontario. This data offered information that covered demographic, physical, social, and economic characteristics (Statistics Canada, 2001). Raw census data related to 2001 and 2006 population, housing, education, and employment data was delivered in Beyond 20/20 Professional Browser 7.0 format (.ivt) from the Statistics Canada website. This data was then isolated and converted to database 4 format (.dbf), and the tables were imported into ESRI's GIS 9.1 program for further analysis.

3.5.3.2 Using GIS to Create Maps

Basic map layers (shapefiles) were acquired from Desktop Mapping Technologies Incorporated (DMTI) and Statistics Canada. These layers provided spatial data of property parcels, streets, parks, water bodies, and census tract boundaries respectively. An aerial photograph of the area also provided reference. HCD boundary layers were on-screen digitized by the researcher. Statistical data was analyzed and displayed in the GIS system to illustrate socio-economic and demographic patterns within the HCDs and the surrounding area (See Appendix F).

3.5.4 Researcher Observation

Observation played a complementary role in this research as it provided firsthand accounts of the district environment, and photographic images were used to highlight key concepts and themes. As an impartial outsider observing the study area, it was possible to make comments based on personal experience. Four site visits were made during the course of this research. These took place on April 22, May 29-30, and September 29-30, 2007, as well as on March 30, 2008.

While notes were taken in the field, the researcher relied primarily on the use of photographs to convey the nature of the findings within the field.

3.5.4.1 Using Photographs

During each site visit, the researcher travelled the study area by car and on foot to observe characteristics of the built environment, the use of built and natural spaces, and pedestrian activity on the streets.

Observations were noted and photographs were taken to further understand the case studies under investigation. Photographs are considered an important component of the research process as they can be used to "convey important case characteristics to outside observers" (Dabbs, Faulkner, & Van Maanen, 1982, p.93).

3.6 Evaluation

Evaluation research naturally lends itself to the case study approach as it connects implementation with the effects of programs, policies, or decisions (Yin, 2003). As such, this method of analysis was used a means of data collection.

3.6.1 Evaluating the Effectiveness of Plans

The main purpose of evaluation research is to inform action, enhance decision-making, and apply knowledge. This is done by collecting and analyzing documents in order to examine and judge the accomplishments and effectiveness with which their proposed objectives were carried out. Evaluation is applied research that is judged by its usefulness in making actions and interventions more effective, and by its practical utility to decision-makers who have a stake in efforts to improve existing situations (Patton, 1990). It is therefore an appropriate method for identifying and measuring the effects and results of plans and policies.

Evaluation can be undertaken while implementation is still underway. In this way, it can provide information to potentially address or redirect the decision-making process (Wollmann, 2007). This can be defined as "the systematic assessment of the operation and/or the outcomes of a program

or policy", and is accomplished through comparing "a set of explicit or implicit standards, as a means of contributing to the program or policy" (Weiss, 1998, p.4).

Statements are made based on real world situations and in terms of the consequences and goals of policies. As well, evaluation is used to "find out whether and how the observed changes are causally linked to the policy and measure under consideration" (Wollmann, 2007, p.398). This method therefore allows for an explanation as to why and how decisions are made, implemented, and with what result. It is expected that through this method of analysis it will be possible to make a general statement regarding the role that HCDs play in contributing to community improvement.

The evaluation model measures the extent to which an intervention, i.e. heritage conservation, has attained clear and specific objectives by focusing on intended outcomes (Patton, 1990). In order to evaluate the success of these interventions, the selected data sources are examined in order to measure the effectiveness of HCD designation in community improvement strategies. The general assumption is that these findings can then be applied in other cases.

3.6.2 Community Improvement Indicators

Four community improvement indicators were selected as a means to evaluate and measure the effectiveness of HCD designation in enhancing the communities under investigation. The five data sources discussed in this chapter were used to inform these indicators. In doing so, the role and success of the HCD in achieving community improvement was determined.

3.6.2.1 The Theory of Using Indicators

Indicators are used in this research to provide a measure for community improvement within the case study areas. An indicator can be defined as "something that points to a condition. Its purpose is to show you how well a system is working. If there is a problem, an indicator can help you determine what direction to take to address the issue" (Hart, 1999, p. 26). Hoernig and Seasons (2004) suggest that indicators can be categorized into basic sets and types. Table 3.2 reflects the types of indicators

that may be used to assess community improvement. While this framework provides a set of guidelines, the researcher "must have a clear understanding of the purpose, focus, and application of…monitoring activities" (p.90). It should be noted that while indicators are used to provide an overall assessment of the cases under examination and support the idea of monitoring change within areas, they cannot track everything and are subject to interpretation and expectation.

Table 3.2: Basic Indicator Types

Indicator Sets	Indicator Types	Main Features
Conventional (Single discipline approach)	▪ Economic	▪ Monitors change in market-value activities
	▪ Social Well-being	▪ Monitored through surrogate concepts such as employment and education
Integrative (Multi-discipline approach)	▪ Quality of Life	▪ Monitored by examining social, economic, and environmental conditions
Performance (Production or financial approach)	▪ Performance of department or program	▪ Monitors progress toward policy goals and objectives

(Derived from Hoernig & Seasons, 2004)

The research of Shipley et al. (2004) provides a detailed example of using key indicators when examining heritage conservation and revitalization. They emphasize the need "to create a strong and transparent framework for data collection, measurement, and analysis" (p.526) in order to evaluate the effectiveness of revitalization schemes and the impact of conservation and planning interventions.

Shipley et al. (2004) collected data from several sources in order to address their objectives and to inform a set of four key indicators. Within their framework, no one indicator depended on only one source of information. Questionnaires, interviews, a townscape evaluation, and secondary data were used as data collection mechanisms.

Selected indicators in the work of Shipley et al. (2004) were quality of life, townscape improvements, economic regeneration, and image and confidence building. These indicators reflect revitalization needs and goals within heritage settings.

3.6.2.2 Indicator Selection

The current research builds on the model proposed by Shipley et al. (2004), and considers the indicator types highlighted in Table 3.2, in order to provide a detailed framework for analysis. The work of Tiesdell et al. (1996) is also considered when devising community improvement indicators, as they examined the effectiveness of heritage conservation in revitalization strategies within districts. Ultimately, four indicators were created based on relevant literature (Table 3.3) and are described in this section.

The first indicator is maintenance of the urban fabric/physical revitalization. Here, improvements to buildings and the surrounding environment are considered. This is chiefly done by analyzing areas with houses in need of major repair, the use of streetscaping, and the case of addressing vacant or unoccupied building spaces. The availability of tax breaks and other financial assistance in the private realm is also considered.

The second indicator is economic revitalization and development. This is measured by considering investment in new and existing development (i.e. how buildings are being utilized), and local business activity in terms of the number and types of businesses within an area and the role and involvement of local BIA groups.

The third indicator examines quality of life/social well-being. Factors such as employment, education, and income are considered in order to provide a socio-economic profile of the area. This is based on the suggestion that “personal aspirations and expectations will gauge the strength of identity and affinity with the local area” (Shipley et al., 2004, p.533). Pedestrian activity, access to services and amenities, and sense of community are also considered.

According to Tiesdell et al. (1996), a space needs to be used by people, and pedestrian activity contributes to creating lively, vital places. In order to assess pedestrian activity, 'permeability' (i.e. the ease with which pedestrians can move safely around their environment), within the area is considered (Shipley et al., 2004).

The fourth indicator examines change management/the process within the HCDs. Community satisfaction with the process of change is examined in terms of timeliness and transparency. This is chiefly measured in terms of the information and guidance that is provided to residential and commercial owners within the districts under investigation. This indicator also considers the manner in which decisions are made and carried out.

Table 3.3: Community Improvement Indicators

Indicators	Measures	Data Sources
Maintenance of urban fabric/physical revitalization	▪ Houses in need of repair ▪ Use of tax incentives and financial support ▪ Streetscaping, addressing vacant spaces	▪ Mapping ▪ Interviews ▪ Observations ▪ Documents
Economic revitalization and development	▪ Investment in new and existing development ▪ Local business activity	▪ Interviews ▪ Surveys ▪ Observations
Quality of life/social well-being	▪ Employment and income ▪ Access to services and amenities ▪ Sense of community ▪ Pedestrian activity	▪ Mapping ▪ Interviews ▪ Surveys ▪ Documents
Change management/the process	▪ Satisfaction with process, timing ▪ Transparency of process	▪ Interviews ▪ Surveys ▪ Documents

3.7 Summary

To summarize, this chapter has covered the various methods used to conduct this research investigation. The case study approach was examined and the two selected case studies were described. Types of data sources and methods of data collection were then explained. The theory of evaluation was then visited as a method for assessing the effectiveness of plan and policy implementation. Finally, community improvement indicators were discussed as a method for evaluating the effectiveness of plans, and the theory and criteria for selection was explained.

Chapter 4
Findings

4.1 Introduction

This chapter presents the findings collected from the data sources introduced in Chapter Three. The first section of this chapter discusses the goals, objectives, and proposed visions as set out in plan and policy documents. The remaining sections are based on the results of data collected from interviews, surveys, mapped census data, and researcher observation. This chapter follows the order of the research question and objectives as a framework for assessing the findings.

In order to assess the key findings derived from the collected data, the community improvement indicator framework (see Table 3.3) is used to provide parameters for the thesis research goals. In particular, this framework outlines indicators for measuring the success of conservation and revitalization efforts within urban areas. As such, the topics of urban fabric maintenance/physical revitalization, economic revitalization and development, quality of life/social well-being, and the process of change management are addressed throughout this chapter.

4.2 Examining Municipal Plans, Policies, and Documents

A number of documents were examined in order to understand goals, objectives, policies, and future visions as they relate to Markham Village and Unionville. These documents were also examined to gain a better overall understanding of heritage conservation planning policy and practice and to assess how they address community improvement.

4.2.1 Markham's Official Plan and Heritage Policies

This section reviews the general purposes, goals, and contents of the Town of Markham's Official Plan (OP) (2005), particularly as they relate to heritage conservation and community improvement goals. An OP is essentially used to guide action and assist in decision-making. Its purpose is to set out

policies and programs to manage the nature, extent, and pattern of development and redevelopment. As such, Markham's OP outlines general goals and objectives and provides general guidelines for heritage conservation and community improvement goals and policies (Markham OP, 2005).

Under Section 1.2 of Markham's OP, the first general purpose is stated as follows:

> "To provide policies to ensure the quality of life and to secure the health, safety, convenience and welfare of the present and future residents of the Town of Markham, to protect and to encourage the restoration and enhancement of natural features, and to promote the wise use of all land …within the Planning Area"

In addition, other relevant purposes include assisting in regulating, controlling, and approving development and redevelopment and providing policy information to residents and soliciting their participation. It is important to understand these aspects of the OP as they play a role in affecting heritage conservation and new development strategies.

4.2.1.1 Goals Set Out in Plan and Policy

Certain goals and policies found within Markham's OP have an influence on heritage conservation initiatives. The most relevant of these general goals, in terms of the current research, is the goal which underscores the importance of fostering an understanding of and endeavouring to protect the heritage of the Town. Another goal that can be said to relate to heritage conservation and community improvement objectives includes ensuring "that Markham develops as desirable place for people to both live and work" (p.1-8). This is said to be accomplished in part through efforts to maintain and enhance the Town's HCDs.

Having established the general goals and objectives of Markham's OP, an overview of specific heritage conservation principles and guidelines contained within the Plan are described. Section 2.5 of the OP lists the goals, objectives, and policies related to heritage conservation within the Town of Markham.

The principal goal of heritage conservation within Markham is to conserve and continue the tradition, history, and heritage of communities in coordination with comprehensive planning needs.

This suggests a holistic approach to heritage planning which takes into consideration the needs of conservation as well as future development. So far as its objectives go, the plan suggests that the protection, conservation, and continued use of historic buildings are of utmost importance. It also emphasizes the importance of promoting an understanding and appreciation of historical resources for both residents and visitors (Markham OP, 2005).

Heritage conservation policies are outlined under Section 2.5.1 of Markham's OP. The most significant of these, as they relate to the current research, are as follows. The first is the establishment of a municipal heritage committee (known as Heritage Markham). Section 2.3.4 of this thesis outlines the purpose and responsibilities of such a committee. What is also important to note here is that according to the Markham OP, Council will have due "regard for the conservation and enhancement of existing roads and streetscapes, and the impact of such improvements on historical…resources" (p. 2-33). Streetscaping and walkability play key roles in contributing to social well-being, and related policies should work to ensuring these community improvements. HCD Study Areas and Designation also fall under the Heritage Conservation guidelines within the OP. While HCDs are defined under Part V of the OHA (2005), it is municipal council that defines areas of historical significance pursuant to this (the HCD is explained in greater detail in Section 2.3.1). The District Study is outlined in the OP and must first be undertaken before a HCD can be designated. Once a HCD is designated, it should be the intent of Council, in consultation with Heritage Markham, to conserve *and* enhance the heritage character of the district. This policy is set to encourage and assist property owners in maintaining and repairing heritage buildings. This is central to maintaining the urban fabric and physical upkeep of an area.

Finally, policy specifically related to community improvement is examined (as found under Section 2.12 of Markham's OP). Community Improvement Project Areas (CIPAs) serve to accomplish this. The primary goal is to provide a mechanism for "offering incentives to encourage the type, form and quality of development and redevelopment that advance community interests and

the objectives of the Plan" (Town of Markham Official Plan, 2005, p. 2-49). This is particularly relevant as these policies are established to maintain and enhance selected areas, and to conserve the historic character of HCDs. At present, Markham's OP recognizes selected areas of Main Street Unionville and Main Street Markham (represented by the commercial areas of the case studies under examination) as CIPAs (See Appendix A).

4.2.2 Heritage Conservation District Plans

This section provides a description of HCD studies and describes the overall goals and objectives of HCD plans once an area is designated. It then describes the implementation process, and how district plans are monitored. Finally, a resident-oriented view is presented. This is done by examining the relevance of community support, creating public awareness, and the process of applying for a heritage permit.

4.2.2.1 Heritage Conservation District Studies

District studies are undertaken by the Heritage Section of the Development Services Commission in the Town of Markham to prove the value of designating selected areas. These also provide a preliminary overview of the area's history, its natural and architectural character, urban design and streetscaping, community demographics, transportation routes, and land use. Based on these findings, a boundary is established and Council may approve the area as an HCD. District designation can often be part of a long term process. For example, in the case of Unionville, its designation was part of a 20 year process that grew out of the efforts of local citizen groups. According to the district studies, an area may be made a candidate for designation based upon multiple reasons, but it is the potential for "social and economic benefits such as enhanced community pride, property improvement, increased property values, tourism development and improved business opportunities" (p. 117) that tend to make it appealing for a city or town and allow for revitalization opportunities.

This research seeks to discover if these proposed benefits have successfully occurred in Markham Village and Unionville.

4.2.2.2 Heritage Conservation District Plans

The overall goal of a District Plan is to retain and conserve the district's heritage resources and to guide sympathetic change and development that contributes to a district's heritage character. This being said, there are a number of more specific objectives that are outlined in the District Plans. These objectives consider retaining, conserving, and restoring heritage buildings and landscapes/streetscapes while encouraging compatible new development by guiding the design process (i.e. new development should be compatible with heritage while providing for contemporary needs). They also seek to ensure demolition controls by promoting the maintenance and/or reuse of historic buildings (Markham Village District Plan, 1991; Unionville District Plan, 1997).

The need for community support is also reflected in these objectives and is said to be fostered by encouraging public participation and involvement in the appreciation, conservation, and development of a HCD. Community support can also be achieved through education and by offering financial assistance and incentives (i.e. a Municipal Heritage Fund provides low interest loans to homeowners and Commercial Rehabilitation Grants provide funding for privately owned commercial buildings) to private property owners, thereby maintaining and improving the existing urban fabric. Business and tourism are also addressed, and the District Plans state that the Town should work with business owners in order to help them become more progressive and competitive while conserving the area's historical character. This historic character can be used as a basis for promoting economic development.

4.2.2.3 The Implementation Process

Once a HCD is approved and designated, no building can be erected, demolished, removed, or altered without a permit. It is necessary that controls such as these are put in place as a means to assess

proposed changes and to determine how they will affect the HCD (Markham Village District Plan, 1991; Unionville District Plan, 1997). This element of the process is important to consider as it influences the direction of change and development within HCDs. These controls and their associated processes must be properly understood and made as transparent as possible to residential and commercial property owners.

To clarify, three levels of permit may be obtained. These are the heritage permit (for minor projects or external changes), the building permit (for new construction or demolition), and the site plan (for major alterations or additions). The majority of building owners will seek a heritage permit (Markham Village District Plan, 1991; Unionville District Plan, 1997).

While the permit process is an important element of the implementation process, there are other aspects that must also be considered. The District Plan must be suitably monitored so that necessary amendments can be made over time to accommodate the changing needs of a community while adhering to heritage conservation principles. As such, the District Plan should be reviewed when necessary and should involve the community by holding public information meetings on matters related to the HCD.

4.2.3 Proposed Visions for Markham's Heritage Conservation Districts

In recent years, the Town of Markham has provided several visionary planning strategies that consider the need for district maintenance and improvement within the HCDs of Markham Village and Unionville. At this time, Markham Village's vision plans include Main Street Markham: A Vision for the Millennium (1999) and its supporting documents, the Main Street Markham Market and Planning Review (2000) and Main Street Markham Streetscape Guidelines (2001). Unionville's vision plans consist of the Main Street Unionville South Streetscape Study (2005) and Highway 7 Streetscape and Urban Design Study (2005). Each of these is briefly discussed to determine the goals that were set out in each of these documents.

4.2.3.1 Main Street Markham: A Vision for the Millennium

Main Street Markham: A Vision for the Millennium (1999) was prepared by the Main Street Markham Committee in order to provide a set of proposed projects for Main Street Markham, from 16th Avenue to Vinegar Hill. It should first be mentioned that the Main Street Markham Committee was appointed in 1998, at the suggestion of the Town's Mayor, in order to determine how to best conserve and enhance Markham Village's heritage features and quality of life. As a result, the objectives of their prepared document are to sustain heritage, enhance citizen quality of life, and to protect and develop the features that contribute to a sense of history and place – all key elements to contributing to a community's social, economic, and physical maintenance and improvement.

The general vision of this document provides a number of suggestions as to how to improve the commercial area of the HCD. The first and most crucial of these is said to be the creation of a bypass and alternate truck routes to reduce traffic around Main Street Markham, thereby providing a safer, more pedestrian friendly environment. In addition, it is recommended that the Main Street be reduced to two lanes of traffic. Other suggestions include the use of street furniture, tree planting, textured paving materials for pedestrian crossings, strategic and clear heritage and parking signage, parking lots screened by foliage, the creation and improvement of parkettes, and facilitated bus service (See Appendix A for road maps illustrating bypasses found around each HCD).

4.2.3.2 Main Street Markham Market and Planning Review

The first supporting document was created for local retailers and was produced by consultants who specialize in retail planning and commercial revitalization (Joseph + Johnston). It recommends a number of findings and implementation strategies based on the Millennium Vision document. Table 4.1 provides an overview of some of the key findings and recommendations of this report which coincide with this thesis' selected community improvement indicators. The document's recommendations are then further explored in Section 4.6, where researcher observation is used to follow up on the progress and effectiveness of these suggested courses of action.

Table 4.1: Key findings and recommendations from the Market and Planning Review

Findings	Recommendations
Retail characteristics, trends, and opportunities	▪ Substantial consumer market and strong commercial structure exist ▪ Vacancies to be filled
Physical improvements	▪ Bump-outs and landscaping ▪ Traffic redirection ▪ "The construction of a truck by-pass is the single most important factor in the rejuvenation of the Main Street area" (p.3)
Parking Accessibility	▪ Clear signage to identify parking areas
Signage	▪ Should be of historical nature
Pedestrian Environment	▪ Streetscape at more human scale ▪ Walking routes and linkages between parking areas
Pubic Amenities	▪ Parkettes ▪ Public square
Beautification Opportunities	▪ Planters, landscaping
Built Form and Urban Design	▪ Address non-historical buildings, large-scale redevelopments
Storefront Presentation	▪ Create a theme, i.e. continuity and community

(Derived from Main Street Markham Market and Planning Review, 2000)

4.2.3.3 Main Street Markham Streetscape Guidelines

The second supporting document to the Millennium Vision is the Main Street Markham Streetscape Guidelines (2001) which was created by landscape architects (Harrington and Hoyle Ltd.) to provide design guidelines for both the public and private sector. This document is intended to be a working piece of the implementation process and to provide guidance, advice, and recommendations in the decision-making process and design of the components that make up Main Street Markham. It is meant to serve as a reference tool in conjunction with the HCD design guidelines provided in the Markham Village HCD Plan (1997).

Due to the fact that this document primarily provides a reference to design, which is not the specific focus of this thesis research, some of its guiding principles are touched upon, but it will not be referred to in great detail. Basically, it emphasizes the importance of acknowledging certain key elements such as convenience, comfort, accessibility, safety, and cleanliness, all of which play a pivotal role in making an area a successful and desirable place to be.

4.2.3.4 Main Street Unionville South and Highway 7 Streetscape Study

Unionville has often times been referred to as the more commercially successful of the two HCDs (see interview and survey findings). This certainly appears to be the case, as it possesses an intact commercial core while Markham Village contains more vacant spaces and non-historical buildings within its core area. As such, very little exists in the way of vision documents for Unionville. Even still, concerns have surfaced, and as of 2005, the Town of Markham devised a two-phase strategy for Unionville's Main Street South-Highway 7 area, which is perceptually cut off from the prominent area of the HCD. This is largely due to the fact that one must traverse a major intersection.

Two documents were produced to address concerns raised by residents of Unionville. The first of these is the Main Street Unionville South Streetscape Study (2005), which serves as phase one of the study. It was undertaken to assess the needs and evaluate potential reconstruction of Main Street Unionville from Highway 7 to Unionville's south gate. It involved public consultation and plan and cost estimates. Its principal goals are to extend the HCD streetscape character south of Highway 7, improve the pedestrian experience, improve gateway visibility, and to reduce parking and traffic.

Upon presenting this phase to the Development Services Committee at the Town of Markham, the second phase was drawn up. The second phase is the Highway 7 Streetscape and Urban Design Study (2005) which also involved public consultation in its process. This document provides a design framework, report, and guidelines as well as a streetscape plan. It illustrates existing conditions and makes recommendations for future change. According to this document, the next step was to provide design recommendations specific to the HCD in order to guide new development (i.e.

signage, façade improvements, streetscaping). The researcher could not locate this document, nor was it mentioned in the interview or survey process. As such, researcher observation was used to determine which of the proposed changes was underway as of March 2008 (See Section 4.6).

4.2.4 Ontario's Business Improvement Act

Business Improvement Areas (BIAs) were also examined as they play an active role in revitalizing and promoting HCDs. A BIA is a defined geographic area within a municipality. Its boundary is determined by the province, and in this case, by the Town of Markham. It essentially provides a platform on which local business and property owners can come together with the support of the municipality to organize, finance, and perform physical improvements and promote economic development (BIA Handbook, 2004). Provisions for designating and operating a BIA are contained in Sections 204 to 216 of the Municipal Act, 2001.

The main function of a BIA is to revitalize and/or maintain a vibrant district and to promote it as a commercial destination. The BIA Handbook (2004) suggests that while beautification and promotion are significant components of any improvement effort, it is also important to develop a network of partnerships with local community groups and institutions. In this way, the joint efforts of all local community groups can contribute to the success of a given area.

4.2.4.1 Markham Village and Unionville's Business Improvement Areas

The commercial cores along Main Street Markham and Main Street Unionville have both been designated as BIAs and are located *within* the respective HCDs. The principal role of the BIA has been to promote business activity along the commercial corridors of both HCDs. Its responsibilities include tending to the improvement and beautification of municipally owned land and promoting local business. This is often accomplished through special events and marketing iniatives. Local business activity plays a vital social, economic, and physical role in the successful functioning of these two case studies, and as such the role of the BIA must be considered.

While Markham Village's BIA website offers a plethora of information related to businesses within the district, events, references to planning and vision documents, and the history of the Main Street, Unionville's BIA provides very little information as to the goals or history of their BIA. Instead, the Unionville BIA website provides tourist-oriented information that highlights events and various types of shopping opportunities. In addition, the Markham Village BIA granted an interview, but the researcher had difficulty making contact with representatives of the Unionville BIA and therefore was unable to collect more detailed information from this BIA.

4.3 Findings from Key Informant Interviews

Seven interviewees contributed to this portion of the thesis research. The respondents represented key informants from both the private and public sector. The interviewees all had some form of experience in heritage conservation, community relations, or local business.

Individuals from the Markham Village Business Improvement Association, the Unionville Villagers Association (a property owners association whose mandate is to protect the historic nature of the area and protect it from overdevelopment), and Heritage Markham were consulted. In addition, three heritage planners from the Town of Markham, an architect, and a local historian were interviewed. (See Appendix B for interview summaries).

4.3.1 The Role of Heritage Conservation within Markham

The first major theme to emerge was that of the role and significance of heritage conservation within the Town of Markham, and more specifically within Markham Village and Unionville's communities. There was considerable agreement among the interviewees that heritage conservation plays an important, if not vital, role within the Town. One interviewee noted that the main importance of heritage conservation at the district level is to retain and reinforce the character of the area.

Within this theme of heritage conservation, sub-themes such as community evolution and identity emerged. Interviewees stated that heritage is important as it reminds a community where it

has come from and how it has evolved over time. One interviewee stated that continuity is an important element of heritage conservation as it is based on the idea of moving into the future while valuing and honouring a past that reflects the buildings and culture of its time. Continuity is also important, as Markham's present condition has grown from its past and should ideally be built upon rather than re-created as something entirely new. In terms of community identity, it was said that heritage can bring a community together and allow it to become culturally distinct. People tend to have an affection for these distinct heritage areas, and for the most part would like to protect them.

One interviewee did comment that heritage conservation has faced certain challenges in some areas, as it took until the 1990s for its importance to be realized, resulting in the loss of several heritage structures. This being said, for the most part it was agreed upon that heritage plays a positive role in creating an interesting and vibrant built environment, and that its conservation contributes to successful, desirable communities.

4.3.2 Development and Revitalization in Heritage Conservation Districts

The second major theme that emerged is the role of heritage conservation in development and redevelopment, as well as in the physical, economic, and social revitalization of HCDs. Development issues, the HCD's contribution to revitalization, and the role of community support is discussed.

Urban development and maintenance is connected to revitalization efforts within communities and is a theme that arose in discussion with key informants. One respondent commented that while it is necessary to understand that communities always change, what is important is that this change is compatible with the HCD. These districts provide a way to contain heritage resources within an 'envelope' or as described by one, it is like "throwing a big blanket overtop of an area." In this way it is easier to understand and administer district change and development through design guidelines and zoning by-laws.

Another interviewee noted that Markham is a rapidly growing community and as a result, is under significant pressure from developers. This can be an issue when the economics of land value

become so high that it is difficult to justify developing at a lower density. It was suggested that the solution to addressing development in HCDs is a matter of performing a "balancing act" between heritage, land values, and intensification.

Questions regarding the role of the HCD in physical, economic, and social revitalization were addressed by the interviewees. In general, it was agreed upon that HCD designation acknowledges that an area is special and sets it apart, thereby creating an environment that is very desirable. By setting an area apart as a special place within the larger community, this allows it certain privileges and can help create a cache while building on community values and improvement strategies. It was stated that while a collection of heritage buildings can serve to contribute to the revitalization an area, they must first be recognized and protected. For example, prior to Unionville being designated, it was said to be a "backwater" area that was in serious decline. Today it is successful because people came together to conserve the area. Unionville has experienced revitalization, and now people live or visit there because it is a HCD that offers services and amenities.

HCD designation was also said to spur economic development and benefits. Heritage can be exploited, in a positive manner, for its economic draw as visitors and residents spend money within these districts. It was also mentioned that HCDs can help the local economy by hiring local labour and expertise. As one interviewee stated, restoration usually deals with local labour and depends heavily upon local economy.

Another idea that emerged from the interview sessions was the importance of revitalization within HCDs in that they promote the idea of community coming together to improve their environment. Revitalization can only be successful if the community supports it. As one interviewee aptly suggested, revitalization is when people are actively enhancing, maintaining, loving, and putting the value back into their properties. In this way, revitalization not only maintains the physical fabric, it also plays a social role. This is accomplished when revitalization efforts serve to build on a sense of identity and a sense of community. The commercial area can play a role for residents when it

becomes a place to meet your neighbours. While this area may be used by day tourists, it was said that in the evenings it becomes a local social centre.

A final point to highlight is that which deals with the quality of life within HCDs. There was a general agreement that HCD designation can contribute to quality of life and that businesses and professionals who expect high standards become attracted to living in areas with commercial and residential heritage amenities.

4.3.3 District Designation and its Effect on Local Business

The third major theme that was discovered is related to the effect that HCD designation has had on local business activity in general. Challenges and advantages associated with locating a business in a HCD were also revealed. Interviewees concurred that while designation has, on the whole, been positive for local business, there are certain restrictions in terms of guidelines and business flexibility that must be recognized.

Education and information must also be made readily available to business owners. Several interviewees emphasized the need to educate business owners so that they are open to new ideas and aware of the financial grants (i.e. for signage and façade improvements) that are available. It was noted that this information has not always been easily accessible. In addition, although grants and loans do exist, one interviewee suggested they could be improved upon, and that perhaps the business community and government should come together on this.

A subtheme emerged that dealt with the challenges and advantages that are experienced by businesses located within HCDs. For example, it was said that guidelines can be overly restrictive and limit the way in which owners can promote their business. This refers to issues such as signage, limited square footage within heritage structures, and even conflicting visions between business owners and the municipality. Another comment revealed that businesses can often become "victims of their success." In other words, as the district and the businesses located within it become more successful, rents tend to increase and certain types of businesses may eventually be excluded to make

way for niche market demands. As one interviewee commented, niche shops often sell “nothing you really need, but are willing to buy.” Another interviewee commented that within Markham Village specifically, a lack of a continuous commercial area combined with the difficulty for pedestrian ease of movement, has resulted in business turnover and a struggle for local business to meet surrounding needs. As such, business success will often not only depend on design and physical maintenance, but on the location and nature of the district within which it is situated.

While these challenges must be addressed in order to improve and revitalize existing business conditions, there are a number of advantages that stand as positive examples of economic revitalization. It was stated that HCD designation has for the most part benefited local business, and that part of the success of business is tied to the success of the heritage area. In addition, district designation can act as a powerful marketing tool for local business, attracting customers to the look and feel of an area, and to what one described as “a simpler, quieter time.” While HCD designation can be associated with restrictions, it is these iconic, historic buildings themselves that are often used as signage. This is to say that the appeal of the heritage structure itself serves to draw people to the businesses located within. Many small businesses recognize the benefit of being a destination and understand that heritage character sets commercial districts aside. Finally, businesses can take advantage of the streetscaping that often comes hand in hand with conservation and improvement initiatives.

4.3.4 Public Participation and the Decision-Making Process

A final theme to present itself was one that focused on the decision-making process. More specifically, interviewees discussed their experiences and opinions related to the role that public participation plays within the process as well as the timing and transparency of the process.

It was largely agreed upon by interviewees that consultation with the general public plays a key role in improving the decision-making process. It was also stated that heritage protection can only begin with a community’s willingness and desire. Interviewees emphasized that people want to be

aware of what is happening in their communities and that this can be done by engaging the public as much as possible through monthly Heritage Markham meetings that are open to public attendance, focus groups, and brainstorming sessions.

Support for heritage guidelines and district improvement is a subtheme that arose during the interview process. It was said that this support should come from Council, politicians, Heritage Markham, and the public at large. Every district will decide how best to do this, but public consultation, background research, and support from the local municipality can promote positive change and upkeep within the HCDs. In general, most interviewees shared the view that people are passionate about their HCDs and that a core group is currently very involved in the decision-making process. A criticism to arise is that some members of the public do not care about the process or guidelines until something happens that they do not like. This is difficult to address, because while community engagement may be encouraged, it cannot be enforced.

In order to address community needs as best as possible, it is necessary for the municipality and heritage committee to have an awareness of what the community values in the area. This can be done by trying to respond quickly to concerns as they arise and by assisting with proposals and plans. It was stated that education and communication are important means to accomplish this. People do not always understand HCD goals or terms, and it may be necessary to increase this understanding by working with the local citizens. As well, it was suggested that when the public are unaware of the guidelines this can often result in anger and frustration. The planning department acknowledged that it must be very involved and work with the people in the district in order to get a real sense of what needs to be done at the 'ground level.' In addition, people need to understand that this is a process that they can and will be involved in if they so wish.

In conclusion, it is important to note that the inclusiveness and transparency of the decision-making process was touched upon by interviewees. It was affirmed that the more inclusive, consultative, and open the process is, the better the buy-in will be in the long term. While it may seem

slower up front, eventually the end result will be faster. Although public discussion and input may tend to slow the process, it does result in better policies. If this approach is taken, the public will start to see the benefits of heritage, but it does take time and effort to build upon this.

4.4 Findings from Survey Analysis

A survey was distributed to residential dwellings located in the HCDs of Markham Village and Unionville. This survey asked specific questions and provided structured options as responses. The final portion of the survey supplied a blank space for respondents to offer further comments. From this section of the survey, themes were uncovered, similar to those found in the interview approach. These themes were drawn from the additional qualitative comments made by the respondents.

This section first presents a general overview of the survey findings based on the structured responses. Upon exploring the general results of the survey findings, attention is then drawn to specific themes that were discovered through the observational and processing techniques described in Section 3.5.

4.4.1 An Overview of Survey Findings

This section provides an overview of the survey findings. SPSS 14.0 software was used for the initial analysis, as it provided an effective means of managing and assessing the survey data. Upon entering the participants' responses, the software was used to generate crosstabulation tables as a means of summarizing and organizing the responses to each question. These tables were also produced in order to establish relationships between the variables; in this case, the selected variables consisted of comparing the responses given by residents in each of the two given HCDs. The following tables are based on the results of this crosstabulation (for additional tables, refer to Appendix E).

Essentially, the purpose of these tables is to provide a profile and summary of the participant responses before moving on to explore particular themes that emerged. While this sample represents the residential population of Markham Village and Unionville, the researcher can only base the

general findings and specific themes on those who chose to participate. It should therefore it should be noted that this may not represent the opinions and values of *all* residents within the study areas.

Table 4.2: Importance of heritage conservation in HCDs

Is heritage conservation important to you?	Markham Village	Unionville	**Total**
Yes	55	37	**92**
	76.4%	72.5%	**74.8%**
No	3	4	**7**
	4.2%	7.8%	**5.7%**
Neutral	12	9	**21**
	16.7%	17.6%	**17.1%**
Somewhat	2	1	**3**
	2.8%	2.0%	**2.4%**
Total	**72**	**51**	**123**
	100.0%	100.0%	**100.0%**

As can be seen in Table 4.2, the large majority of respondents in both HCDs (74.8 percent) felt that heritage conservation is important to them, with a small percentage (5.7 percent) stating that it is not. Generally speaking, a mixed response is valuable, as it is important to reflect the varying opinions and concerns of residents dwelling within the case study areas.

Table 4.3: When respondents moved to area

Did you move to the area before or after it was designated?	Markham Village	Unionville	**Total**
Before	25	19	**44**
	34.7%	37.3%	**35.8%**
After	42	31	**73**
	58.3%	60.8%	**59.3%**
Unsure	5	1	**6**
	6.9%	2.0%	**4.9%**
Total	**72**	**51**	**123**
	100.0%	100.0%	**100.0%**

Respondents were asked if they had moved to the area before or after HCD designation. While a small percentage was 'unsure' (4.9 percent), the majority were able to provide an answer. Based upon this response, participants who moved to the area after designation were asked if it had

affected their decision to move there. While 24.5 percent of respondents in Markham Village and 36.4 percent of respondents in Unionville stated that it had affected their decision to locate to the neighbourhood, the majority felt that it had not. This suggests that while HCD designation may directly affect the choices of some homeowners, it is likely that the indirect affects such as the location, character, and value of the area also play a role in determining where homeowners locate. Those that had moved to the HCD before designation were asked how they had felt when the designation occurred. Approximately 50 percent of respondents in both HCDs felt that it had been positive. This suggests that HCD designation can contribute to the perception of improvement in an area.

Table 4.4: The effect of HCD designation on property values

Has HCD designation affected the value of your property compared to similar non-designated districts?	Markham Village	Unionville	**Total**
Significantly Increased or Increased	22	33	**55**
	31.0%	64.7%	**45.1%**
No Impact	23	8	**31**
	32.4%	15.7%	**25.4%**
Lowered or Significantly Lowered	9	2	**11**
	12.7%	3.9%	**9.0%**
Don't Know	17	8	**25**
	23.9%	15.7%	**20.5%**
Total	**71**	**51**	**122**
	100.0%	100.0%	**100.0%**

Residents were then asked whether they felt HCD designation had affected their property values. This was done in order to determine the economic implications of designation from a resident's perspective. As can be seen in Table 4.4, the majority of respondents in Unionville (64.7 percent) felt that district designation had played a role in significantly increasing or increasing their property value. However, in Markham Village the percentage was notably lower (31.0 percent). It can be speculated that perhaps this is due to varying household income levels, housing types, and the

physical maintenance of residential dwellings. In addition, Markham Village has less of a sense of district cohesiveness compared to Unionville. Perhaps as a result of this, some residents feel that it is the property itself that determines the value, rather than location or HCD designation.

Table 4.5: The effect of HCD designation of local business

How has heritage designation affected local business?	Markham Village	Unionville	**Total**
Very or Somewhat Positive	22	38	**60**
	31.9%	74.5%	**50.0%**
Neither Positive or Negative	18	3	**21**
	26.1%	5.9%	**17.5%**
Somewhat or Very Negative	6	2	**8**
	8.7%	3.9%	**6.7%**
Don't Know	23	8	**31**
	33.3%	15.7%	**25.8%**
Total	**69**	**51**	**120**
	100.0%	100.0%	**100.0%**

Another response worth noting is that which asked residents whether they felt that HCD designation had affected local business in a positive or negative manner. The majority of respondents from Unionville (74.5 percent) believed that heritage conservation had created a very or somewhat positive environment for fostering local business activity. In Markham Village, a notably smaller proportion (31.9 percent) of participants felt that heritage designation had been positive for local business. Perhaps this can be attributed to the fact that Unionville has an intact, pedestrian friendly commercial core while Markham Village has a more dispersed, less pedestrian friendly commercial area.

Table 4.6: HCD designation and area improvement/revitalization

Do you feel that district designation has helped to improve/revitalize the area?	Markham Village	Unionville	**Total**
Yes	37	39	**76**
	55.2%	79.6%	**65.5%**
No	30	10	**40**
	44.8%	20.4%	**34.5%**
Total	**67**	**49**	**116**
	100.0%	100.0%	**100.0%**

When asked whether HCD designation had helped to improve or revitalize the area as a whole, the bulk of participants in both Markham Village (55.2 percent) and Unionville (79.6 percent) tended to agree that it had. While residents in both HCDs have mixed feelings as to whether designation has positively contributed to the value of residential properties and local business activity, this result provides a positive indication that district designation has indeed helped to improve or revitalize the area in some way.

Table 4.7: Overall satisfaction with living in a HCD

Overall, how satisfied are you with living in a HCD?	Markham Village	Unionville	**Total**
Very Satisfied or Satisfied	41	42	**83**
	58.6%	82.4%	**68.6%**
Neutral	23	6	**29**
	32.8%	11.8%	**24.0%**
Dissatisfied or Very Dissatisfied	6	3	**9**
	8.6%	5.9%	**7.4%**
Total	**70**	**51**	**121**
	100.0%	100.0%	**100.0%**

The final question that the survey asked was whether residents were satisfied with their overall experience of living in a HCD. As can be seen in Table 4.8, while an overwhelming number of Unionville respondents (82.4 percent) were satisfied or very satisfied with living in a HCD, the majority of Markham Village respondents were also satisfied or very satisfied (58.6 percent) with their experience.

The overall findings of this survey indicate that while there is a general agreement that HCD designation has positively contributed to the case study areas, there is a notable division between Markham Village and Unionville. These tables suggest that respondents in Markham Village are somewhat more divided in their perspectives on HCD designation, while representatives from Unionville tend to reveal an overall satisfaction with existing conditions.

4.4.2 The Importance of Heritage Conservation

The first theme to arise, based on the responses of survey participants, was that of the importance of heritage conservation. A number of respondents emphasized the significance of heritage conservation within their communities. Several households mentioned that they appreciate the design guidelines and that this has assisted in enhancing the appearance of the community. There were those that appreciated living in a "beautiful, charming heritage district" and believe that it contributes to quality of life. One respondent stated that "the slower pace, more friendly lifestyle makes living here worth the effort to preserve the heritage concept," while another was delighted to see that research was being undertaken within their community, stating that the promotion and recognition of these HCDs is "welcome, nay, essential to ensure continued protection and restoration of our beautiful houses."

Those who felt that adhering to the concept of heritage conservation could be "more trouble than it's worth" admitted that these districts are much nicer than newer subdivisions and would sooner see their area designated than not. Two respondents specifically criticized heritage conservation. They stated that designation had not improved the area because local government had not preserved the heritage look and that the people and industry that are currently moving to a rapidly growing Markham are only interested in a good market place with jobs and resources. It was suggested that this in turn had placed heritage at the bottom of the list of "need to haves."

4.4.3 Understanding how District Designation Works

One question in the survey asked respondents to offer a personal interpretation and understanding of how HCD designation works. This question was presented as an open question, and a blank space (rather than a structured option) was provided. While 12.1 percent of respondents chose not answer to this question and 8.1 percent did not know how district designation worked, those who did respond provided a rich variety of definitions and perspectives.

This section ties into perceptions toward area improvement, as the level of understanding as to how district designation works was reflected in attitudes toward district guidelines. The relatively small percentage of respondents who did not have a full understanding of HCD designation, or felt that it was restrictive, also rated HCD designation as having 'no impact' or a 'negative' impact on property values and the success of local business.

The answers to this question were classified into themes using the observational technique of repetition. Table 4.8 provides an itemization of these findings.

Table 4.8: Understanding how HCD designation works

Understanding of how district designation works	Markham Village	Unionville	**Total**
Associated with restrictions	10	7	**17**
	15.2%	17.1%	**15.9%**
Seen as restrictive	5	0	**5**
	7.6%	.0%	**4.7%**
Associated with guidelines	7	0	**7**
	10.6%	.0%	**6.5%**
Requires approval	11	11	**22**
	16.7%	26.8%	**20.6%**
Protects heritage area, landscape, buildings	17	16	**33**
	25.8%	39.0%	**30.8%**
Keeps heritage and heritage appearance intact	9	3	**12**
	13.6%	7.3%	**11.2%**
Maintains a connection with the past	7	4	**11**
	10.6%	9.8%	**10.3%**
Total	**66**	**41**	**107**
	100.0%	100.0%	**100.0%**

4.4.4 Understanding District Guidelines from a Residential Perspective

Another theme to arise is related to how HCD guidelines are perceived by residents and how these guidelines translate to the transparency and timing of the associated processes (i.e. applying for building applications). While a significant number of respondents (30.8 percent) understood that designation guidelines are put in place to protect the heritage of the area, there were those who felt a degree of frustration with district guidelines, particularly when refused permission for building alterations. As one respondent stated, the heritage board has refused plans to make structural changes to houses "unfit to live in" and that this has decreased the value of the area. Yet another stated that heritage guidelines "have prevented owners from making much-needed repairs to homes and businesses due to the cost associated with heritage materials." One suggested that while it is important to conserve heritage and maintain a certain look, they would like to be able to use practical building products (e.g. wood window frames are difficult to maintain). While it was said that recommendations can sometimes be unrealistic, several respondents did emphasize that these guidelines have prevented inappropriate buildings and renovations, and that overall the value outweighs the frustrations. It may be difficult for some individuals to feel that others have control of what can be done to their homes, but it was stated that these controls have prevented "ugly, huge buildings built on large lots."

Another issue to arise was that of consistency within the guidelines. One respondent commented that a single standard has not been maintained throughout the district. Another suggested that while policy was generally well thought out, it has not been applied evenly and that "many alterations…have been allowed which do not comply with…the regulations." This has been disappointing for some residents, as they feel the rules have been altered for some and not for others.

While certain concerns were addressed by the residents, it was found that in general respondents understood that heritage district policies serve to maintain the heritage character of the

neighbourhood and to protect against unnecessary demolitions and overzealous development. More than 50 percent of the survey participants associated the process of district designation with heritage protection and maintenance. One stated that designation preserves “the original charm and character of the area” while others acknowledged the importance of recognizing the efforts of early settlers and having respect for the history of the area.

In terms of transparency and timing of the process, several of those who commented believe that while there is some flexibility in improving properties, the process can be onerous and arbitrary at times. One respondent who did receive permission for building alterations found the process to be quite time consuming (approximately one year) and expensive. Other participants mentioned that they have considered applying for a heritage permit, but believe it to be difficult. This makes residents hesitant to apply for building alterations, yet if they do not apply they will not come to understand and appreciate the process. Perhaps this negative perception is attributed to a lack of education and information. While the Town maintains that it goes to the effort of providing support and education for residents, there remain residents who are not aware of the rules of how designation works and some have mentioned that information was not presented to them. The importance of providing education and information cannot be overstated. This being said, one resident stated that they had been satisfied with the building application process and that it had been very straightforward. Another stated that the process promoted home restoration and that assistance in finding appropriate building materials and contractors was readily available.

4.4.5 The Role of HCD Designation in Revitalization

Economic development, social well-being, and urban fabric maintenance, three of the selected community improvement indicators, were sub-themes that arose when analyzing the additional comments made by survey respondents. This section provides a resident’s perspective on these topics. Comments made about general revitalization characteristics are first examined. The effect of HCD designation on private property values and the revitalization of commercial areas are then discussed.

When asked if district designation had helped to improve or revitalize the area, over half of the respondents in both HCDs indicated that they believed it had. This being said, varying observations and concerns arose in the additional comments section of the survey. One respondent indicated that while he/she believed designation had improved and revitalized the area, it has also impeded people from improving their homes due to what was perceived as a complicated, lengthy process in obtaining planning approvals. Another participant stated that designation had improved but not necessarily revitalized the area and that "without designation some old relics might have been replaced." A Unionville resident stated that it was not designation that improved the area, but rather revitalization was a result of the bypass that was built years before the designation, as well as the entrepreneurship of a select group of individuals. Yet it could be argued that the construction of this bypass allowed for an intact district to remain, and based on the protection of heritage, it was able to take the shape it has today.

More specifically, issues such as billboards, modern structures, unkempt plazas, and multi-lane roads (along Highway 7) were criticized for not fitting in to the heritage character of Unionville's HCD. One stated that they were disappointed that "the town has neglected in improving our street conditions, such as traffic calming, street trees, boulevards, use of historic character materials for paving, fencings, and signage." These aspects were addressed in the Highway 7 Streetscape and Urban Design Study (2005), but as will be revealed in Section 4.6, have yet to come to fruition.

Other comments advocated that HCD designation benefits everyone in terms of property value, quality of living, local business, and the aesthetics of the area. One participant felt that designation would probably improve the district in the long term.

While 45.1 percent of respondents answered that they felt district designation had significantly increased or increased their property value, a cross-section of qualitative comments arose. Several respondents noted that some heritage properties were well-kept, while others were

poorly maintained. As a result, the properties that are “falling apart” in turn bring down the value of neighbouring properties. While heritage guidelines are set to protect homeowners from inappropriate development within HCDs, it would seem that a lack of maintenance may remain a problem. One respondent felt that homes located in Markham Village were difficult to sell. On the other hand, other respondents stated that property values had increased because of the development and ambience in the area.

Another respondent claimed that their property value had significantly increased due to designation but were concerned that it may be more difficult to sell due to the restrictions and lengthy procedures needed to get permission for building. This particular individual owned an 80+ year old home, and also felt that due to its smaller size and location on a floodplain, it would take a certain type of buyer to purchase it.

This being said, homeowners generally took pride in living within a HCD, and one said that it is “designation [that] keeps our living space looking as beautiful as it can. It promotes homeowners to feel a sense of pride.” Another respondent stated that he had purchased a new home and a bungalow in Unionville, as well as a 150 year old home in Markham Village, and that all properties had appreciated in value beyond properties not located in heritage areas.

Finally, respondents commented on how HCD designation had contributed to local business and revitalization within the commercial area. One of the residents in Markham Village felt that while the appearance of the Main Street had improved, there were too many vacancies (the issue of vacancies is further addressed in Section 4.6). Another commented that the Main Street needs more revitalization efforts to be made that promote the heritage district. The dominant issue on Main Street Markham has been that of through traffic. While one mentioned that designation has indeed been positive, there have been problems in attracting and holding businesses in the commercial area due to “traffic patterns and the town’s lack of commitment to resolving traffic flow guidelines that they set in motion but are not committed to, especially in traffic calming areas to the north of the business

district." As can be seen, there are certain issues that must be addressed in this district, however, as a final comment on Markham Village, one participant said that they enjoy living close to a well-maintained Main Street that encourages and boasts its heritage.

Residents from Unionville felt that designation had helped the community overall and that it had been positive for small local business. One respondent mentioned that Unionville's original businesses had been replaced with high-end retail and restaurants as a result of designation. This is not necessarily a negative judgement, as businesses are bound to change over the course of time. For example, the original general store that was used to purchase grain and seed in the 1950s is now a coffee shop. In addition, the businesses that now operate in Unionville certainly attract tourists and locals to spend time and money within the district.

4.5 Findings from Census Data and Mapping

Statistics Canada census data from 2001 and 2006 was mapped in order to illustrate socio-economic, demographic, and housing patterns across the two HCDs. This data was examined at the census tract level to provide a general understanding and description of the case study areas under examination. Maps illustrating average annual income, employment, and education were used to examine socio-economic trends. In order to profile residential dwellings, home ownership, dwellings in need of major repair, and dwellings built prior to 1946 were examined. Finally, the proportion of seniors within the population was examined in order to better understand demographic trends within the HCDs. This section features several selected maps, to consult with the remainder, please see Appendix E.

The red boundaries on each map show the location of each HCD. Markham Village is the larger area located on the west side of the map and Unionville is located to the east.

4.5.1 Comparing 2001 and 2006 Census Data

Census data reveals a 25 percent population increase in the Markham area over the past five years. As such, five new census tracts have been added since the 2001 census. Data from 2001 and 2006 was analyzed to assess changes and patterns in socio-economic, residential, and demographic trends.

While it was hoped to draw additional comparisons between 2001 and 2006, this could not be accomplished in full due to the lack of 2006 census data at the census tract level. At the time of writing this thesis, only a portion of 2006 census data has been released. As such, home ownership and homes in need of major repair were compared between the census years, while indicators such as income, employment, education, and population age were only available for 2001.

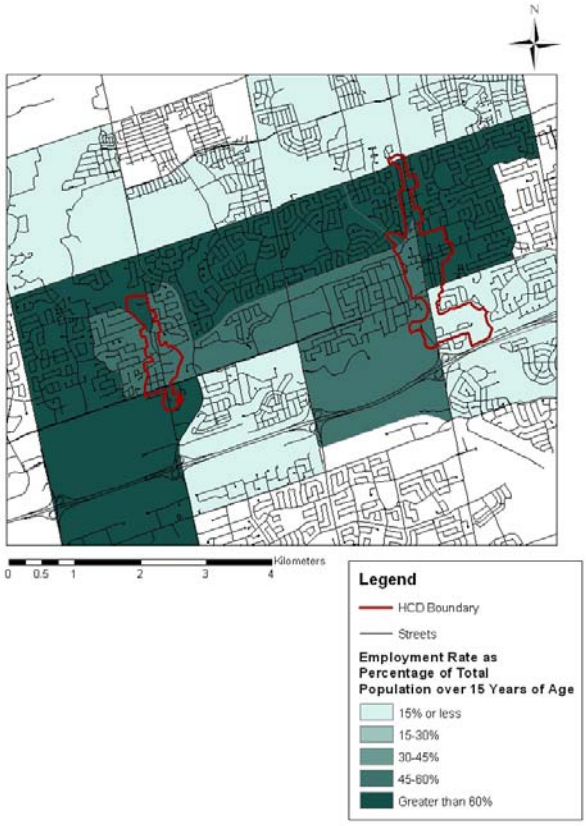
4.5.2 Profiling Socio-economic Trends

Education, income, and employment provide socio-economic information regarding the residents living within each HCD. As is revealed in the maps, a slightly higher percentage of residents in Unionville have a university or college diploma. This being said, an average of approximately 20 percent of the population in both HCDs has a post-secondary education. Residents in these HCDs represent a slightly higher percentage of educated persons as compared to the Town average (12 percent).

In terms of income, Unionville's residents all earn significantly greater than the municipal average of $94,656. In Markham Village, the majority earn above this average, with a small portion located in the southwest portion earning slightly below the average. This suggests that these communities have the resources to maintain a certain standard to their private dwellings as well as a disposable income to spend within the districts.

Employment rates in both Markham Village and Unionville are only moderate, at approximately 60 percent (Figure 4.1). However, as Section 4.5.4 reveals, there is a large senior population living within both HCDs, likely affecting the results of this census information.

Figure 4.1: Employment rates, 2006



Data sources: Statistics Canada, 2006; DMTI

4.5.3 Profiling Residential Dwellings

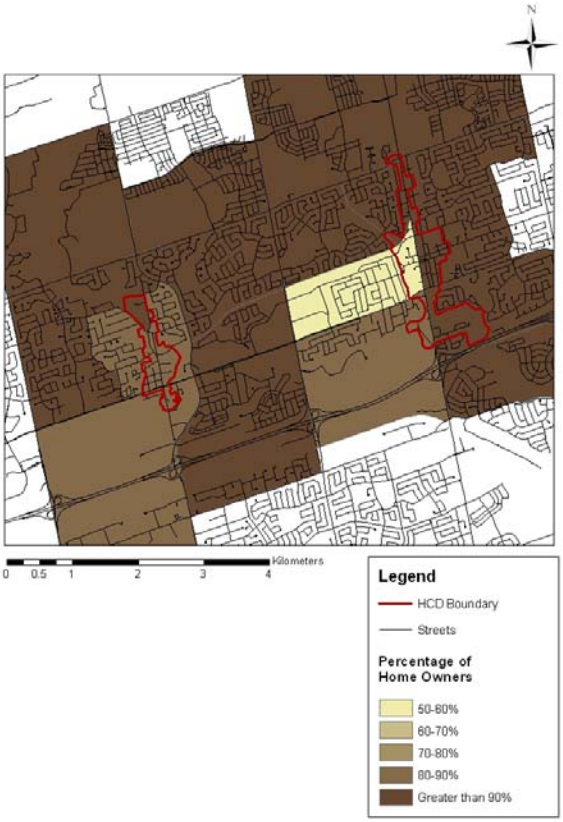
Factors such as home ownership, homes in need of major repair, and age of dwellings were considered in order to profile residential dwellings within the HCDs. High levels of home ownership in 2006 suggest a financial investment in the area and the existence of a stable, non-transient community. This being the case, the level of home ownership is relatively high throughout the Town of Markham (approximately 85 percent). As of 2006, more than 80 percent of residents in both HCDs are home owners (Figure 4.2). The central eastern portion of Markham Village indicates a lower percentage of home owners (50-60 percent). This is due to the fact that this section contains several high-rise apartment buildings as well as an area of greenspace. It is of interest to note that in 2001, the

overall percentage of home owners was slightly lower, at approximately 60-70 percent. This would likely indicate an increase in investment in the area.

Homes in need of major repair were also examined to determine the condition of the physical fabric within residential areas. According to 2006 census data, only 2 percent or less of the homes in Unionville are considered to be in need of significant repair. Markham Village shows a slightly higher percentage, yet the proportion of homes in need of major repair remains less than 5 percent. This would indicate that while there may be some trouble areas, for the most part, both HCDs possess residential areas that are well-maintained and in good repair. This would imply that the majority of homeowners are investing in their neighbourhoods by maintaining their properties. This being said, it should be noted that since 2001, the proportion of homes in need of major repair has slightly increased in Markham Village, while it has dropped slightly in Unionville.

Homes built prior to 1946 were also mapped to illustrate the concentration of heritage properties located within the HCDs. As was expected, a high percentage of residential properties (greater than 50 percent) were built during this time period.

Figure 4.3: Home Ownership, 2006



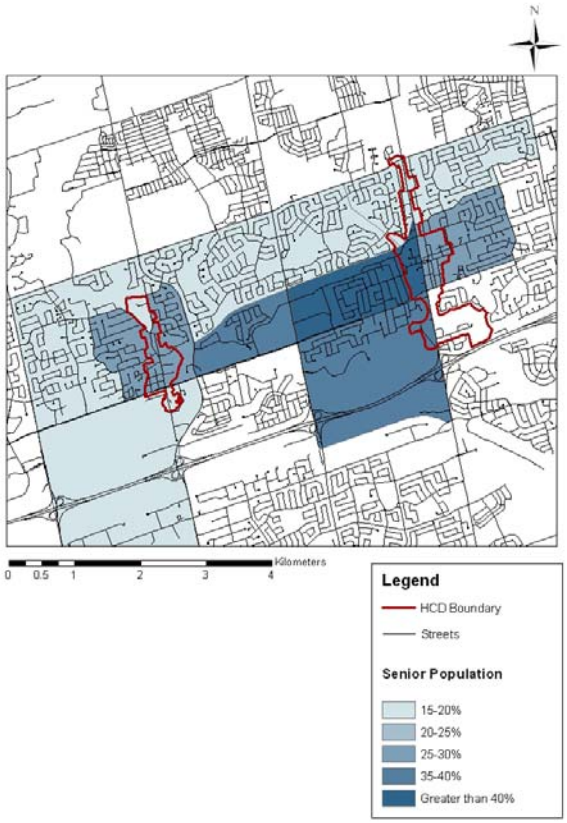
Data sources: Statistics Canada, 2006; DMTI

4.5.4 Profiling Demographic Trends

The senior population in both HCDs was calculated in order to better understand the demographic characteristics of the case study areas. Senior population was calculated as 55 years of age or older as this is based on 2001 census data, so it can be assumed that if mobility remains low that this population is currently 60 years of age or older. A large concentration (25-40 percent) of retired or semi-retired residents was shown to live in both HCDs. This represents a significantly high proportion of senior residents as compared to the overall senior population (19 percent) that reside within the Town. In addition, the population density in both HCDs is rather low in contrast to other areas within Markham (See Appendix E). A rationale for these demographic trends may be explained

by the desire for retired or semi-retired persons to locate to quiet, heritage character areas that possesses access to a number of nearby services and amenities.

Figure 4.5: Senior Population, 2001



Data sources: Statistics Canada, 2006; DMTI

4.6 Observations in the Field

Field observation was the final source of data collection, and provided supporting information to the other data source findings. In this section, a number of photographs are examined to illustrate these findings. Field observation allowed for an opportunity to assess the progress of proposed projects that were presented in the vision documents and to examine the proposed goals. This ultimately allowed the researcher to address concerns and issues that were raised in the interview and survey findings. This section examines the built environment and the use of space within the commercial cores of

Markham Village and Unionville, as these focal areas act as gateways to the HCDs and reflect what locals and visitors experience when first entering these districts. As such, Highway 7 is also touched upon as it is a major road that serves as an east-west gateway to both HCDs.

4.6.1 Observations based on Recommendations made in the Vision Documents

The built environment provides a visual reference and plays a significant role in reflecting revitalization efforts and heritage character within the selected HCDs. In this way, the built environment and the spaces in between provide an indication of physical maintenance as well as economic revitalization and social well-being. Photographic images were used to explore and illustrate key findings within the built-up areas.

4.6.1.1 An Examination of Markham Village

This section examines Markham Village and describes field observation findings that are based upon the selected recommendations highlighted in Table 4.1. Unionville is then similarly assessed based on these recommendations, as well as those made in the Highway 7 Streetscape and Urban Design (2005) proposal.

Markham Village has been the subject of a multi-layered vision strategy that has produced several proposed projects. Based on the recommendations outlined in Table 4.1, the following aspects related to the built environment are examined: business vacancies, built form, traffic flow, public amenities, redevelopment, signage, pedestrian activity, and storefront presentation/streetscaping.

Upon exploring this HCD, the number of storefront vacancies is not as high as the researcher expected. One business, a used bookstore, is currently for sale. Aside from this, there appear to be two sites located along the Main Street that are proving difficult for the district. The first of these is a modern shopping plaza (Figure 4.4) that does not fit with the heritage character of the area. Perhaps due to the nature of its misplaced design or for reasons that are not evident upon initial observation, this plaza has had difficulty in sustaining tenants, and at the moment has three vacant storefronts.

Upon exploring the site, the researcher observed that its grounds were somewhat unkempt (i.e. dead leaves, litter) as compared to the Main Street, and that it did not provide a particularly pleasant or safe environment to traverse, especially on a quiet business day. A second site that has proven difficult to contend with is the former Tremont Hotel (Figure 4.5), which currently sits vacant. The community has undertaken a mural project, and in an attempt to perhaps find a way to include this vacant space in the theme of the heritage district or to beautify it, have adorned it with a variety of murals. While this may create a more pleasant blank space, the building remains empty and without function.

It is of passing interest to note that the Markham Village BIA has adopted the Canada goose as its mascot and has decorated both of these problem sites with plastic versions of the creature. Their website proclaims the Canada goose as a noble bird that values "loyalty, steadfastness, hard work, and teamwork" and that the businesspeople of Main Street Markham have therefore adopted this bird as their mascot because they appreciate these values. Possibly this is a step forward to openly recognizing and addressing the challenges faced within the district.

Figure 4.7: Shopping plaza with vacancies

Figure 4.9: The former Tremont Hotel

Traffic flow continues to be an obstacle in creating a pedestrian friendly environment that supports a theme of continuity and community. Although the majority of truck traffic has been redirected, Main Street Markham continues to serve as a major north-south route. As such, it experiences rather heavy traffic flow from both automobiles and some large trucks. While an alternate route was constructed a couple of years ago to accommodate heavy truck traffic, the remaining traffic continues to take the Main Street as it is the quickest, most efficient route to Highway 404 (See Appendix A).

Observation revealed that there is only one pedestrian crossing within the main commercial area (aside from one located at the Highway 7 intersection). This makes it difficult to navigate within the commercial district. The vision documents had recommended bump-outs in order to reduce the traffic to two lanes while still providing parking for visitors. This has yet to be done, but is likely due to the fact that the new alternate route is less convenient. Figure 4.6 illustrates the street traffic and crossings within the commercial area. It also illustrates that while textured pavement has been used to draw attention to pedestrian crossing areas, it is poorly maintained, resulting in faded pieces of pavement that are not obviously visible.

Figure 4.11: Commercial core accommodates automobile rather than pedestrian flow

The vision documents proposed that public amenities such as parkettes and a public square should be created and maintained within Markham Village. The insertion of parkettes along the commercial strip seems to have been successful, and the Main Street offers two well-maintained parkettes for visitors and locals (Figure 4.7).

Figure 4.13: Parkettes along Main Street Markham

On the other hand, there has been community discussion of a public square since 1998, and the municipality has yet to physically demonstrate that this will indeed take place. According to the Markham Village BIA website, an Environmental Assessment for the anticipated area is currently underway, and the remainder of the visions proposed by the Main Street Markham: A Vision for the Millennium (1999) document will be on track by 2009. At present, the proposed site remains as a parking lot that offers little in the way of aesthetic, heritage character, or sense of place (Figure 4.8).

Figure 4.15: Proposed site for public square

Markham Village has successfully held a Farmer's Market since April 2000 which has contributed to fostering a sense of community and place. During market hours Robinson Street (which runs alongside the proposed public square space) is closed to vehicle traffic (Figure 4.9).

Figure 4.17: The Farmer's Market

In terms of redevelopment within the district, from an outsider's observation, there is none underway at this time. However, an interview revealed that new construction will shortly be taking place at the intersection of Highway 7 and Main Street Markham, where a heritage-style Starbucks will be built.

Appropriate parking and heritage signage were also discussed in the vision documents, and it is evident that this has been accomplished. Clear signage indicates where parking areas are located, and Markham Village has a distinct set of street signs.

It would also appear that initial streetscaping efforts, mainly in the form of street furniture, have been successful. A number of benches, planters, and waste receptacles can be found along the Main Street (Figure 4.10).

Figure 4.19: Heritage storefront presentation and use of streetscaping materials

4.6.1.2 An Examination of Unionville

While Unionville has been commercially successful in recent years, as the majority of both survey and interview respondents have made this statement, four businesses are for sale at this time. This being said, there are no vacant spaces along the commercial core. One closing business of note is an apparel store located in a former church. Given the nature of the building, it will be interesting to see what type of new business locates here and continues to give commercial function to this historic building (Figure 4.11).

Figure 4.21: Commercial turnover

Due to the bypass that was built in the 1970s, Main Street Unionville has been able to maintain a narrow heritage street that only accommodates light, slow-moving traffic flow (See Appendix A). This has been a great benefit to promoting pedestrian and retail activity, as it offers a pleasant, safe walking environment (Figure 4.12).

Figure 4.23: Pedestrian activity along Main Street Unionville

Unionville has a number of public amenities in the form of park space, a public square, and a public gazebo. These offer visitors and locals a resting place when visiting the commercial area.

In terms of redevelopment, one of the properties in the district is currently undergoing redevelopment to create a new condominium and retail space (Figure 4.13). This will provide an interesting contrast to the existing streetscape, as restaurant and niche retail dominate the area at

present. Creation of additional residential space will likely contribute to the economic development of the area as new residents will be in close proximity to the services offered along the Main Street.

Figure 4.25: Sign advertising new development

The district has appropriate heritage signage along the commercial area and heritage street signs that are unique to the area (Figure 4.14). This assists in creating and promoting a heritage image and reminds visitors that they are visiting a HCD.

Figure 4.27: Heritage street signs

Streetscaping is evident, in the form of street furniture and textured pavement, along the Main Street, with a variety of planters, street furniture, and waste receptacles found along the route. The sidewalk is quite wide, and allows ample space for pedestrian activity to take place.

The commercial area of Unionville demonstrates the characteristics of a successful district. The urban fabric is well-maintained and it provides a number of social functions (i.e. acts as a

meeting place) as well as a sense of place. Economic revitalization has also rather successfully taken place in terms of local business activity and investment in new development. The trouble area of this district is located at the intersection of Highway 7 and Main Street, which acts as the east-west gateway to the HCD. It is perceptually detached from the core area of the HCD as it is a major crossroads, and contains a number of modern plazas, some of which are unkempt. Beyond this lies Main Street South, an area that has been deemed the "heritage orphan" of the district by two survey respondents, as it does not fit with the heritage character of the district, nor does it provide a cohesive, pedestrian friendly environment.

As such, the Highway 7 Streetscape and Urban Design Study (2005) was created to address these problems. This document contains a number of images taken along Highway 7. The researcher recently visited the site (March 30, 2008) to examine the current state of the area as compared to the recommendations made in the vision document (Figure 4.15). It was noted that some of the businesses along this strip have changed ownership, but at this time, no physical change has taken place. Suggestions for change, as made in the document, include façade treatment, heritage light standards, a landscaped median, banner poles, well-defined pedestrian access, and planters at building bases. At this time, there is a heritage-style bus shelter on Highway 7, but other changes have not yet occurred. Given that this document is relatively recent, it is possible that modifications may take place in the near future, but at this time there is no indication of such changes. As can be seen by the images in Figure 4.15, the streetscape along this main route does not provide a particularly pleasant walking environment and does not reflect the heritage of the area.

Figure 4.29: Retail along Highway 7

Suggestions for streetscaping improvements such as enhanced boulevards, improved parking conditions, and beautification have been proposed for Main Street South. At this time, the area remains unchanged (Figure 4.16). However, the Unionville south gateway sign is currently being replaced. Upon the researcher's site visit in September 2007, the HCD sign was in poor repair. As of March 2008 it has been removed, and it can only be assumed that this is the first stage in improving signage within the Highway 7-Main Street South area.

Figure 4.31: Main Street South

4.7 Summary

To summarize, this chapter has described the key findings derived from the five selected data sources: document examination, open-ended interviews, community surveys, mapped census data, and researcher observation. Each of these data sources was assessed to determine the overall characteristics of each district and to provide a foundation for measuring community improvement indicators.

Chapter 5
Analysis and Conclusion

5.1 Introduction

This chapter addresses the thesis research question by evaluating the role of the HCD in contributing to community improvement. The analysis uses a set of community improvement indicators, which are defined as *maintenance of urban fabric /physical revitalization*, *economic revitalization and development, quality of life/social well-being,* and *change management/the process* (See Section 3.6.2). In conclusion, the success of the HCD in achieving community improvement is discussed and strategies are provided for monitoring conservation and revitalization goals within HCDs. Lastly, recommendations for future research are offered.

5.2 Community Improvement Indicators

This section analyzes the impact that HCD designation has had in affecting each of the proposed indicators, and determines progress toward community improvement. These indicators were developed in order to operationalize the concept of community improvement and to give evidence of its success.

5.2.1 The Impact of HCD Designation in Maintaining the Urban Fabric and Contributing to Physical Revitalization

Maintenance of the urban fabric /physical revitalization can be accomplished through basic material upkeep and streetscaping initiatives. Maintenance of private property can be encouraged by the provision of tax incentives or financial supports for private owners, while public space can be improved through addressing vacant spaces. This indicator, or urban fabric maintenance and revitalization, is important because improving or upholding the condition of the built environment is required in order to find economically feasible functions for buildings. Also, attractive streetscaping and occupied spaces will engender a positive image for the district and improve community

perceptions. Due to the significance of the built environment (both residential and commercial) in providing a foundation for economic and social revitalization goals, the impact of HCD designation on urban fabric maintenance and physical revitalization is considered. The data sources that inform these measures are based on key finding from documents, open-ended interviews, mapped census data, and field observations.

5.2.1.1 Dwellings in Need of Repair

Mapped census data indicates that all but a small percentage of residential dwellings, in both Markham Village and Unionville, are well-maintained. Conceivably, dwellings are in good repair since residents have sufficient income (based on mapped census data, household income is relatively high – see Section 5.2.3.1) and wish to preserve the quality of their neighbourhoods. In 2001, only 3 to 5 percent of homes in both HCDs were in need of major repair. However, as of 2006, census data indicates that Unionville had experienced a decrease in the number of homes in need of repair (only 1 to 2 percent are in need of serious repair) while Markham Village had in fact experienced a moderate increase (where approximately 5 percent of homes are in need of serious repair). This being the case, the total percentage remains very low, as residents are clearly investing in the upkeep of their homes.

Field observation also revealed that residential areas are well cared for and contain a visible number of maintained heritage or heritage-style homes. In addition, a sense of community pride was evident from the inhabitants that the researcher encountered in person. These observed conditions can be attributed, at least in part, to HCD designation and the guidelines that it provides for homeowners. This is affirmed by 42 percent of survey respondents who indicated that district guidelines promoted the maintenance and upkeep of the area's dwellings.

5.2.1.2 Tax Incentives and Financial Assistance

HCD designation provides guidelines and support that promote the appropriate maintenance of commercial and residential properties. The municipality strives to provide attractive financial

incentives and necessary information to assist homeowners in successfully maintaining their properties. According to HCD plans, the Town of Markham provides financial assistance by way of a Heritage Loan Program that makes low interest loans to designated private property owners for approved projects. This is done to promote the repair, restoration, or reconstruction of homes. In addition, a Heritage Property Tax Reduction Program is in effect, which provides tax relief to designated residential properties. Privately owned commercial properties also receive financial support to facilitate upgrading (Commercial Façade Improvement Grant) and to encourage the replacement of inappropriate, or non-heritage signage (Commercial Signage Replacement Grant).

5.2.1.3 Streetscaping and Addressing Vacant Spaces

District guidelines and objectives also reinforce the need for physical revitalization and urban fabric maintenance. Policies that address streetscaping improvements and vacant spaces (as indicated in Section 2.5.1 of Markham's OP) can play a visible role in ameliorating public areas. Researcher observation revealed that BIA initiatives have enhanced the streetscapes in Markham Village and Unionville's commercial core areas. According to the BIA Handbook (2004), successful streetscaping may be achieved through physical improvements such as sidewalk treatment, lighting, signage, planters, and street furniture that contribute to promoting and beautifying the area.

While general improvement efforts are positive, specific problems remain in both HCDs as a result of past planning decisions. In Markham Village, the modern shopping plaza that is located on the Main Street contains four vacant spaces. In Unionville, the row of modern structures and unkempt plazas along Highway 7 remain occupied, but they do not complement the heritage character of the district, nor do they provide safe, comfortable pedestrian access. The Highway 7 Streetscape and Urban Design Study (2005) proposes recommendations to redevelop this strip. However, observations in the field verify that proposed streetscaping and design modifications have yet to take place. While two very minor changes (the addition of a heritage-style bus shelter and the replacement of the HCD's south gateway sign) have been noted by the researcher, there is no further indication at this

point that plan implementation is underway. Three survey respondents also commented on the condition of the Highway 7 area, suggesting that more thought be given to planning the area in terms of traffic calming, street trees, boulevards, signage, and the use of heritage-style materials. Therefore, while urban fabric maintenance and physical revitalization strategies are evident within the core area of both HCDs, the Highway 7-Main Street South region and the Main Street Markham shopping plaza require further attention in order to achieve streetscaping and design goals, to fill vacant spaces, and to enhance the areas in their entirety.

In Markham Village, a prominent heritage structure located on Main Street (the Tremont Hotel – see Figure 4.5) has also remained vacant for several years. According to researcher observation, its outward appearance is well-maintained – it is freshly painted and community artists have decorated its outer walls with murals. However, it remains that a vacant building and cosmetic solutions are short-term strategies. Ultimately, this building will need to be filled or the space will need to be redeveloped.

5.2.1.4 Summary

Document analysis, mapped census data, researcher observation, and interviews revealed that generally speaking, district designation has served to promote the maintenance and enhancement of commercial and residential properties in both Markham Village and Unionville. Designation appears to work by making an area distinct and setting it apart. This perception reinforces the need for ongoing physical conservation, maintenance, and revitalization. Urban fabric maintenance is facilitated by the way in which HCDs provide a means to maintain heritage resources within an 'envelope.' In this way they offer a defined area in which to manage and administer guidelines and change. Only a small percentage of residential dwellings are in need of major repair, tax incentives and financial supports are in place, streetscaping is evident along the HCD Main Streets, and the number of vacant spaces is very low.

5.2.2 The Impact of HCD Designation in Contributing to Economic Revitalization and Development

The success of economic revitalization and development relies on the physical maintenance of the built environment. As such, physical and economic revitalization should serve to complement one another and can provide neighbourhood stability. A well-maintained structure needs to be occupied and economically viable. This section examines investment in new and existing development as well as local business activity as measures by which to assess the impact of HCD designation in contributing to economic revitalization and development. Data sources that inform these measures are based on key findings from open-ended interviews, surveys, and field observations.

5.2.2.1 Investment in New and Existing Development

Investment in redevelopment and new development projects is occurring in both Markham Village and Unionville. For example, researcher observation revealed that an existing heritage site in Unionville is being converted to provide retail and condominium space, and according to one interviewee, a new heritage-style Starbucks is being constructed in Markham Village. However, some contentious issues remain. In Markham Village, the Tremont Hotel has yet to find a useful function within the district. In addition, the shopping plaza located on this Main Street was built prior to designation and is not sympathetic to the heritage of the area (See Section 5.2.1.3). As a result, it has experienced profound difficulty in finding an economically viable place within the community. Yet, aside from the small number of business vacancies within this district, business owners continue to invest in the area. Moreover, according to a BIA representative, an effort to reduce business turnover is currently underway. This is being done by researching market demand in order to meet the needs of the community and surrounding area.

According to field observations, all businesses in the Unionville HCD are currently occupied (although four businesses are for sale at this time), indicating that investment in existing development is taking place. In addition, investment in new development can be seen in the current construction

that is underway on the Main Street (See Section 4.6.1.2). Unionville has, however, faced challenges addressing the design needs of its Highway 7 area. While business owners have invested along this strip and vacancies are non-existent, it is certainly perceptually detached from the HCD. As two survey respondents indicated, it is considered the “heritage orphan” of the district.

5.2.2.2 Local Business Activity

Interviews and researcher observation indicate that the commercial cores of Unionville and Markham Village predominantly consist of relatively successful small-scale, local businesses. The existence of BIAs in both HCDs also suggests a strong support for commercial activity. Additionally, HCD designation serves to help the local economy by hiring local labour and expertise for restoration and rehabilitation projects.

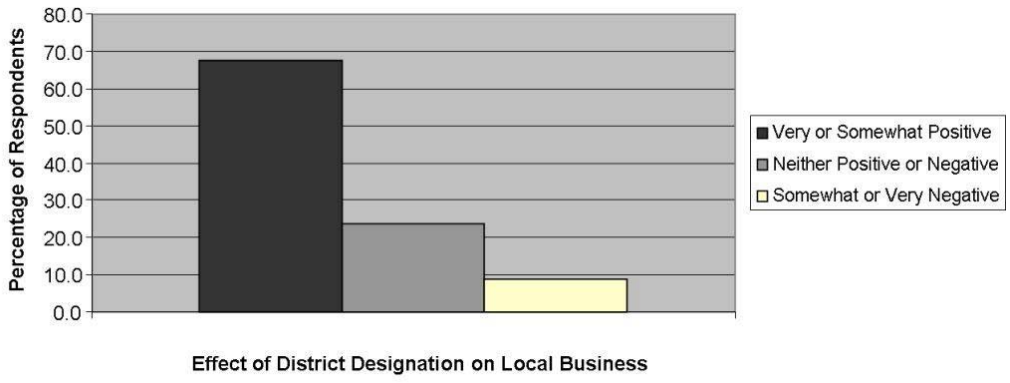
While local business activity is thriving, challenges do arise. As a Markham Village BIA representative commented, this district can at times be difficult to address in terms of economic sustainability. Even so, it was stated that the Main Street has the advantage of possessing a unique set of buildings, and that local business activity is evident. A degree of this success is reflected in the fact that two establishments have been awarded the Reader’s Choice Award by the local newspaper. The BIA is also trying to market the area as a “working Main Street” that offers a variety of goods and services. Rather than focusing on solely satisfying niche market demands, the businesses located in this commercial core also offer a variety of stores that cater to every day needs. According to the Markham Village BIA, approximately 50 percent of businesses are service-related, 18 percent sell fashion clothing, 10 percent of the buildings house restaurants or cafés, and the remaining 22 percent are home to an assortment of establishments, from art galleries to household supply stores, a butcher, bicycle shops, and musical instrument stores. A good retail mix such as this suggests that economic revitalization and development are effectively occurring.

Unionville, on the other hand, caters to a predominantly niche market. According to the Unionville BIA website, over 50 percent of the businesses are made up of high-end fashion

establishments, restaurants, or cafés. This suggests that a market demand exists to support this select type of commercial activity. One interviewee noted that this type of business activity tends to cater to leisure shoppers and day tourists who take the time to shop, dine, or stop for coffee. As a result, this engenders a pedestrian filled street, which is a positive factor in contributing to local economic activity. Since the district's designation, it has become commercially successful, supporting both local business activity and a small number (2) of chain stores.

The importance of economic revitalization/development and local business activity is recognized by the Town of Markham. Consequently, it has established CIPAs to advance the quality of development and to further community interests. These designated areas provide a mechanism to encourage investment and development. The commercial cores and immediate surrounding residential areas (see Appendix A) of Markham Village and Unionville have been delineated as CIPAs, which serve to underpin the need for maintaining and enhancing economic development in these areas. BIAs have also contributed to providing support for local business as well as to beautification and community improvement projects. As can be seen in Table 5.1, the majority of survey respondents believe that HCD designation has played a role in positively contributing to local business.

Table 5.1: Effect of HCD Designation on Local Business



5.2.2.3 Summary

Interviews, community surveys, and researcher observation indicated that physical assets of the area have been conserved and that generally speaking, economic revitalization has been sustained. However, individual HCDs will face a variety of challenges and successes in terms of economic revitalization and development. This is often dependent on location, not necessarily policy guidelines and objectives alone. Each district's socio-economic climate and the totality of the built environment must be accounted for in order to better understand business needs and development opportunities.

In Markham Village, the commercial core is more dispersed due to the loss of heritage structures in the past. In addition, the Main Street is a long standing transportation route and the volume of traffic that passes along it makes pedestrian shopping difficult. This is reflected by the fact that while collectively, 67.4 percent of survey respondents felt that designation had positively affected local business (Table 5.1), only 31.9 percent of Markham Village's survey respondents indicated that such was the case. More positively, over 50 percent of these respondents believe that designation has helped to improve or revitalize the area in some form.

Heritage planners and members of the BIA recognize that economic revitalization is an important piece that plays a key role in maintaining and enhancing this HCD. Designation has contributed to successful business activity by marketing the area as a place that meets the retail and service needs of locals and tourists. Continuing to promote local business activity and economic investment will provide the impetus for further development strategies.

The case of Unionville serves as an excellent example of how HCD designation contributes to economic development. According to the Town's local historian and one long-time community member, up until recent decades, this area was undiscovered and in a state of decline. These interviewees have emphasized that since its designation, this district has become a commercial success. Today it supports local business activity and continues to invest in development projects. The achievements of this area are also supported by local residents, with almost 80 percent of

Unionville's survey respondents indicating that HCD designation has contributed to improving or revitalizing the area.

5.2.3 The Impact of HCD Designation in Contributing to Quality of Life and Social Well-being

Social well-being and quality of life are associated with a district's vitality, ambience, and sense of place, and should contribute to making it a desirable place for both locals and visitors to be. The social well-being/quality of life community improvement indicator is intricately tied to the need for a thriving physical and economic revitalization foundation within communities. Education, employment and income, access to services and amenities, sense of community, and pedestrian activity are examined to determine the impact that HCD designation has had in contributing to the success of this indicator. Key finding from documents, open-ended interviews, surveys, and mapped census data are the sources that inform these measures.

5.2.3.1 Education, Employment, and Income

As of 2001, approximately 15 to 30 percent of Markham Village's residents had a post-secondary education. In addition, the majority of this population was earning $75-115,000, which is slightly higher than Markham's average income per privately owned household. As of 2006, approximately 60 percent of the HCD's residents were employed, which appears to relatively low. This is likely attributed to the large contingent of senior residents that are dwelling in the area. High levels of education and household income indicate that the majority of residents in Markham Village should have a disposable income and at the very least, a satisfactory quality of life. However, a somewhat lower employment rate (i.e. 45 percent) and income level (i.e. $55-75,000) is found in the southwest portion of the district. It can be assumed that generally speaking, this HCD has attracted a population that has certain expectations from their surroundings. An attractive, well-maintained community that possesses heritage assets and accessibility to services and amenities likely draws these residents to the area.

Education, employment rates, and income levels within Unionville were comparable or somewhat higher to that of Markham Village. Approximately 30 percent of Unionville's residents have a post-secondary education and are earning considerably more than the Town's average annual income per household ($115-135,000, with those at the northern edge of the district earning greater than $135,000). Employment rates are slightly lower in Unionville, at 45 to 60 percent. Once again, this is likely due to the presence of a rather sizeable senior population. These results indicate that quality of life, as it relates to these factors, is satisfactory or better. Residents who demonstrate these socio-economic characteristics tend to have the resources to invest in their properties, thereby directly or indirectly contributing to a sense of community upkeep and pride.

5.2.3.2 Access to Services and Amenities

Availability and accessibility to services and amenities also contribute to enhancing residents' social well-being/quality of life. Field observations showed that Markham Village offers walkable access to a number of services and amenities, a large portion of which are located in heritage buildings. In Unionville, access to amenities and services is also within close walking distance for residents – a key factor to neighbourhood success that was highlighted by one of the interviewees.

5.2.3.3 Sense of Community

Appropriate HCD management that is based on the identification, protection, and enhancement of heritage resources, can contribute to creating a sense of community. Active neighbourhood organizations and the promotion of events such as summer concert series, neighbourhood art programs, Farmer's Markets, heritage-themed festivals, and heritage walking tours (organized by Unionville and Markham Village's BIAs) have served to bring community together. In these ways, HCD designation has positively affected social well-being and quality of life within the study area.

Through field observation and conducting interviews with heritage representatives, it became evident that the BIA is very active in both HCDs and supports community involvement in many of its

events. This plays a key role in contributing to successful social interaction and quality of life within HCDs. Prominent local citizen groups also work to preserve the quality of life, heritage resources, and condition of privately owned buildings within the case study areas. District designation has allowed these areas to be defined as unique spaces, and in doing so has provided incentive for community to come together.

5.2.3.4 Pedestrian Activity

For HCDs to be successful, they need to be used by people, and pedestrian activity contributes to creating animated places. The ease with which pedestrians can move safely and comfortably around an interesting environment is an important consideration. Based on researcher observation and document analysis (i.e. Main Street Markham: A Vision for the Millennium), it became evident that Markham Village's commercial area struggles to provide pedestrian-friendly surroundings (largely due to street width, lack of pedestrian crossings, and heavy traffic flow). This being the case, planners continue to work towards improving the area by supporting a walkable environment (currently via proposed streetscaping initiatives and traffic-calming measures).

In Unionville, high levels of pedestrian activity play a central role in supporting and maintaining the commercial core. The success of this measure can be attributed to a pleasant, walkable environment. The pedestrian experience is supported by a narrow Main Street, slow moving traffic, and wide sidewalks that make use of textured pavement. Easy access to services, retail, and dining experiences also contribute to increasing the number of people moving along the walkways.

5.2.3.5 Summary

Mapped census data, interviews, community surveys, and document analysis revealed that HCD designation has promoted quality of life and social well-being within Unionville and Markham Village. This indicator is supported by relatively high education, employment, and income levels in both HCDs. Designation has provided a foundation for fostering district improvement in that it has

contributed to a sense of community and motivated positive social experiences. Access to services and amenities is viable and pedestrian activity is successfully occurring. Pedestrian activity has, however, been more successful in Unionville. In the case of Markham Village, further streetscaping and traffic control initiatives will need to be taken to improve walkability along the Main Street.

5.2.4 The Process of Change Management within HCDs

This final community improvement indicator examines the process of change management within the HCDs. Public satisfaction with the transparency and timing of the process (i.e. building applications and district controls that are put in place to maintain heritage character and promote community improvement) are considered as a means by which to measure community improvement within the given HCDs. This is particularly important, as the HCD is subject to special development and maintenance guidelines that affect homeowners and business owners alike. As such, guidelines should be understood by all private owners as this will affect their perception of designation and their contribution to the physical upkeep of private structures. Key finding from documents, open-ended interviews, and residential surveys inform these measures.

5.2.4.1 Understanding HCD Guidelines

According to HCD plans, controls that guide the process of change management should safeguard heritage without penalizing residents. In doing so, this should meet the needs of both property owners and the municipality. Most of the interviewees, and over 50 percent of survey respondents, felt that these guidelines successfully accomplish this. However, in both HCDs there remains a portion of the population who do not agree, where approximately 20 percent of survey respondents perceive the process as restrictive or time-consuming. This being so, the overall results of the survey findings indicate that approximately 70 percent of homeowners are generally satisfied with the process and understand that the guidelines are put in place to protect their neighbourhoods. Moreover, it is

possible that residents who take issue with district guidelines in designated areas are perhaps not aware of available supports.

Heritage planners indicated that community consultation, education, and support are offered by the municipality. Markham's OP and HCD plans also emphasize the importance of supporting heritage areas and raising community awareness. In some cases, the Development Services Commission has even delivered flyers to neighbourhoods to remind residents that they are dwelling in a HCD and to outline district guidelines and the process of applying for heritage permits.

Only three survey responses specifically indicated that there is a lack of information regarding policies related to heritage district protection and property alterations. As such, the general situation would appear to be positive. According to goals set out in plan and policy, Markham is striving to create a desirable place for its residents to live and work. The majority of those residing within HCDs feel that their neighbourhoods reflect this, and that they are well-maintained places that have visibly benefited from the designation and change management process.

The provision of HCD guidelines and policies plays a key role managing change within these districts and positively contributes to maintaining heritage structures within communities. Guidelines are put in place to provide a sense of visual coherence, distinctiveness from neighbouring areas, and respect for an area's history, identity, and sense of place. This in turn can make an area an attractive place to live and work and encourage local entrepreneurship and community engagement, all of which contribute to enhancing communities.

5.2.4.2 Evaluating how Decisions are made about Community Change

The process of change management is affected by the way in which decisions are made, and the manner in which decision-making responsibilities are delegated. In addition, the role and responsibility of both the municipality and its citizens plays a function in district management and change.

According to HCD plans, decision-making can be defined as the process by which courses of planning action or desired outcomes are achieved. Decisions are made based upon the objectives that are outlined in existing policies and guidelines. In Markham, Municipal Council and members of the Development Services Commission (Heritage Section) are the chief decision-makers and are responsible for establishing the goals of HCD plan and policy. In turn, they rely upon the advice and guidance of Heritage Markham committee members. When possible, general public consultation may also be taken into consideration.

Although public meetings are not regularly held, Heritage Markham's monthly meetings are open to the public, and provide an opportunity to inform residents and business owners on various heritage matters (i.e. viewing building applications). While not all community members will agree with all proposed plans and policies, their involvement in contributing to decision-making is valued, and the Town attempts to work with people early on in the application process.

District management and change is the responsibility of both the municipality and its citizens. The heritage permit application process serves as the principal mechanism to exercise control over development and the implementation of the district plan. According to HCD plans, this process was established to meet the needs of property owners and the municipality and to make sure that changes contribute to, rather than detract from, the character of the HCD. These permits are issued under the HCD by-law, and approval from the Town may take the form of a recommendation from Heritage Markham or a Heritage Coordinator. In Markham, Council has made efforts to streamline the process by delegating the approval of non-controversial permits (i.e. minor alterations) to Heritage staff. Making the procedure more efficient has improved the timing of the process of change management.

Creating partnerships and understanding between key players is necessary in order to facilitate and improve how decisions are implemented. This can contribute to achieving community improvement and heritage protection objectives. Municipal support and public involvement should occur early on in the decision-making process, and can largely be achieved through providing

necessary information to community members. As one heritage planner stated, while the process of public consultation may initially decelerate the implementation process, it will ultimately lead to more rapid, effective, and transparent operations and change management.

5.2.4.3 Satisfaction with Transparency and Timing of the Process

A number of residents expressed varying levels of dissatisfaction with the timing of application reviews and the transparency of district goals (See Appendix D for more specific comments). However, of the 35.8 percent of HCD residents who indicated that they had made applications for building alterations, only one respondent suggested that they had heard “horror stories” about the application process. Further to this, only two participants specified that they had been restricted by heritage standards as they had not been allowed to use certain building materials. Aside from these comments, not one stated that they had been denied a heritage permit.

Finding a common ground and understanding between municipal goals and community expectations is essential to fostering a cohesive and successful district. To do so, planners and Heritage Markham continue to maintain or improve upon efforts toward creating a holistic understanding of the nature of the process for residents. This is done by working towards informed communication between stakeholders. In this way, decision-makers can cultivate an understanding of the nature of the challenges and frustrations the public faces. As a local architect stated, taking the time to explain the nature of district guidelines can often serve to dissipate the anger or frustration that residents may experience. Private property owners are essentially a working piece of district maintenance and improvement, and must be treated as such.

5.2.4.4 Summary

Interviews, surveys, and document analysis suggest that community members form a vital part of the HCD. It is the public that are the district users and who are ultimately its custodians. As such, resident

satisfaction with transparency and timing are key considerations in the process of change management and district enhancement.

Although public involvement is fundamental to contributing to the maintenance and enhancement of HCDs, it remains that not all citizens will have the opportunity to become meaningfully engaged in the process of change management. While building applications were not necessarily denied, there are those who feel their concerns regarding building alterations are not adequately addressed. Approximately 20 percent of survey respondents indicated that this was the case. This may be due to an incomplete or mistaken understanding of the guidelines associated with HCD management. While accommodating the specific needs of each individual is a difficult thing to do, it is possible for Council, Heritage staff, and Heritage Markham to listen to the concerns of resident groups or to respond to common themes as they emerge. This could be facilitated via surveys or focus groups carried out by the municipality or by advisory groups.

On the whole, the role of the HCD in change management has served to sustain heritage protection and community improvement. In addition, the municipality continues to take steps toward improving and streamlining the process of change management. Interviews and surveys revealed that while some residents experience a degree of frustration with the timing or transparency of the process, the majority understand that it has been set in place to promote community improvement and to uphold heritage protection goals.

5.3 Conclusions and Recommendations

This final section examines the role of HCD designation in achieving community improvement goals. It then discusses strategies for monitoring the outcomes of conservation and revitalization objectives. Lastly, recommendations for future research are offered.

5.3.1 The Role of HCD Designation in Community Improvement

The HCD has been shown to play a strategic role within communities as it has contributed to urban fabric maintenance and physical improvements, economic revitalization and development, as well as a relatively high level of social well-being and quality of life for residents. This section first examines what these selected indicators demonstrate about community improvement and discusses the role that HCDs play. It then provides a general overview on the function and responsibility of HCD designation.

Overall, HCD designation has served to promote community revitalization and to maintain the heritage assets that make an area distinct. The principal purpose of this research was to understand the role that HCDs play in contributing to community improvement. In order to do so, a set of indicators was devised to determine progress toward community improvement and to measure the success of HCDs. The results of this research indicate that district enhancement and community improvement may be achieved through appropriate, comprehensive district management that recognizes the importance of addressing the key indicators that were introduced in Chapter Three.

HCD designation has played a considerable role in contributing to physical revitalization and urban fabric maintenance. Document analysis indicated that HCD goals and guidelines work to contribute to this. They retain and conserve heritage resources, guide sympathetic change that encourages compatible new development, and ensure demolition controls by promoting the maintenance and/or reuse of historic buildings. In addition, documents and interviews revealed that the Town of Markham offers a number of financial supports to private residential and commercial owners to encourage the restoration and maintenance of heritage properties. Census data confirmed that the vast majority of residential dwellings are in good condition. This can likely be attributed to the role that HCD designation has played in guiding and managing change to the built environment. While a small number of vacant spaces still need to be addressed, overall, HCD designation has benefited the built environment. The selected measures indicate that generally speaking, physical

revitalization and urban fabric maintenance has been successful. Trouble areas are recognized by the municipality, and strategies are currently being discussed.

The HCD has also proven to play a function in promoting economic revitalization and development. Interviewees indicated that HCD designation encouraged economic development as heritage can be utilized as an economic draw. These districts rely in part on their commercial components. In this way, Unionville and Markham Villlage's BIAs serve to contribute to community improvement efforts by promoting business activity. In addition, BIAs provide a platform on which local business and property owners can come together with the support of the municipality to organize, finance, and perform physical improvements and promote economic development.

Interviews and field observations confirmed that investment is occurring in both new and existing development. These data sources, along with the results of the surveys, indicated that by and large, local business activity is productive and successful. All interviewees emphasized the importance of local business activity. While some issues remain, such as business turnover, district designation does provide an effective marketing tool. Interviewed heritage planners suggested that heritage buildings themselves can be used to promote business and attract customers to a "quieter, simpler time." Businesses can also benefit from commercial and heritage-related festivals. Often customers will visit a district to experience its heritage character, and as a result will spend money at local establishments. These areas are recognized for their business opportunities, and the heritage assets of the HCD have added to the commercial success of both districts.

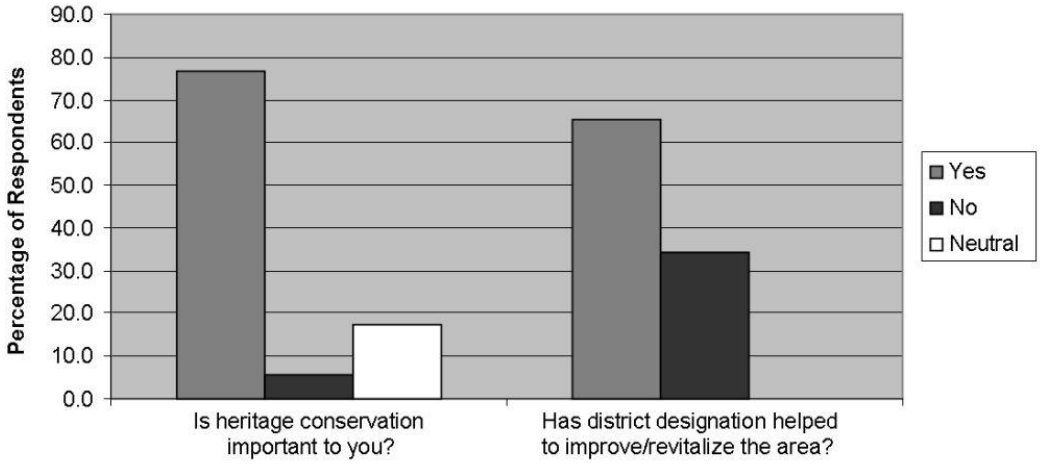
It can also be concluded that HCD designation has had a positive impact on quality of life and social well-being. Heritage areas often provide intact, human-scale commercial cores that provide walkable access to a number of services and amenities. This type of environment is a measure of a success within HCDs. District designation has also played a role in fostering a sense of community, as is demonstrated through the involvement of community organizations and the occurrence of a number of community events and festivals.

Survey and interview respondents indicated that living in a well-maintained heritage area contributed to quality of life. Markham's vision documents also speak to quality of life, proposing that HCD designation can serve to contribute to this. Additionally, interviewees suggested that businesses and professionals who expect high standards of living are often attracted to areas with commercial and residential heritage amenities.

The process of change management is essentially a *result* of HCD designation guidelines. Therefore, the HCD does play a role in contributing to the progress of this indicator, but it must also take responsibility for this process. While some residents conveyed discontent, the majority expressed an overall satisfaction with the implementation of HCD guidelines as well as with the transparency and timing of the process. Furthermore, interviews and document analysis indicated that the Town of Markham has taken steps to make the building application process more efficient. They are also responsible for ensuring that the decisions about community change are clearly communicated to private stakeholders. As such, this indicator gives evidence that the implementation of HCD guidelines plays a large part in facilitating building controls, maintenance, and improvement, all of which contribute to improving the physical, economic, and social aspects of communities.

Heritage areas contribute to community identity and improvement, and as such, they should be recognized and conserved. HCDs also provide a cohesive, distinct area in which focused revitalization and conservation goals may be drawn up and carried through. To see these goals through, it is important that planners, developers, and community members find a meeting ground on which community improvement, heritage conservation, and growth can simultaneously occur. HCD designation can serve to enhance areas and to accommodate positive change management, thereby contributing to the progress of municipal goals.

Table 5.2: Heritage Conservation and Its Contribution to the Area



In conclusion, it can be said that the HCD serves as an effective role in supporting and enhancing urban fabric maintenance/physical revitalization, economic revitalization and development, and quality of life/social well-being. As Table 5.2 indicates, the majority of Markham Village and Unionville's residents agree that heritage conservation is important and that it has contributed to improving or revitalizing the given areas.

While HCD plans and policies provide a foundation for community improvement, individual districts will face various situations, and as a result their specific needs may vary. This research uses case study analysis to provide general recommendations and to evaluate the success of HCDs in contributing to community improvement, but it must be recognized that specific situations may differ. For example, within the Town of Markham, Unionville and Markham Village, two HCDs located only a few kilometres from one another, face different sets of strengths and challenges. As such, while general guidelines can successfully be applied, each case does require individual attention that addresses its community needs, as well as the physical, economic, and social climate of the district in question.

5.3.2 Strategies for Monitoring Conservation and Revitalization Goals

The HCD provides a long-term strategy for achieving community improvement and heritage conservation goals. Therefore, municipalities must consider the importance of monitoring the outcomes of district plans and policies and promoting continued dialogue with residents.

A community improvement indicator framework can provide a foundation for evaluating the progress of HCD goals as they relate to the enhancement and maintenance of a given area. In the case of this research, the success and progress of these indicators focused on Markham Village and Unionville. However, this type of framework could be applied to any given HCD. Implementing a monitoring program that uses indicators as a measure to evaluate the outcomes of policy goals would allow communities to appreciate successful improvement efforts and to acknowledge shortcomings.

Policymakers could consider an indicator framework to provide a general structure for following up on the implementation of district goals and visions. If necessary, the framework devised for the current research could be extended or adapted to meet the needs of individual districts.

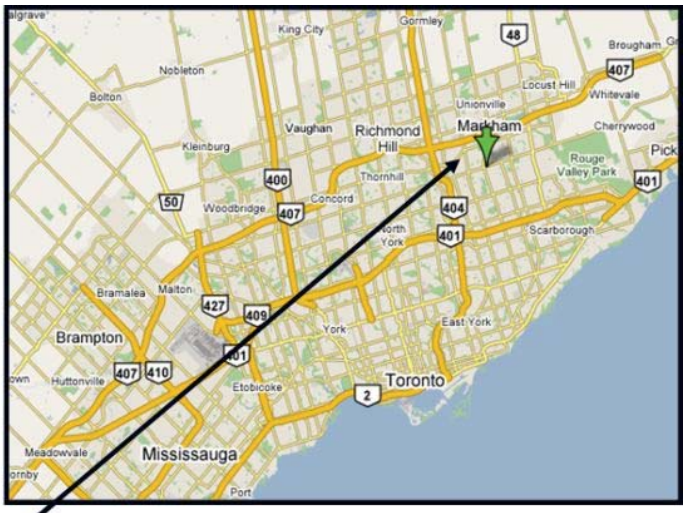
5.3.3 Recommendations and Future Research

In conclusion, this section offers recommendations for future research. To more accurately determine the opinions, satisfaction levels, and concerns of residents and key informants, it would be useful to undertake more extensive interview and survey work within the HCDs. Due to cost and time restraints, surveys were hand delivered to residential addresses, but follow-up was not possible. One hundred and twenty-four out of 397 dwellings chose to take part in the survey (providing a 31.2 percent response rate) and seven participants were interviewed. If municipal representatives or future researchers were to undertake a similar information gathering approach, with a reasonably-sized team of experts, much could be gained in terms of better gauging community needs, concerns, and satisfaction relating to heritage district conservation, goals, and guidelines. In this way, the measures that serve to evaluate community improvement indicators could be further strengthened and refined, and a more accurate and descriptive profile of HCD stakeholders could be provided.

In addition, it would be of interest and value to use a community improvement indicator framework to compare areas that bear similar features and assets to those of an HCD, but are not designated as such. In this way, it would be possible to provide further insight into the role of designation in contributing to the enhancement of selected areas.

Appendix A

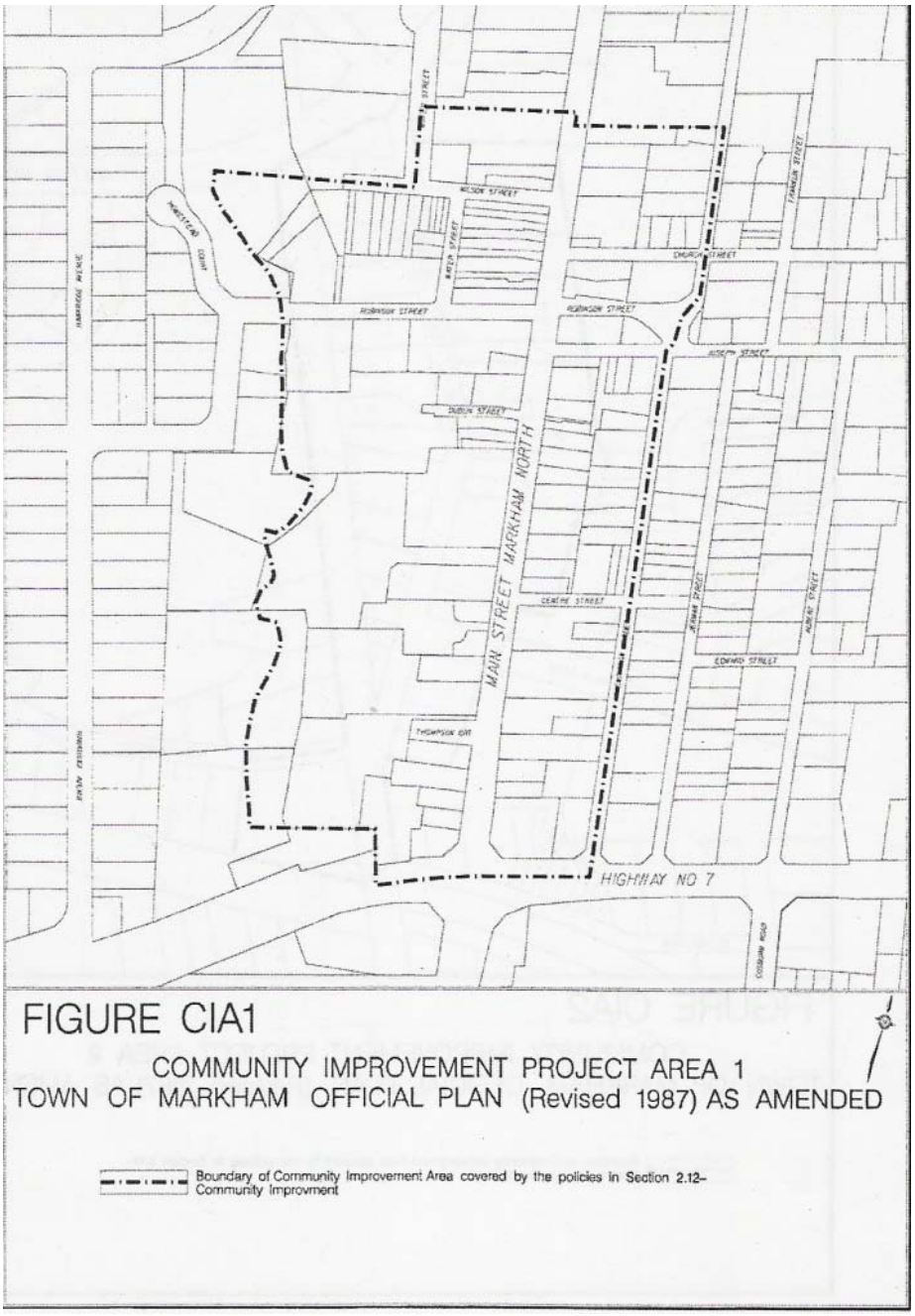
Case Study Location and Features



Source: http://maps.google.ca/maps?client=firefox-a&rls=org.mozilla:en

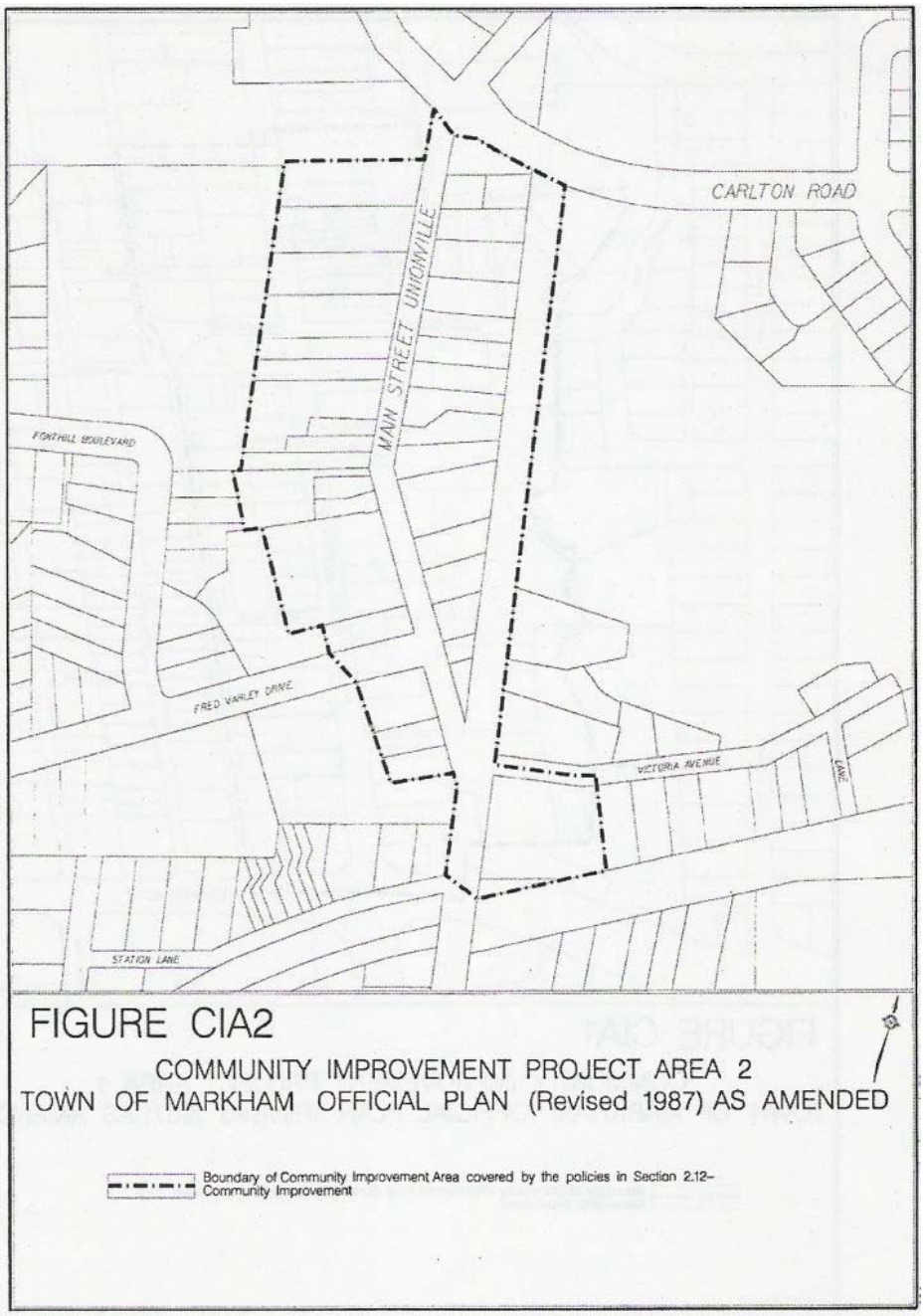
Source: http://www.caorm.org/Images/map/ontario-map.jpg

Markham Village Community Improvement Area (CIPA)



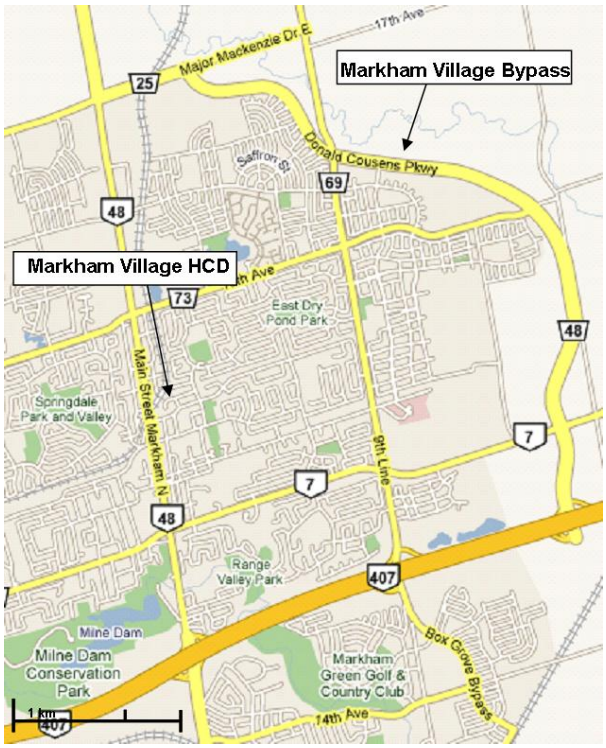
Source: Town of Markham Official Plan (2005)

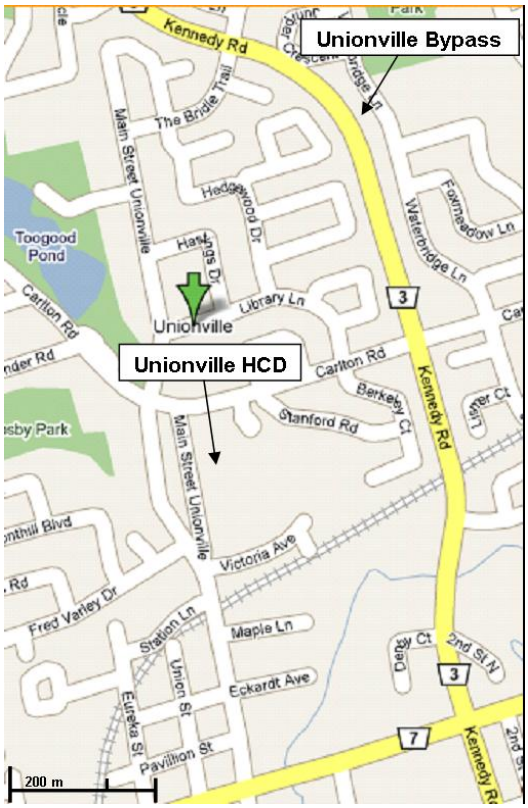
Unionville Community Improvement Area (CIPA)



Source: Town of Markham Official Plan (2005)

Road maps indicating alternate routes around Markham Village and Unionville





Source: Google Maps, http://maps.google.ca/maps?hl=en&tab=wl

Appendix B

Interview Summaries

Summary of Interview 1

Question	Answer
What are your opinions/feelings on heritage conservation within the community?	- Heritage resources are non-renewable, different even than vegetation, i.e. a tree can be grown again - Once a heritage building is demolished, it's gone, we may have photographs of it, but we don't have that physical, tangible evidence of the pioneers that came before us - Shows how community has evolved - Importance of having some part in bringing heritage resources back to life, to see them have a future
Can you explain how heritage district designation works?	- People understand individual designation but sometimes have problems understanding a whole area - Its like "throwing a big blanket overtop of an area" - A district is often a village/hamlet/formal townscape environment with some kind of uniqueness - Have control over the area's buildings and streetscapes - The amended Act now refers to elements within the environment – now can do it with backing of Act – new legislation allows this
What role do you feel heritage district designation plays in urban revitalization (i.e. social, physical, economic)?	- Acknowledging that it is a special area, setting it apart, explaining to people why it is important, gives people a different mindset – this sometimes gives encouragement for property improvements - The result is an environment that's very desirable - Promotes idea of community coming together to improve - Programs in effect include façade assistance program (for commercial buildings), property tax reduction program, streetscape - When a municipality takes the first step it can encourage the private sector to follow suite

How do you judge success?	- When people are actively enhancing, maintaining, loving, putting the value back into their property as opposed to letting it run down with hopes it could be demolished - Property values usually go up when people invest. People sometimes balk at restrictions, but this also prevents your neighbour from undertaking drastic changes to home - Idea of grant program – have report going to council
How has heritage district designation affected local business?	- District designation puts some restrictions on business - Overall it is positive, it sets commercial districts aside and further acknowledges the significance of the area - Businesses can take advantage of streetscape improvements - From a marketing perspective, businesses can theme their commercial festivals (i.e. festival days)
How does new development integrate with the heritage of the area?	- A community is always evolving, it is not frozen in time, not a museum - Understand that communities always change, just want to make sure that it's compatible with district - This can be done through design guidelines, zoning by-laws, design features - Economics of land value can sometimes be an issue when land values become so high that it is tough to develop at lower density - "It's a balancing act" between heritage, land values, and intensification

What are some methods you think might facilitate or improve decisions about planning for development and change within HCDs?	- With major re-zoning, people will know much further ahead in the process that change in their area will be occurring - A sign should go up on property to explain what will be doing - A number of changes in the new Ontario Heritage Act will enhance public participation - From a heritage perspective, education and communication are important. People don't always understand the goals. This can be solved by working with people early on in the process and starting with a simple plan - Sometimes people forget they're in an HCD, so a newsletter is sent out every once in awhile - "Everyone wants to be treated the same" - Now, if applications are compliant, not controversial, can "streamline the process," allows delegation away from Council
What is the importance of including the public in the planning/decision-making process? Who participates?	- It offers an opportunity for more public viewing of applications - People can monitor meetings - It provides an opportunity, an enhanced view for people to know what's going on in their community - Saves time in process for homeowners by making designation less cumbersome - A lot of the public is involved - Heritage Committee is open to the public (but is not a public meeting)

Summary of Interview 2

Question	Answer
What are your opinions/feelings on heritage conservation within the community?	- Heritage conservation is a cultural pursuit more than anything else - The buildings that each generation produces are a reflection of that particular culture at that particular time - Preservation of history and culture in paintings and books is not as effective as preserving the genuine article
Is heritage conservation important? What role does it serve?	- Heritage helps us learn how we've developed as a society - It's important as a means to maintaining continuity with the past – our present has grown out of that past "we're building on it, not creating something totally new" - We should honour the past - Conservation helps people already living in a community have a sense of continuity with the past, and gives them a sense of comfort - Leaving some things constant can be helpful for new people coming into a community. Markham is growing at a rapid rate, and people are not only coming in from other areas but also from other countries. Heritage landmarks teach that this community wasn't created instantly, and that it's a product of many generations - Heritage creates an interesting and vibrant built environment
Can you explain how heritage district designation works?	- Start with an area that has potential for district designation, i.e. a high percentage of preserved heritage resources, a sense of cohesiveness, or the remnants of a village - Must begin with a community willingness/desire to protect the identity of an area and the quality of life within it - Can't impose this type of preservation, must work with local community - Must follow through and implement provincial guidelines, use the powers of the Heritage Act

Has a community opposed?	- Numerous examples of communities or individuals that don't embrace this idea - Often once understand how HCD works, can achieve a comfort level and have change of heart. Other times, some philosophically disagree with the concept of a heritage district - For the most part in Markham it is part of a cultural and community identity, people have affection for these areas and have a sense they would like to protect them
What role do you feel heritage district designation plays in urban revitalization (i.e. social, physical, economic)?	- It sets an area apart as a special place within the larger municipality, one that requires special treatment, extra care that perhaps wouldn't be given to another area - Programs that encourage façade improvements and signage placement protect the character and create a cache - Heritage is a precious resource – when it's marketed and being used it's seen as a bit more precious - Tourism element – people come from diverse areas to walk through because of the charm and mix of businesses that go into HCDs (e.g. restaurants, boutiques, art galleries)
How do you judge success?	- For residential areas: preservation of heritage resources, demolitions rare, alterations appropriate - Guiding change, where new residences are designed to be appropriate, fit in with character of area - Same as above can be said for commercial areas. Also, when businesses are being occupied, thriving, with little change-over - Amount of requests from students, people throughout world to come to Markham to see how it is successful in managing, approaching heritage
How are outcomes monitored?	- Could gauge street life during peak hours – numbers difficult to measure, but will see that people are enjoying HCD and coming back - Feedback from residents

What makes Markham so innovative?	- Key: Markham is known for its industrial/commercial base of high-tech industries. Idea of moving into the future while at same time valuing and honouring the past - Town Motto: Leading While Remembering - Heritage is an ethic we have here (in Markham) and its so intertwined with our identity that the planners and politicians are aware of it
How has heritage district designation affected local business? What are the strengths and weaknesses?	- District designation helps bring customers to certain types of businesses (e.g. restaurants in restored buildings) - There is a perception that "time moves slower" in some of these areas - It is a powerful business tool for attracting customers to "a simpler, quieter time" - Can obtain grants for signage and façade improvements - Strengths: local businesses use buildings as "signage," i.e. iconic buildings, use buildings as promotional tool - Weaknesses: can be overly restrictive, inhibits them from developing sites to full potential, limits way can promote business, e.g. in terms of signage - Can be conflict between visions business have of themselves and fitting into the heritage character
How does new development integrate with the heritage of the area?	- Guiding change and development so that future changes are compatible - Can treat existing buildings, soften differences, transform or knock down and start new

What are some methods you think might facilitate or improve decisions about planning for development and change within HCDs?	- Have to engage the public as much as possible - Have an awareness of what the community values in the area – what they feel are positive features that need to be protected or enhanced and what negative features need to be corrected - Planning processes do address the public, there is opportunity for them to comment, heritage meetings made open to public, good to keep in touch with people in the area - Need to be physically out there, see what you're dealing with – can't just make recommendations and write reports – get a real sense of what needs to be done on the 'ground' - Important to stand up for principles – try to work with people, compromise, but at same time important to stick to essential principles
Has public participation played a significant role in decision-making?	- There has been strong public support for all existing heritage areas - District process starts with community consultation and feedback. Opportunity to deal with misinformation, engage local residents, provide information on Town website - In terms of what happens in district – people apply for building permits, Heritage Committee "plugged into local scene" so locals made aware of what's happening even if not part of public process - People call in at Town, attend meetings, want to be aware of what's happening in their communities

Summary of Interview 3

Question	Answer
What is the role of the Markham BIA?	- It is a government designated area under the municipality act and all businesses in area are charged a special tax levy that goes directly to fund the BIA - The idea is to use the money to promote or beautify the street in ways that would not normally be done by the municipality - Markham Village BIA was founded in about 1977
What are the challenges?	- Provincial highway (major NS route) runs through the HCD making it a high traffic zone (approximately 55,000 vehicles pass through everyday) - A lot of heritage buildings have been destroyed (aluminum and concrete structures, ground level parking, strip mall have replaced them) - Markham Main St. is a challenge to market as an HCD due to heavy traffic, lack of contiguous heritage stretch, tough to make pedestrian friendly
What are your opinions/feelings on heritage conservation within the community?	- Some buildings are still struggling (i.e. Tremont Hotel is vacant, unusable) - What should happen with these buildings under the current economic situation? Costs of repairing the building may cost more than could expect to get back, need a willingness to do it – - Multiple players involved – planners, Heritage Markham, building owners. Can be difficult to come to agreement as to what should be done
Is heritage conservation important?	- It is extremely important - It's a challenge and disappointment that it took until the 1990s to realize it
Can you explain how heritage district designation works?	- No idea

What role do you feel heritage district designation plays in urban revitalization (i.e. social, physical, economic)?	- In an ideal situation the designation should help the community negotiate with developers and landowners in coming up with creative ways to retain and enhance the heritage aspects/components of these communities, but at the same time have to address the current economic and social realities - Difficult to make money with an old building that has only so much square footage, need to have some flexibility - A business proposition has to make sense for the person that owns the land
How has heritage district designation affected local business?	- The businesses were very divided – not necessarily because of heritage district designation, but it has been one of the reasons - Currently trying to educate business owners to be open to new ideas, some didn't know that there's heritage grants available - Need to know everything that's out there, hasn't always been readily available to them - Need to understand the changing demographics of your customers
What are the strengths and weaknesses?	- Depends on the district, every district is going to be different - Markham Village's strengths: a collection of unique buildings, unique areas – idea of marketing the HCD as a "working Main Street" with "best" dessert, breakfast, shoe store, financial shop, bicycle shop, jeweller, largest independent pottery school in Southern ON, School of Rock (built on coaching and mentoring young people to play in a band), etc. - Create places that are a destination - Markham Village's weaknesses: don't have contiguous heritage area, this is not a particularly strong selling point - Can't be out on the street as easily in Markham Village

What are some methods you think might facilitate or improve decisions about planning for development and change within HCDs?	- The more inclusive, consultative, and open the process is, it may seem to be slower upfront, but the buy-in will be better in the long run and eventually the end result will be faster
What is the importance of including the public in the planning/decision-making process?	- Needs to be a way for people to understand that this is a process that they can and will be involved in - A planning cycle needs to be 3-5 years maximum for business people – must also consider construction, disruption period - People want to know when proposed plans will be underway - Challenge of getting through construction phase

Summary of Interview 5

Question	Answer
What is the role of the Unionville Villagers Association?	- The Villagers Association was formed around 8 years ago as a mandate to protect the HCD - A group whose primary focus is on the preservation of the historic nature of the area and protecting it from overdevelopment - Making sure the heritage look and feel of the area is maintained through the signage bylaws and other land use bylaws - Pick up garbage on various days, adopt areas of the HCD, participate in some of the festivals, do some fundraising - We are the "watchdogs" for the area
What are your opinions/feelings on heritage conservation within the community?	- Heritage conservation is a must have, without it developers would be much less likely to preserve buildings of heritage value when offered an opportunity to rip something down and build new - It's critical to a place like Markham - Without the protection of conservation committees this town would look much different than it does today
Can you explain how heritage district designation works?	- A process that provides a boundary of an area and a set of rules, not guidelines, that protect and preserve areas, buildings, various things related to heritage – e.g. can't paint house, windows must be a certain way, need permission - tax break for heritage homes to compensate for costs incurred - What makes walking down Main St. so enjoyable - A mechanism to protect the heritage of the area that is delineated by HCD boundaries
What role do you feel heritage district designation plays in urban revitalization (i.e. social, physical, economic)?	- Prior to Unionville being protected, was told that it was in serious decline 20-25 years ago - Original plan was to straighten out Main St. – would have lost the street, would just be another street with nice houses – no value was seen in the architecture back then – was seen as a bunch of old buildings that would better serve by being torn down - Today people come here because it's a HCD

How has heritage designation affected local business?	- Has for the most part benefited local business, business owners feel there's opportunity within Unionville - retailers have moved out because of high rents – could go elsewhere and pay less rent, but won't have same foot traffic – good weather means good business - people come here, buy stuff because of heritage look and feel to area
What are some methods that you think might facilitate or improve decisions about planning for development and change?	- Public consultation is one of the key elements of doing heritage planning - Need the involvement and invitation for involvement for people in district and in surrounding area because they have invested interest in what goes on in their community - public discussion and input may slow things down but does result in better policies - See planning department as being very involved with people in district and surrounding area – when there is an issue that involves heritage, people are being informed
What is the importance of including the public in the planning/decision-making process? Has public participation played a significant role in decision-making?	- It's critical, very important - On the other side, most of the public doesn't care until something happens that they don't like - People are very passionate about this area - There is a core group of people who are passionate, others don't even know that it's a HCD - As far as getting involved in public meetings, forums to engage people in the area, there is a very small percentage of people that do get involved or participate up front

Summary of Interview 6

Question	Answer
What is the role of Local Historian?	- Started in the late 1960s when the first official historian for the town was appointed. He was instrumental in getting the museum and the collection of artefacts and archives going. In the 1970s saw the push starting to come and a lot of the old families, as land got more valuable, were selling out - Today, the local historian is involved in most of the controversies, tries to keep Town Council and Mayor aware of historical issues, anniversaries, publish newsletters, currently working with committee to publish a new book on the history of Markham, supports historical/heritage issues, assists people looking for information on old family homes, looks at text for signage, guides bus trips, speaks to groups, senior homes - Doesn't have specific mandate
What are your opinions/feelings on heritage conservation within the community? What role does it serve?	- It creates an ambience and attracts a certain kind of people that believe in the community - Is about people who care about community and the district – people who have an interest in making the community 'nice' - Has economic implications, Unionville is a destination – started tearing down old buildings in Markham before really got into heritage, put up modern plaza-type, tore down old post office, put up modern bank - Unionville has the bypass – in 1970 community movement to demonstrate value in leaving Main Street the way it was, that there was something special there
Can you explain how heritage district designation works?	- Is initiated with the town, need commitment within municipality, need resources to do the research - Has to be pressure from local community – when you designate, you end up with restrictions, so there's pluses and minuses in peoples' opinions - Unionville, best e.g. in Markham of heritage being exploited (not negative) for its economic draw

What role do you feel heritage district designation plays in urban revitalization (i.e. social, physical, economic)?	- Plays a pretty significant role - A social role: how do you build a sense of identity, a sense of community with people from around the world coming together? - When you come to a new community from another country – just trying to survive – buy a house, get kids in school, etc. when you've been here 5 years start to ask "what is the background of this place?" and reach out to other cultural aspects of the community - Unionville has experienced revitalization, is filled with people, mainly from surrounding community, is a place to meet your neighbours - During the daytime get tourists coming in, in evenings is used by locals as a social centre - Markham Village is attempting to do this – this is where the Market is playing a role in drawing people onto the streets - Becomes a community visiting site, helping build community
How has heritage designation affected local business?	- All small time town businesses are struggling, and as get more successful, rent goes up - Since 1980 there have been different kinds of businesses moving back in to the HCD, selling "nothing that you really need, but are willing to buy" – nature of stores has changed dramatically - Struggle on Main St. Markham with business turnover, struggle to meet surrounding needs
What are some methods that you think might facilitate or improve decisions about planning for development and change?	- Can't do anything without public consultation - It takes a lot of research, a lot of background, and a lot of public consultation and support from local municipality
What is the importance of including the public in the planning/decision-making process?	- Absolutely essential, people need to talk about it for awhile and discuss it

Summary of Interview 7

Question	Answer
What are your opinions/feelings on heritage conservation within the community?	- Makes our lives richer - The relationship between heritage preservation and tourism provides a tangible link to our history, makes a more interesting place to live - Is increasingly tied to environmental sustainability – there is embodied energy in a heritage house - Restoration usually deals with local labour and depends heavily upon local economy
What role does it serve?	- Is hard to measure in tangible way, but does help spur economic development
Can you explain how district designation works?	- Takes an area that is recognized for historic uniqueness, significance, and allows you to control development within that area so that it reinforces and compliments the character that you're trying to preserve - People like the stability but don't necessarily like being told what to do (double-edged sword) – is done to maintain and protect the qualities that are enjoyed -
What role do you feel heritage district designation plays in social, economic, physical revitalization?	- When you restore buildings it helps local economy, contractors, paint suppliers, etc. - Designation allows you to provide incentives, people are then more willing to spend money on their building, results in a snowball effect - Strengthen ties to history, culturally more interesting, attracts more investment - Businesses and professionals who expect high standards and quality of life become attracted to living in areas with these amenities - When a town embraces their history and culture it tends to attract "more money" people
How do you judge success?	- People who become quite vocal, supportive of the district - Once exposed to history of community, how it ties to larger picture, people have greater appreciation

How has heritage designation affected local business?	- Often hear complaint side of it – increased red tape, not given freedom they want, delays – unfortunately don't get to hear positive side - But part of success of business is tied to the success of the HCD - Natural progression seems to be restaurants, pushing out retail business (hence the bylaw that limits the number of restaurants within a district) - Is an artificially controlled market
What are the strengths and weaknesses?	- Weaknesses: Sometimes a victim of their success, rents may become very high (i.e. Unionville), tends to exclude certain types of business, tend to get high end boutiques - Strengths: Can unify businesses - Designation helps give businesses an edge
What are some methods that you think might facilitate or improve decisions about planning for development and change?	- Heritage planners sensitive to compensating people when comes to development applications, reduce prices for site plan applications, give a break where possible – try to respond very quickly to concerns, assist with proposals and plans - Decisions can be made at staff level if not controversial
What is the importance of including the public in the planning/decision-making process?	- Very important, district designation has been made so property owners can tailor make their district plan and protect what is important to them - At certain point qualifications of professionals and staff have to take over – have to stick to basic tenets of preservation, restoration and theory, - Public can individually take some of the aspects and tweak them - People gradually start to see the benefits of heritage, but takes awhile to build up
Who participates?	- A limited core, yet a lot of apathy - Markham council very supportive of heritage – Municipal Committee is supported in their role

Summary of Interview 4

Question	Answer
What is the role of Heritage Markham?	- Deal with applications that have to do with heritage buildings and districts - Called upon by Town for subcommittees, i.e. architectural, signage, window, etc. - Public relations, education, and community outreach - Give everybody an opportunity to express their views, lets people get passionate
What are your opinions/feelings on heritage conservation within the community?	- It's very important - Creates successful, desirable communities - Is a non-renewable resource, can't be reproduced - People like to be reminded of where their community came from - HCDs are a way to contain heritage resources within an 'envelope' – is easier to understand and administer in this way - Brings community together
Can you explain how district designation works?	- #1 role is to preserve the existing heritage inventory - #2 role is how to guide changes - Looks at areas with significant collections of heritage resources - Involves consultation with community at large - Politicians also have to buy into benefits of heritage - It maintains and enhances - Makes a community fantastic - Creates a place that people want to live, work, and visit
What role do you feel heritage district designation plays in social, economic, physical revitalization? What role do you feel heritage district designation plays in social, economic, physical revitalization? (continued)	- Economic benefits because people like to be around, live, work in heritage buildings - Conflicting information exists, so need to help people with proper guidance - Successful if community buys into it - Heritage buildings exist because of lack of economic investment at one time – they were preserved by neglect in the first place - A collection of heritage buildings can revitalize an area, i.e. Unionville in the 1970s – prosperity passed it by, but today it is successful because people came together, understood what it meant to preserve the area - In Markham there is tax relief for home owners because of extra financial burden

	- Heritage neighbourhoods are valuable
How has heritage designation affected local business?	- Business people and landlords should benefit financially, but don't always understand this - Federal and provincial government should provide financial support because in some cases is more expensive for business owners – could improve grants and loans – business community and government should come together - BIA existence is not dependent on HCD - Small businesses recognize the benefit of a district being a 'destination'
How does new development integrate with the heritage of the area?	- Growing community under huge pressure from developers
What are some methods that you think might facilitate or improve decisions about planning for development and change?	- More education and understanding is needed to identify terms - Important that Council, politicians, and Heritage Committee understand and support heritage guidelines – have been flexible with individuals - There will always be extremists on either side
What is the importance of including the public in the planning/decision-making process?	- When setting up a district, need public support, people need to want to comply, need agreement – every district decides how best to do that - Need planners who know about heritage and work with community - Not a hard sell – heritage resources are important, newcomers enjoy it as well - People should have opportunity to influence and be open to trying new things
Who participates?	- At public meetings community groups give input, opportunity to correct information, sometimes with professional facilitators – brainstorming and focus groups also take place

Appendix C

The Survey

HERITAGE RESOURCES CENTRE

Heritage Conservation District Study

1. Do you live in a Heritage Conservation District?

Yes [ ] No [ ] Unsure [ ]

2. Did you move here before or after the area was designated?

Before [ ] After [ ] Unsure [ ]

3. If you moved here *before*, how did you feel about the designation?

4. If you moved *after* the designation did the designation affect your decision to move here?

Yes [ ] No [ ]

5. What is your understanding of how heritage district designation works?

6. Is heritage conservation important to you?

Yes [ ] No [ ] Neutral [ ]

7. Do you feel that district designation has helped to improve/revitalize the area?

Yes [ ] No [ ]

PLEASE SEE REVERSE ⇨

8. Have you made applications for building alterations?

Yes [ ] No [ ]

9. How do you think Heritage District designation has affected the value of your property compared to similar non-designated districts?

Significantly Increased [ ]
Increased [ ]
No Impact [ ]
Lowered [ ]
Significantly Lowered [ ]
Don't Know [ ]

10. How has heritage designation affected local business?

Very Positive [ ]
Somewhat Positive [ ]
Neither Positive or Negative [ ]
Somewhat Negative [ ]
Very Negative [ ]
Don't Know [ ]

11. Overall, how satisfied are you with living in a Heritage Conservation District?

Very Satisfied [ ]
Satisfied [ ]
Neutral [ ]
Dissatisfied [ ]
Very Dissatisfied [ ]

Additional Comments?

THANK YOU FOR YOUR TIME!

Appendix D

Survey Summaries

Question #3: If you moved here before, how did you feel about the designation?

MV - 1	- Didn't know about designation when moved in - Was displeased because bought house thinking that it could be removed and a new one built in its place
MV – 5	Protects having developers come in and tearing down existing homes to be replaced by monster homes
MV – 23	Mixed feelings – enjoyed being able to build what wanted before, but still appreciate the overview now
MV – 38	Changes to improve home, have lasting low maintenance costs must be approved (i.e. cannot put aluminum siding on house)
MV -42	"Restrictions on renovations are somewhat more than they need be, when they say 'you must do this' and do not give alternatives" (however, has not had renovations)
MV – 46	Home was about to be expropriated for a road and designation saved house from being torn down
MV – 47	In principle, it is a good thing In reality, it is used and abused
MV – 53	Unsure; "somebody stuck up sign *well* after I moved here"
MV – 58	Generally pleased but heritage rules appear to be bypassed/ignored by builders – could influence be a factor?
MV – 63	Excellent move; too bad it didn't happen sooner – "Too much damage has been done to Main St. Markham before Heritage Markham existed"
MV – 67	Good; New homes in area are made to fit with historic character
MV – 71	Mixed feelings; Liked the effect on the neighbourhood but concerned with the constraints it puts on residents – "But of course that's what adds to the neighbourhood!"

MV – 72	Was not consulted beforehand – found out when decided to renovate house
UN – 78	Mixed feelings; happy to see possibility of control within district because of inappropriate houses being built – Concerned that control would be excessive or inappropriate – Overall, are supportive
UN – 79	Is important to preserve heritage of the community
UN – 82	Preferred it
UN – 83	Happy – meant that homes/character of area would be preserved
UN – 87	Respondent has 2 designations (as historic house and as part of heritage area 10 years later) – have seen no benefits, only to local businesses – no aide offered for upkeep
UN – 92	Not happy; "Members of heritage board all lived in new houses?"
UN – 98	Indifferent, somewhat proud
UN – 101	This was good - respondent from overseas so likes historical towns
UN – 104	Fully agree
UN – 107	- Good; improved the maintenance and overall look of the street and area; people began to take better care and pride in their properties "I'm a believer in honouring our heritage"
UN – 116	Quite unfair for people who wanted to make changes to their homes – if town wants people to conform to heritage standards should help with added expenses

Question #5: What is your understanding of how heritage district designation works?

MV – 1	Have to keep and repair/restore whatever is here
MV – 2	- Minor to major renovations to the exterior of house need to be approved by the committee - Changes need to maintain the current character
MV – 3	Approval required for exterior changes to maintain look of neighbourhood
MV – 5	- Protects demolitions - Ensures any alterations/revisions to existing houses maintains/enhances your home
MV – 8	Any plan or change, including cosmetic (i.e. paint colour), must be approved by Heritage Committee
MV – 9	Not clear – owns 1880 home and unable to get a heritage plaque
MV – 10	All new buildings must look 'heritage'
MV – 11	- Architectural/renovation restrictions - Grants/loans for heritage restorations - Rating of current dwellings
MV – 12	To keep our heritage intact
MV – 13	Very strict if one tries to modify, add, or renovate
MV – 14	That homeowners must comply with guidelines regarding appearance/exterior of home
MV – 15	- Restrictive as to change but preserves nature of neighbourhood - Covered under OHA
MV – 16	- Certain restrictions in place for renovations and new developments - Some tax exemptions
MV – 17	Very restrictive
MV – 18	Government designation, community petition, or both
MV – 19	- Designation given to areas containing older buildings which have historical significance to community and/or province - To preserve the original charm and character of the area - To acknowledge and cherish early settlers' efforts

MV – 20	"A group of non-professional, untrained people make up whatever history they like and have it passed through council"
MV – 21	No external changes to property
MV – 22	- No cheap houses can be built in area again - Very important to protect heritage district
MV – 23	Need to apply first for approval from Heritage Committee before going for building permit
MV – 24	Certain guidelines to follow pertaining to restoration of homes
MV – 25	- Preserves the heritage buildings - Restricts what changes can be made
MV – 26	- Before any outside changes can be made Heritage Committee approval is necessary - Some materials not acceptable
MV – 27	Home owners require permission to change the look of their house, must conform to heritage appearance
MV – 28	- Similar to provincial but we don't have plaques (wants one!) - A safeguard for keeping street from 'poor taste' - Ensures respect for forefathers
MV – 30	- History of town/area dictates designation of area/buildings - Style of home/when it was built plays role in its class designation
MV – 32	All external renovations, property appearance reviewed by Heritage Committee re: impact on neighbourhood, heritage regulations
MV – 33	- Have to be an old neighbourhood - Have to maintain certain look
MV – 34	Protect area from overzealous and inappropriate development
MV – 35	Strives to preserve buildings' character
MV – 39	- Volunteer committee (new committee members every 2 years?) - Original settlement boundaries are heritage area
MV – 41	Extra set of controls over construction/renovation

MV – 45	There are specific rules in altering heritage sites
MV – 46	Have been designated historical so have restrictions as to what changes can be made to house and property
MV – 47	Any changes/enhancements "drowned" in red tape, assessments, etc.
MV – 48	- Protects homes by ensuring they are not changed in a way that is unsuitable for era of home - Maintains consistency and historical integrity - Feel limited, but love rich history of house and area
MV – 49	- Heritage Committee has to approve major changes to buildings, many things regulated, lots of rules - Area is quite nice
MV – 50	- Retain buildings - Set standard for commercial design - Encourage and maintain connection with past
MV – 51	- Protects houses that are designated - Certain limits placed on work that can be done to exteriors, but generally speaking is unobtrusive
MV – 52	Town sets guidelines for homeowners for renovations, new building, etc.
MV – 54	"Alterations, additions, or improvements have to meet heritage approval to maintain the old village image and lifestyle"
MV – 56	Preserve a fair example of our past
MV – 57	Where there are many homes with significant historical value
MV – 58	- To protect heritage buildings and general look of street - To prevent rampant infill, monster or inappropriate homes - To approve additions
MV – 59	- Tighter restrictions on changes - Keeping with "heritage flavour"
MV – 61	- Preserves existing architecture of homes/buildings in area - Limits any changes/upgrades to exterior of building - Good and bad idea
MV – 62	- Buildings protected from alterations

	which change the original structure and appearance - Significant changes must be approved, upgrades must fall within specific parameters
MV – 63	Preservation of land use and historical buildings
MV – 64	Particular heritage homes designated but entire district is subject to certain controls
MV – 65	Some restrictions on changes
MV – 67	Restricts building to traditional character of area
MV – 68	- Preserved because of significant contribution to history of area - Area is somewhat controlled by local government as to what can be built
MV – 69	Additional guidelines, restrictions, and controls to benefit and enhance historic nature of area
MV – 70	To keep the heritage and history
MV – 71	Any change to outside of property has to be approved by Heritage Committee – can be fairly restrictive, i.e. limiting/trying to limit materials used
MV – 72	Maintain a certain look
UN – 71	- No improvements or demolishing of homes without Heritage permission - To retain past and history
UN – 72	- 100+ year old homes, old mature trees, quaint charming - Stringent building appearance codes
UN – 73	- Strict guidelines apply to alteration of home exteriors - A permit is required for minor changes, a site plan application process for additions and major alterations
UN – 76	Cannot do anything to exterior without prior consent
UN – 77	Controls on new building and renovations
UN – 78	No changes can be made to buildings without prior approval from Heritage Committee or from Town staff if have been delegated authority for a particular item
UN – 79	Any modifications to dwelling must be approved by Heritage Committee
UN – 80	Protection of designated areas

UN – 81	- Protects historically significant buildings - Restricts/controls new buildings/growth
UN – 82	- Support/protect history of an area - Safeguards to "ensure the 'big box' mentality of this generation does not claim all suburban areas"
UN – 84	- To maintain historical areas - Too inflexible
UN – 85	- Answer "way too long" for given space - Aware of easement, tax, building restrictions, implications
UN – 86	- Ensure architectural and historical 'norms' are observed - Maintains 'historical integrity' of neighbourhood
UN – 87	Prevents or slows down upgrades and improvements and development at cost of owners of designated buildings for benefit of tourist-oriented businesses
UN – 88	Protection of historical buildings
UN – 89	Cannot make changes to building without going through Heritage Committee
UN – 91	- To preserve stately homes and buildings
UN – 92	Building exteriors and landscaping cannot be changed without permission from Board
UN – 93	Not allowed to change overall look of your home
UN – 94	Any exterior changes to physical buildings and gardens need to be approved by Committee to reflect heritage styles
UN – 95	- Historic buildings ~ 100 years old can't be torn down, outward appearance can't be altered - New buildings must blend in with heritage buildings - Preservation and respect for past
UN – 97	To conserve/preserve all that represents our past
UN – 98	- Land and buildings are protected and preserved - Regulations limit aesthetics of signage, buildings, fences, etc.
UN – 100	Protects architectural integrity

UN – 101	When changing anything on home "A LOT of permits and blessings" are required from the Town
UN – 102	Homes designated as heritage houses cannot be demolished and renovations must be approved by local Heritage Committee to ensure is in keeping with period of home
UN – 103	- OHA allows municipalities to designate properties that have heritage value or interest - Allows property owners and towns to establish guidelines for maintaining property and surrounding areas (street furniture, lighting, etc.)
UN – 104	Any buildings or landscape of historical age or significance are preserved in, or as close to, their original state
UN – 105	Certain changes to exterior of house must be approved by Committee
UN – 106	Control architectural specifics of outside of homes
UN – 107	- If home is designated there are restrictions re: renovations to property in keeping with the historical architecture - Heritage Committee can hold up building plans for renovations, even for those whose homes aren't designated
UN – 108	Alterations to exterior of building must meet approval of Town Council (Heritage Committee)
UN – 110	Restrictions on changes to infrastructure or appearance may need additional approval
UN – 111	- Strict by-laws re: new houses, green spaces, renovation - Maintain historical sites, etc.
UN – 112	- Preserves heritage homes and structures, promotes restoration, assists in finding appropriate contractors, building materials, etc. - Promotes area as e.g. of re-using old buildings for residence/business
UN – 113	Property façade protected and supported (?) by township

UN – 114	Have certain design limits and controls to preserve the historic buildings, landscape, and streetscapes from “insensitive development or renovation”
UN – 115	“It doesn’t work for us south of Hwy 7 – we are the so called heritage orphans!!”
UN – 116	Town wants to keep things to look the same as they did originally, but “in light of today’s need to conserve energy (e.g. windows) why are people forced to keep old windows, doors, etc.? It adds more expense.”
UN – 118	Is a tool to control the design aspects of the area through guidelines and maintain the positive attributes of area
UN – 119	“It’s supposed to keep old town feeling alive”
UN – 120	Exterior of buildings must conform to the restrictions and regulations as set by heritage board

Additional Comments Section

MV – 1	- Understands that 'they' want the area to look heritage, but when have "small home that just does not look good and the town imposes so many zoning restrictions it's not fair" "I could build a new heritage looking house"
MV – 2	Disadvantages: Those who follow the rules have to pay more to renovate (i.e. wooden frame windows) – Someone who wants to do nothing to their home, does not care to maintain/fix up can let their house deteriorate without being charged – this brings down the value of neighbourhood
MV – 5	- Heritage Committee sometimes makes it difficult to bring your house back to its original state if somewhere along the line it was significantly altered - Some residents feel frustration when refused permission
MV – 7	Don't like new houses being built
MV – 8	- Were not made aware of the rules of how designation works - Heritage board has refused plans to make structural changes to houses unfit to live in – this has decreased value of the area
MV – 9	Would like a heritage plaque for the house
MV – 10	"Heritage Committee members need to be more knowledgeable so they don't approve buildings or demolitions by greedy developers"
MV -11	Heritage guidelines "have prevented owners from making much-needed repairs to homes and businesses due to cost associated with 'heritage' materials"
MV – 14	Township has not provided support or education regarding district preservation
MV – 15	- Some flexibility in improving property, but process is onerous and Heritage Committee has reputation of being difficult/sometimes arbitrary - How are quality/qualifications of Committee members regulated? This is key

MV – 20	- House was reclassified from lowest rating to highest rating 10 years after moving in - "The amount of power that has been given to these heritage boards is disgusting. We have watched them lie and cheat their way through the system in Markham. Council will not vote against them due to political pressure they are able to apply. How is it they can change any rules they like with no care to the financial burden placed on the homeowner?"
MV – 21	- loves and appreciates living in "beautiful, charming heritage district" - Not every old house worthy of being preserved – should not be a 'blanket' rule to cover every building – "each individual application for change should be considered carefully on its own merits"
MV – 23	"Our area is very eclectic with building taking place over the past 100 years. Because of this, I feel anything goes and therefore it is foolish to restrict new buildings to heritage standards. Houses built before the designation have soffit lights, vinyl windows, etc. – things we were not allowed but wanted…restrictions like this are not necessary." - appreciates design direction, enhances appearance of community
MV – 25	- One of houses on street not selling because changes cannot be made to improve the house "Historic buildings should be preserved but some of the changes that are not allowed are ridiculous (i.e. windows and window frames)" - Maintain look, but materials used should not be an issue

MV – 26	- Uncertain as to how property value affected; upkeep in accordance with requirements is costly, renovations require special permission "Small businesses on an old Main St. suffer from the proliferation of big box stores and malls. Many people consider parking on such streets too difficult so often do not visit such locations." - The appearance of the street has improved, but too many vacancies
MV – 28	- On Markham Conservancy Board – restored train station (1871), mainly volunteer - Created "Historic Peter Street" booklet "This has helped my street from being considered a dump to a sought after street" - Lives in Class A heritage home
MV – 29	- Some properties 'falling apart' brings down value of other properties - Main St. needs revitalization in order to promote heritage district
MV – 30	- Heritage conservation only important for homes 75+ years old - Why not more satisfied (selected 'neutral') with living in HCD: Understands importance of getting heritage permit for Class A/B buildings, but Class C ("new or relatively recent buildings, and are unrelated to the historical and/or architectural character of a heritage district") should not require heritage permit for minor alterations or replacements
MV – 31	No information was made available or presented

MV – 32	Designation helped Unionville community overall, but in Markham designation (while positive) has had problems especially in attracting and holding commercial tenants in the biz district – this is due to "traffic patterns and the town's lack of commitment to resolving traffic flow guidelines that they set in motion but are not committed to, especially in traffic calming areas to the north of the biz district"
MV – 33	- Those building a new home must follow the rules and guidelines of the city by-laws and heritage criteria, however end result is not necessarily what one would consider as meeting the heritage criteria (e.g. wooden windows facing street, Victorian appearance) - "It is interesting how a 'big deal' is made about heritage areas and conservation" yet the rules are sometimes bent, not followed, or someone has made exceptions - Would like to see consistency
MV – 34	- Have to win approval from another level of government, affects resale values - Nearby Wal-mart negatively affects all businesses in MV
MV – 37	- Too much traffic on Main St. Markham - Used to be satisfied with living in HCD, now too many people, too much traffic (had cornfield behind house for 20 years, now over 200 townhouses)

MV – 39	- Opening a biz on Main St. Markham is often the "kiss of death" - Would be nice if Heritage Markham had more clout – put a boulevard down the middle of street to slow traffic and maybe encourage more pedestrians - Need to be more consistent and forceful about heritage signage and store fronts - Need to be more consistent with expectations – "the new addition o the library at #7 and 48 is hideous and not historical looking…yet homeowners are scrutinized…even when clearly their alterations and renovations will improve the area." They are often denied or given a hard time
MV – 40	- At times become frustrated with rules and regulations about what can/cannot do with properties - "Overall, the values outweighs the frustrations"
MV – 44	- Living in district affects how and what is built - Disappointed with lack of consistency – "a developer will put up a house with little or no regard to heritage (i.e. 19 Rouge Rd) whereas we had to adhere to the rules when we built our house (63 Rouge Rd)"
MV – 45	- Does not live in heritage home, but surrounded by many heritage homes – some well kept, others very poorly maintained - Enjoys living close to well-maintained Main St. that "encourages and boasts of its heritage" – it has been and continues to be a priority in preservation

MV – 46	- Markham Heritage a little too powerful – "a neighbour applied to sever his lot and was met with some very nasty abusive people whose behaviour was uncalled for. Many lots are less than 60 ft ruling and I think these people are a little too intense" - "I have lived in my home for 30 years and have seen a lot of changes"
MV – 48	- Have been planning to apply for building alterations but have heard it is very difficult, expensive; hesitant to do alterations; growing family - Homes in area are very difficult to sell - Moved to area for location and lot size, heritage was secondary
MV – 49	"More trouble than it's worth, but it does look nice and is significantly nicer than newer subdivisions"
MV – 52	- Designation often slows down improvement projects, perhaps because of increased bureaucracy - Heritage homes can have "incredible difficulty" when comes to renovations/home improvements even if renovations would significantly benefit area
MV – 53	"Don't and will not allow a 'committee' of so called heritage experts to dictate to me what I can do or can't do"
MV – 54	- Heritage village concept important as quality of life is different "The slower pace more friendly lifestyle make living here worth the effort to preserve the heritage concept"
MV – 55	- Lived in area since 1929 - Has seen many changes; "tore down all the nice houses on Main St. and now think they can improve it there is not much left" "The people on the Heritage Committee are from someplace else have no idea what it used to be like"

MV – 56	- Board's understanding of heritage different than respondent (i.e. district vs house) – "area is as important as the individual houses in a heritage district" "A 1950s bungalow is as important to preserve as a 100 year old one. If development goes on the way it is at present this district will soon look like any other housing development" - Not a simple problem; consider politics and economics
MV – 58	- Went through heritage to apply for building alterations (adding on to older but not heritage home), took nearly a year – would like process to be faster/simpler for individual homeowners – received permission but was "very stressful and frustrating procedure…time consuming and expensive" - Heritage board did not know the age/history/type of house respondent lived in
MV – 61	- Home has been in family for generations - Haven't applied for building alterations but have heard "horror stories" – too much control by Heritage board - Many products available now that look 'old' (i.e. vinyl windows, siding, garage doors) "If we were to stick with the things from the original time and not embrace the new (for heating costs for example) we would still have our windows covered in canvas or oil cloth"
MV – 64	Moved from rural Markham because district offered protection that rural area did not
MV – 67	- Have had number of "stand-offs" between Heritage Committee and speculators – result: "'buildings gradually rotting away. Some procedure must be developed for these situations"

MV – 68	- Designation hasn't improved area because local government has not preserved heritage "look" - Respondent built new house (1997) in heritage style (i.e. brick, schoolhouse look, cooper eaves troughs, wood soffits, etc.) - Since then, Markham has allowed oversized houses and diminished lot sizes in historical area; does not look historical anymore
MV – 69	"Generally a well thought out historic policy, but not applied evenly. Many alterations…have been allowed which do not comply with …the extreme regulations"
MV – 71	- Designation has improved but not necessarily revitalized the area – "without designation some old relics might have been replaced"
MV – 72	- "Fronts" of homes look good and fit with area, however, certain criteria such as wood window frames not practical, require maintenance - While important to preserve heritage, should still be able to use practical products, e.g. wood window frames look nice, but when not maintained bring down house value and look of street

UN – 73	- Designation has improved/revitalized area but has also impeded people from improving their homes because process is complicated, lengthy to get planning approvals - Main St. – most do not know is in heritage district (property value no impact) – are at fringe of district - Feel that Heritage Markham is not doing its share in contributing to the heritage character of this area even though must comply with policies and rules. "The town has neglected in improving our street conditions, such as traffic calming (narrow street to 2 lanes to reflect historic character), street trees, blvds, use of historic character materials for paving, fencings, signage, etc." Very disappointed in this regard
UN – 75	40+ years residents – have seen many changes that have not affected them
UN – 76	Sometimes Committee is unreasonable in requests such as wooden windows- expensive and more costly to maintain
UN – 78	- Heritage Committee can be too unrealistic in their recommendations, but in general have prevented inappropriate buildings/renovations - Would sooner see designation than not
UN – 79	- More thought should be given to planning Hwy 7 and streets around community - Billboards, modern structures, unkempt plazas, multi-lane roads do not fit in. "Homes painted pink, purple, and aqua really don't do justice to the community" - Should have more by-laws
UN – 82	- Designation 'somewhat positive' for local biz but depends on type of biz – big biz may feel do not have enough freedom "…designation keeps our living space looking as beautiful as it can. It promotes homeowners to feel a sense of pride"
UN – 85	Very Asian housing market "are adverse to

	purchasing heritage"
UN – 87	- Designation has not improved/revitalized area; revitalization came as a result of bypass built years before designation plus entrepreneurship of select group of individuals - Took 2 years to get permit to build a garage - Property values increased because of the development and ambience – unrelated to designation - All businesses that were operating before designation are gone and replaced with high-end retail and restaurants "The town offered a rebate on taxes with caveats that amounted to *extortion*, giving the municipality even more *permanent* control over our property for a temporary *tax relief*."
UN – 88	"Delighted you are focused on our heritage areas. Promotion and recognition of our "Jewel in our Midst" is welcome, nay, essential to ensure continued protection and restoration of our beautiful houses" - Markham Council is not always sufficiently interested; fighting developers is not easy
UN – 90	Bought here specifically for heritage designation – "Knowing this beautiful town will be protected"
UN – 91	"How was Fred Varley Museum built and didn't conform?" - Shouldn't have as much control as they do - Heritage Committee seems to have "ridiculous demands for new infill houses, e.g. picket fences, saving old cottages to be turned into eyesore garages, enforcing high maintenance wood windows, etc."

UN – 92	- Do not want others in control of what can do to house (i.e. paint colours) – BUT! states that because of heritage controls do not get "ugly, huge buildings built on large lots" - Value 'Significantly Increased' but property more difficult to sell due to the restrictions and lengthy procedures to get permission for building; house is 80+ years old – small for today's buyer, takes certain type of buyer; also, located in floodplain and land is subject to conservation authority permission - "a double-edged sword" – controls make it a desirable area but several expensive, new, large homes have been built with Heritage Committee permission - Assessment has gone up dramatically affecting whether can afford to stay in area in retirement years; Wealth of new homeowners compared to longtime homeowners
UN – 95	Will probably improve/revitalize area in long run
UN – 100	Business interests have superseded residential interests
UN – 103	- Problem is that "Heritage board is hard on homeowners while lax with the town" - Do not maintain one standard throughout
UN – 107	Benefits everyone re: property value, quality of living, especially aesthetically and business
UN – 110	There have been some "strange" decisions re: house design
UN – 111	"There should be greater government involvement at all levels to protect, preserve, and revitalize heritage areas. Too often the bulldozer is used to eliminate older structures to make it easier for developers." - Need more sensitivity from politicians, businesses, public to preserve the past

UN – 115	- 'No impact' on value of property – but, heavy traffic has lowered values – busy street, 4 lanes of traffic, no "fancy flower baskets" "North of Hwy 7 on Main St. Unionville is the true heritage – south of 7 a 'mish mash' of houses conveniently designated heritage. However, in the eyes of Town of Markham, we are the orphans"
UN – 116	- Area has been revitalized because of proximity to TO, availability of super hwys (401, 404, Don Valley Prkwy), Town selling Markham's services and tax breaks to commercial and industrial communities – "this is what has made Markham grow so tremendously" - People and industries that moved in only interested in a good market place with good jobs, resources, etc. – Heritage bottom of list of "need to haves"
UN – 117	"North of Hwy 7 in Unionville things are pretty different than south of Hwy 7"
UN – 118	- Built new home in Unionville 1995, purchased 150 year old home in Markham Village 1998, purchased 1950s bungalow in Unionville 2002; all properties have appreciated in value beyond properties not in heritage areas
UN – 119	Owned land in district and when built home had "more trouble with the Heritage Committee than all the other building problems put together" – made unreasonable demands

Appendix E

Crosstabulation Tables based on Survey Results

Do you live in a Heritage Conservation District?	Markham Village	Unionville	**Total**
Yes	71	51	**122**
	98.6%	100.0%	**99.2%**
Unsure	1	0	**1**
	1.4%	.0%	**.8%**
Total	**72**	**51**	**123**
	100.0%	100.0%	**100.0%**

Did you move here before or after the area was designated?	Markham Village	Unionville	**Total**
Before	25	19	**44**
	34.7%	37.3%	**35.8%**
After	42	31	**73**
	58.3%	60.8%	**59.3%**
Unsure	5	1	**6**
	6.9%	2.0%	**4.9%**
Total	**72**	**51**	**123**
	100.0%	100.0%	**100.0%**

If you moved here before, how did you feel about the designation?	Markham Village	Unionville	**Total**
Negative	2	4	**6**
	11.8%	19.0%	**15.8%**
Positive	13	11	**24**
	76.5%	52.4%	**63.2%**
Neutral	2	6	**8**
	11.8%	28.6%	**21.0%**
Total	**17**	**21**	**38**
	100.0%	100.0%	**100.0%**

If moved after the designation did designation affect decision to move here?	Markham Village	Unionville	**Total**
Yes	12	12	**24**
	30.0%	37.5%	**33.3%**
No	28	20	**48**
	70.0%	62.5%	**66.7%**
Total	**40**	**32**	**72**
	100.0%	100.0%	**100.0%**

Is heritage conservation important to you?	Markham Village	Unionville	**Total**
Yes	55	37	**92**
	76.4%	72.5%	**74.8%**
No	3	4	**7**
	4.2%	7.8%	**5.7%**
Neutral	12	9	**21**
	16.7%	17.6%	**17.1%**
Somewhat	2	1	**3**
	2.8%	2.0%	**2.4%**
Total	**72**	**51**	**123**
	100.0%	100.0%	**100.0%**

Has district designation has helped to improve/revitalize the area?	Markham Village	Unionville	**Total**
Yes	37	39	**76**
	55.2%	79.6%	**65.5%**
No	30	10	**40**
	44.8%	20.4%	**34.5%**
Total	**67**	**49**	**116**
	100.0%	100.0%	**100.0%**

Have you made applications for building alterations?	Markham Village	Unionville	**Total**
Yes	26	18	**44**
	36.1%	35.3%	**35.8%**
No	46	33	**79**
	63.9%	64.7%	**64.2%**
Total	**72**	**51**	**123**
	100.0%	100.0%	**100.0%**

Has heritage district designation affected the value of your property compared to similar non-designated districts?	Markham Village	Unionville	**Total**
Significantly Increased or Increased	22	33	**55**
	31.0%	64.7%	**45.1%**
No Impact	23	8	**31**
	32.4%	15.7%	**25.4%**
Lowered or Significantly Lowered	9	2	**11**
	12.7%	3.9%	**9.0%**
Don't Know	17	8	**25**
	23.9%	15.7%	**20.5%**
Total	**71**	**51**	**122**
	100.0%	100.0%	**100.0%**

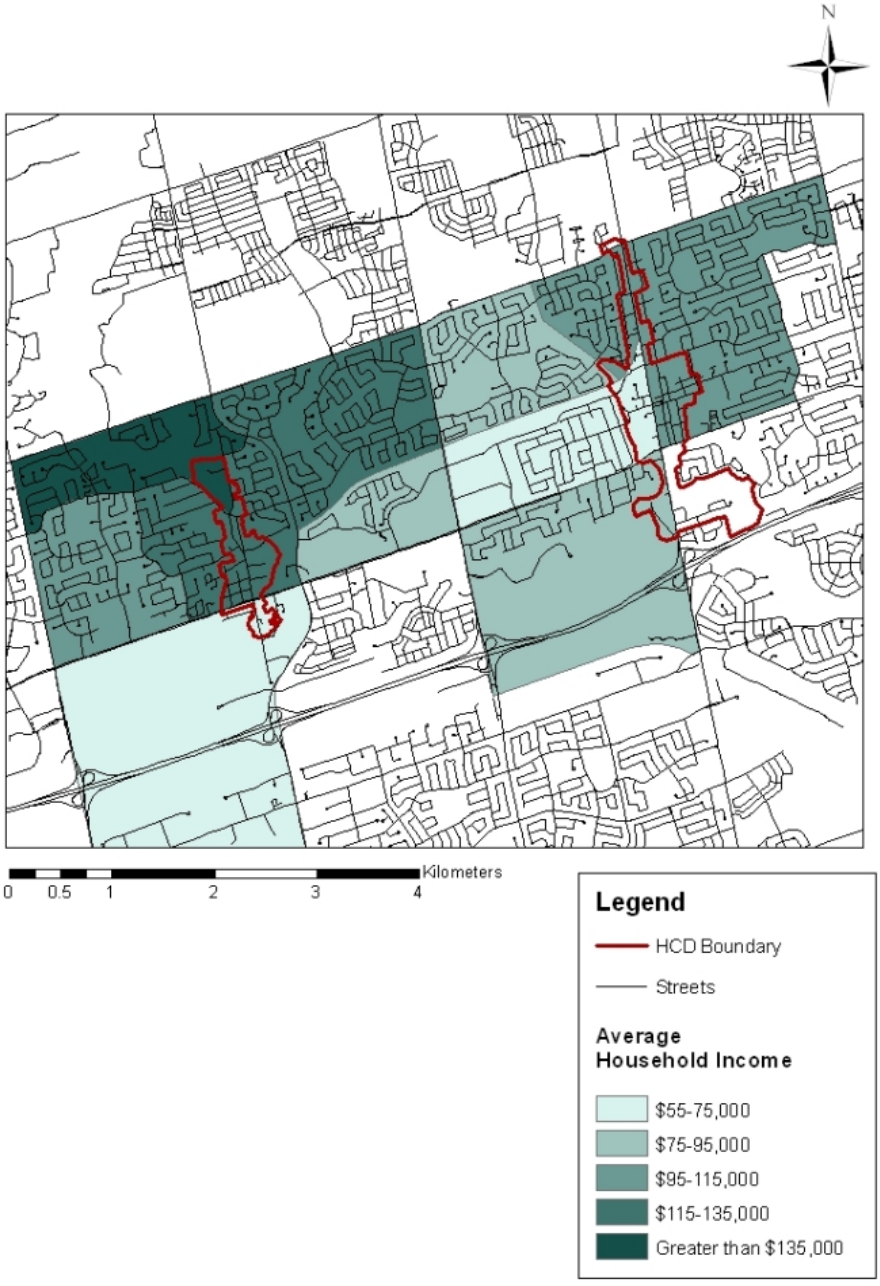
How has heritage designation affected local business?	Markham Village	Unionville	**Total**
Very or Somewhat Positive	22	38	**60**
	31.9%	74.5%	**50.0%**
Neither Positive or Negative	18	3	**21**
	26.1%	5.9%	**17.5%**
Somewhat or Very Negative	6	2	**8**
	8.7%	3.9%	**6.7%**
Don't Know	23	8	**31**
	33.3%	15.7%	**25.8%**
Total	**69**	**51**	**120**
	100.0%	100.0%	**100.0%**

Overall, how satisfied are you with living in a HCD?	Markham Village	Unionville	**Total**
Very Satisfied or Satisfied	41	42	**83**
	58.6%	82.4%	**68.6%**
Neutral	23	6	**29**
	32.8%	11.8%	**24.0%**
Dissatisfied or Very Dissatisfied	6	3	**9**
	8.6%	5.9%	**7.4%**
Total	**70**	**51**	**121**
	100.0%	100.0%	**100.0%**

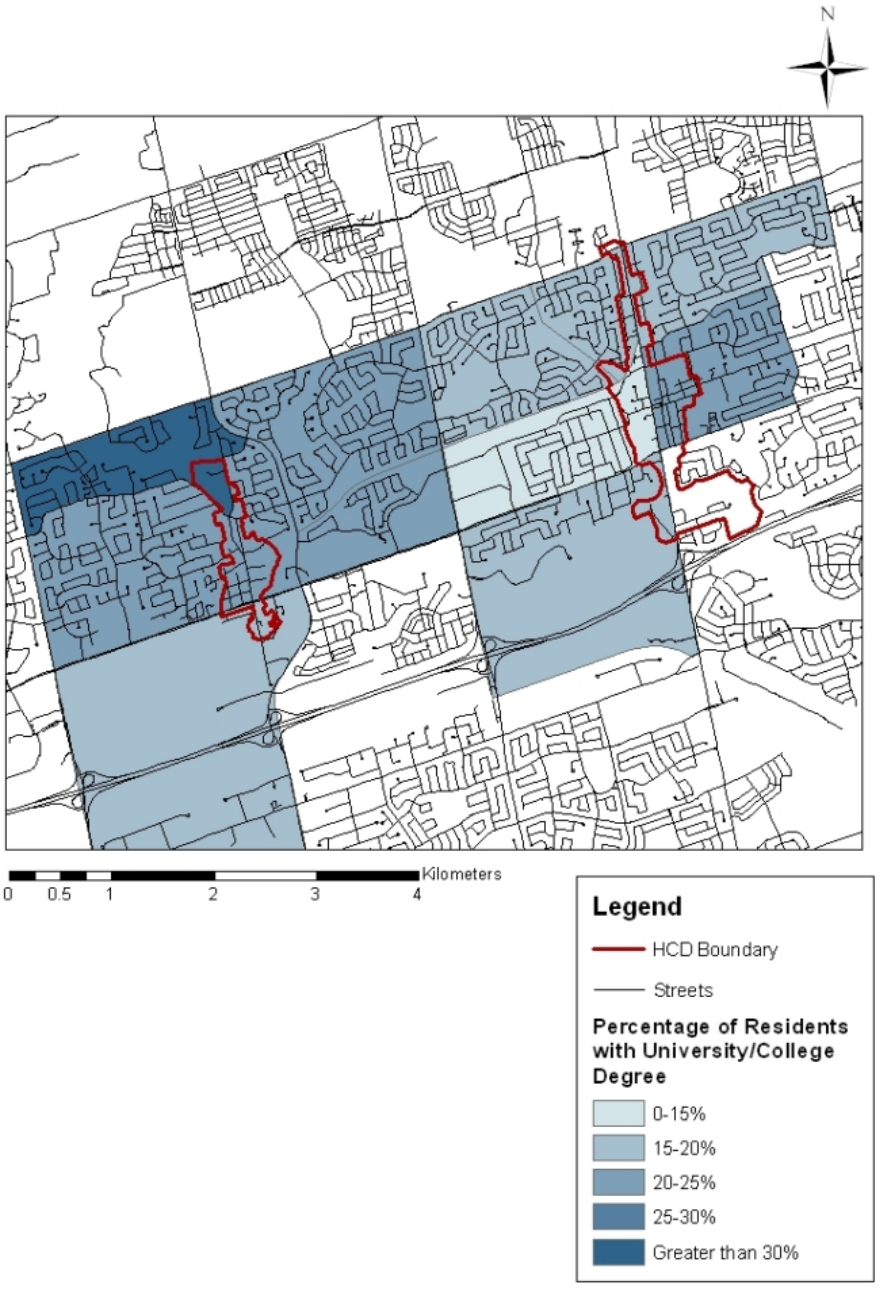
Did you move here before or after the area was designated?	Overall, how satisfied are you with living in a HCD?			
	Very Satisfied or Satisfied	Neutral	Dissatisfied or Very Dissatisfied	**Total**
Before	29	10	4	**43**
	67.4%	23.3 %	9.3%	**100.0%**
After	51	18	4	**73**
	69.9%	24.7%	5.5%	**100.0%**
Unsure	3	1	1	**5**
	60.0%	20.0%	20.0%	**100.0%**
Total	83	29	9	**121**
	68.6%	24.0%	7.4%	**100.0%**

Appendix F

Mapped Census Data



Data Sources: Statistics Canada, 2001
DMTI



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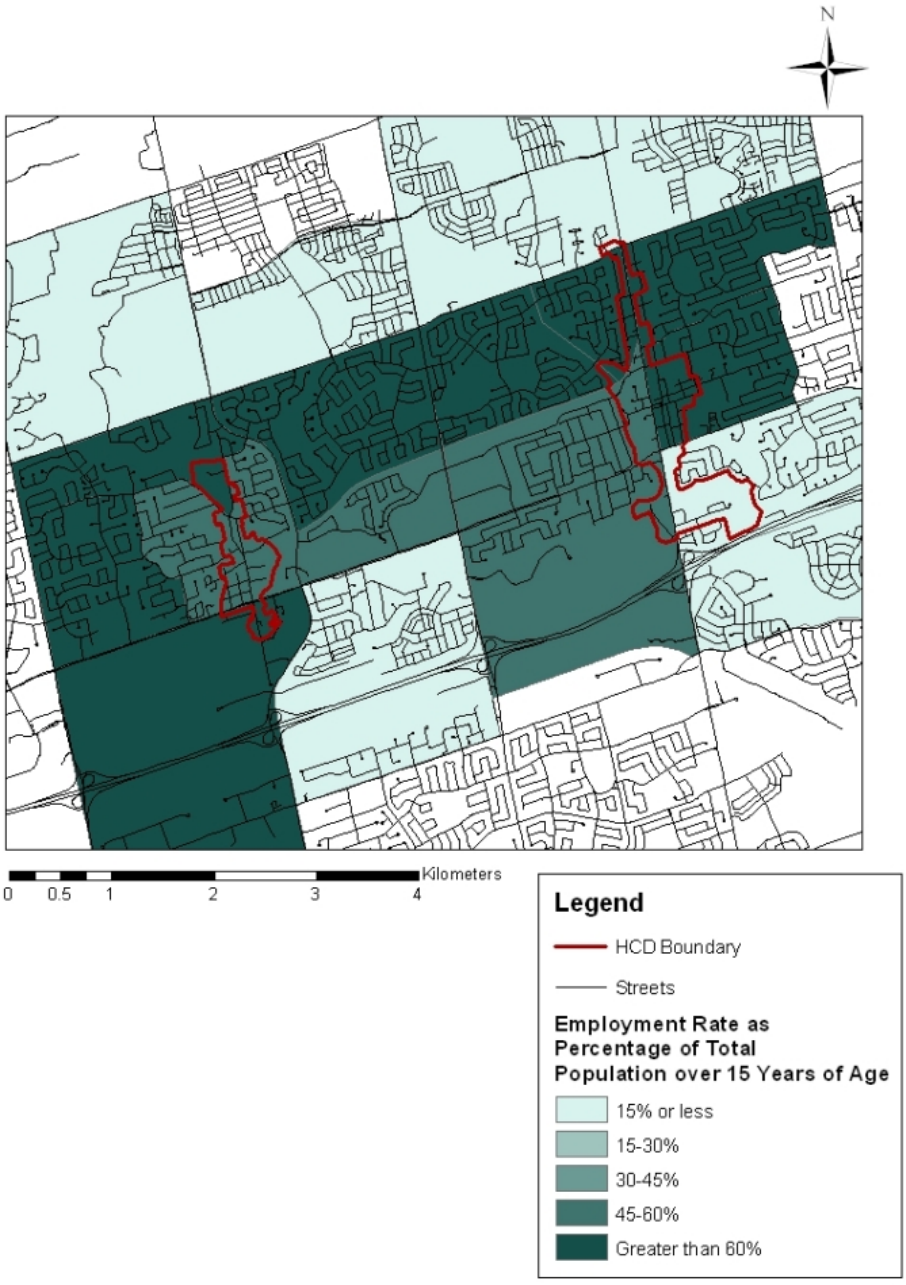

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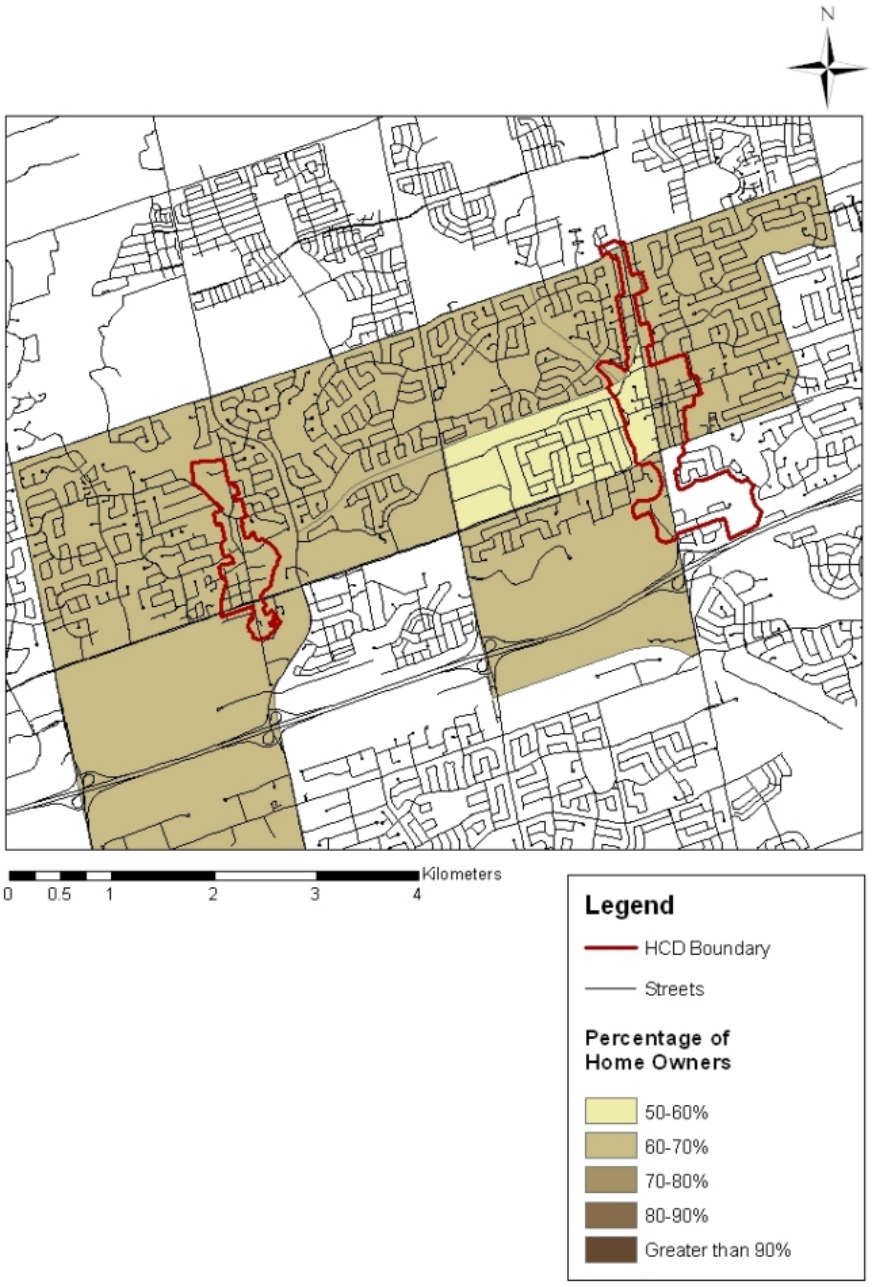
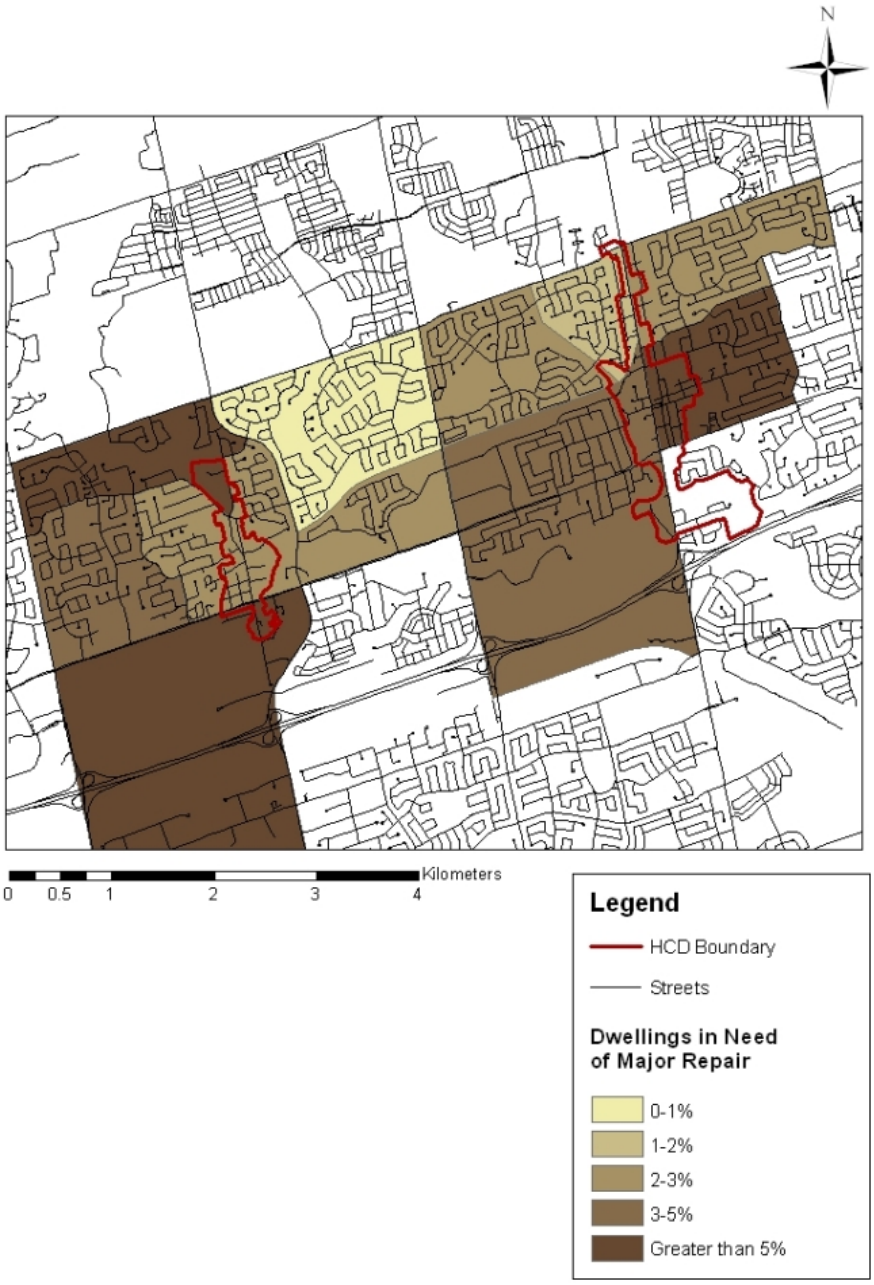


Data Sources: Statistics Canada, 2001
DMTI



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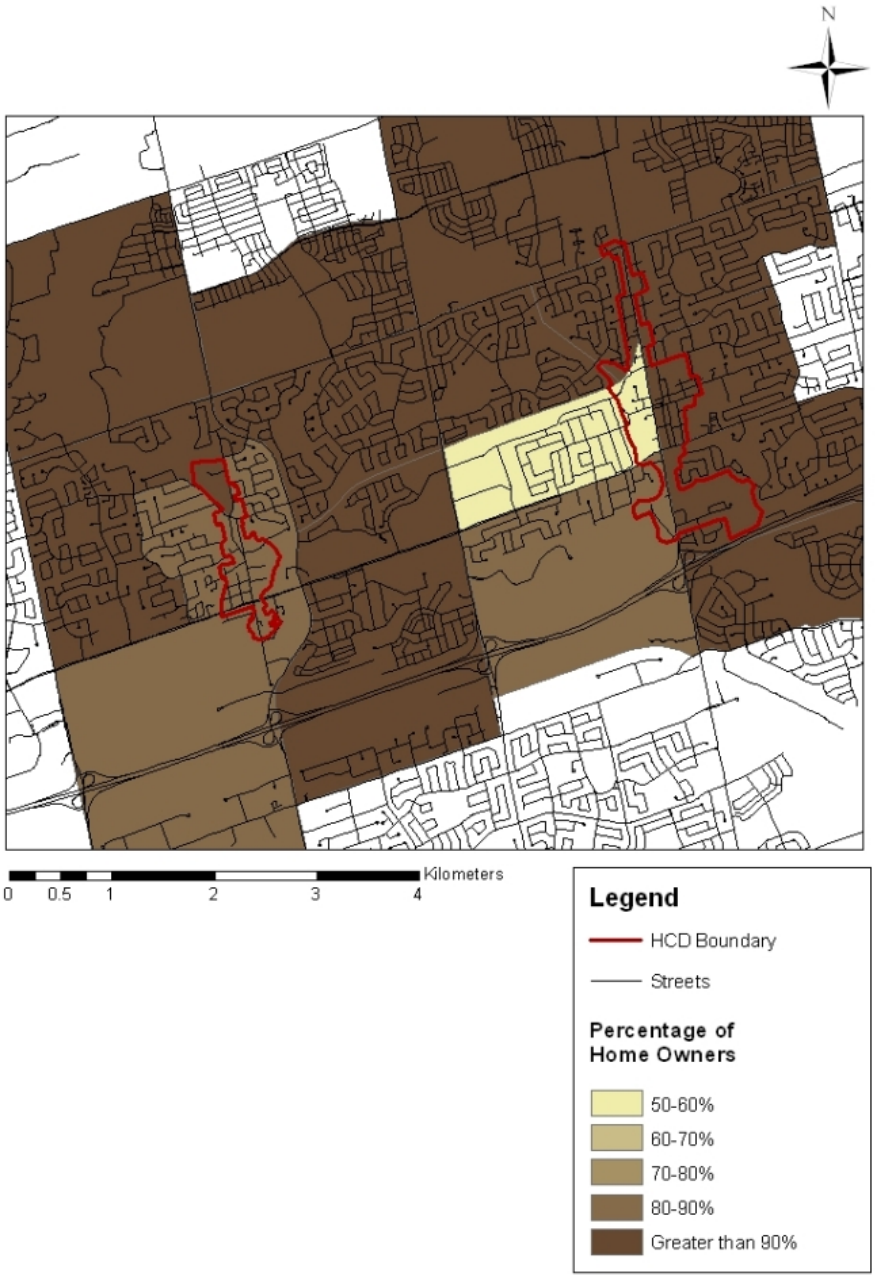

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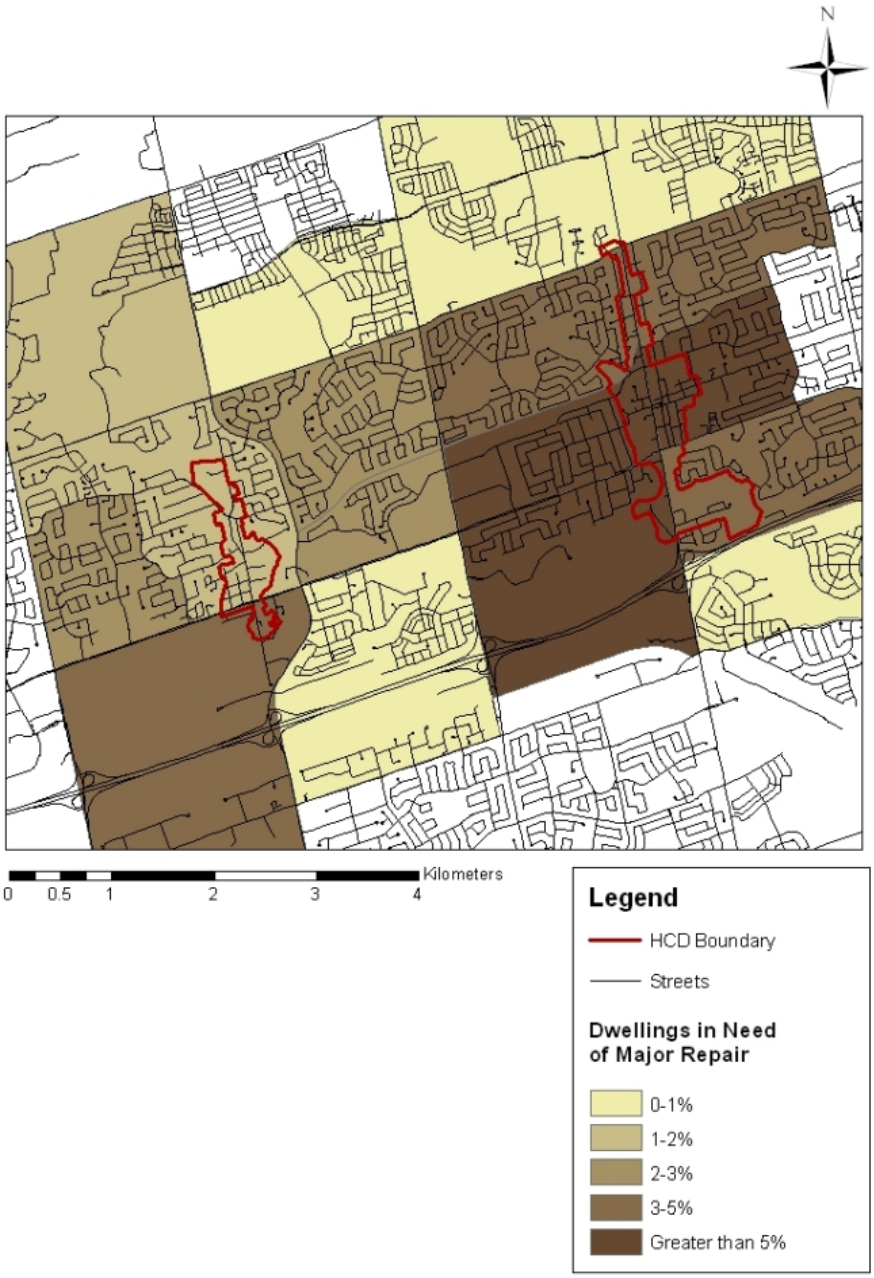

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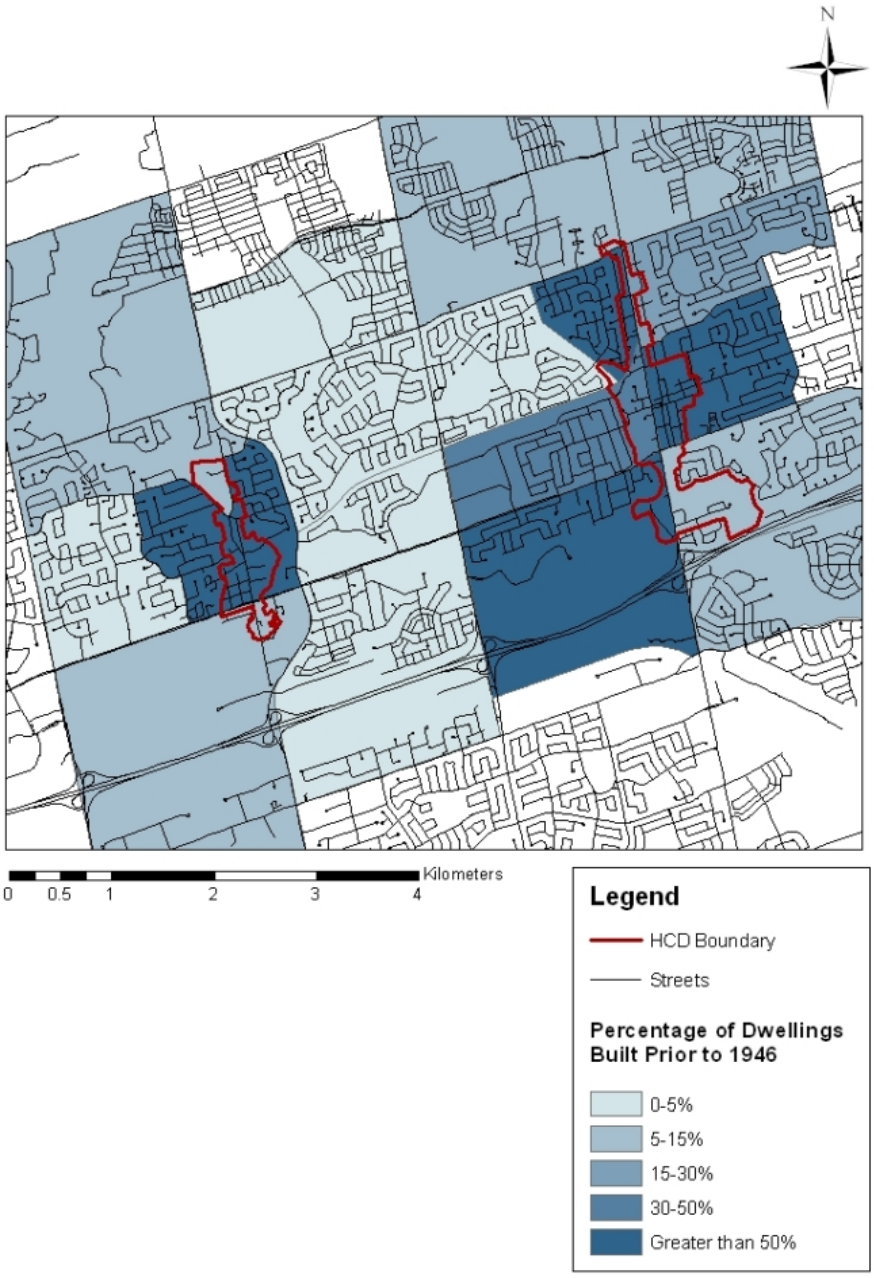

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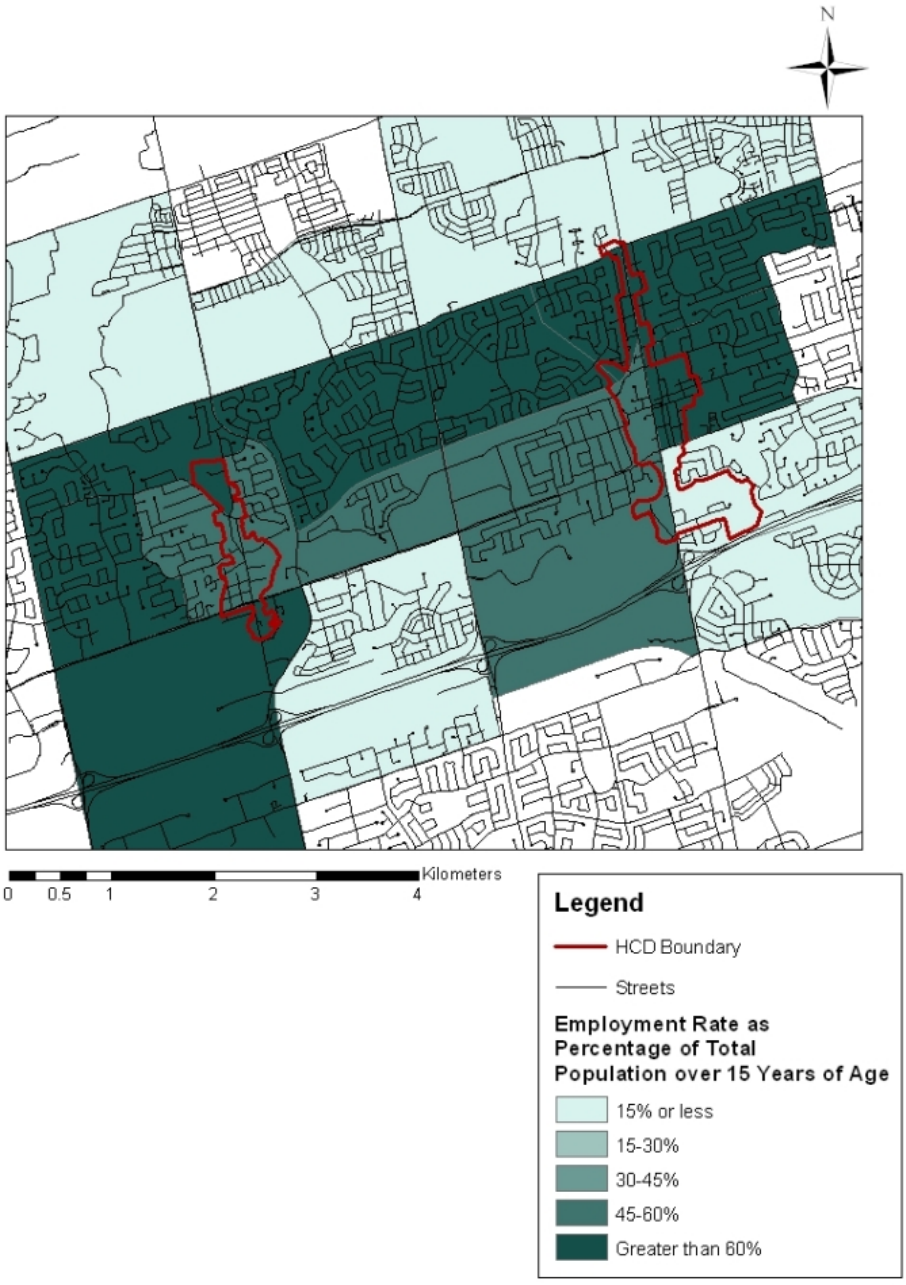

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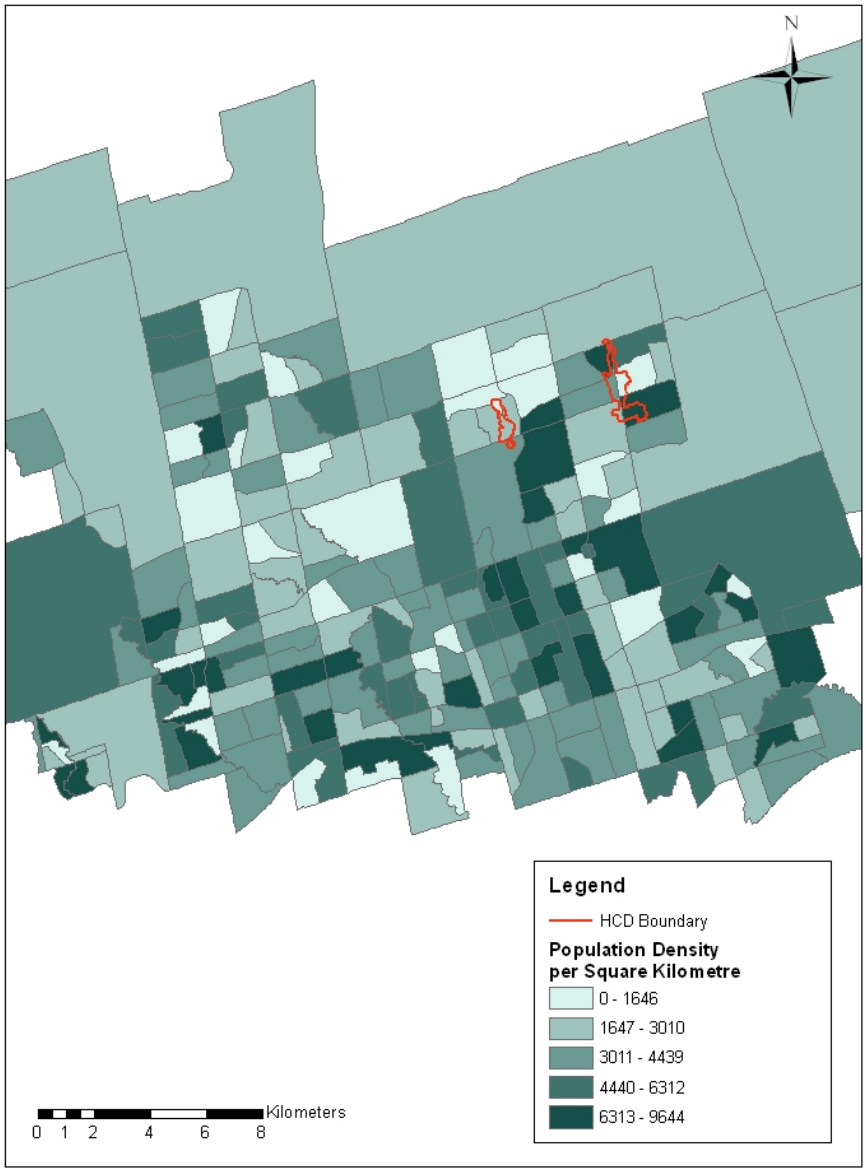

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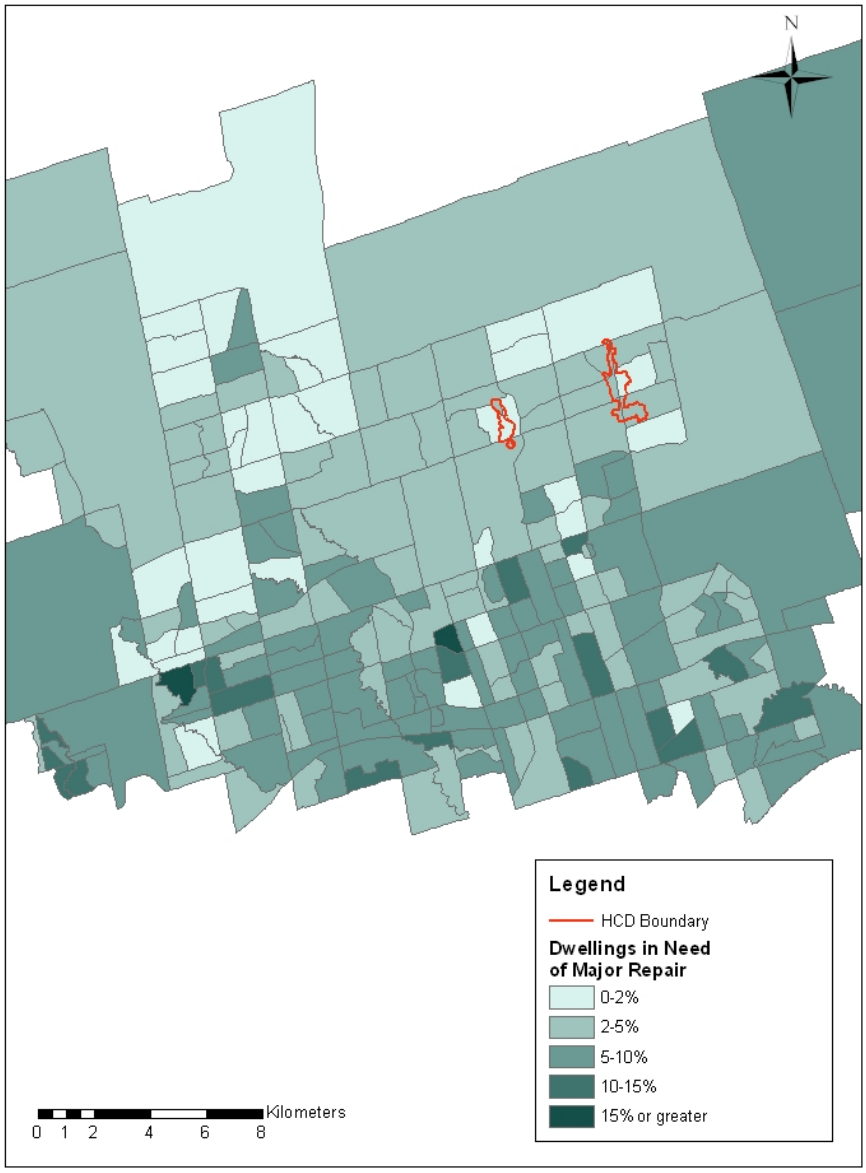

Data Sources: Statistics Canada, 2001
DMTI

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