

Section 7: Integration with Other Municipal Policies

7.1 OVERVIEW

Many municipal policies directly and indirectly bear on the success of Heritage Conservation efforts, often with more effect than overt “heritage” plans and policies. The City shall conduct a review of existing policies for Land Use, Planning, Economic Development, Taxation and other policies to ensure that they conform with the overall goal of preserving the heritage character of the Kleinburg-Nashville Heritage Conservation District.

7.2 PLANNING AND DEVELOPMENT POLICIES

7.2.1 LAND USE

The Official Plan, and its amendments, identifies general use of land in the District, which is further refined and detailed in the Zoning By-law, as amended.

It is recommended that Official Plan provisions be made with respect to the District, as provided for in Section 40 of the Heritage Act, and described in Section 3.6 of the Ministry’s “Ontario’s Heritage Conservation District Guidelines.” These provisions might take the form of an Official Plan Amendment, or a Secondary Plan, referencing the Heritage District Plan. In this way, the guidelines become enforceable under the Planning Act, as well as the Heritage Act. This resolves the dilemma between Part IV and Part V designations, described above in Section 4.2, and harmonizes municipal policies under both the Heritage Act and the Planning Act.

7.2.2 BUILT FORM

The Zoning By-law should be reviewed to ensure that its provisions support the Objectives and Policies of the Heritage District Plan. As an example, there are substantial differences between the provisions in the current residential zoning within Kleinburg Village (R1), and the existing built form. The table below compares the built form on Napier Street with the By-Law:

	Existing Built Form	By-Law (R1)
Lot size	954 sq m, median	540 sq m, minimum
Coverage	15%, median	35%, maximum
Height	6.5m, maximum	9.5m, maximum

- Special heritage Zoning categories should be enacted for the villages, to support the Built Form provisions in Section 4.7.6.7 of the Official Plan, and to more closely reflect the Heritage Character of the District.

7.2.3 ECONOMIC DEVELOPMENT

As noted in Section 1.5.1, the economic life of the Kleinburg Core has long depended on travellers and tourists, and changing patterns in tourist activities offer new challenges and opportunities for development in this area.

The Economic Development Department should develop information on the economic impact of tourism in the City and the Kleinburg-Nashville Community, so that appropriate strategies can be devised to enhance this sector.

7.2.4 PARKING

Provision of adequate parking is an important element in ensuring the economic health of the Kleinburg commercial core, and the overall amenity of the village. To this end, a detailed parking study was undertaken by Poulos and Chung Limited, in accordance with policies contained in OPA 601. The parking study ran concurrently with the Heritage District Study. The central conclusions of the current draft of the Poulos and Chung Study are excerpted below:

The parking supply for the Kleinburg core area is more than sufficient to meet all peak parking demands.

The current parking utilization indicates no need to add further parking to the Kleinburg core area. Assuming that a shared parked parking approach can be achieved in the core area, the need to create additional parking, whether private or municipal, is greatly diminished.

The critical finding of the parking surveys is that the combination of on-street and off-street parking spaces is sufficient to meet the peak parking demands of the core area. This shared parking operation is the means by which all demands can be satisfied.

This shared parking operation must be endorsed and agreed to by all core area businesses. The operation can be overseen by a committee of business people with direct control and co-ordination by the City. All businesses must recognize the mutual benefits that are achieved by shared parking. The City must be able to monitor and evaluate any land use changes such that any further parking demands that are accumulated by new development do not exceed the current available parking supply.

Since the shared parking principle implies the use of everyone's parking including the public parking provided by the school and library consideration must be given to creating new parking policies for the Kleinburg core area. These parking policies must generate a certain amount of flexibility for proposed uses and the parking supply required by them.

The Kleinburg core area and the roads leading into and out of Kleinburg require a comprehensive signage and information system. Such an information system could direct people to the off-street parking spaces thereby reducing the demand for parking on Islington Avenue and Nashville Road. Further such a system could reduce vehicles traversing the downtown and using the local streets to circle around and find a vacant on-street parking space.

Another key consideration is to connect all of the off-street parking lots. Of particular benefit would be the connection of the Doctor's House off-street parking to the adjacent off-street parking area. This ensures maximum flexibility to serve demand without having to enter and re-enter off-street parking facilities.

In light of these conclusions, both the City and the Kleinburg businesses should take steps to ensure that the existing parking supply is efficiently used. There is no need to convert more land to parking lots or to create a municipal parking lot, in the foreseeable future, if these steps are taken.

- The City should review the Zoning By-Law's parking requirements for the Kleinburg commercial core. They may be safely reduced.
- Businesses in the Kleinburg commercial core should develop strategies, both individually and as the B.I.A., to maximize the effectiveness and utilization of existing parking, as recommended by the Poulos and Chung study. The ability to develop such a strategy bears directly on the City's flexibility in revising parking standards.
- The City and the businesses should develop a consistent signage system to help direct visitors to the available and sufficient parking resources in the core.

7.2.5 ENVIRONMENTAL POLICIES

Section 4.10 of OPA 601 addresses environmental policies. The Heritage Conservation District is part of the Humber River ecosystem, and includes lands designated by OPA 601 as wetlands, significant woodlands, hydrologically sensitive areas, Environmentally Significant Areas (ESAs) and an area of Natural and Scientific Interest (Humber ANSI). Kleinburg village, in particular, is virtually integral with both of the valley and stream corridors shown in Schedule 'A'.

- The environmental contribution of open lands within built up areas (see the low existing coverage figure in 7.2.2, above) should be considered in devising appropriate zoning.
- A Heritage Tree By-Law should be enacted protecting trees larger than 250mm caliper. This will preserve the environmental contribution of the 'village forest', as well as the character of the Villages.

7.2.6 SITE PLAN CONTROL

Site Plan Control applies to all property in the City of Vaughan. The Site Plan Control By-law should be amended to recognize the District Plan.

- Urban Design Guidelines, specific to the Heritage District, should be developed. These guidelines should recognize and refer to the Policies and Design Guidelines in the District Plan, including the landscaping guidelines.

7.2.7 SEVERANCES AND MINOR VARIANCES

In evaluating an application for severance or minor variances, the Committee of Adjustment addresses matters described in the Planning Act, and consults with appropriate City departments and agencies to determine if a proposal is a suitable one, considering such matters as compatibility with adjacent use, traffic, and access, and the effects of future development.

- City staff, in reviewing applications for severances and minor variances in the District, should give due consideration to the District Plan. The City should only support applications that demonstrate compatibility with the Objectives and Policies of the Plan.

7.2.8 SIGNAGE CONTROL

The City of Vaughan By-Law 203-92 regulates signage in the City. Section 11 of the By-Law establishes 'Special Sign Districts' in Thornhill, Kleinburg, Woodbridge, and Maple.

- The Kleinburg Special Sign District should be extended to include the entire Heritage Conservation District.
- The Sign By-law should be amended to strengthen its protection of the heritage character in the Heritage District. In particular: internally illuminated signs, and awning signs should be prohibited, and awnings should be required to be retractable, in the traditional profile. The Town of Collingwood Sign By-Law is recognized as a providing a good model for heritage-conscious sign regulation.
- The Sign By-Law should be enforced. Section 6.1 of the current By-Law limits the number of signs on each lot. It does not appear to be well-enforced in Kleinburg, resulting in an overly cluttered streetscape.

7.2.9 DEMOLITION CONTROL

Demolition of a building requires a permit under Section 5 of the Building Code Act. In a Heritage Conservation District, Section 43 of the Ontario Heritage Act provides the additional requirement of obtaining a Heritage Permit for demolition or removal of a building or structure, unless 180 days have elapsed since the permit application was made AND a building permit has been obtained for a new building on the site. This change offers increased protection to heritage buildings that are threatened with demolition.

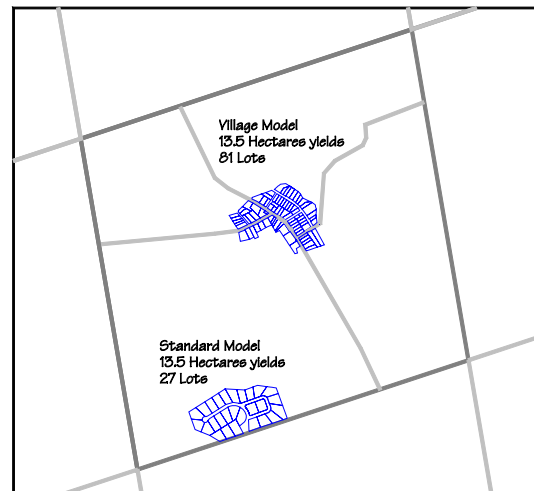
The City should develop policies requiring conservation of heritage resources when demolitions do occur. For example, the City should require extensive documentation, to be provided to Heritage Vaughan, of the building before and during demolition. It should also require advertisement of the availability of all of or parts of the building for relocation or salvage. The Kleinburg Museum should have first right of refusal on salvage items.

7.2.10 FRAMEWORK FOR FUTURE SURROUNDING DEVELOPMENT

In the immediately surrounding lands, within the OPA 601 Kleinburg-Nashville Community Plan area, development opportunities are limited by topography, available services, and policies within the Official Plan itself.

The Study Area, with a small commercial area and a variety of surrounding housing, ranging from the village setting to rural residential, provides a good model for developing an urban design strategy to accommodate future growth.

It is simpler, and more thorough, to consider these sites individually, rather than attempt a generalized scheme for the various areas. The development sites are shown on the Official Plan map in Section 2.5.1, and are listed below:



A village like Kleinburg has a density similar to serviced residential lots. Nashville has a density similar to suburban residential standards

Area 1. North of Nashville Village (see section 4.4.1.2 OPA 601 Policies)

This site of about 45 hectares is diagonally bisected by the CPR rail line. It is designated in OPA 601 for suburban residential development, with private septic sewage, and municipal water service, at a maximum density of 2 units per hectare and a minimum lot size of 0.4 hectares.

The proximity to the historic village of Nashville strongly suggests a development model based on the character of the village. The existing village is built to just over 2 units per hectare, so the existing density is compatible with the proposed development. Site planning should respect the forms established in the village. For example, buildings should make use of a period architectural styles that are compatible with the historic character of the neighbouring Heritage District. Garages should not form part of primary street frontages, and the Guidelines in Section 9.3.8, below, should be followed in that regard, in order to give exposure to the building facades. On these large lots, undisturbed land forms and existing mature trees should be preserved as much as possible. Urban design guidelines, along these lines, will allow new development to extend the existing community setting and its historical character, rather than clash with it. New roads should use the narrowest practical dimensions and the rural profile and character used in the historic villages of Kleinburg and Nashville. Provision of sidewalks and pathways to connect new development to the adjacent Nashville village should encourage walking and reduce the number of automobile trips.

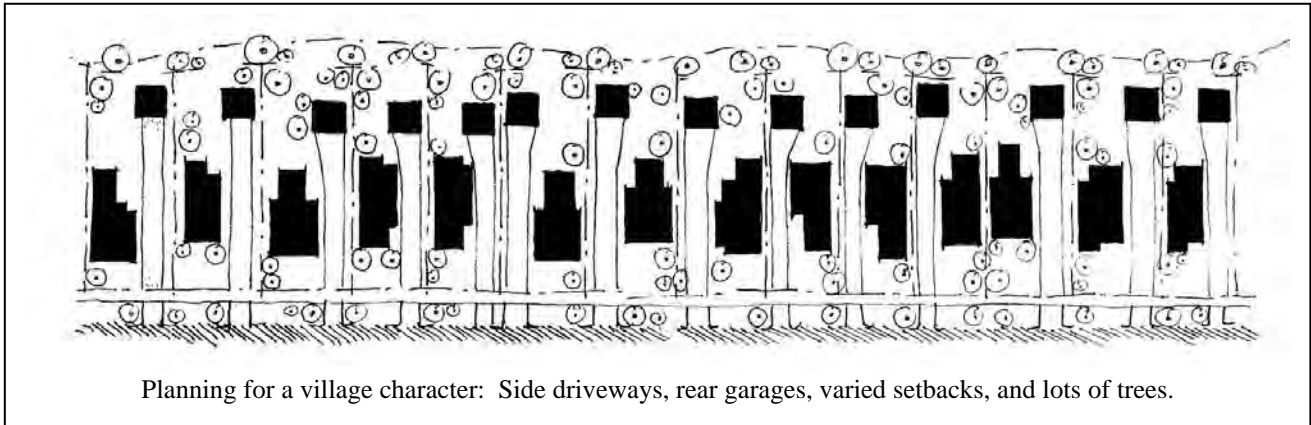
In general, the new development should be integrated with the existing village, and be compatible with the built form, siting, scale, massing and architectural character of historic buildings that front onto Nashville Road. Development should occur in depth rather than in strips parallel to the arterial roads and should compliment the historic characteristics of Nashville.



- Area 2. Humber North Extension, future residential
- Area 3. Humber Trails, serviced residential

These sites are designated for serviced residential development in OPA 601, at densities of between 5 and 7.5 units per hectare. Both sites flank valley areas. The Humber North site consists of two parcels, of about 10 hectares each, on either side of Highway 27 near the golf course. The Humber Trails site is a large parcel of about 50 hectares, north of the Major Mackenzie extension on the west bank of the Main Humber Valley.

The proposed density of these developments is similar with that of the Kleinburg village, and the village can serve as a useful model for their design. For example, Napier Street, features wide lots with 1-1/2 to 2 storey buildings of relatively modest massing and staggered setbacks. Residences have relatively narrow frontages with driveways at the sides and garages towards the rear of properties. This creates spacing between residences, and offers opportunities for large trees on all sides of the houses. The street character has a rural in profile, being narrow and without sidewalks or curbs. There is a variety of vernacular architectural styles, from the mid-19th through the mid-20th Century. The scale and spacing of the buildings, the variety in their design and siting, and the rich planting all contribute to the village character.



Although neither site is directly adjacent to the Kleinburg village, the use of the village as a model would produce a development of fine character, and enhance the setting of the Heritage District, rather than harm it. The Humber Trails site is some distance from either of the historic villages. It may be desirable to include a small village green overlooking the river valley, with a few shops and a café. Provision of these modest amenities in the new community would reduce the number of automobile trips.

Area 4. Regional Road 27 Valley Corridor

The Regional Road 27 Valley Corridor Study identifies four sites that could be developed based on a number of guiding principles and requirements. In general the four development sites will be permitted additional residential uses in the Official Plan subject to a number of environmental, servicing, and urban design requirements. Development and architecture that thematically responds to the natural and cultural heritage of the area should be encouraged, taking into account appropriate scale, massing, built-form, roads systems, ecological and environments aspects. Although only the northern end of the Corridor Study Area falls in the Heritage District, the use of the Guidelines in Section 9.7 and 9.8 for development in the whole corridor would help create a unified character for the valley area, and provide a sympathetic setting for the Heritage District.

Recommended Action:

To ensure compatibility with the historic villages of Kleinburg and Nashville, and to address OPA 601 policies, development proposals on these surrounding sites should be required to include comprehensive urban design guidelines and landscape master plans.

7.3 ADDITIONAL MUNICIPAL ACTION

There are additional policy actions the City should consider that can have a significant effect on encouraging preservation and restoration of the heritage character of the District.

7.3.1 HERITAGE EASEMENTS

A Heritage Easement is an undertaking by an owner of a heritage building to take certain steps to protect the heritage character of his building and to retain insurance on it sufficient to construct a replacement building if it suffers destruction. It can be a useful preservation tool for use in the Site Plan Approval process, particularly when all or part of a heritage building is included in a larger new development.

7.3.2 TAX MEASURES

Recent Provincial legislation allows municipalities to enact property tax abatement for properties designated under Part IV and Part V of the Heritage Act. The City should evaluate this legislation to determine if it can be usefully applied to the District.

7.3.3 GRANTS & LOANS

The City of Vaughan has a Designated Property Subsidy Grant Program and a Community Heritage Loan Program. Properties in the District are eligible for these programs. The Grant Program has two categories, relocation grants up to \$10,000 and restoration grants up to \$5,000, listed in that order. In keeping with the principal that restoration in place is preferable to relocation, consideration should be given to reversing the order of listing, and increasing restoration grants to equal or better relocation grants.

The grant and loan programs are less active than they were in the past, and it is recommended that the programs be examined for possible revision. For example, the 6% interest rate charged in the loan program was attractive when it was enacted, but in the current environment it is no better than an ordinary bank loan.

It would be worthwhile looking at programs in other municipalities. For example, the City of Barrie has a facade improvement loan program, pursuant to Section 28(7) & (8) of the Planning Act. Loans of up to \$20,000, covering up to half of an approved improvement, are forgivable at the rate of \$1,000/year. The administration of the program is designed to be straightforward, and user-friendly for both the applicant and the municipality.

The loss of heritage properties due to simple neglect is an avoidable tragedy, and small levels of assistance have proven to be very effective in encouraging needed repairs and restoration. When a program designed to encourage conservation stops attracting applicants, it is time to redesign the program.