City of Kingston  
Report to Planning Committee  
Report Number PC-17-053

To: Chair and Members of Planning Committee  
From: Lanie Hurdle, Commissioner, Community Services  
Resource Staff: Paige Agnew, Director, Planning, Building & Licensing Services  
Date of Meeting: June 8, 2017  
Subject: Public Meeting Report  
File Number: D35-002-2017  
Address: 652 Princess Street & 662, 668, 670 Princess Street & 551 Victoria Street  
Application Type: Official Plan & Zoning By-Law Amendment  
Owner: Kingston Terminal Properties  
Applicant: FOTENN Consultants Inc. and IN8 (Sage Kingston) Developments Inc.

Executive Summary:

The following is a Public Meeting report to the Planning Committee regarding applications for an Official Plan & zoning by-law amendment submitted by FOTENN Consultants Inc. and IN8 (Sage Kingston) Developments Inc. on behalf of Kingston Terminal Properties, with respect to the subject site located at 652 Princess Street & 662, 668, 670 Princess Street & 551 Victoria Street. This report describes the proposed applications and includes an overview of the relevant policies and regulations that will be evaluated as part of a future comprehensive report.

The subject lands are designated ‘Main Street Commercial’ and are located in the Williamsville Special Policy Area in the Official Plan and are zoned Williamsville Main Street Commercial ‘C4-H (T1)’ Zone in Zoning By-Law Number 8499.

The applicant is proposing to develop a 10 storey mixed residential/commercial building containing 327 residential units and 615 square metres of commercial space. A total of 156 parking spaces are proposed to be provided on-site, 4 of which are proposed to be dedicated to
commercial use. Of the total 156 parking spaces, 114 are proposed to be located in a single level of underground parking.

To accommodate the proposal, the applicant is requesting to amend the Official Plan to establish a new site-specific policy area for the subject lands to address the proposed height and angular plane. With respect to zoning, the applicant is requesting a new site-specific Williamsville Main Street Commercial ‘C4-X’ zone for the site which incorporates relief from the following zoning provisions: increase in streetwall height and maximum building height; removal of the angular plane provisions; reduction in the minimum required off-street parking spaces, reduction in the minimum parking design standards for standard and barrier-free spaces; reduction in amenity space requirements; reduction in the number and design standards for loading spaces and bicycle parking spaces; and an increase in the maximum distance from the subject site for the location of off-street parking spaces.

The development includes the removal of the buildings located at 662, 668, 670 Princess Street and 551 Victoria Street, which is a listed property on the City’s Heritage Properties Register.

The applications propose an increase in the existing height and density provisions for the subject properties. Staff are also seeking input from the community through this Public Meeting process with respect to potential community benefits related to the proposed development.
Authorizing Signatures:

ORIGINAL SIGNED BY COMMISSIONER

Lanie Hurdle, Commissioner, Community Services

ORIGINAL SIGNED BY CHIEF ADMINISTRATIVE OFFICER

Gerard Hunt, Chief Administrative Officer

Consultation with the following Members of the Corporate Management Team:

Denis Leger, Commissioner, Corporate & Emergency Services Not required
Jim Keech, President and CEO, Utilities Kingston Not required
Desiree Kennedy, Chief Financial Officer & City Treasurer Not required
Options/Discussion:

Public Meeting Process
Anyone who attends a Planning Committee Public Meeting may present an oral submission, and/or provide a written submission on the proposed applications. Also, any person may make written submissions at any time before City Council makes a decision on the applications.

If a person or public body does not make an oral submission at a Public Meeting, or does not make a written submission to the City of Kingston before a decision is made by Council, the person or public body is not entitled to appeal the decision of the City of Kingston to the Ontario Municipal Board and may not be added as a party to the hearing of an appeal before the Ontario Municipal Board unless, in the opinion of the Board, there are reasonable grounds to add the person or public body as a party.

The Planning Committee will consider a comprehensive report and recommendation from the Planning Division, respecting the subject applications, at a future meeting. The Committee will make its recommendation to City Council at the meeting. The decision of City Council will be final unless appealed.

All persons who made oral or written submissions, or have requested notification in writing, will be given written notice of the future meeting(s) of the Planning Committee at which time the subject applications will be considered. Anyone wishing to be notified of Council's decision on the subject applications must submit a written request to:

Lindsay Lambert, Senior Planner
The Corporation of the City of Kingston
Planning, Building & Licensing Services
216 Ontario Street
Kingston, ON K7L 2Z3
613-546-4291 extension 2176
llambert@cityofkingston.ca

Application and Submission
This report provides information on proposed amendments to the City of Kingston Official Plan and the former City of Kingston Zoning By-Law Number 8499, which are the subject of this Public Meeting.

In addition, staff are seeking input from the public regarding potential community benefits, as these applications are requesting increased height and density for the proposed development.

On April 21, 2017 and May 8, 2017, the Official Plan amendment and zoning by-law amendment applications were submitted by FOTENN Consultants Inc. and IN8 (Sage Kingston) Developments Inc., on behalf of Kingston Terminal Properties. On May 10, 2017, the applications were deemed complete in accordance with the Planning Act.
The subject lands include two separately assessed parcels of land located at 662, 668, 670 Princess Street and 551 Victoria Street and 652 Princess Street (Exhibit A – Key Map).

The subject lands are designated ‘Main Street Commercial’, are located in the Williamsville Special Policy Area in the Official Plan and are zoned Williamsville Main Street Commercial Zone ‘C4-H (T1)’ in Zoning By-Law Number 8499.

The applicant is proposing to develop a 10 storey mixed residential/commercial building containing 327 residential units and 615 square metres of commercial space. A total of 156 parking spaces are proposed to be provided on-site, 4 of which are proposed to be dedicated to the commercial use. Of the total 156 parking spaces, 114 are proposed to be located in a single storey of underground parking.

To accommodate the proposal, the applicant is requesting to amend the Official Plan to establish a new site-specific policy area for the subject lands to address its proposed height and angular plane. With respect to zoning, the applicant is requesting a new site-specific Williamsville Main Street Commercial ‘C4-X’ zone for the site which incorporates relief from the following zoning provisions: increase in streetwall height and maximum building height, removal of the angular plane provisions; reduction in the minimum required off-street parking spaces, reduction in the minimum parking design standards for standard and barrier-free spaces; reduction in amenity space requirements; reduction in the number and design standards for loading spaces and bicycle parking spaces; and increase in the maximum distance from the subject site for the location of off-street parking spaces.

The development includes the removal of the buildings located at 662, 670 Princess Street and 551 Victoria Street, which is a listed property on the City’s Heritage Properties Register, with one of the two buildings being the site of the former Carnovsky Bakery. The development proposal includes the removal of the heritage structure with mitigation of the impacts through its proposed replacement with a ‘sculptural ghost and footprint’ of the circa 1849 building.

The City will be seeking possible Community Benefits in accordance with Section 37 of the Planning Act and Sections 9.5.25 – 9.5.30 of the Official Plan if any increase in height or density is approved by Council. Possible suggestions for community benefits can be provided by the public on June 8, 2017, or in writing to:

Lindsay Lambert, Senior Planner
The Corporation of the City of Kingston
Planning, Building & Licensing Services
216 Ontario Street
Kingston, ON K7L 2Z3
llambert@cityofkingston.ca

In support of the application, the applicant has submitted the following:

- Planning Rationale Report, prepared by FOTENN Consultants Inc.
- Urban Design & Shadow Study, prepared by FOTENN Consultants Inc.
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- Stage 1 Archaeological Assessment, prepared by Abacus Archaeological Services
- Conceptual Site Plan, prepared by IBI Group Incorporated
- Elevation Plans, prepared by IBI Group Incorporated
- Floor Plans, prepared by IBI Group Incorporated
- Height Map, prepared by IBI Group Incorporated
- Cultural Heritage Impact Statement, prepared by Metropolitan Design Ltd.
- Noise Impact Feasibility Study, prepared by JJ Acoustic Engineering Ltd.
- Perspectives, prepared by IBI Group Incorporated
- Floor Plate Diagrams, prepared by IBI Group Incorporated
- Site Servicing and Stormwater Management Report, prepared by IBI Group Incorporated
- Site Servicing Calculations, prepared by EMCAD Consulting Engineers
- Electrical Load Calculations, prepared by EMCAD Consulting Engineers
- Survey, prepared by IBI Group Incorporated
- Traffic Impact & Parking Study, prepared by IBI Group Incorporated
- Phase I Environmental Assessment, prepared by Pinchin Ltd.
- Arborist Report, prepared by ECO Tree Care
- Vegetation Management Plan by IBI Group Incorporated

All submission materials are available online through the Development and Services Hub (DASH) at the following link, [DASH](#), using “Look-up a Specific Address”. If there are multiple addresses, search one address at a time, or submission materials may also be found by searching the file number.

**Site Characteristics**
The subject site consists of two separately assessed parcels of land, together with frontage on Princess, Nelson and Victoria Streets and a combined site area of 4,495 square metres. Princess Street is identified as an Arterial Road, with Nelson and Victoria Streets identified as Local Roads in the Official Plan.

The property known as 652 Princess Street is currently vacant and the site known as 662, 668, 670 Princess Street and 551 Victoria Street contains 2 two-and-a-half storey buildings with mixed-use commercial/residential uses and is a listed property on the City’s Heritage Properties Register. One of the two buildings has been identified as having heritage value, with its historical/associative and contextual value derived from the building having an early presence in the commercial core of historic Williamsville and as the site of the Carnovsky Bakery. The development proposes to remove the heritage structure with mitigation through its replacement with a ‘sculptural ghost and footprint’ of the circa 1849 building.

The lands are located in the Queen’s neighbourhood. The Queen’s neighbourhood contains a total of 580 dwelling units which are predominantly single detached dwellings (17%), duplex apartments (12%) and apartment dwelling units (58%). Parks (including Victoria Park and Breakwater Park), schools (including KCVI) and Queen’s University are also located in the neighbourhood.
Surrounding land uses include commercial and mixed commercial/residential uses along Princess Street, including a gas station to the west at 676 Princess Street, a mixed use building to the northwest at 655 Princess Street, St. Luke’s Church to the north at 236 Nelson Street and a mixture of single-unit, two-unit and multi-unit dwellings to the south. The vacant lands immediately to the east on the opposite side of Nelson Street, known as 575 Princess Street, are the subject of Planning Act applications.

Provincial Policy Statement
The Provincial Policy Statement (2014) provides policy direction on matters of provincial interest related to land use planning and development, which are intended to be complemented by local policies addressing local interests. This proposal will be evaluated as part of the future comprehensive report in order to ensure it conforms to the policy direction in the Provincial Policy Statement (2014).

Official Plan Considerations
The subject lands are located in a ‘Corridor’ as shown on Schedule 2 of the Official Plan. Section 2.2 of the Official Plan states that the City is divided into broad, structural elements which are intended to remain stable for the duration of the Plan. The Princess Street Corridor between the Central Business District Centre and the Cataraqui Centre will continue to evolve as a mixed land use development area with mixed use buildings containing residential, employment and retail uses. It is a priority transit route and is intended to be the focus of intensification involving higher building heights and densities (Section 2.2.10).

The Princess Street Corridor in Williamsville is identified as a Special Policy Area as shown on Schedule PS-1 in the Official Plan. The subject lands are designated ‘Main Street Commercial’ and are within the Williamsville Special Policy Area in the City of Kingston Official Plan (Exhibit C – Official Plan, Land Use). The planned function of the Main Street Commercial designation is “to serve surrounding neighbourhoods with a broad range of uses”. Permitted commercial uses include retail, service and office uses that are suitable for a main street pedestrian format, and are intended to serve the surrounding neighbourhoods. Compatible residential uses are also permitted. For properties within the ‘Main Street Commercial’ designation, land use on the ground floor is required to be commercial, unless otherwise identified in a Special Policy Area.

The Williamsville Main Street is divided into three character areas. The subject property is located within the Community Destination area (Section 10E.1.8). It is the intent that this area should serve as a primary destination for local residents, providing for community uses such as open spaces, community centres, daycares and commercial uses that focus on community amenities to serve the day to day needs of the local residents.

In accordance with Section 10E.1.17, any new surface parking facilities will be developed according to the following five policies:

- Where surface parking for new development is necessary, parking lots should be located at the rear of buildings. Surface parking lots shall not be permitted in front of buildings facing Princess Street or on lots directly abutting Princess Street.
Private surface parking facilities will not be permitted as the primary long-term use of the property. Private surface parking facilities may be permitted as a temporary use, subject to a temporary use by-law and a Site Plan Control agreement.

- Planting strips, landscaped traffic islands, and/or paving articulation should be used to define vehicle routes and smaller parking courts that provide pedestrian walkways, improve edge conditions, and minimize the negative visual impact of surface parking.
- Landscaping, or other parking area screening devices, should not obstruct the primary building façade or total visibility of the parking area.
- Preferential parking for bicycles, energy efficient vehicles and car-share services are encouraged.

With respect to rear lanes, Section 10E.1.19 contains the following four policies for their development in the Williamsville Corridor:

- Rear lanes should always exit onto adjacent side streets.
- New developments along Princess Street should seek opportunities to provide continuity to existing adjacent rear lane systems where the lane condition terminates adjacent to the property.
- Where new developments occur and lanes are required to provide access to rear lot parking facilities, the primary façade of the building should not face the lane, nor should the primary ground level access be provided from a rear lane. This is necessary as it is important to maintain primary ground level access from the street in order to encourage street activity and to facilitate pedestrian movement.
- Where new lanes are required, a minimum width of 8.0 metres is recommended.

With respect to cultural heritage resources, Section 10E.1.22 affirms that they are a valued legacy of the City and constitute character-defining elements of the Williamsville Main Street that are intended to be conserved. New development and redevelopment must protect, enhance, support or adaptively re-use these resources. Development that may impact a cultural heritage resource shall be required to comply with Section 7 of the Official Plan.

The Williamsville Main Street Study identifies a portion of the subject lands (the property known as 652 Princess Street) to be a potential taller building site. The following seven Official Plan policies apply to the height of buildings in the Williamsville Main Street (Section 10E.1.29):

- All new buildings on Princess Street should achieve a minimum building height of 3 storeys (10.5 metres).
- The continuous streetwall will range between 3 to 4 storeys, depending on the adjacent properties, generally with buildings up to 6 storeys (20 metres).
- Average lot depths equal to or greater than 36 metres are required to accommodate buildings for six (6) storeys in height.
- Buildings shall be no taller than 6 storeys unless the design of the building(s) can demonstrate a positive contribution to the community as a whole (i.e. gateway sites, landmark sites). In instances where minimal impacts occur on adjacent uses, additional height may be considered up to a maximum of 10 storeys (31.5 metres). Compatibility
must be demonstrated through an Urban Design Study, and buildings taller than 6 storeys will be subject to a zoning by-law amendment, and may also be subject to Height and Density Bonusing.

- Taller buildings can be considered at key nodes and intersections to reinforce the prominence of these locations through appropriate massing, building projections, recesses at ground level, lower storeys design and open space treatments which make these buildings visually distinct. Sites will need to be deeper than 36 metres and demonstrate compatibility and functionality through an Urban Design Study. Only properties with minimal shadow impact, either on Princess Street or adjacent to existing residential areas, should be considered for buildings over 6 storeys.
- The upper storeys above the streetwall/building base will be set back from the streetwall a minimum of 1.5 metres to fit with the recommended angular plane identified below.
- Mechanical penthouses should be allowed to exceed the maximum allowable building height by up to 5 metres, provided they do no penetrate front or rear property angular planes.

All new development shall fit within an angular plane taken from a height above the established grade of the front property line equivalent to 70% of the right-of-way width. Above this height, subsequent storeys must fit within a 45 degree angular plane (Section 10E.1.34).

New development should be massed in a manner that does not overshadow adjacent existing development. All new development should fit within an angular plane taken from the rear property line. From here, all storeys must fit within a 45 degree angular plane (Section 10E.1.35).

The applicant is requesting to amend the Official Plan to recognize the proposed height of the building and to remove the angular plane requirements.

**Zoning By-Law Considerations**

The subject lands are zoned Williamsville Main Street Commercial Zone ‘C4-H (T1)’ in Zoning By-Law Number 8499, as amended (Exhibit D – Existing Zoning). The uses permitted in the ‘C4’ zone include libraries, art galleries and museums; churches, community halls and parish halls; community centres; sanitariums, or institutions for philanthropic or charitable uses, other than correctional uses, and other than for the treatment of inebriates or persons suffering from insanity or other mental disease, infectious disease, or contagious disease; lay or religious fraternity houses or boarding houses where occupied by students, used exclusively for the purposes of habitation or congregational meetings and supervised by the authorities of a public educational institution; fraternal organizations or similar institutions of public character; hospitals as defined by the Public Hospitals Act; boarding houses and rooming houses; multiple family dwellings containing three or more dwelling units; retail stores or shops; undertakers’ establishments; offices for or in connection with businesses or professions; banks; hotels; offices for printing and publishing; restaurants; senior citizen apartments; theatres; bowling alleys, pool and billiard halls; shopping centres; laundries and dry cleaners; bakeries; community homes; places of amusement; crisis care shelters; residential care facilities; recovery
homes; community support houses; and day care centres. The ‘(T1)’ permits a temporary surface parking lot as a permitted use. This temporary use must cease by October 6, 2018.

The applicant is proposing to change the zoning of the site to a new Special Williamsville Main Street Commercial ‘C4-X’ zone which incorporates relief from the following existing zoning provisions: increase in streetwall height and maximum building height, removal of the angular plane provisions; reduction in the minimum required off-street parking spaces, reduction in the minimum parking design standards for standard and barrier-free spaces; reduction in amenity space requirements; reduction in the number and design standards for loading spaces and bicycle parking spaces; and increase in the maximum distance from the subject site for the location of off-street parking spaces.

Community Benefits
In accordance with Section 37 of the Planning Act and Sections 9.5.25 – 9.5.30 of the Official Plan the City will be seeking possible Community Benefits if any increase in height or density is approved by Council.

As identified in Section 9.5.25 of the Official Plan, possible community benefits include providing parkland dedication beyond what is already required by the Official Plan; improving access to public transit facilities; providing public areas, pathways and connections to external public pathways/trail systems; providing public and/or underground parking; providing community and open space facilities such as small parks, day care centres, community centres, recreation facilities, cultural facilities; and providing public art.

Possible suggestions for community benefits can be provided by the public on June 8, 2017 at the Public Meeting, or in writing via the contact details noted above.

Previous & Current Applications
1978 – 652 Princess Street, File Number: A-SPC-3.0088-78
A Site Plan Control application for a restaurant.

1998 – 668 Princess Street, File Number U.COA.144-98
Application for the creation of a new lot. The application was denied by the Committee of Adjustment.

Applications for Official Plan amendment and zoning by-law amendment for a 9 storey mixed use building with 83 residential units, 96 parking spaces and ground floor commercial space. The applications were abandoned by the applicant.

2005 – 652 Princess Street, File Number D11-015-2005
A Site Plan Control application for the development of a 2 storey commercial building with 2,102 square metres of gross floor area. The applications were closed after a period of inactivity.

2017 – 652 Princess Street and 662, 668 & 670 Princess Street & 551 Victoria Street
A Site Plan Control application (File Number D11-014-2017) has been submitted for the proposed development.

**Technical Circulation Process**

The application has been circulated to a number of internal departments and external agencies for review and comments. The responses to the technical circulation will be addressed in the technical review and included in the comprehensive report for consideration at a future Planning Committee meeting.

**Existing Policy/By-Law:**

The proposed amendment will be reviewed against the policies of the Province of Ontario and City of Kingston to ensure that the changes will be consistent with the Province’s and the City’s vision of development. The following documents will be assessed:

**Provincial**

*Planning Act*

Provincial Policy Statement, 2014

**Municipal**

City of Kingston Official Plan
Zoning By-Law Number 8499

**Notice Provisions:**

Pursuant to the requirements of the *Planning Act*, a notice of the Statutory Public Meeting was provided by advertisement in the form of signs posted on the subject site 20 days in advance of the Public Meeting. In addition, notices were sent by mail to all 131 property owners (according to the latest Assessment Rolls) within 120 metres of the subject property. A courtesy notice was also placed in The Kingston Whig-Standard on May 30, 2017.

**Accessibility Considerations:**

Not applicable

**Financial Considerations:**

Not applicable

**Contacts:**

Paige Agnew, Director, Planning, Building & Licensing Services 613-546-4291 extension 3252

Marnie Venditti, Manager, Development Approvals 613-546-4291 extension 3256

Lindsay Lambert, Senior Planner 613-546-4291 extension 2176
Other City of Kingston Staff Consulted:

Not applicable

Exhibits Attached:

Exhibit A       Key Map
Exhibit B       Neighbourhood Context (2015)
Exhibit C       Official Plan, Land Use
Exhibit D       Zoning By-Law Number 8499, Map 19
Exhibit E       Proposed Site Plan
Exhibit F       Urban Design Report Excerpts
Exhibit G       Perspective Plans
Exhibit H       Public Notice Notification Map
PLANNING COMMITTEE

KEY MAP

Applicant: FOTENN Consultants Inc. & IN8 (Sage Kingston) Developments Inc.
Owner: Kingston Terminal Properties
File Number: D35-002-2017
Address: 652, 662, 668, 670 Princess St. and 551 Victoria St.
Exhibit B

PLANNING COMMITTEE

NEIGHBOURHOOD CONTEXT (2015)

Applicant: FOTENN Consultants Inc. & IN8 (Sage Kingston) Developments Inc.
Owner: Kingston Terminal Properties
File Number: D35-002-2017
Address: 652, 662, 668, 670 Princess St & 551 Victoria St

LEGEND

Subject Properties
Property Boundaries

PREPARED BY: J. Partridge
DATE: 5/16/2017
PLANNING COMMITTEE
OFFICIAL PLAN, Land Use

Applicant: FOTENN Consultants Inc. & IN8 (Sage Kingston) Developments Inc.
Owner: Kingston Terminal Properties
File Number: D35-002-2017
Address: 652, 662, 668, 670 Princess St. and 551 Victoria St.

LEGEND

- Subject Properties
- Residential
- Main Street Commercial
- Open Space
3.3 Massing Analysis

Facade articulation to create rhythmic pattern and visually reduce overall mass.

Central atrium skylight.

Stepback above 4-storey street wall.

Podium detailing reflecting Kingston main street architectural vernacular.

Animated ground floor retail.

Residential entrance feature.

Entrance feature.

Figure 15: Massing Analysis
Stepped height transition to adjacent neighborhood.

Private terrace facade articulation to create rhythmical pattern and visually reduce overall mass.

Sheltered heritage colonnade at entrance.

Figure 16: Massing Analysis
3.6 SIDE ANGULAR PLANE

45° ANGULAR PLANE

13.5m

Figure 20: Elevation from Princess St
3.7 FRONT AND REAR ANGULAR PLANE

45° ANGULAR PLANE

13.5m

Figure 22: Elevation from Nelson St