Draft Addendum to the Williamsville Main Street Study

July 24, 2020
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DRAFT – July 24, 2020

Note re: Draft version of this Addendum dated July 24, 2020
Please note that this Draft version of the Addendum is provided for consultation purposes related to the Statutory Public Meeting scheduled for August 13, 2020. Following that meeting, staff will be finalizing the Addendum and presenting the material at a subsequent Planning Committee meeting, along with a Comprehensive Report that outlines and implements recommendations. The date of this subsequent meeting has not yet been determined.

1.0 Introduction
This addendum has been prepared in response to Council’s direction regarding an Interim Control By-Law (By-Law Number 2019-73) and a review of the Williamsville Main Street Study (2012). It will support changes to the related Official Plan policies and zoning by-law provisions. Where there is a discrepancy between the Williamsville Main Street Study (2012) and this addendum, the material presented in the addendum will take precedence.

2.0 Background
In 2012, the Williamsville Main Street Study (the Study) was completed and approved by Council. The study area, known as the Williamsville Main Street Corridor, is a 1.7 kilometre stretch of Princess Street from Division Street to the Bath Road and Concession Street intersection.

The goal of the Study was to spur development along a main street that is increasingly becoming pedestrian-oriented and transit-supportive with mixed use developments, and commercial uses to serve the surrounding neighbourhoods. The City implemented the Study in Official Plan and zoning by-law amendments in 2013, which created the “Princess Street Corridor Specific Policy Area, Williamsville Main Street” (Section 10E.1) in the Official Plan (www.cityofkingston.ca/official-plan) and the C4 zone in Zoning By-Law Number 8499 for the majority of the lands within the study area.

2.1 Four Definitions of Success for this Work Program
Staff identified four definitions of success for assessing options and are outlining them here to provide context to the recommendations. They include consideration of history and original intent; more recent Council priorities and direction; operational and process-related challenges; and the broader aspirations for strategic and timely infill.
development in the city in keeping with recent new thinking as part of the Density by Design exercise. These definitions are supported by new information and analysis to result in the recommendations presented in this addendum.

The following four “definitions of success” were identified and utilized:

1) Respect for, and a wish to get closer in implementation to, the "original vision/intent" of the Williamsville Study where still applicable/appropriate;
2) Respect for, and a wish to reflect new needs and aspirations that have arisen in the city, and more recent or current Council direction;
3) A need for a clear, understandable system that is easy to implement/operate; and,
4) An approach that allows many/most individual projects to be viable under reasonable assumptions, with enough projects "green lit" in the short to medium term to address strategic smart growth goals in this key urban corridor.

Figure 1: Williamsville Main Street Corridor
3.0 Putting Williamsville in Context

3.1 City-wide Growth Considerations

In 2019, the City updated its Population, Housing & Employment Projections to estimate growth in Kingston from 2016 to 2046. This work shows that the City continues to grow at a steady pace, creating additional demand for housing and jobs as time goes on.

Employment trends indicate that Kingston, similar to provincial and national trends, is transitioning from goods to services production. The fastest growing sectors in Kingston are knowledge-based ones, including health care and social assistance, educational services, and professional, technical and scientific sectors. The employment base also has a high concentration of people engaged in arts and culture, as well as being oriented highly towards small businesses and home-based occupations.

In terms of population and housing trends, while the permanent population in the City continues to grow at a modest pace, the City’s student population is growing considerably faster. The student population, combined with a steady demand from persons 75 years and older, continues to fuel demand for rental housing in the City, specifically high-density dwellings. The City is also anticipated to accommodate a growing share of young adults and new families (ages 20 to 44) seeking competitively priced home ownership and rental opportunities.

By 2046, the City’s population is forecast to grow to 146,300, which is a total population increase of 18,600 between 2016 and 2046. When the student population that is not captured in the Census is included, the City’s population base is forecast to reach 180,300 by 2046. Housing preferences are anticipated to continue to gradually shift towards high-density housing forms over the long-term forecast period based on demographic data. Given the intent of the Williamsville Main Street Study to promote infill and redevelopment on the vacant and underutilized land in the corridor, the lands within the Williamsville Main Street corridor are well-positioned to accommodate a reasonable share of this projected growth.

More recently, Council received the 2019 Vacancy Rate Report at its meeting on March 3, 2020. This report was an update on the primary rental market vacancy rate for the City, which has increased from 0.6% in 2018 to 1.9% in 2019. A healthy vacancy rate is considered by the Canada Mortgage and Housing Corporation to be 3%. This means that the City urgently requires an additional supply of rental housing, and will require more supply to be added over time to accommodate overall projected growth. The report also looked at affordability and rental rates, which are rising quickly, and the dynamics that exist between vacancy rates (supply) and population, housing, and employment trends (demand).
The report noted that the City appears to be growing at a faster rate than what was forecasted which could be contributing to the lack of available housing currently being experienced in the City. Progress has been made in terms of improving the overall housing supply, with many units recently occupied or currently under construction. However, the report indicated that in order to ensure a continued supply of housing that offers a diversity of housing types, affordability and sustainability, it is necessary that there be a sustained effort across a variety of options and initiatives.

With respect to the total number of housing units targeted between 2019 and 2022, the City has met approximately 32% of Council’s strategic goal this year alone. In order to fulfill the total goal of 3,045 new housing units and achieve a 3% vacancy rate by 2022, the City will need to have strong subsequent years of new unit construction. It is important to note that the number of units required to achieve a vacancy rate that is in the range of 3% was based on the population projections. The actual number of units needed may be higher if the population continues to grow at a faster pace than projected.

In summary, the City has a need for additional residential units in both the short and long terms. Detailed growth allocations are being determined City-wide through this project together with the Central Kingston Growth Strategy and the North King’s Town Secondary Plan, and will be continually refined as more detailed information related to servicing capacity becomes available. We are recommending that approximately 5-7% of the City’s residential growth to 2046 be directed to the Williamsville Corridor, which represents approximately 3000 additional residential units.

3.2 Affordability
While the Williamsville corridor has historically provided relatively affordable housing options, recent investments and redevelopment are putting upward pressure on costs. The Williamsville neighbourhood has been subject to gentrification for some time, but the pace of change seems to be increasing.

Affordability initiatives at the Provincial level include new direction and options for municipalities. Permission for second residential units has resulted in a sharp uptake in their construction, with building permits issued for 58 second residential units so far in 2020. In 2019 at this time, 17 permits had been issued for second units with approximately 100 permits issued over the last 5 years.

More recently, the new Provincial Policy Statement 2020 changed the direction for second residential units to “additional residential units”, indicating that municipalities must consider allowing three units as of right. Planning Services is undertaking detailed analysis in coordination with Utilities Kingston to determine servicing capacity impacts for this change.
While additional residential units are typically associated with low rise forms of development, another possible Provincial tool is Inclusionary Zoning, which can require affordable residential units to be included in a multi-residential development. This is the form of development most likely to continue along the Williamsville Corridor, providing a greater range of forms of housing within the mostly low-rise Williamsville neighbourhood.

Planning Services is working with Housing and Social Services to support and encourage affordable housing options City-wide, including in the Williamsville Corridor. Our groups work with a spectrum of affordability that includes affordability based on various definitions, as well as types of supportive housing options.

4.0 Heritage and Character

4.1 Cultural Heritage Resources
Planning for the conservation of cultural heritage resources is governed by the Planning Act together with the Ontario Heritage Act. The Planning Act focuses on built heritage and cultural heritage landscapes, while the Ontario Heritage Act considers cultural heritage somewhat more broadly. The City of Kingston’s Cultural and Planning Services departments uses the tools of both Acts to conserve built heritage resources across the City.

Increasingly, Planning Services is adopting a more inclusive view of heritage conservation and broadening the scope of what is considered when identifying the City’s heritage resources. Cultural Services is supporting this work with the expertise already available in that department and its years of experience with broader considerations of cultural heritage such as museum and educational programming and community consultations on issues related to community identity. The Planning Services department is benefiting from current initiatives such as Sir John A. 360 and Your Stories, Our Histories.

This is critical work at a time when intolerance, inequality and bigotry is still a daily struggle within our communities.

Many consider heritage to refer to older, picturesque buildings. In fact, a heritage building is different from a historic building. Heritage can be anything identified as having cultural heritage value or interest by a community. It refers to what is inherited through generations, and it is a key element of who we are as a group of people. It includes concepts, practices and beliefs passed down through generations and shared among current communities.
When we talk about heritage value, we are also talking about community values. Our shared cultural heritage impacts how we see ourselves and what we collectively believe. It impacts how we relate to one another and how our communities look and feel to live in.

Other possible approaches include cultural heritage landscapes and “intangible heritage”, which is place-based identification of community stories and naming, local cultural narratives and/or customs.

### 4.2 Built Heritage Resources

The heritage work conducted for the Study provided recommendations related to identification and conservation of specific properties with Princess Street frontage. These built heritage resources are protected under the Ontario Heritage Act as designated heritage properties.

This work did not consider impacts to built heritage resources adjacent to Princess Street in the side streets off the corridor. Because these areas are now undergoing additional development pressure due to the growth in the corridor, the city’s Heritage Properties Working Group is undertaking work to identify additional heritage resources in the surrounding neighbourhoods, and staff expect to recommend to Heritage Kingston and Council that additional properties be afforded protection under the Ontario Heritage Act in early 2021. In particular, Chatham Street has been identified as a side street with a number of valuable heritage resources and a unique character and pedestrian experience due to the narrowness of the street and the mix of dwellings that frame the street.

As part of the background work for the Study, a Heritage Character statement was drafted which states:

“The Williamsville study area is a linear mixed use district with land uses and built form largely determined by the evolving nature of Princess Street.”

Character defining elements include:

- Remaining stone, frame, and brick house-form buildings;
- Remaining stone, brick and frame commercial and mixed use terraces;
- Examples of automobile dealerships, service stations and motels; and
- Patterns of streets and blocks determined by the juxtaposition of the Princess Street axis and the municipal street grid.

The Williamsville area is currently undergoing significant development interest as this section of Princess Street continues to evolve. Princess Street is identified in the Official Plan as the main focus for intensification in the City, and as an important transportation corridor. Much of the work of the Study focuses on improving the streetscape and
pedestrian experience to support walkability, active transportation, and transit use, while maintaining the character of the area.

Due to the character of the area being based on its evolving nature, the Study did not identify a specific heritage character for the area beyond protecting existing heritage resources. The character defining elements included land uses that are no longer desirable in its current context, such as automobile dealerships and service stations. Existing single-family dwellings along Princess Street can present a challenge for adaptive reuse to commercial uses, and underutilize a site within an area intended for intensification. Additionally, several of these dwellings have a minimal setback from Princess Street, leaving few options for an improved and widened pedestrian realm. It is important to balance goals to maintain the character of the area with the opportunity presented by the Williamsville corridor to accommodate some of the City’s much-needed residential intensification.

4.3 Character Areas

In addition to the heritage character of specific sites, the Study also identified three defined Character Areas within the study area. These were:

- City Designation (Bath Road/Concession Street to MacDonnell Street)
- Community Destination (MacDonnell Street to Alfred Street)
- The Gateway (Alfred Street to Division Street)

The City Designation and Gateway character areas were identified as redevelopment areas. The Study noted that these areas have the appropriate context to accommodate buildings up to 10 storeys, and that new development should be served with a predominately commercial ground floor. As discussed earlier, the Study did not contemplate lot consolidation or what heights might be appropriate when lot depths increased. At present staff have noted that these character areas have the most buffering from adjacent low-rise residential neighbourhoods.

The Community Destination character area was noted as having the largest redevelopment potential based on the 2012 lot fabric and built form. Building heights in this area were intended to be predominately 6 storeys, with buildings up to 10 storeys accommodated on “special sites”. As assumed by the Study, the City has seen significant development uptake within the Community Destination character area, with three 10 storey buildings currently proposed, approved or under construction. Although the 2012 lot depths in this area were the largest, this character area also has the highest concentration of adjacent low-rise residential development.

These character areas reflect the changing built form and uses along the Williamsville corridor, with variations in each but relatively little variation in development requirements. The Study provides the more detailed background on these character areas...
areas, but going forward the Official Plan will be organized and simplified based on development requirements, with a minimum of text to convey the intent behind them in terms of function and form.

Staff are also recommending including more emphasis on the irregular and unusual street patterns of the corridor, which in the words of one community member are “wonderfully wonky”.

5.0 Challenges in Implementation
Since the enactment of the Princess Street Corridor Specific Policy Area policies for the Williamsville Main Street in the Official Plan on July 17, 2013, there has been significant interest in the redevelopment of vacant and underutilized parcels of land in the study area. The Study projected that there would be 1278 residential units in the short-term (5-10 years) and 4023 residential units in the long-term (10-25 years). With current development in the corridor, there are 2220 residential units that are either approved or proposed. This is the same as a 15-year supply within the first seven years of the current policy and zoning framework (2013-2020). While the enactment of the Williamsville policies has seemed to spur development along the corridor, some elements of the Study and the implementing policies have created challenges for applicants, members of the public, and Planning Services staff. It is worth noting that the developments at 630 and 655 Princess Street were approved prior to the implementation of the Study in the Official Plan and zoning by-law. The sections below outline some of the challenges that emerged through the implementation of the Study, in order to frame the recommendations included in this addendum.

5.1. Building Height and Location
The Official Plan policies enabled sites across the study area to be considered candidates for 10 storey buildings, since the main requirement for additional height was lot depth. The Study relied on the lot fabric in place at the time of the Study, and did not contemplate lot consolidation to achieve greater lot depths. As a result, the Study envisioned a stronger degree of limitation with respect to locations where taller buildings could be situated, and identified five potential parcels of land within the corridor that may be able to accommodate taller buildings based on the existing lot fabric. These locations were noted as conceptual and intended as illustrations of what might result from the implementation of the Study’s recommendations. These locations were based on the assumption of a static lot fabric, which should not have been assumed as lot consolidation is possible and often desirable for land development.

The sites included in the Study understandably resulted in specific expectations among members of the community and staff about where additional height could be constructed. However, without detailed requirements for specific locations for ten storey
buildings (i.e., a height map or more detailed locational criteria) staff did not have the tools to achieve the conceptual outcome illustrated by the Study of a very limited number of taller buildings.

On the development side, the general enabling policy for 10 storey buildings within the corridor inflated land value expectations among both sellers and buyers of land based on a reasonable policy interpretation of development potential. This created an incentive to consolidate land at purchase prices that assumed 10 storey development rather than the 4 to 6 storey scale intended by the Study. After these consolidations took place, development of less than 10 storeys was vigorously opposed by applicants based on arguments of viability, in large part based on the inflated land prices. Since the implementation of the Williamsville Main Street Study in 2012, there have been 41 development applications submitted for properties in the corridor. Most of the applications have been minor in nature (e.g. minor variances, consents for easements, heritage permits, etc.); however, there have been six large-scale developments that have proposed to build to the maximum height permission of 10 storeys.

Going forward, staff want to ensure clarity of policy to give greater certainty to community members and proponents while generally realizing the vision of the Williamsville Main Street Study wherever reasonable and viable. The recommendations in this Addendum will generally achieve this goal, while also providing greater conformity with the broader goals of the Official Plan and Council’s direction.

5.2 Angular Plane and Stepbacks

To deal with shadow impacts of taller buildings, the Williamsville Main Street Study recommended that sidewalks within the corridor should maintain 5 hours of sunlight between the Spring and Fall Equinox. There are multiple possible policy approaches to achieving this outcome, including the use of setbacks, stepbacks, and angular planes. The Study preferred the use of a 45-degree angular plane. Staff note that this is considered a general urban design “best practice,” but is not well-suited to the unique street layouts and parcel fabrics of the corridor, and did not consider the implications to project viability in the specific Kingston context.

The Study recommended extensive use of angular plane provisions, both from the front of the building along Princess Street (measured from the top of the streetwall) and from the rear of the building (measured from the rear property line).

Almost all of the recent developments seen in the study area have requested relief from the 45-degree angular plane provisions. Angular plane has proven to be difficult or infeasible to implement along the Williamsville Main Street because of the irregularly shaped rear lot lines along the back of properties fronting onto Princess Street and the proximity of parallel streets in some locations along the corridor.
For new development in Williamsville Main Street where a commercial site abuts a residential site, the rear yard angular plane applies from grade at the lot line shared with any residential development. The angular plane policy steps new development back to reduce its overall massing and increase sunlight penetration to adjacent properties. The intent was to remove any impact that new development would have on existing residential properties.

Because the angular plane applies from grade, it restricts the building envelope by continuously shrinking the available floor plate. If the lot is narrow or irregular, this application of angular plane severely reduces the development potential of the parcel and correspondingly limits project viability.

The current policy direction could be reasonably interpreted as suggesting that midrise development is not compatible with adjacent low rise development without significant building modification. At the same time, the policy signals that all existing residential development retains priority over any new development, and those adjacent detached properties are not expected to be, or able to be, impacted, regardless of the public interest issues involved. Put another way, regardless of Council decisions such as the Declaration of Climate Emergency, the highest priority in city policy is in fact low density compatibility. Such a signaling is incompatible with the intent of many Council-approved policies and directives.

This approach does not equitably balance the long-term vision for intensification in the corridor, a central spine in the middle of the City with high levels of connectivity, amenity, transit, and active transportation facilities. It weighs the perceived impact to individual landowners above broader public interest goals that significantly serve the community as a whole.

Compatible rear yard transitions can be achieved by means other than the angular plane that more equitably address the objectives of policy and Council directives and mitigate against unreasonable impact on adjacent properties.

As is typical for most land use planning studies at the time, no economic feasibility analysis was conducted to determine if the recommended development permissions were feasible in the short or long terms.

As an additional note, Staff have heard through multiple applications that the angular plane requirements are not structurally feasible to accomplish in wood-framed construction. Through Density by Design, the City is proposing to promote more wood-framed construction, where possible, for sustainability and affordability reasons. Taller wood buildings are anticipated as cross laminated timber (CLT) aka “Mass Timber” construction becomes more common and is permitted for taller buildings in the National Building Code.
Additional stepback requirements were also implemented through zoning based on the Study in an attempt to further articulate building massing, reduce shadow impacts, and mitigate the pedestrian’s perception of height. Through consultation with the public, staff have continued to hear support for building stepbacks above the fourth storey in order to reduce the shadowing impacts and “presence” of buildings on the street.

Angular plane provisions can be effective in achieving transition and allowing sunlight penetration, but are a challenging tool to implement in this context. In particular, a 45-degree angular plane from grade at the rear lot line mandates a stark transition and does not result in feasible development envelopes in the Williamsville corridor. Stepbacks remain an effective way to achieve many of the goals listed above, but when combined with an angular plane requirement, result in too restrictive of a building envelope which, in many cases, is not economically or structurally feasible at present.

5.3 Setbacks

5.3.1 Setbacks from Streets
The Study recommended that along Princess Street, new development should be set back a minimum of 1.0 metre from the front property line. For large redevelopment sites in areas where the right-of-way (building front to building front) width is constrained, the Study recommended an additional setback of at least 2.0 metres to accommodate spill out spaces for patios and/or retail overflow.

In total, the Study recommended a minimum 4.0 metre sidewalk for each side of Princess Street, which would be achieved through setbacks from the property line and through boulevard widening. In the context of the Study the widened sidewalks were intended to prioritize pedestrian movement, but also to provide opportunities for social and retail activity and amenities (e.g. street trees, plantings, snow storage, benches.)

The sidewalk width recommended by the Study has been found to be unachievable with the current 1 metre minimum setback requirement, which was also recommended by the Study. Given that Princess Street in most areas is quite narrow for the arterial street demands of pedestrians, transit and vehicles (approximately 20 metres), it is not possible for the City to achieve any additional space. As such, there is presently little room to accommodate anything beyond the basic infrastructure requirements of an urban street within the existing right of way. To accommodate the widened pedestrian realm recommended by the Study, as well as the street trees, benches, and active commercial frontages identified as important in the Study, additional setbacks are required.

5.3.2 Setbacks from Residential Properties
The Study recommended (and a 2018 City-led Zoning By-Law Amendment clarified) that new developments should be setback 8 metres from a lot line abutting an existing
residential use. This 8 metre setback was intended to allow space for a future lane in order to accommodate parking entrances and loading spaces away from Princess Street at the rear of a property. Where a site abuts an existing lane, the lane can be included for the purposes of establishing the setback as this lane would serve the same functional purpose.

In some cases, the creation of a rear laneway is not desirable given the irregular shape of a lot. In such cases, the 8 metre setback requirement should be maintained to provide a distance-based buffer, but may include landscaping and/or other functional elements rather than a laneway. The exclusion of a rear-laneway will be at the City’s discretion based on the site context. In some cases at the city’s discretion, it may be more appropriate to provide a low-rise transition to adjacent built form, in which case the setback from an adjacent residential lot will be no less than 2 metres.

5.4 Supporting Viable Commercial Spaces – Ground Floor Conditions

Section 5.7 of the Study notes that the floor-to-floor height of the ground level should be a minimum of 4.5 metres to facilitate retail uses at grade and ensure that the ground floor has a continuous character as the area transitions. The Study also specifies specific locations where new buildings should contain active and publicly-oriented retail uses or other appropriate commercial uses at ground level. These recommendations were made to create a cohesive and pedestrian-oriented urban environment and to ensure public accessibility of all buildings along the corridor.

Within certain areas, at-grade residential uses are permitted on an interim basis. However, the ground floor is required to be constructed to the 4.5 metre height outlined above, to allow for conversion to commercial uses in the future as the population in the corridor increases.

Properties with frontage along side streets, including corner sites, can include at-grade residential uses on a permanent basis. In the case of corner sites, commercial uses should wrap the corner, occupying a frontage ranging between 9 to 12 metres. Beyond this point, the building should transition to include at-grade residential uses with individual unit entrances.

Based on early development in the corridor that was approved before the changes recommended through the Study were implemented, it is clear that commercial space along Princess Street needs to be accessed at grade. Examples of spaces built with below grade commercial units, or even units in buildings without ample independent at-grade entrances, have proven problematic in terms of attracting and retaining commercial tenants.
Policies and provisions for the Williamsville Main Street need to be strengthened to ensure that ground floor height and at-grade access for commercial uses are a requirement.

5.5 Provision of Public Open Space

The Study also recommended the introduction of small urban parks, commonly referred to as parkettes, along Princess Street within the corridor. The Study illustrated potential locations for such parks; however these locations were included for visioning purposes and were not required or, in some cases, implementable.

This section of the Princess Street corridor is fortunate to be close to a number of public parks, including Victoria, Compton and Churchill Parks to the south and the Kingston Memorial Centre to the north. In addition, through recent development applications, small urban parkettes have been secured or are currently being negotiated along Princess Street at the northwest corner of Frontenac Street, the southwest corner of Nelson Street, the northwest corner of Alfred Street, and the northwest corner of Chatham Street. These parkettes are associated with ten storey building proposals.

The Official Plan allows land for public open space to be acquired through purchase, donation, the provisions of the Planning Act for parkland dedication, or a combination of these methods. It is important to continue to be thoughtful moving forward in consideration of parkland requirements, given the distribution of parkettes that have already been secured or that are currently being negotiated. An over-supply of parkettes in the Williamsville Corridor may lead to their underuse and as such, further locations must be strategic. It is most important to ensure that the pedestrian realms which connect these parkettes, as well as the larger public open spaces in the area, are attractive and functional in order to provide an effective open space network in Williamsville.

5.6 Transportation Network Analysis

The transportation analysis completed in 2012 to support the Study considered the long term requirements of the transportation network utilizing vehicle based traffic analysis and the as-of-right permissions extended across the transportation corridor.

The transportation corridor right-of-way that existed at the time of the 2012 study was typically constrained to approximately 20 metres. This right-of-way was largely comprised of two vehicle travel lanes with right and left turn lanes for vehicle turning movements at select intersections, concrete sidewalks on either side, and block specific segments of on-street parking where width permitted.

Since the completion of the original Study a number of changes to the transportation patterns and corresponding use of the right-of-way within the area have occurred including:
• Addition of express route transit that has added high frequency service connecting Williamsville to all urban and sub-urban areas of the City;
• Addition of on-road cycling lanes and corresponding removal of short-term on-street parking where space was constrained along Princess Street;
• Time-of-day parking restrictions within the Williamsville neighbourhood north of the study area, as part of the parking management strategy for this area to address spillover of parking into residential areas by commuters
• Addition of expanded sidewalk and transit stop amenities in reconstructed segments of Princess Street from Bath Road to MacDonnell Street.

Given these changes to the transportation network and the significant level of intensification seen on specific sites it is expected that there will be impacts to segments and intersections along the corridor to a greater extent than that which was originally considered in the initial Study.

Accordingly, a re-assessment of the overall transportation network performance under current and future land use scenarios was completed as part of this update to ensure that the network capacity was sufficient for all modes of travel (active, transit, and vehicular) and that the impacts on the Study area were appropriate and consistent with the City’s broader transportation goals.

This analysis considered all modes of travel including active transportation, transit, and vehicular and utilized updated population, employment, and neighbourhood travel information to test network performance. The assessment considered capacity, impact on travel times, potential for vehicles to infiltrate the adjacent residential areas, and intersection operation. The details of the transportation analysis are discussed further in Section 5 and in Appendix A.

The analysis concluded that the existing network was capable of accommodating the additional vehicle traffic associated with the existing and active/approved developments within the Williamsville corridor in a satisfactory manner without any optimization or changes to the infrastructure in place. The longer-term ultimate growth scenarios envisioned for the area do create issues within the transportation network during the weekday PM peak hour that will require optimization and changes to the existing infrastructure.

To ensure the long-term viability of the transportation network in Williamsville consideration must be given to the availability of right-of-way and the corresponding highest and best uses to support the transportation needs of the neighbourhood and transportation goals of the City. The constrained right-of-way width of 20 metres on Princess Street remains and the updated transportation analysis recommends that the priority of modes, conceptual right-of-way design, traffic operation, and on-street parking be reviewed in more detail to mitigate future concerns.
5.6.1 Travel Mode Priority
The residential growth in Williamsville, both in the near and long term, is expected to have relatively high active and transit mode shares and improvements to active transportation and transit facilities are key to maintaining the low auto mode share, which is critical to maintaining the viability of the Williamsville transportation network.

Prioritizing active and transit modes over vehicular travel is consistent with the transportation goals of the City and is supported by the observed household travel patterns of the existing Williamsville neighbourhood residents where only 35% of trips were made in a vehicle.

5.6.2 Developing an Updated Right-of-Way Concept for Princess Street
Improvements to active transportation and transit facilities are key to maintaining the low auto mode share. However the constraints posed by the narrow right-of-way for the Princess Street corridor, typically 20 metres wide, through the Study area must be reviewed. Due to the limited right-of-way, it is unlikely that Princess Street can simultaneously function as a pedestrian-friendly corridor, cycling route, transit priority corridor, and an Arterial class roadway leading to the downtown core.

The right-of-way concept developed as part of the 2012 transportation study sought to balance the provision of space for all modes however the new analysis suggests that compromises must be made to improve multi-modal mobility while recognizing the limited space.

Preliminary review suggests that this section of Princess Street, in the long term, should be focused on supporting multi-modal improvements by establishing a hierarchy of uses that supports pedestrian movements and includes priority for transit, while providing opportunities for amenity space along the corridor. Given the constraints, sufficient space may not be available in the long-term to:

- permit all existing turning lanes at intersections;
- allow all existing turning movements at all intersections;
- retain on-street parking;
- maintain or enhance the dedicated buffered cycling lanes along the corridor.

The next phase of the transportation analysis, slated to continue after adoption of the Study addendum, will identify the preferred role, function, and resulting updated cross-section for Princess Street. This expanded study will include additional public consultation and transportation modeling to refine the recommended design of the right-of-way for Princess Street including intersections and crossings.

The recommendations included in this addendum include increased setbacks for development. This could allow more flexibility when determining the future cross...
section. The proposed amendments to the Official Plan and zoning bylaw in this location can move ahead of the detailed design of the right of way.

5.6.3 Intersection Performance and Design
The transportation analysis modeled intersection performance (delay, queues, and level of service) for existing study area intersections to identify any improvements that would be needed.

The existing and approved/active development scenario show all intersections operating at an acceptable level of service although there are several individual turning movements that will require improvement in the shorter term.

The long-term ultimate land use shows four intersections operating at a marginal or deficient service level during the weekday PM peak hour.

Mitigation of these issues could be accomplished through optimized signal timing, restricting turning movements, and ensuring that pedestrian and transit movements are prioritized to minimize any delays for non-auto modes.

Detailed recommendations on improvements for specific intersection operation and design will be considered as part of the next phase of the transportation study.

5.6.4 Adjacent Side Street, Connectivity, and Green Street Concepts
The various north-south side streets through the study area corridor all show an increase in the amount of vehicular traffic in the contemplated development scenarios, particularly as it relates to the long-term scenario in PM peak.

While some of this increased vehicle traffic is due to the new development being located on a local roadway, a component of the increase can be attributed to traffic infiltration (short-cutting) through residential areas to avoid congestion elsewhere. Mitigating this infiltration will likely require a combination of turn prohibitions from Princess Street, traffic calming, and traffic signal optimization.

Similar to the Princess Street corridor, the side streets must prioritize pedestrian and cycling activity to ensure that the number of active trips, particularly as it relates to the residential growth is fostered. The side streets are important components of the neighbourhood cycling network particularly if sufficient space is not available to maintain or enhance the cycling route along Princess Street.

The 2012 Study recommended a number of “green streets” on adjacent side-streets which were to have enhanced green street landscape treatments, including a double row of trees. At present, this has not been implemented and similar to the review of the right-of-way design for Princess Street, the incorporation requires redesign of the
existing side street cross-sections to accommodate additional trees and other landscape elements.

While landscaping treatments and trees are supported within the City’s transportation policies these changes also need to be considered in the context of the needs of the transportation network, active transportation infrastructure, and constraints associated with underground services. Planning Services staff will continue to coordinate with the City’s Transportation & Public Works group, as well as Utilities Kingston, to identify any opportunities for additional landscaping and street-trees when reconstruction opportunities are planned. Transportation Services is implementing the Active Transportation Master Plan that includes a specific focus on neighbourhood transportation planning including traffic calming, expanded pedestrian crossings, and cycle routes. This also includes pedestrian-focused programs including safe routes to school and quiet streets.

6.0 Addressing These Challenges: The Interim Control By-Law

At their meeting on May 21, 2019, Council passed the following motion:

That staff be directed to complete a land use planning study by Q2 of 2020 of the policy and zoning framework with respect to angular plane and the allowance for where taller buildings are permitted within the Williamsville Main Street corridor, and make recommendations specifically clarifying where taller buildings or intensification greater than that permitted by the existing zoning by-law can be supported; and

That staff be directed, in conjunction with the land use planning study, to complete a detailed Vissim transportation model and study of the Williamsville Main Street corridor and to complete a review of the available servicing capacity to ensure that the densities considered across the corridor can be supported from a technical perspective; and

That Council authorize an additional budget of up to $100,000.00 for the completion of the Vissim transportation model and study to be funded from the Working Fund Reserve; and

That Council enact an Interim Control By-law for the Williamsville Main Street Corridor as per Exhibit A (Draft By-Law and Schedule A) to Report Number 19-152, only prohibiting intensification of lands within the study area with anything in excess of what is permitted by the current zoning by-law; and
That the Interim Control By-Law be presented to Council for all three readings.

The Interim Control By-Law (the By-Law) was intended to restrict development within the Williamsville Main Street Corridor for a period of one year. This timeline was extended by Provincial emergency measures related to the COVID-19 pandemic until August 24, 2020.

The restriction to development was specific to proposals that did not comply with the permitted setbacks, height and/or angular plane requirements of Zoning By-Law Number 8499. Transition clauses were included in the By-Law to allow for development applications which were deemed complete on or before the date of passing of the By-Law to continue to be processed under the existing policy framework.

The purpose of the By-Law was to allow staff to undertake the land use planning study included in this Addendum. This Study has been completed in conjunction with a detailed transportation model and a review of the utilities servicing capacity in the corridor, to ensure that the densities considered across the corridor can be supported from a technical perspective.

This Addendum to the Williamsville Main Street Study addresses the issues identified in the Council motion above and recommends changes to the Official Plan and Zoning By-Law Number 8499 regarding:

- The location of buildings taller than 6 storeys in the Williamsville Main Street corridor;
- Removing the use of angular plane provisions;
- Increasing setbacks from streets;
- Providing rear setback options where inclusion of a laneway is not desirable;
- Providing additional policies and provisions about the stepback of upper floors of buildings to help control built form;
- Providing additional policies and provisions about building width to break up the length of a larger building along a block;
- Strengthening wording about ground floor conditions of buildings, particularly where at-grade access and 4.5 metre ground floor height is required;
- Removing references to out-of-date uses/terms in the C4 Zone and including some new permitted uses that are in keeping with the area, such as clinics and offices for not-for-profit and social service agencies; and,
- Including properties at the northwest and southwest corners of Princess Street and Division Street within the Williamsville Main Street corridor.
7.0 Supporting Technical Reports

As part of the review of the Study, additional work has also been done with respect to transportation modelling and reviewing the servicing capacity in the corridor. Please refer to Appendix A for the Transportation Report, Appendix B for a memo from Utilities Kingston regarding servicing, and Appendix C for a Pro Forma Analysis of a hypothetical development in the corridor.

7.1 Transportation Report

An updated transportation operational assessment was completed for the Williamsville Main Street Study area (Appendix A). The transportation analysis reviewed the transportation networks’ existing performance and assessed how the network may perform under future land use/development scenarios. More specifically the assessment used a transportation microsimulation to evaluate:

1. the capacity of the Williamsville transportation network;
2. the impact on travel times through the study area;
3. the potential for vehicles to infiltrate residential areas; and,
4. the impact on intersection operations.

As noted in Section 3.6, this analysis shows that the existing, approved and development under review in the Study corridor can be accommodated by the existing transportation network, provided many of the trips associated with the residential growth are made and continue to be made by active transportation or transit, as opposed to individual vehicles.

The longer-term ultimate growth scenarios envisioned for the area do create issues within the transportation network during the weekday PM peak hour that will require optimization and changes to the existing infrastructure. The vehicle trips associated with the ultimate growth scenario does have an impact on the road network and results in increased travel times, delays, queuing, as well as traffic infiltration through the residential areas.

The next phase of the transportation analysis will identify the specific operational improvements and infrastructure changes necessary for the transportation system to mitigate the impacts of the longer-term ultimate growth scenario. This work, slated to begin after the addendum is adopted, requires coordination with several City departments, including Transportation Services and Engineering Services, and will be subject to public consultation.

7.2 Infrastructure Servicing Capacity in the Williamsville Corridor

Planning Services is working with Utilities Kingston to obtain detailed servicing capacity information for many areas of the City. It appears that there will soon be sufficient
capacity to support both the current and future development activity within the Williamsville Main Street corridor.

A summary of the infrastructure requirements is provided below, and the full memo from Utilities Kingston is attached as Appendix B.

7.2.1 Sanitary Sewer Service
Utilities Kingston has advised that recent upgrades include reconstruction and sewer separation from Drayton Avenue to MacDonnell Street, as well as a section of Frontenac Street in support of the original Williamsville Main Street Study. Further upgrades took place more recently on Alfred and Elm Streets, which created infrastructure capacity to support 1200 more people in addition to the developments already through the development review process. Additional improvements are planned for the section of Princess Street from Division Street to Alfred Street in 2022 to alleviate remaining capacity concerns with the sanitary sewer network (combined sewer separation).

Utilities Kingston has confirmed that it will be necessary to maintain the current holding symbol in the zoning by-law for certain properties until such time as the construction contract to implement the capital upgrades is executed whereupon the holding symbol can be removed. Utilities Kingston has advised that once the Division Street to Alfred Street upgrade is completed, there will be sufficient capacity to support the additional growth of approximately 7,500 to 8,000 more people proposed to be allocated to the Williamsville portion of the Princess Street corridor. The proposed population is discussed in greater detail in Section 3 of the Addendum.

Utilities Kingston has also advised that in Area A (west of Macdonnell St to Bath Rd) the sanitary sewer was rebuilt as part of the original Williamsville upgrade in 2014. The proposed disbursement of new population to Area “A” should not be exceeded by any amount beyond that identified in the May 27th submission, as no further sanitary sewer capacity beyond this projection would be available in this section of Princess St. The May 27 projection is the limit available and should be considered a hard cap on the population increase for Area “A” in regards to sanitary sewer services only. Any proposed increases beyond that would trigger another reconstruction/ replacement of the sanitary sewer. We understand and acknowledge that the June 27th revised data actually reduces growth expectations (population) for that area, so that is positive and reduces the concerns for sanitary sewers in Area “A”.

7.2.2 Water Service
As part of the sanitary sewer reconstruction work undertaken in 2014 noted above, some watermains were also reconstructed. According to Utilities Kingston, the existing water infrastructure should provide sufficient capacity for the remaining unit projections proposed for the Williamsville corridor. The May 27th data submission has
been reviewed and raises no particular concerns relative to provision of potable water for typical design flows associated with domestic loadings.

Utilities Kingston has advised that the review of the water distribution system from the original Williamsville Main Street Study in 2011 indicated sufficient capacity for the estimated incremental loadings. It was noted in 2011 that multi-story developments may require on-site pump systems to provide adequate pressure and flow for domestic use on upper-level units. Similarly, on-site fire protection measures were identified as potentially being required. These requirements are not specific to Williamsville and depending on elevations and building height may be required at any location within UK’s water distribution system. This should not be seen in any way as a servicing limitation from Utilities Kingston’s perspective as there is sufficient pressure and flow on our system to service these developments, it just may necessitate additional expense by the developer depending on building height. However, UK has identified that each specific proposal will need to be evaluated on a case-by-case basis, during the planning approvals process.

In summary Utilities Kingston can advise that the water distribution system for Williamsville should be sufficient for the projected population increase. Where development projects involve construction techniques employing brick/concrete/steel etc Utilities Kingston does not foresee any capacity issues throughout the entire Williamsville Corridor. Where wood frame construction is being proposed the additional capacity demand (fire flows) triggered by that construction technique is a concern that would require review during the planning approvals process. Area “A” in particular presents a higher risk of meeting required fire flows for wood frame projects than Areas “BE”, “BW” and “C”. This is discussed in greater detail in the UK Memo attached as Exhibit B to the Addendum.

In acknowledging the need for better definition on this issue Utilities Kingston Engineering staff are currently carrying out a conceptual water modelling exercise on the water system in this area to determine what water system improvements would be required to address the 6 storey wood frame building matter to eliminate this concern, in order to provide the required fire flows throughout the Williamsville area.

### 7.2.3 Gas Service

UK has advised that the existing gas supply and distribution infrastructure was sufficient to handle the estimated incremental loadings from the 2012 Williamsville Main Street Study. The existing system should be able to handle the additional units, but further review will be required at the site plan control application stage.

### 7.2.4 Electrical Service

UK has advised that currently, sufficient capacity exists within Kingston Hydro’s distribution system to provide electrical service to the pending and approved
developments within the Williamsville study area. Long term, new developments will start to present challenges to the 5kV system, but sufficient capacity exists at higher voltage (44kv) connections. Early consultation with Kingston Hydro is recommended to be able to coordinate responses on any capacity related matters affecting the 5kv distribution, again on a site-specific basis. UK is currently engaging the Ontario Energy Board for approval of infrastructure upgrades to support intensification.

7.3 Pro Forma Analysis
Planning Services has retained Watson & Associates Economists Ltd. to prepare an economic analysis that explores the financial viability of development within the existing land use permissions for the corridor (Appendix C). Based on this analysis and initial sensitivity analysis (i.e. changing variables to compare results), it appears that in most cases a building with a maximum height of 6 storeys would not be financially attractive. and likely not viable, under current market conditions. This is true for a concrete building and also for wood frame construction, which benefits from substantially lower construction materials costs.

Planning Services is working with Watson to do additional sensitivity analysis with these results, in order to understand what changes are possible in order to achieve a viable 6 storey built form. Potential ameliorating factors could include removing the requirement for commercial uses in the ground floor of buildings, and reducing or eliminating parking and amenity area requirements. It is interesting to note that lenders often prefer to finance the construction of residential-only buildings, and consider the inclusion of commercial space to be riskier in terms of viability.

Another consideration that can support economic viability related to financing is certainty of development permissions such as pre-zoning by the municipality rather than requiring site-specific rezoning. Lenders tend to see projects that require additional approvals to be more risky, and usually look for a higher projected rate of return in order to offset the potential risk.

7.4 3D Modelling
As part of this update, staff created a digital three-dimensional model of the Williamsville corridor to illustrate different development scenarios. The model provides the opportunity to see views of the study area from different perspectives and to examine what the built form along the corridor would look like under different development scenarios.

The three main development scenarios that were explored included the following:

1. The existing built form of the corridor, plus all of the approved and proposed development applications for multi-residential buildings;
2. The as-of-right development permitted in the corridor through the current zoning; and,
3. The development that would be permitted in the corridor through the proposed zoning.

The model was used to test growth scenarios that included an additional 3,000 residential units in the corridor (population growth in the city and the corridor is discussed in more detail in Section of 7.1 of the Addendum below).

The modelling shows that in addition to the growth that is accommodated through the approved and proposed developments along the corridor, a large proportion of the remaining 3,000 units can be accommodated through a mid-rise form of development of up to six storeys. Some of the growth is contemplated in taller buildings at the two ends of the corridor, which is outlined below in Section 8.1.

Appendix F of this report includes images from the model showing the different development scenarios at different points along the corridor and from different viewpoints (i.e. bird’s eye view, podium level, etc.).

8.0 Public Consultation

Over the last year, the City has been actively engaging with the community on discussions about height, density and future growth through both the Williamsville review and through Density by Design: Kingston’s Mid-Rise and Tall Building Policies project. The Density by Design project has generated considerable interest in the community and the engagement opportunities have included numerous workshops, pop-ups, presentations, stakeholder interviews, and an extremely popular height mapping exercise on the City’s Get Involved Kingston online engagement platform.

In addition to the Density by Design events, the City has also been engaging with individuals and groups about the update to the Study, including meeting with members of the Williamsville Community Association and property owners along the corridor. A public workshop was held on February 12, 2020 at St. Luke’s Church on Nelson Street in Williamsville to discuss the items related to the interim control by-law. The workshop was attended by approximately 60 residents.

Staff have heard concerns, particularly from members of the Williamsville Community Association, with the amount, type and scale of development approved in the corridor to date. Specifically, there is dissatisfaction with the number of taller buildings approved, with a strong preference for low and mid-rise buildings. Associated concerns include shadow and wind impacts of taller buildings and the potential for a “canyon” effect when taller buildings are sited on both sides of Princess Street. There is a lack of trust in
Planning Services staff due to the difference in what the Study seemed to promise and what has transpired in terms of development approvals.

Staff have also heard from the Williamsville Community Association a demand for additional green space, parkettes, and street trees. Staff have heard dissatisfaction in the amount of surface parking in the corridor and concerns that the corridor will not be built out, and that vacant lots will remain for the long term. Staff have heard that setbacks for development approved to date have been insufficient, and concerns about transportation impacts, including availability of parking and the need for loading and delivery zones. Staff have also heard concerns about the impacts of construction and more generally, neighbourhood change.

Other community members have expressed concerns at the limit of 10 storeys, and thought taller buildings should be permitted in the corridor. Staff have often heard that additional height at either ends of the corridor is appropriate. Some community members noted that these sites are further away from adjacent low-rise residential neighbourhoods and in proximity to commercial nodes. Community members also generally noted that additional room along Princess Street to accommodate pedestrians and amenities like street furniture, trees and bicycle parking was needed.

9.0 Recommendations
The Williamsville Main Street Study was intended to spur development and revitalization in an underutilized area of the City, and in this regard, it has been an incredible success. However, staff are recommending the following policy changes and refinements to ensure that the resulting built form along the corridor is in line with the vision and proposed function of the area, particularly as it relates to an improved pedestrian environment.

Generally, staff are recommending a paring down and simplifying of the Official Plan policies for the Specific Policy Area.

As discussed in 7.2 Heritage and Character, staff are recommending that details related to the three character areas for the corridor continue to form part of the Williamsville Main Street Study, but are not recommending their continued inclusion in the Official Plan policies since the development requirements for each character area are essentially the same.

9.1 Building Height:
The intent of this addendum is to reevaluate and better define potential locations for taller buildings. There are a number of benefits to taller buildings from a public interest perspective when they are well designed. Taller buildings, when facilitating higher densities, make more efficient use of land, support active transport and public transit
ridership, are less resource-intensive to heat and service, and provide a housing option that would not be available to the market under height restrictions. Because taller buildings are required to include elevators and are built to current accessibility standards, they also tend to be much more accessible for those with mobility challenges than low-rise buildings. When well designed taller buildings are located in walkable, vibrant areas they can create urban communities that are sometimes referred to as “Vertical Neighbourhoods”. Allowing for a limited number of strategically located taller buildings within the Williamsville corridor will contribute to the City’s overall density, sustainability and affordability goals and take advantage of existing public infrastructure investments.

As noted in Section 7.2 above, the Study was already effective in identifying three character areas within the corridor, which indicates these areas should be treated differently from each other. For example, the City Designation and the Gateway provide an introduction to the corridor and are intended to accommodate ground-floor commercial uses. These areas transition to the middle Community Destination area, which has already been seeing fairly significant development activity. Staff are recommending that additional taller buildings be limited to the City Designation and Gateway character areas.

Although infrastructure servicing capacity limitations prevent the immediate enactment of permissions for additional height in the Gateway character area, staff are recommending that once additional capacity becomes available the area be up-zoned to allow greater height to and beyond the Kingston Centre.

The permitted heights are shown on the height map below, and will be implemented via an Official Plan schedule. They will also be included in the text of the Official Plan, but without explicit reference to the three character areas upon which they are based.

In order to permitting additional height in specific locations in the corridor, staff are also recommending that taller buildings follow a mid-rise podium and taller tower combination form. The podium is required to be a maximum of 6 storeys, while the taller tower portion heights vary across the study area. However, all taller portions will be permitted a maximum floorplate size of 790 square metres (8500 square feet). This requirement is further discussed below in Section 8.3, Width.

The 6 storey podium and required stepbacks (Section 8.2) will help to create the impression of a midrise corridor, while allowing additional height/density to be interspersed, as outlined below.

With respect to height along the Williamsville Main Street, staff recommend the following:

1. Maintain the general requirement for a streetwall height of 3 to 4 storeys;
2. Maintain a maximum overall height of 20 metres (6 storeys) within the central Community Destination character area, but remove the minimum lot depth requirement;

3. Require buildings taller than 6 storeys to be designed with a podium-tower relationship, where the podium is a maximum of 6 storeys in height.

4. Towers are permitted to have a maximum floorplate of 790 square metres (8500 square feet), and are subject to a maximum height in accordance with the following:
   a. 60 metres (6 storey podium with 14 storey tower) at the corner of Princess Street and Division Street, as shown in the schedule below.

Figure 2: Proposed Height Map for the Williamsville Main Street Corridor.
9.2 Stepbacks and Angular Plane:
As noted, angular plane provisions have not been feasible within the Williamsville corridor given irregular lot shapes and other development cost considerations. Angular plane was recommended by the Study along Princess Street in order to allow 5 hours of sunlight onto adjacent sidewalks between the Spring and Fall Equinox. This measure was intended to maximize sun exposure along the street. As seen through recent development applications, this measure can and has been achieved without implementing an angular plane.

Generally speaking, the Princess Street right-of-way is approximately 20 metres wide. As will be discussed below in Section 9.3, an additional 3 metre setback from the lot line will be required on both sides of the street. A 6 storey building is generally around 20 metres in height; as such, the existing right of way and required setbacks will be approximately 6 metres wider within the Community Destination character area. Correlating the height of building to the width of the street helps to keep a comfortable built form experience while maximizing sunlight on the opposite side of the street.

Staff are recommending that the angular plane provisions be removed from the Official Plan and Zoning By-Law Policies, and that instead other tools are used.

While angular plane provisions are to be removed, staff are recommending that stepback requirements above the fourth floor are maintained. These stepbacks will lessen the visual massing that a pedestrian would experience at street level by pushing the higher potions of the building back above an initial street wall and cornice line. In conjunction with a lighter material on the upper levels, this will reduce the visual impact of the upper 2 floors on the street. These stepbacks are recommended to be a minimum of 2 metres in order to offer opportunities for amenity areas for mixed use and multi-unit residential buildings, as well as opportunities to incorporate green roof technology.

Staff are also recommending the removal of the angular plane requirement from rear or side property lines abutting residential zones. The 8 metre required setback provides a functional transition and a buffer to neighbouring properties.

These recommendations are intended to continue to provide an attractive and functional public realm, and a transition to neighbouring residential properties, while also aiming to ensure that the as-of-right building envelopes are as economically feasible as possible at a 6 storey height.

With respect to stepbacks and angular plane for developments along the Williamsville Main Street, staff are recommending:

1. Replace the angular plane requirement with other tools and consider a requirement specific to the amount of sunlight on Princess Street in the Official Plan. Utilize
setbacks from property lines and stepbacks of upper floors of buildings to achieve the same goals for avoiding shadows and providing transition;

2. Continue to provide stepback requirements above the fourth floor on street-facing elevations, with “shall” versus “should” wording so that they are a requirement and not a consideration;

3. Require these stepbacks on street-facing elevations to be a minimum of 2 metres; and,

4. Permit the projection of balconies/outdoor amenity space up to 2 metres outward above the fourth floor.

Figure 3: Illustration of Proposed Setbacks and Building Stepbacks

9.3 Setbacks:
As noted, in order to facilitate the type of main street envisioned by the Study, larger setbacks from the street are required. This will allow for a wider land use transition zone which may accommodate active commercial frontages and opportunities for amenities and infrastructure such as street furniture, landscaping, bicycle parking, patios, and snow storage. The additional setbacks are required given the width of the existing right of way and limitations this poses to achieve all of these elements which contribute to a functional urban environment.
The recommendations below also introduce the option for a ground floor setback of 3 metres along Princess Street, with the ability to cantilever the second to fourth storeys at a setback of 2 metres from the lot line. This would allow for a widened public realm, while also allowing an opportunity for increased floor area on the upper floors.

From the rear property line, this addendum recommends the maintenance of the 8 metre setback from property lines abutting a residential zone. This 8 metre setback provides a buffer to neighbouring residential properties and helps to mitigate potential impacts related to shadowing and overlook.

Through the Density by Design project, the issues of construction and cost implications associated with podium design have been raised, and further changes may be warranted in the future depending on the outcomes and recommendations of this project.

The addendum to the WMSS recommends the following changes regarding the minimum property setbacks for properties along the Williamsville Main Street corridor:

1. Require a minimum front property line setback of 3.0 metres along Princess Street, Division Street, Concession Street, Bath Road, and any road identified as a “green street” on Schedule PS-1. This setback would be applicable to the ground floor of the building (to a minimum height of 4.5 metres). A minimum property line setback of 2.0 metres for the remainder of the streetwall (i.e. second through fourth storeys), thereby permitting designs that included a cantilevered portion of the building for the second, third and potentially fourth floor of the building.

2. Require a minimum front property line setback of 2.0 metres along all other side streets where they intersect the corridor.

3. Maintain the requirement for an 8.0 metre setback from any property line abutting a residential zone. Include language indicating that, at the City’s discretion, where a rear laneway is undesirable for a particular lot, the 8.0 metre setback may instead include landscaping or other functional elements;

4. Where development is proposed along an entire block face, modify the requirement of a minimum of 75% of the building being built to the front property line to also be a maximum, thereby requiring 25% of the building to be setback to break up the massing of the building, and allow for light penetration and opportunities for amenity areas, tree planting, etc.

5. Include the following table in the zoning by-law that speaks to maximum and minimum setbacks for different yards/streets:
### Yards and Setbacks

<table>
<thead>
<tr>
<th>Yards</th>
<th>Minimum</th>
<th>Maximum</th>
</tr>
</thead>
<tbody>
<tr>
<td>Front yard (along Princess Street, Division Street, Concession Street or Bath Road)</td>
<td>3.0 metres</td>
<td>5.0 metres¹</td>
</tr>
<tr>
<td>Front yard (along all other streets in the corridor)</td>
<td>2.0 metres</td>
<td>5.0 metres¹</td>
</tr>
<tr>
<td>Side yard (fronting on Princess Street)</td>
<td>0.0 metres</td>
<td>Not applicable²</td>
</tr>
<tr>
<td>Side or rear yard adjacent to a non-residential zone</td>
<td>0.0 metres</td>
<td>Not applicable²</td>
</tr>
<tr>
<td>Side or rear yard adjacent to a residential zone</td>
<td>8.0 metres</td>
<td>Not applicable</td>
</tr>
</tbody>
</table>

1. Note: Maintain provision in C4 Zone that parking is not permitted in a yard abutting a street.
2. Setback will depend on adjacent development and the requirements of the *Ontario Building Code*.
3. Stepbacks applicable for additional storeys

### 9.4 Building Width

Section 5.1 of the Study indicated that where new developments have building frontages over 30 metres wide, building massing should be articulated or broken up through a continuous rhythm of building fronts achieved through a pattern of projections and recessions, entrances, display spaces, signage, and glazed areas to ensure that facades are not overly long. This creates the sense of having multiple buildings along the length of the property. Vertical breaks and stepbacks should also be provided. This is of particular importance where lot consolidation occurs and proposals come forward involving an entire block. Feedback from the public about recent proposals in the corridor has included concerns about a “cruise ship-like appearance” of some of the designs.

As discussed, the historic street pattern through the corridor tends toward relatively short block lengths. Based on the maximum tower floorplate of 790 square metres (8500 square feet), for blocks where towers are permitted, it is likely that their width will fill up to 50% of the block face. For this reason it is important that the maximum tower floorplate is a strict requirement not to be exceeded in order to control building width.
Staff are recommending the following regarding the width of buildings along the Williamsville Main Street corridor:

1. Strengthening wording in the Official Plan about building width and articulation where buildings are wider than 30 metres.

2. Where development is proposed along an entire block face, modify the requirement of a minimum of 75% of the building being built to the front property line to also be a maximum, thereby requiring 25% of the building to be setback to break up the massing of the building, and allow for light penetration and opportunities for amenity areas, tree planting, etc.

3. Towers will be permitted a maximum floorplate of 790 square metres (8500 square feet)

9.5 Supporting Viable Spaces - Ground Floor Conditions
Staff recommend the following regarding the ground floor conditions of buildings in the Williamsville Main Street corridor, as illustrated on the map below:

1. Continue to permit ground floor residential uses in the central portion of the corridor, and along the side streets off of Princess Street. Encourage ground floor residential entrances on side streets to be slightly above grade to provide separation from the public realm.

2. Continue to require ground floor commercial uses in the areas illustrated below, and include wording that ensures that required at-grade commercial uses are extended to Division Street, Concession Street, and Bath Road.

3. Continue to require ground floors on Princess Street to be built to a minimum ground floor height of 4.5 metres, to enable conversion to commercial space if required in future.

4. Strengthen wording in the Official Plan to ensure that all commercial entrances along Princess Street, Division Street, Concession Street, and Bath Road are developed at-grade, with a minimum ground floor height of 4.5 metres.
9.6 Land Use Compatibility

The Official Plan’s approach to land use compatibility is difficult to quantify and also could be interpreted to discourage development that is in the public interest, in favour of existing development. The Density by Design project will be amending those policies. In the meantime, for Williamsville, staff are recommending exempting the corridor from the policies of 2.7. This is because staff have already determined compatibility of the proposed permissions for the corridor.
9.7 Other Recommendations

9.7.1 Mapping Changes
The Hub
As part of this review, a small but important change in the boundary of the Williamsville Main Street Official Plan designation is proposed. The northwest and southwest corners of the intersection of Princess Street and Division Street were previously not included because they were part of the Central Business District (CBD) designation in the Official Plan. While some aspects of the CBD apply to these lands, staff believe there may be a stronger relationship with the Williamsville Main Street corridor and are recommending their inclusion.

Detailed planning has not been undertaken for the intersection of Princess Street and Division Street, known locally as The Hub. Instead, planning for this intersection will respond to work that the City’s Cultural Services department undertook in 2019 as part of a new initiative called The Hub Project. This was a targeted public engagement initiative intended to connect neighbourhoods through public art by making a series of creative improvements to the intersection of Princess and Division Streets. The project included a series of public engagement sessions, that included in-person public events and stakeholder workshops, and online through the City’s Get Involved platform. Through this process, the City engaged more than 350 people who shared input and ideas regarding themes and types of public art that could be integrated into the intersection. A full report on the public feedback can be found on the Project Page.

During this exercise, a number of land use planning items were discussed by members of the public and are summarized here. Participating community members would like to see more:

- Street furniture (i.e. public seating, but including water fountains, bicycle parking, bollards)
  - Location was identified as important as it could impact social “mixing” between neighbourhoods and help preserve/show off public art
- Murals on blank spaces, walls
- Colour of buildings and accents
- Natural, green, sustainable features
- Wayfinding signage, placemaking signage
- Community focal points (i.e. more gathering spaces, opportunities for play and interaction)
Opportunity for interactive/collaborative storytelling, including histories and diverse approaches to heritage

Recognition of the “Gateway” function of the Hub between the Central Business District and Williamsville

Much like the Williamsville Main Street corridor, the existing built form at the Hub is primarily low rise with a few taller buildings nearby. The Princess Towers apartments are 17 storeys, and there are a few taller buildings of 8 and 12 storeys on nearby Brock Street. Staff have noted, and heard through many public comments on the Density by Design project, that this is an area that could support additional height and density from both a built form/urban pattern and a functional perspective. It is an area that is well-served by transit, walkable to a number of commercial amenities and employment and educational uses, and directly connected to the City’s Central Business District. Many observed that there are fewer cultural heritage resources in this part of the corridor, when compared to Lower Princess Street.

Staff recommend the following regarding the mapping for the Williamsville Main Street corridor:

1. Re-designate the properties at the northwest and southwest corners of the intersection of Princess Street and Division Street (refer to Figure 2 below) from Central Business District to Main Street Commercial, and re-zone them from the C Zone to the C4-H (T1) Zone in Zoning By-Law Number 8499.
9.7.2 Parking

The recent development applications processed by the City have largely requested a reduction in the required parking ratio for residential uses. It is not desirable from an urban design or from a functional perspective to have large surface parking areas within the corridor, and surface parking lots are also not an efficient use of serviced land. Underground parking is a desirable, though cost-intensive, alternative. Reductions in parking are often sought to limit the depth underground to which parking facilities are required to be constructed in order to reduce costs. A reduction in residential parking ratios has typically been approved in Williamsville, as the area is centrally located in the city, with walkable amenities and direct access to express transit routes. Reduced parking generally supports the City’s goals relative to climate change, affordability, urban health, active mobility, increased transit ridership and so on.

Council has established a City-wide goal to obtain a 20% active transportation and 15% transit modal share by 2034. Presumably, areas such as Williamsville which already have direct access to these transportation options are likely to see a more significant shift in the coming years.
Council has commonly approved reductions in parking to a ratio of 0.5 parking spaces per dwelling unit. This parking provision has proven functional in many areas across the city, and especially in locations with access to express transit. As part of the city-wide zoning by-law consolidation, a parking study is being completed that will recommend specific parking ratios for various areas in the city. As this work is still underway, staff are recommending a temporary reduction in required parking within Williamsville to 0.5 spaces per dwelling unit, to align with typical applications, for areas of the corridor that are limited to 6 storeys in height. This ratio may be revisited upon completion of further sensitivity analysis of the financial viability study, and completion of the City’s parking study and consolidation of the zoning by-laws.

As such, staff preliminarily recommend revising the required residential parking ratio within the Williamsville corridor in the zoning by-law to 0.5 parking spaces per dwelling unit for areas where the height of buildings is limited to 6 storeys. Based on the viability analysis it appears this will improve the financial viability of this form of development.

9.7.3 Permitted Uses

Although not outlined in the interim control by-law, staff have noted through the implementation of the C4 Zone for the Williamsville Main Street since 2013 that permitted uses in Section 23C.2 of Zoning By-Law Number 8499 need to be updated. A full list of the proposed changes has been included in Appendix E to this Addendum, but essentially includes the following:

- Removing references to out-of-date uses/terms; and,
- Including some new permitted uses that are in keeping with the area, such as clinics and offices

Staff recommend the deletion and addition of specific permitted uses in the C4 Zone in Zoning By-Law Number 8499 for the Williamsville Main Street, as outlined in Appendix E to this document.

Staff are also proposing changes to various provisions of the zoning by-law to reflect the built form elements discussed in this addendum, and changes to clarify that accessory structures are to be constructed in accordance with the general provisions of Section 5 of Zoning By-Law Number 8499.

9.7.4 Heritage and Character

With respect to cultural heritage resources and character along the Williamsville Main Street, staff recommend the following:

1. Maintain the protection of important cultural heritage resources in the Corridor;
2. Continue to identify and protect heritage resources adjacent to the Williamsville corridor, focusing on the side streets.
3. Remove references to the Character Areas from the Official Plan, but maintain the framework in the Study
4. Continue to define the heritage and neighbourhood character of the area as it evolves, with a focus on a livable, walkable environment

10. Conclusion
After identifying and considering various options relating to the many elements of planning and design regulation as issue in the Corridor, Staff assessed the various options against the previously discussed “4 Definitions of Success.” The following observations were made:

• Maintaining an angular plane approach would undermine/weakens definitions 2-4 as follows:
  • it would make the achievement of various Council directives relating to address the Climate Emergency and supporting housing affordability more difficult;
  • it would continue the current complex and difficult to understand procedures for staff and applicants alike; and
  • it would make the achievement of “green lit” projects in the short term more difficult. It is further recognized that the type of building form most applicable to angle of daylight provisions (large, long, 10-storey buildings as seen in previous applications) would no longer be permitted in the new system.

• Establishing the majority of the corridor as 6 storey scale buildings supports definition 1 as it reflects the original intent of the study, without undermining definitions 2-4 if combined with limited and strategically located “book end” opportunities for taller, denser buildings in locations that do not further impact the prevailing 6 storey scale. It is further noted that the density achieved through such an approach is in keeping with that anticipated in the corridor from a smart growth and ultimate corridor capacity perspective.

• For the taller building approach at each end of the corridor, larger block-long areas for multiple taller buildings were considered given the ownership patterns and existing uses in the blocks in question. Such long blocks of tall towers however provided more density/housing supply along the corridor than needed or considered supportable relative to infrastructure capacity & other issues, and significantly undermined “definition of success” #1 in that the prevailing scale of the corridor would eventually reflect mostly very tall buildings of either 10 storeys (the previously approved projects) or even higher.
• Alternatively, a taller building approach just at the specific “hub” intersections north & south at the corners of Princess Street and Division Street for a specific number of taller, slimmer buildings that mark the corner, would provide sufficient and strategic additional housing in logical/appropriate locations, while maintaining the majority of the corridor for mid-rise scale, thus supporting all 4 definitions of success.
Appendices

Appendix A – Transportation Report

Appendix B – Servicing Memo from Utilities Kingston dated July 23, 2020

Appendix C – Feasibility Assessment – Purpose-Built Rental Apartment Development for Williamsville

Appendix D – Proposed Changes to the Official Plan (track changes document)

Appendix E – Proposed Changes to Zoning By-Law Number 8499 (track changes document)

Appendix F – Excerpts from the Williamsville Corridor Computer Model

Appendix G – WMSS Workshop Feedback and Summary (February 12, 2020)