



CITY OF KINGSTON
REPORT TO COUNCIL

Report No.: 09-165

TO: Mayor and Members of Council
FROM: Cynthia Beach, Commissioner, Sustainability & Growth Group
RESOURCE STAFF: Same
DATE OF MEETING: 2009-07-14
SUBJECT: Recommendations for the Sustainable Redevelopment of the North Block District and Guiding Principles for the Redevelopment of City Owned Properties

EXECUTIVE SUMMARY:

The North Block District Community and Business Enhancement Opportunities Recommendations report has been prepared to guide future development within the 4.5 blocks of land located one block north of Princess Street. The report was prepared to distinguish the public policy objectives for redevelopment of the city owned properties within the area. A set of guidelines for development have been prepared to implement sustainable practices and to serve as a guide to maximize public benefits.

The concept plan for the North Block was created through a series of workshops, interviews and public meetings. The purpose of the process was to:

- Collaborate with stakeholders to identify the framework for future redevelopment of the North Block.
- Explore options with regards to the achievement of public policy objectives related to development, transportation, transit, parking, heritage, arts and open space.
- Consolidate an ideal strategy that would consider sustainable development principles to redevelop property as the City or other private land owners are prepared to make investments.

RECOMMENDATION:

That Council adopt the recommendations in the North Block District Community and Business Enhancement Opportunities Study and that the next steps be undertaken for the redevelopment of the City owned property based on the recommendations in the report.

AUTHORIZING SIGNATURES:

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| _____ Cynthia Beach, Commissioner, Sustainability and Growth |
| _____ Gerard Hunt, Chief Administrative Officer |

CONSULTATION WITH THE FOLLOWING COMMISSIONERS:

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| Commissioner Thurston, <i>Community Development Services</i> | |
| Commissioner Leger, <i>Corporate Services</i> | |
| Jim Keech, President, <i>Utilities Kingston</i> | |

(N/R indicates consultation not required)

OPTIONS/DISCUSSION:

On July 10, 2007 at its regular meeting, City Council approved the following motion regarding a redevelopment plan for the North Block area:

THAT the Request for Proposal for a redevelopment plan for the North Block be undertaken to specifically identify a process for the redevelopment of City-owned properties and consider innovative environmental strategies as well as potential municipal and public uses on properties not now owned by the City of Kingston;

- and further -

THAT the redevelopment process include consultation with property owners in the North Block area as well as with the general public prior to bringing back recommendations on the uses of the City of Kingston owned properties to Council.

A further recommendation was received from the Kingston Municipal Heritage Committee on August 13, 2007 which reads as follows:

That the City of Kingston staff responsible for the creation of the Request for Proposal for North Block Redevelopment ensure that cultural heritage considerations, including but not limited to built heritage, cultural landscapes, and archaeology, be included and clearly articulated in any document produced.

Summary of Opportunities for Community and Business Enhancement Opportunities

The City is a major landowner within the North Block District and that provides some specific opportunities to promote enhanced City-building through the achievement of defined City-building objectives that are necessarily different from simple development potential maximization and profit.

At the outset of this project, it was clearly articulated that the City's objectives for the disposition of their land holdings within the North Block District were to be rooted in the belief that the livability and physical appeal of the Downtown generally, and the North Block District more specifically, can be enhanced by the quality, layout and attractiveness of the area's public spaces and buildings.

This section of the Report is intended to provide both the City and other development proponents with an understanding of the development potential of the North Block District balanced with the City's other City-building objectives relating to:

- heritage protection;
- public parking;
- the public realm;
- site remediation;
- sustainable development;
- affordable housing;
- transit facilities; and,
- mixed use development.

The market and financial work carried out identified challenges that will need to be overcome if the City-building objectives are

to be met, and successful development achieved. A multi-faceted approach to development will be required to ensure that development cost and approvals process risks are minimized. This philosophy is considered crucial, especially given the strategic importance of the City-owned land, and the desire to achieve community benefits.

It is also important to note that the City's objectives have an intrinsic value to the City-building cause. However, these objectives will also have a financial cost. In addition, the City's desire to achieve the City-building objectives will have an impact on the revenues generated by the sale of any City property. It has been a key purpose of this study to attempt to balance the costs of those City-building objectives with the economic and market realities that prevail within the City of Kingston.

Generally, land valuation is determined by assessing the residual value once all project costs and revenues are accounted for. In short, if a project costs \$400 per square foot to construct (including a component for reasonable profit), and the units can be sold at a price of \$450 per square foot, then the land has an intrinsic value of \$50 per square foot buildable (the difference between revenues and costs). Therefore, if revenues equal costs, the land has no intrinsic value. For every additional dollar spent on development in the form of materials, labour costs, permit fees, or any identified City-building objective, the residual land value declines by a corresponding amount, given that a reasonable profit margin must remain intact.

The City of Kingston has no means to influence many of the inherent costs of development, such as raw materials, architects fees, or other cost inputs. Likewise, the City can do little to influence project revenues (end sale pricing), beyond broad initiatives to improve local infrastructure (such as transit), amenities (such as parks, streetscapes and urban squares) and general community improvement to increase the desirability of a neighbourhood. However, the City has the ability to set fees such as permits (demolition, building, etc.), to streamline the development application process thereby reducing the development timeline, and to set development charges – all of which would contribute to potentially lower project costs and thereby higher potential land values.

Ultimately, any City-building objectives that may be sought in concert with new development in the North Block that would be funded by developers come at a direct cost to the City in the form of lower achievable land value. If an investor was, as a condition of development, compelled to fund \$500,000 of City-building objectives (such as historic preservation, green building technology, or additional on-site public parking, etc.), this would be an added \$500,000 cost to the development proforma. Therefore, the direct consequence would be that this investor would have \$500,000 less residual funds to pay for the land component of said development.

Again, the message here, and one of the key elements of the recommendations of this Report, is to provide a balance among the typical costs of the desired City-building objectives, and, ultimately, the value of the City-owned lands, and their marketability to the private sector.

Key to the recommendations of this report is the intent to reduce the costs and risks of typical development, and the approval processes, to promote a reasonable approach to built form and the maximum development potential while promoting City-building through the achievement of clear public objectives.

One of the primary purposes of this study is to provide the City with advice with respect to the disposition of their land holdings within the North Block District. The following are the land holdings disposition recommendations:

Recommendation 1: Block 1 is only partly owned by the City (about 60 percent of the site), with ownership shared by one other

private sector land owner (about 40 percent of the site). Key City building objectives on this site include the preservation of the grocery store function, the potential future location for a transit hub and the replacement of publicly accessible parking.

It is recommended that the City retain ownership of this site, and work in joint venture with the other landowner to facilitate the achievement of those key City-building objectives. As an alternative, the City may wish to pursue the purchase of the privately owned lands within Block 1 from the other landowner, or, if the transit hub is not required on this site, sell the land to a private sector investor.

Recommendation 2: Block 4 is a complex site owned by the City and Kingston Hydro. This Block has site contamination issues, includes heritage properties that require conservation and includes an important utilities function. This Block also has tremendous potential to become an important landmark redevelopment site within Downtown Kingston.

It is recommended that the areas of the site that comprise the heritage properties, including the Kingston Hydro building, be retained in their current ownership and that the City sell the remainder of the site to the private sector for the purpose of redevelopment. The City will need to ensure that all of the desired City-building objectives are fully articulated and secured by agreements with any potential purchaser. It is understood that the Kingston Hydro sub-station may move from its current location. In this regard, the Kingston Hydro building may become surplus to their needs, and may ultimately be sold. The principle of heritage preservation shall remain regardless, but the City, or some other public sector purchaser should have priority over private sector investors if the building and site become available for purchase.

The cost to repair and maintain the heritage properties will require a substantial investment of capital funds, likely in excess of the revenues obtained even if full market rents are achieved through future rental revenue. If the City retains ownership of these properties, the City will need to undertake the repairs to the buildings, and will need to find appropriate tenants who are able to pay market rent to offset the rehabilitation costs. Immediate, preventive maintenance must be undertaken to stop the current and ongoing deterioration of the buildings, particularly the exterior stonework.

To facilitate comprehensive development on Block 4, the existing building at 11 Queen Street may need to be demolished.

In summary, Block 4 has both significant and costly issues to overcome, as well as tremendous potential for redevelopment. The recommendation to sell the bulk of the site to a private sector investor is seen as appropriate to both achieve (help pay for) some of the key City-building objectives, as well as to facilitate development for residential and commercial uses. This recommendation, is of course, tempered by the site's potential for consideration as a location for civic office space.

City-Building Objective #1

Urban Design and Built Heritage

Conservation

Preservation of the Downtown Kingston feel and architectural style in the North Block has been identified as an important objective for all of Downtown Kingston. This City-building objective manifests itself in several ways in considering recommendations for new development within the North Block, as follows:

Recommendation 3: All new development shall be compatible with the character and image of Downtown Kingston.

Compatible development shall be defined as development that is not necessarily the same as, or similar to existing

development in Downtown Kingston, but nonetheless enhances the character and image of the area, without causing any undue, adverse impacts on adjacent properties.

The City shall ensure development compatibility through the preparation of revised urban design and architectural development guidelines and an area specific Site Plan Control By-law that establishes the City's ability to control site details, as well as the colour, materials and architectural detailing of the proposed buildings.

Recommendation 4: The City of Kingston take on the responsibility for their restoration and re-use of the identified heritage properties with Block 4.

In achieving this objective, the following shall be carefully considered when any new development, redevelopment or renovation is proposed that includes and/or is adjacent to an historic property or feature. Heritage Impact Statements and the Downtown Harbour Area Architectural Guidelines Study shall also be used as tools for guiding the preservation, rehabilitation, restoration and renovation of existing heritage properties.

- Reasonable effort shall be made to encourage a compatible use of any designated or listed historic property which requires minimal alteration to the exterior and does not adversely affect the character of the building or surrounding area.
- The original, distinctive qualities and character of an historic property, such as bulkhead details, piers, windows, transoms, entrances, cornices and various façade accessories shall be preserved. The removal or alternation of any historical materials or distinctive features shall be avoided.
- Distinctive stylistic features or examples of skilled craftsmanship shall be treated with sensitivity.
- Historic properties shall be recognized as products of their own time. Alterations that have no historical basis and which seek to create an earlier appearance shall be discouraged.
- Repair or replacement of missing architectural features shall be based upon accurate duplication of features, substantiated by historic, physical or pictorial evidence, rather than on conjectural design or the availability of different architectural elements for other buildings or structures.
- Changes to an historic property which may have taken place over the course of time, may have acquired significance in their own rights. The valid contributions of all periods to a historic building or resource should be respected.
- Decorative details and façade articulation should respect or make continuous, horizontal features of neighbouring buildings.
- Sign bands, storefront windows, canopies and awnings should be aligned with similar features on neighbouring buildings.

While the Concept Plan anticipates heritage preservation by protecting the properties/buildings as they exist today, other opportunities that more fully incorporate the existing properties into a larger redevelopment scheme may also be appropriate for

consideration.

As part of this study, a detailed assessment of the costs of heritage restoration has been prepared. This assessment is included as Appendix A to this Report.

Recommendation 5: Heritage conservation should be considered as a community benefit that can be facilitated in whole, or in part, in exchange for an increase in height under Section 37 of the Planning Act.

Under Section 37 of the Planning Act, the City may permit additional height and/or density for a use than is otherwise permitted by the zoning by-law in return for the provision of public benefits in the form of capital facilities to be set out in the zoning by-law together with the related increase in height and/or density, subject to the following:

- the capital facilities must bear a reasonable planning relationship to the increase in the height and/or density of a proposed development including, at a minimum, having an appropriate geographic relationship to the development and addressing planning issues associated with the development;
- the development must constitute good planning, be consistent with the objectives and policies of the City's Official Plan, and comply with the built form policies and all applicable neighbourhood protection polices; and,
- the use of Section 37 must be contingent upon adequate infrastructure to support the development.

City-Building Objective #2 Public Parking

A significant portion of the North Block is currently being used as paid surface parking lots. As such, it is the City's objective to maintain a sufficient supply of public parking (both on-street parking and in structured parking facilities) within the North Block, as necessary, to replace all or some of the supply of surface parking that will be lost over time due to redevelopment of the Blocks.

Recommendation 6: Provide a sufficient supply of public parking spaces in structured parking facilities within Blocks 1 and/or 4.

The Concept Plan identifies two locations for the development of publicly accessible parking facilities in structures.

The first proposed parking garage is located within Block 1, and is expected to be developed as a component of a mixed-use building that potentially would include residential apartments, retail uses (including space for a relocated grocery store) and a below grade transit hub. As mentioned previously, the achievement of this parking facility, which is estimated could accommodate approximately 245 publicly accessible parking spaces, as well as the rest of the proposed development would require that the City work in joint venture with the other landowner in Block 1.

The second proposed parking garage is located in Block 4. It is estimated that this parking structure could accommodate approximately 288 publicly accessible parking spaces (assuming no parking is provided for a potential hotel use).

Any parking structure constructed within the North Block shall not exceed 9 storeys and shall comply with the angular plane requirements as set out in the implementing zoning by-law. Further:

- The locations of parking, driveways, service entrances and loading areas need to be carefully considered and coordinated so that they have a minimal physical impact on sidewalks and accessible open spaces.
- Surface parking, loading areas and servicing facilities shall not be permitted in front of any buildings within the North Block. Limited surface parking and/or servicing facilities may be permitted in an interior side yards, and are permitted within the rear yard.
- Surface parking, loading areas, and servicing facilities, where permitted, shall be appropriately screened from view from the street.
- Above-grade parking structures shall include a facade with active uses preferably retail uses, at grade and appropriate architectural articulation. Entrances to structured parking and service areas should occur within the building.
- Access to parking and servicing areas should occur off side streets or service lanes and to the side or rear of buildings, where possible.

Recommendation 7: Ensure new development provides appropriate parking, in relationship to its proposed use, its urban context and the parameters set out in the Zoning By-law, the Downtown and Harbour Area Architectural Guidelines, as well as other City documents as applicable.

In an urban context and in consideration of the City's objective to provide a sufficient supply of parking within the North Block District, the following parking standards are considered appropriate:

- New residential development shall provide a minimum of 1.0 space per unit and a maximum of 1.25 spaces per unit. Dwelling units that meet the City's designation of Affordable Housing shall provide a minimum of 0.75 spaces per unit.
- New office, retail or other commercial uses shall not be required to provide any parking spaces.

City-Building Objective #3 The Public Realm

Today there are no public parks in the North Block. Public open spaces are restricted to the areas around the K-ROCK Centre and the Fort Frontenac reconstructed ruins. It is the City's objective that public open space in the North Block should be provided and connections should be made to the existing network of streets, mid-block pathways, parks, the Waterfront Pathway and Market Square where possible.

The decision to live and/or work in a downtown context is a decision that includes trade-offs between the vibrancy and richness of an urban environment and the quiet, and spacious aspects of the suburban lifestyle.

While recognizing that parkland is an important element in the composition of a healthy and balanced urban environment, appropriate parkland standards shall be used in the North Block to encourage the type and diversity of open space amenities required in an urban setting. Further, opportunities for open space can be provided through development requirements for publicly accessible private open spaces that provide an important urban amenity, while retaining private ownership.

The North Block should be designed to be pedestrian friendly. Generous sidewalks, planted boulevards, mid-block connections,

urban squares, courtyards and active frontages will contribute to attaining this objective.

Recommendation 8: Land on the north-east corner of Block 4 (at Barrack Street and Ontario Street) shall be developed as a new Urban Square.

Recommendation 9: Additional Urban Squares, shall be developed within the North Block at the north-west, south-east and south-west corners of the King Street and Barrack Street intersection.

All of these identified Urban Squares shall take the form of patios, terraces or green courtyards. The functional and spatial characteristics of these spaces will vary depending on building typology, however, the spaces are intended to function as more intimate and scaled down extensions of the downtown's public realm and act as transitional spaces within the blocks. The following policies/guidelines apply to the establishment of Urban Squares in the North Block:

- Shall be accessible to all people;
- Shall be designed to reinforce a high quality formalized relationship with its adjacent building use and streetscape and shall have a minimum frontage on the abutting sidewalk of 5 metres, and a depth of at least 5 metres.
- Hard and soft landscape elements and/or features within the Urban Square shall be designed to define and articulate circulation, entry points, seating and gathering areas.
- Where planting beds are provided, the use of raised beds should be considered, as well as fragrant planting materials, and Braille signage as an added value to persons who have visual limitations or for persons using mobility aids;
- All waste and recycling receptacles, light standards, or other obstructions should be located to one side of any path or walkway as an aid to people with visual limitations; and,
- Where Urban Squares are built and maintained by the private sector, an easement with the City shall ensure that the space is open and accessible to the public at all times, or as identified in the easement agreement.

Urban Squares are intended to become seamless extensions of the urban streetscape. Urban Squares can be secured by the City through the parkland dedication requirements of the Planning Act. Alternatively, the City may accept it as counting toward the parkland dedication requirement. Urban Square space that remains in private ownership (for example, lands over top of a below grade parking structure) may be appropriate subject to the following conditions:

- the Urban Square is designed and built to the City's standards;
- there is an agreement in place that ensures that the Urban Square is maintained to City standards; and,
- there is an agreement in place that ensures public access to the Urban Square is provided for at all times.

In addition, all of the identified urban squares are appropriate locations for public art. Public art is also typically included as a community benefit under Section 37 of the Planning Act, and should be considered as a key component of the public realm

objectives.

Streetscaping is an important element of the public realm in Downtown Kingston. All new development shall be required, as a condition of Site Plan approval, to implement the City's standard downtown streetscaping protocol, including the planting of street trees, and appropriate sidewalk treatments.

In general, all proposed street trees should be planted in continuous tree trenches to ensure access to adequate soil volumes. Tree trenches should be irrigated and drained. A variety of large tree species should be used that is consistent with those growing throughout the existing downtown core area.

In addition to the formal components of the public realm - the Urban Squares and streetscape elements - there are substantial opportunities in the redevelopment scenario promoted in Block 4 for the establishment of internal courtyard space behind the heritage properties. This form of development is a popular model in Downtown Kingston and is promoted as a key element to ensuring that the North Block District evolves into a successful and desirable part of the larger Downtown. The courtyard concept also promotes the idea of mid-block pedestrian connectivity which is also seen as a very positive City-Building objective, particularly within Block 4.

Recommendation 10: Within the North Block District the City will not utilize the alternative parkland dedication requirement of 1 hectare per 300 dwelling units. The City will utilize the other parkland dedication requirements, and may accept cash-in-lieu of parkland.

The alternative parkland dedication requirement is viewed as a direct cost penalty to urban development, and a significant factor in calculating financial feasibility. Parkland dedication in the North Block is focused on achieving urban squares, courtyard space and or green roofs.

As such, the regular parkland dedication requirements of the Planning Act shall apply, and the alternative standard shall not be utilized.

City-Building Objective #4 Site Remediation

The North Block has been the location of historic industrial activity. Used in the past for trade and military purposes (Fort Frontenac), heavy industrial uses and the shipment of goods by both rail and water.

The area has undergone considerable transition in terms of its land use. Most notably, the North Block District was used as part of Kingston's coal gasification plant, which operated within the Downtown from the mid 1800s through to the 1950s, producing coal gas for heating and lighting. A subsequent by-product of the coal gasification process was coal tar which led to contamination of some of the lands that were occupied by the gasification plant.

Recommendation 11: The City shall continue to offer its program to financially assist private sector developers in remediating their sites for redevelopment.

In 1999, the City of Kingston undertook a \$2.2 million clean-up of the former coal gasification site by removing large quantities of contaminated soil and groundwater, however, soil contamination remains in deep bedrock on site and must be factored into any redevelopment strategy for the affected lands. Other former heavy industrial uses in the area will require site specific assessment and all Ministry of Environment Approvals to be completed in order to determine the appropriate remediation for the

reuse of the properties.

Under Section 28 of the Planning Act, municipalities are permitted through the Community Improvement Plan to direct funds and implement policy initiatives such as tax assistance, grants or loans to assist in the rehabilitation of environmentally compromised land and/or buildings through an appropriate Remedial Work Plan.

The City of Kingston currently has established a Community Improvement Plan for Brownfields Project Areas 1A & 1B, of which the North Block Study Area is a part of. It is the City's objective to encourage rehabilitation initiatives and/or stimulate development through financial programs to assist in the rehabilitation of lands and/or buildings within the Community Improvement Project Area.

City-Building Objective #5 Sustainable Development

Sustainability is a key component of the long-term success of Downtown Kingston and must also be an essential consideration in the redevelopment of the North Block. The City's objective is to see the North Block develop as a place that achieves social, economic and environmental sustainability.

Social Sustainability

A socially diverse community that offers a wide range of accommodation to a wide range of people with different backgrounds, age, lifestyles and economic status.

Economic Sustainability

An economically active community requires a balanced mix of uses including commercial, recreational and employment uses.

Cultural Sustainability

Kingston is a major arts and cultural centre. Leisure activities are many and diverse, benefiting from the natural and man-made assets of the community. Cultural sustainability requires recognizing arts, culture and leisure for their value to the well-being of residents as well as their economic value.

Environmental Sustainability

An environmentally sound community takes a comprehensive approach to the impacts of construction and occupation inherent to all development.

Achieving sustainable building design is a City-building objective that may be implemented and facilitated in several ways. First, the achievement of a LEED certification for new buildings could be considered as a community benefit, and achieved in exchange for a height bonus (through Section 37 of the Planning Act). Alternatively, or in conjunction with, the City may wish to consider financial incentive programs (through Section 28 of the Planning Act) to promote sustainable development/green building technologies.

Recommendation 12: The City shall consider the use of a building height bonus (Section 37 of the Planning Act) and/or financial incentives (Section 28 of the Planning Act) to assist in the achievement of sustainable development within the North Block.

Recommendation 13: The following sustainable checklist should be used by the City when considering new development within the North Block to ensure that a high-level of sustainable development is achieved.

1. Compact, complete and connected:

- Mixed land uses;
- Mix of housing types and tenure;
- Supports transit;
- Live/work proximity;
- Permeable and linked street and sidewalk system;

2. Healthy and sustainable neighbourhoods:

- Cardiovascular health - enhanced public realm (streets, parks, etc.) to encourage walking/cycling/recreational opportunities;
- Respiratory health - improve air quality by reducing car dependence (via home/job/school/shopping proximity) and use of alternative energy sources;
- Mental health - provide opportunities for social interaction by creating formal and informal public meeting places and reducing long distance commuting;
- Ageing population - address accessibility needs and lifecycle housing at all levels.

3. Urban Squares that are connected to the existing open space system:

- Provide a hierarchy of open space uses to address community needs (i.e. urban squares, courtyards and mid-block connections).

4. Scale and function to complement adjacent Downtown uses, residential areas, the waterfront and roads/streets:

- Acknowledge existing built form context, character and built form vernacular;
- Complement new and existing needs for parks and community services and facilities (hard and soft);
- Recognize cultural amenities through design.

5. High-quality enhanced streetscapes:

- High quality architectural presence to the streets (i.e. doors, windows, building design);
- Proximity of building front wall to sidewalks;
- Choice of appropriate planting materials and street furniture;
- Provide appropriate planting materials to address summer/winter conditions, canopy closure on local roads, etc. (heat island reduction in summer/solar gain in winter)
- Integrate building setbacks and locations to enhance comprehensive streetscape design.

6. Permeable (grid) street system that enhances neighbourhood character and supports transit, pedestrians, bicycles

and automobiles:

- Linked road system that disperses traffic volumes and reduces bottlenecks;
- Road design that defines individual neighbourhood characteristics (i.e. linkages, central features, topography, etc.);
- Appropriately sized roads to reflect the built form scale and context (i.e. local/neighbourhood roads vs. active transit corridors);
- Integrate passive traffic calming measures (i.e. permit on-street parking, narrow roads);
- Utilize comprehensive streetscape elements (i.e. trees, road crossings, pavement patterns, bump outs, etc).

7. Diversity of experiences in the public domain, provided through a variety of scales, changing views and natural and built elements:

- Identify and define memorable character areas on-site and adjacent to the community;
- Place landmark buildings in high visibility locations;
- Terminate key axial views at significant natural and built features.

8. Energy conservation:

- Prepare comprehensive policy on sustainability;
- Review all LEED and Energy Star initiatives;
- Encourage energy saving appliances and utilities (i.e. new home purchase packages/programs such as EnergyStar 'Green');
- Explore sustainability opportunities for community-based initiatives (i.e. car pooling, community composting, waste reduction, education and stewardship programs).
- Examine alternative energy sources: geothermal, solar and wind.
- Examine 'Green Roof' opportunities on all the various building scales.

City-Building Objective #6**Affordable Housing**

The City of Kingston is committed to building capacity for adequate, affordable and accessible housing through progressive professional services, leadership, and developing lasting partnerships to enhance quality of life for all citizens.

Recommendation 14: In keeping with the City's Model for Affordable Housing Development, affordable housing shall be permitted throughout the North Block District.

Recommendation 15: The City shall consider the identification of the provision of affordable housing in exchange for an increased height bonus (Section 37 of the Planning Act) within Block 4.

City-Building Objective #7 Transit Facilities

The City of Kingston has recently been discussing the potential need for an inter-modal transportation centre within the Downtown that enhances the transit experience today and accommodates system expansion in the future.

Recommendation 16: The Concept Plan identifies an 8-bay transit hub within Block 1. This site, and this configuration are

identified to ensure that the North Block location remains part of the site selection review process within the City for a transit hub. If, through the broader site search process, an alternative location for the transit hub is identified, then the redevelopment scenario for Block 1 could be amended simply by the deletion of the transit hub component.

City-Building Objective #8

Mixed Use Development

As mentioned, one of the most crucial elements of a successful downtown is the multitude and mixture of land use functions, with a strong predominance of highly active, street related uses at grade. The land uses of the Concept Plan permit a full range of appropriate land uses within the North Block District, and also identify key land use categories/use types that are specifically prohibited.

In addition there are existing retail functions that currently exist within the North Block District that are not only desirable, but considered fundamental to the maintenance and attraction of a resident population - the LCBO and existing food store. As such, provision has been made to ensure that these uses can continue in the long-term within the North Block District.

Recommendation 17: The City shall ensure that planning documents clearly articulate the following permitted land uses:

- Residential Development including affordable housing, seniors housing and student housing;
- Commercial and Institutional Offices;
- Retail uses including stores, restaurants and hotels;
- Institutional uses including educational facilities;
- Cultural, Recreational and Entertainment uses;
- Parking facilities;
- Parks, Urban Squares, Courtyards and Mid-block Connections; and,
- Public and Private Utilities.

The following land uses should be considered for specific prohibition within the North Block District:

- Drive-through facilities of any kind;
- Large, non-urban format big box stores or stand-alone retail plazas (big box stores in an urban, mixed-use format are not prohibited);
- Single detached and semi-detached dwelling units; and,
- Automobile-related uses (i.e. Automobile Gas Bar, Automobile Sales Establishment, Automobile Service Station and Automobile Specialty Repair Shops).

Recommendation 18: The City's planning documents will permit retail, service commercial and restaurant uses at-grade throughout the North Block District, and shall require those uses along the frontages of Ontario Street, King Street and Wellington Street.

Recommendation 19: The City shall consider an array of incentives to ensure the retention of the grocery store function within the North Block District.

City-Building Objective #9

Building Height and Configuration

In the context of the North Block District, existing zoning provides an appropriate height relationship with adjacent development, including the use of an angular plane and build-to planes. In addition to the existing height restrictions, the City should also consider implementing through their planning documents additional tools to control the massing, architecture and building colour/materials, as necessary.

Recommendation 20: All new development within the North Block District shall be subject to Site Plan Control. The City shall prepare a Site Plan Control By-law that takes full advantage of the development control tools provided by Section 41 of the Planning Act, including measures related architectural details, colour and building materials. This should be carried out having regard for the existing design guidelines that currently have effect within the North Block.

Recommendation 21: The City shall utilize the provisions of Section 37 of the Planning Act in providing a height and/or density bonus within Block 4, in exchange for the achievement of key community benefits including, but not limited to: heritage conservation, environmental site remediation, affordable housing, sustainable development/green buildings, and the provision of public parking, convention space and/or public art.

Additional height is being considered on Block 4 in order to enhance financial feasibility and to achieve a specific list of public benefits. Eighteen storeys was tested in this process, however, the actual height of any buildings will be subject to a detailed negotiation between the developer and the City to determine the appropriate balance among financial feasibility, the public benefits achieved, and the ultimate height of the buildings. Once determined, a site specific zoning by-law will required, which will be subject to a full public process.

Other Planning Matters

Other planning regulations and guidelines, some of which are already in place, that are appropriate for application within the North Block District include:

- The North Block is an archaeologically sensitive area, therefore any development will require that archaeological assessments be carried out in advance of construction.
- Heritage Impact Statements will be required as part of any development proposal.
- Architectural variety is crucial in creating a visually stimulating urban environment. Street walls composed of buildings of similar style and form can succeed through subtle variations in the façade treatment and building mass in projecting an image of architectural richness, variety and building articulation.
- All development in the North Block should be reviewed taking into consideration matters relating to exterior design, including the character, scale, colour, building materials, appearance and design features of buildings.
- All development within the North Block shall conform within the following:
 - Building design shall be barrier free;
 - Continuous streets of monotonous and repetitive façades shall be avoided. A more textured architectural quality can

be achieved by introducing variation in certain elements of the façade treatment;

- All new buildings shall create a street space scaled to the pedestrian and organized to present an appropriate façade to all adjacent streets to provide interest and comfort at ground level for pedestrians. Primary pedestrian entrances shall provide direct and universal access to the public sidewalk;
- Ground floors of all buildings shall be designed with windows and doors opening onto the street or public open spaces to provide “eyes on the street”;
- A pedestrian weather protection system including awnings, canopies, colonnades, or front porches along the sidewalk edge of important pedestrian streets and adjacent to the Urban Squares and at entrances to buildings, is encouraged;
- Variation in three-dimensional elements, such as balconies, bay windows and porches, cornices, window trim, entrances and the articulation of the building mass, shall be used to create a dynamic façade;
- Any visible mechanical equipment is to be screened and located in a manner that has a minimal physical and visual impact on public sidewalks and accessible open spaces;
- Transformers and other above ground utilities, should be located within the building, or on private property located away from public view; and,
- An interesting architectural feature/treatment shall be added to all rooftops of buildings over 4 storeys to prevent typical box shaped building forms

EXISTING POLICY/BY LAW:

There is no existing policy/by law.

NOTICE PROVISIONS:

There are no notice provisions required with this report.

ACCESSIBILITY CONSIDERATIONS:

Accessible features will be developed into the public components of the redevelopment scenario.

FINANCIAL CONSIDERATIONS:

N/A

CONTACTS:

Cynthia Beach, Commissioner, Sustainability & Growth Group (613-546-4291, ext. 1150)

Lanie Hurdle, Director of Recreation and Leisure (613-446-4291, ext.

OTHER CITY OF KINGSTON STAFF CONSULTED:

Lanie Hurdle, Director of Recreation and Leisure Services

Denis Leger, Commissioner, Corporate Services

Alan McLeod, Senior Legal Counsel, Legal Services
Speros Kanellos, Director, Real Estate and Construction (613-546-4291, ext. 3133)
George Wallace, Director, Planning & Development (613-546-4291, ext. 3252)
Jim Keech, President & CEO, Utilities Kingston (613-546-4291, ext. 2217)
Jim Miller, Manager, Utilities Technical Services (613-546-4291, ext. 2475)
Malcolm Morris, Director, Transportation (613-546-4291, ext. 2260)
Jeff Garrah, Chief Executive Officer, KEDCO (613-544-2725, ext. 230)

EXHIBITS ATTACHED:

Appendix A: North Block District Community & Business Enhancement Opportunities Final Recommendation Report