



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: 2009-08-04

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:**ORIGINAL SIGNED BY COMMISSIONER**

Cynthia Beach, Commissioner, Sustainability and Growth

ORIGINAL SIGNED BY CHIEF ADMINISTRATIVE OFFICER

Gerard Hunt, Chief Administrative Officer

CONSULTATION WITH THE FOLLOWING COMMISSIONERS:

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 the restoration and re-use of the identified heritage properties within 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 policies; 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.

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:

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- 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 may 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, will 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,

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- 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 will be permitted throughout the North Block District.

Recommendation 15: The City will 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 may 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 be 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

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EXHIBITS ATTACHED:

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



North Block District Community & Business Enhancement Opportunities

Final Recommendations Report

July 29, 2009



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Appendices

A	Heritage Properties Analysis
	A building condition assessment was completed for 19-23 Queen Street in 2003 and updated in 2004 for the City of Kingston Building Conservation Master Plan. As part of this study, E.R.A. Architects Inc. reviewed the 2004 building condition assessment and examined the buildings for areas of continued deterioration and if any of the proposed work had been carried out.
B	Workshop Proceedings
	A workshop was held for the Kingston North Block District Community & Business Enhancement Opportunities Study on June 4 & 5, 2008. Appendix B presents an overview of the workshop proceedings including the key design principles that were formulated from discussions with stakeholders and the five concept plans that were developed at the workshop.
C	Background Report
	The background report outlines and describes the existing context surrounding the redevelopment of the North Block. This overview includes a review of the site's history and existing site conditions, the current land ownership distribution, existing land use and current designations. In addition, four supporting summaries addressing infrastructure servicing, transportation/parking, heritage issues and the current market conditions are included.



Pentagon Row, Washington, D.C.

1.0 | Introduction

This report articulates a Concept Plan and a series of development recommendations for the North Block in Downtown Kingston. The Concept Plan identifies the best and highest use of the City of Kingston owned properties in the context of achieving a series of other important municipal objectives and public benefits. This report also considers development opportunities for privately owned properties, considers sustainable practices and serves as a guide to better understand development opportunities that will maximize the public benefits.

This report builds upon previous work carried out by the City, and suggests some new policy directions and approaches for implementation. These studies include the Downtown Design Concept - Defining the Issues for a Downtown Action Plan, Urban Design Guidelines for the North Block Business District, Downtown Action Plan, LVEC North Block, North Block Central Business District Study, and the City of Kingston Downtown and Harbour Area Architectural Guidelines. An overview of the specific applicability of these studies to the North Block District and implications for this study is included in Section 1.3 of Appendix C.

It is anticipated that City of Kingston Staff and Council will use this report as a guideline to consider the appropriate disposition of City-owned properties and to make recommendations to implement any necessary changes in the Official Plan and the implementing Zoning By-law that would facilitate the long-term redevelopment of the North Block.

The report is divided into five sections that address the Concept Plan for the North Block, economic development, public objectives, planning regulations and suggested next steps for the North Block.

Study Area

Today Downtown Kingston remains the cultural and administrative hub of the City. It also supports a significant cluster of restaurants, nightclub activity, and retail stores. Princess Street serves as the Downtown's "Main Street" and hosts an array of smaller-scale stores and stores considered to serve a more "boutique" function. There are also some residential uses within the Downtown, primarily existing above the at-grade retail stores.

Princess Street has a consistent "Main Street" built form with buildings of a similar scale. This street also supports an excellent inventory of historic buildings, although the condition of these buildings, like the rest of the Downtown, is variable. Over the years, Downtown Kingston – including the North Block, has been the subject of many studies and revitalization initiatives. Many of these activities have resulted in significant enhancement of the Downtown environment and the Downtown continues to thrive as a destination for residents and tourists.

The North Block consists of 4.5 blocks. It is located one block north of Princess Street. To the east of the Study Area is Ontario Street, and further east is the shoreline of Kingston Harbour and the Wolfe Island

Ferry dock. To the northeast lies historic Fort Frontenac and the causeway leading across the Cataraqui River to Kingston East. To the north, are law offices and an office building of the Provincial Ministry of Health, as well as a low-rise, relatively high-density residential development (Frontenac Village) which was constructed approximately 20 years ago. Just beyond the North Block are Anglin Bay and the Inner Harbor. To the west of the North Block lies Wellington Street, a north south arterial street that links Princess Street to residential areas to the north. To the south, is the continuation of the Central Business District, the historic Downtown Core for the City of Kingston.

The North Block is currently composed of commercial (office/retail) uses as well as surface parking lots for automobiles, the former Police Station, a Kingston Hydro substation, as well as the newly completed K-Rock Centre. The main retail uses within the North Block include a LCBO retail store and a Food Basics grocery store. The North Block also serves as a transition zone between the inner harbour and the residential neighbourhoods to the west of Wellington Street.

It is the intent of the City to promote the long-term retention of existing commercial uses that are located in the North Block in the context of an evolving built form. In addition, the City will guide the future development of the City-owned properties ensuring that public uses can also be accommodated.



Concept Plan
November 2008

- Residential/Office Use
- Open Space Area/Rooftop Amenity
- Potential Hotel
- Kingston Hydro Sub Station
- Urban Square

The Concept Plan

The Concept Plan prepared during the course of this project is intended to test a particular built form that could, over time be achieved within the North Block. The Concept Plan is not intended to reflect a specific building program; that will result from much more detailed design work generated when development applications are ultimately prepared. The City of Kingston should use this Concept Plan as a general guide to future development on City-owned property as well as on the privately-owned properties within the North Block.

Timing for development of private property will depend upon the development objectives of the individual owners. The timing of the development of City-owned lands will depend on the property disposition strategy of Council and the requirements of the City.

The Concept Plan for the North Block was created after a series of workshops and focus groups with Kingston residents, City Councillors, City Staff, the Technical Advisory Committee, interest groups and developers. The purpose of this process was to:

1. Collaborate with stakeholders to identify the framework for the redevelopment strategy for the North Block.

2. Fully explore the options with respect to development, transportation, transit, parking, heritage, arts, and open space.
3. Consolidate an ideal strategy that will:
 - maximize the benefits from the investment in municipal infrastructure;
 - result in the best and highest use of the City of Kingston owned properties;
 - encourage the best and highest use of privately owned properties; and,
 - consider innovative sustainable development and environment strategies.
4. Consult with Council, City Staff, landowners and business operators, possible developers, representatives of special areas of interest, nearby residents and the general public in considering options for the North Block.

As a result of this collaborative process, the Concept Plan presented in this Report is considered to be the Preferred Plan for the purpose of establishing the basic principles and parameters for future development and to achieve a variety of public benefits. The Preferred Plan conforms for the most part, to exist-

ing planning policy and is considered to be generally financially feasible in today's market and marketable in the long-term.

The final Concept Plan was prepared after a variety of scenarios that varied assumptions with respect to building height and land use mix were prepared and tested through the consultation process.

It is important to note that additional height is being considered on specific blocks 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 eventual developer and the City to determine the appropriate balance between financial feasibility, the public benefits achieved, and the ultimate height of the buildings. Once determined, a site specific zoning by-law will be required, which will be subject to a full public consultation process.



Newly constructed K-Rock Centre at Barrack and Ontario Streets

Development Principles

The Concept Plan preparation process included the establishment of fundamental principles. The following principles were developed through the consultation process and should guide all decision-making, leading to the long-term success of the North Block.

1. Walkable and Pedestrian Scale

A substantial proportion of Downtown Kingston is within 500 metres (a 5-minute walk) of City Hall, the centre of Princess Street and the Waterfront. People will walk if streets are safe and comfortable, if there are appealing shops and places of interest, and if the environment is cared for and beautiful. This Report establishes the streets of the North Block as significant public spaces. Buildings and at-grade uses that protect and enhance the character and quality of the pedestrian environment are encouraged as part of future redevelopment.

2. Welcoming Environment for Development

This report clarifies the expectations on the part of the City with respect to development in the North Block. It provides some initial guidance to the City and will help to ensure that the public planning objectives are met. The City's development incentive programs and planning policies and regulations should ensure that developers have the flexibility necessary to effectively respond to shifting economic and market conditions.

3. A Safe Place to Live, Work and Play

This report encourages development with a diversity of uses in the North Block. A key to creating a safe environment is to have people living Downtown so there are eyes and feet on the street 24 hours a day. Residents take ownership of their neighbourhood and will help to ensure well-cared-for public spaces and buildings. Safe streets are created when adjacent buildings have ground floors with a high degree of transparency to the inside of retail or public uses that ultimately generate pedestrian activity. Safe streets are well lit and ideally have two way traffic to ensure no limitations for emergency services.



Faneuil Hall/Quincy Market, Boston, Massachusetts



Reston, Virginia

4. Financially Viable Development

Redevelopment within the North Block will require tools to enhance market demand, reduce development costs and reduce the risk of the development approvals process. The City has a number of programs already in place however, continued public investment in incentive programs, buildings, streetscapes and parking is crucial. Flexible planning policies and regulations are also an important component of a program of development facilitation.

5. Enhancing Public Spaces

The foundation of the planning strategy presented in this report is a system of beautiful public spaces. Streets are the largest component of public space and as such have an important role to play in conveying a message of care and commitment to Downtown Kingston. This strategy focuses on the importance of public spaces that anchor the area and provide amenities for people living and working Downtown.

6. Leadership to Make it Happen

The City of Kingston must continue to champion the redevelopment of the North Block. The City must continue to be the pioneer, willing to share in the risk of change. It must support the private sector. Both the public and private sectors have a role to play in realizing the vision for the North Block. The public sector has to lead the way by showing an obvious commitment to redevelopment by continuing to invest in public facilities such as the historic buildings on Queen Street and the public realm (streetscapes and urban squares). Private development initiatives can be expected only in response to a clear, demonstrated repositioning of the public initiative. The process of achieving the vision for the North Block will not be quick, nor will it be a result of one single action. It will be a complex combination of actions, players and time.



Chicago, Illinois



Bethesda, Maryland

Downtown Precedents

The following images represent downtown environments which reflect the various components of the development principles mentioned on pages 6 and 7.

Winter Park, Florida



Savannah, Georgia



Santa Barbara, California



Winter Park, Florida



Quebec City, Quebec



Addison Circle, Dallas



Celebration, Orlando, Florida



Michigan Ave, Chicago



Land Use Strategy

In keeping with the intent of the existing Official Plan and Zoning By-law, the Concept Plan was prepared to promote mixed use development. The mixture of land uses promoted by the Concept Plan focuses on retail, parking and residential development, with a hotel opportunity identified on the key gateway site. This mix of land uses was generally supported by the market expertise from Cushman & Wakefield, as well as discussions with several representatives from the local development industry.

Office uses were also considered, and would, of course be a welcomed use within any North Block redevelopment scheme. However, at this time they are not included in the Concept Plan because of a weak market for office space in Downtown Kingston, and the impacts of that market reality on the financial feasibility of development. Public lands within the North Block should always be considered as a potential location for new civic office space. Financial and market constraints on private commercial office development do not impede to the same degree as the provisions of government office space.

Therefore, when considering future development and redevelopment in the North Block, it is important to be flexible in permitting land uses that are typical of a vibrant urban Downtown, while, at the same time, being equally restrictive on those uses considered to be inappropriate in an evolving urban setting.

Buildings and sites within the North Block are encouraged to accommodate an array of uses. A mixture of uses is encouraged not just within the North Block in general, but on individual development sites, and within individual buildings. High activity uses that animate the streetscape, like retail, are to be at-grade on Wellington, King and Ontario Streets, with uses such as offices, hotel and residential uses on second floors and above.

Of particular importance to the land use strategy was the replacement of the existing 450 at-grade parking spaces (300 spaces existing today, plus the 150 spaces lost through development of the K-Rock Centre) within structures, and the retention of key retail facilities including the LCBO store and grocery store. It was considered crucial for the Concept Plan to incorporate these components into the design.

The following uses are among the uses permitted within the North Block:

- 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 Speciality Repair Shops).



Massing model, view looking north



-  Enhanced Streetscaping
-  Urban Squares
-  Green Roofs

Potential Public Realm and Private
Amenity Space Plan (November 2008)

A Potential Public Realm and Private Amenity Space Plan created as part of this Study, identifies opportunities for enhanced streetscape locations as well as urban squares at the intersections of King Street and Barrack Street, and in Block 4, fronting onto Ontario Street and Barrack Street. Mid-block connections are identified within Block 4, and could be considered throughout the North Block area, although the intent is to focus on street activity, supporting the retail uses at-grade.

Block-by-Block Description

A block-by-block analysis based on the Concept Plan was completed to ensure that a maximum optimal development program could be achieved and that

parking could be accommodated within a pedestrian friendly environment. The block-by-block analysis generated an approximate development program. Actual proposed development numbers might be different and will be subject to the City's approval process.

Assumptions used in the as-of-right block-by-block analysis are the following:

- as-of-right Zoning By-law heights (with the exception of the taller building in Block 4);
- average residential unit of 100 square metres;
- average hotel unit of 40 square metres; and
- 1.25 parking spaces per residential unit, inclusive of visitor parking.

The development program generated by the Concept Plan results in:

- 651 new residential units;
- 214 hotel rooms;
- approximately 1,000 square metres of hotel-related conference space
- 9,425 square metres of commercial space including incorporation of a new LCBO store and grocery store;
- an 8-bay inter-modal transit facility; and,
- at full built out, potential for 1,362 structured parking spaces (including replacement of 450 at-grade parking spaces, plus parking for residential uses).

	Block Area (sq. metres)	Land uses (Gross Floor Area in sq. metres)				Height	# Residential Units	# Hotel Units	Parking Requirements for Residential	Parking Provisions within the Block
		Residential	Hotel	Commercial	Utility/Other					
Block 1	6,055	15,350	0	4,850	3,035	9 storeys	155	0	193	438
Block 2										
Block 3	8,350	31,000	0	2,750	3,275	9 storeys	311	0	389	405
Block 4	8,200	4,650	8,850	1,070	5,720	up to 18 storeys	47	214	58	346
Block 5	4,015	13,840	0	755	990	9 storeys	138	0	173	173
TOTAL	26,620	64,840	8,850	9,425	13,020	-	651	214	813	1,362

Block 1 Precedents

King and Jarvis Streets, Toronto, Ontario



Hazleton Hotel, Toronto, Ontario



Queens Quay Loblaw's, Toronto, Ontario



Outdoor Cafe in Easton Town Centre, Columbus, Ohio

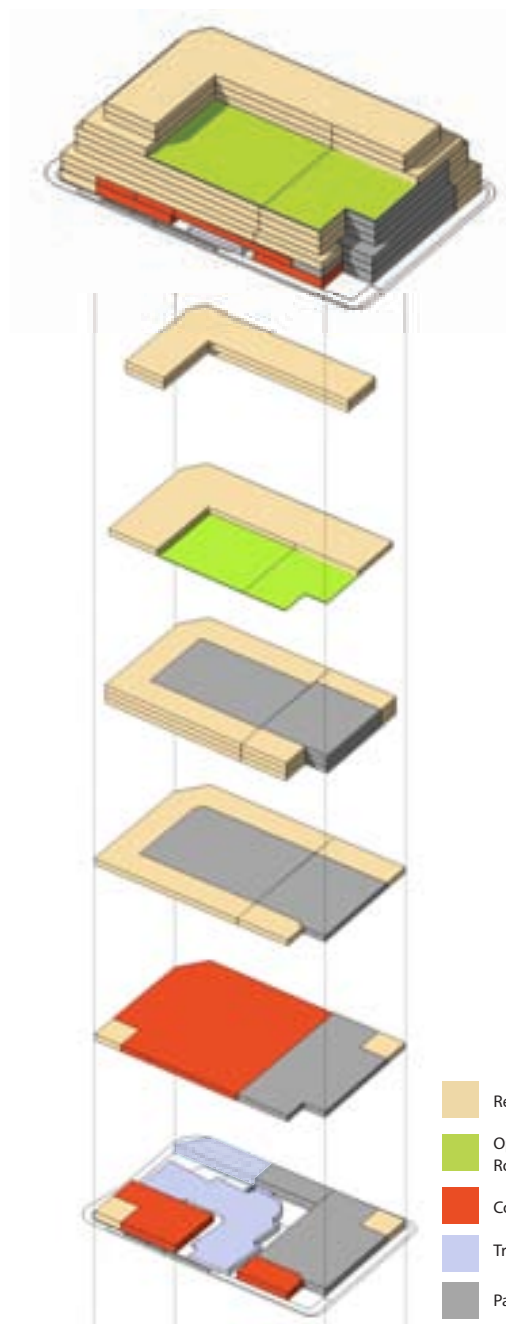


Covered Transit Facility, Calgary, Alberta



Addison Circle, Texas





Block 1

Block Area	6,055 square metres
Height	9 storeys
Residential Uses	15,350 square metres 155 residential units
Commercial Uses (Grocery Store)	4,850 square metres
Parking	439 spaces
Transit Facility	3,035 square metres
Amenity/Open Space Provision	3,035 square metres

Block 1 is a 6,055 square metre parcel of land that is currently owned by The City of Kingston and 771375 Ontario Limited. The western portion of the site, owned by the City of Kingston, is occupied by a public surface parking lot and the eastern portion of the site, owned by 771375 Ontario Limited, is an operating grocery store. Two potential development options for Block 1 are:

Option 1

In this Option the City retains the City-owned lands and works in joint venture with the owner of the other portion of the block, in order to build a mixed-use development that includes new retail space that could accommodate an expanded grocery store, public parking structure and an 8-bay transit facility. The building, as proposed, would conform with current planning policies.

Throughout the course of the study, the Consultant Team heard from both residents and City Staff that the existing grocery store serves an important function in the Downtown and that it is desirable to have the use retained. Thus, this option would require a Phasing Plan that would ensure that the grocery store use is operational throughout the development process (build the western component first, move the grocery store in, then develop the eastern component). In addition, the City should investigate opportunities to provide incentives for grocery stores, vegetable and fruit stands to move into and remain Downtown.

Option 2

In Option 2, the City would sell the City-owned lands and allow the Block to be developed by the private sector, likely for retail and residential uses. The City should ensure that the block develops in accordance with their urban design objectives, and may impose other public benefit requirements as a condition of the sale of their lands. This option could also include the public parking component, but requiring this would entail significant public investment.

Again, the City should be prepared to offer incentives to grocery stores to remain in the Downtown. LEED-Silver Certification should be a minimum requirement for the development of City-owned lands.



K-Rock Centre © Kingstonist



K-Rock Centre © Kingstonist



Block 2

Block 2 is wholly owned by the City of Kingston and was recently developed as the K-ROCK Centre. The centre provides facilities for major events such as concerts, Ontario Hockey League games, professional and competitive figure skating, conferences, trade shows, job fairs and other community events. It is a LEED-Silver facility that accommodates up to 6,800 people and serves as the largest gathering place between Oshawa and the Quebec border.

Block 2 was not considered for any additional redevelopment or development, however, opportunities for pedestrian connections to the surrounding blocks, enhanced pedestrian treatment and streetscape opportunities were explored for the Block and are identified in the Public Realm Plan.

Block 3 Precedents

Dallas, Texas



West Village, Dallas, Texas



Parking Entrance West Village, Dallas, Texas



Rooftop at 401 Richmond Street, Toronto, Ontario

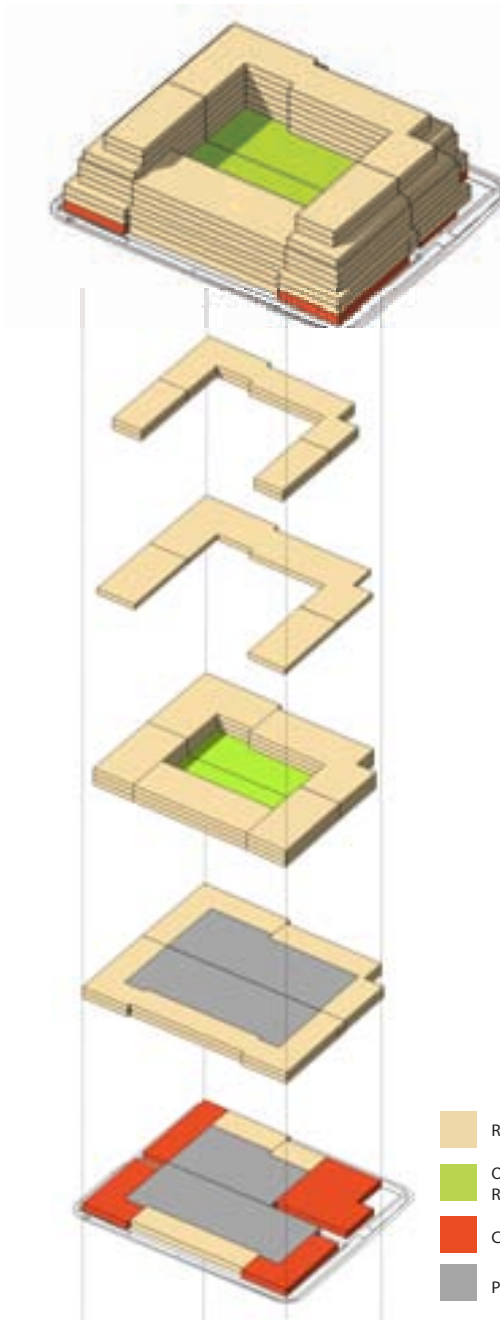


Michigan Avenue, Chicago, Illinois



Market Square, Toronto, Ontario





Block 3

Block Area	8,350 square metres
Height	9 storeys
Residential Uses	31,000 square metres 311 residential units
Parking	389 spaces
Commercial Uses	2,750 square metres
Amenity/Open Space Provision	3,275 square metres

Block 3, owned by Kincore Holdings Ltd. and the LCBO, is the largest block within the study area at 8,350 square metres. The northern-half of the site is currently occupied by a Goodlife Fitness facility and an LCBO retail store. The southern portion is currently a surface parking lot. While the current uses are important components of the Downtown, they do not maximize the development potential for the block. The City should encourage development with an array of uses including residential and commercial/retail uses. All new development should occur within the provisions of the Zoning By-law.

Certainly, it is the intent of the City that the existing uses, the LCBO and Goodlife Fitness, could be accommodated within the redevelopment scenario.

- Residential Use
- Open Space Area/
Rooftop Amenity
- Commercial
- Parking Facility

Block 4 Precedents

Pentagon Row, Washington D.C.



West Village, Dallas, Texas

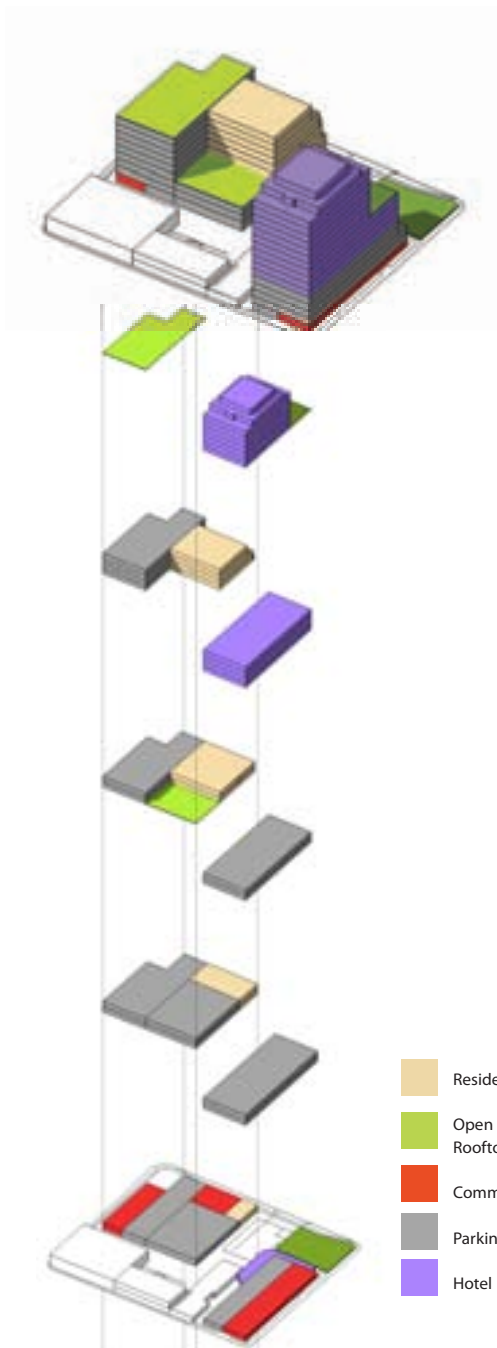


Yorkville, Toronto, Ontario



National Ballet School, Toronto, Ontario





Block 4

Block Area	8,200 square metres
Height	maximum of 18 storeys
Residential Uses	4,650 square metres 47 residential units
Commercial Uses	1,070 square metres
Hotel Uses	8,850 square metres
Parking	404 spaces
Amenity/Open Space Provision	3,884 square metres

Block 4 is owned by the City of Kingston and Kingston Hydro. The area of the block is 8,200 square metres. The southern-portion of the site is currently composed of a utilities facility that is owned and operated by Kingston Hydro, a series of heritage properties along Queen Street and the former Police Headquarters at the corner of Queen Street and Ontario Street. The majority of the northern-portion of the site is occupied by a public surface parking lot.

The City should retain the heritage properties along Queen Street that are known by their municipal addresses as 19, 21 and 23 Queen Street. These resources could be protected as they exist, or could be incorporated into larger-scale development scenarios. The renovation and repurposing of these buildings presents an opportunity to enhance and celebrate the character of the North Block and reflect on the special qualities of the heritage properties. However, retaining these buildings will require substantial renovation and a comprehensive maintenance program.

27 Queen Street represents the portion of the Block that is owned and operated by Kingston Hydro. Like 19, 21 and 23 Queen Street, 27 Queen Street has significant heritage and cultural importance and should be restored. This building has potential to create visual interest as a strong corner presence. Special treatments such as enhanced lighting, paving, street furniture or landscaping should be used to denote it as a landmark building. This building will, for the time being, remain in use as a sub-station. Future relocation of the sub-station function will facilitate the repurposing of this building and its potential sale.

The remaining portion of the site, including the former Police Station, should be made available for purchase by the private sector or other public sector agencies. This site could also, potentially, accommodate civic office space. The north eastern corner of the site may be developed as a public park. Additional public open spaces and an internal courtyard space may be required by the City.

Again, it is important to note that an eighteen storey building was tested in this redevelopment scenario, 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 between financial feasibility, the public benefits achieved, and the ultimate height of the buildings. Once determined, a site specific zoning by-law will be required, which will be subject to a full public process.

Block 5 Precedents

Queen West, Toronto, Ontario

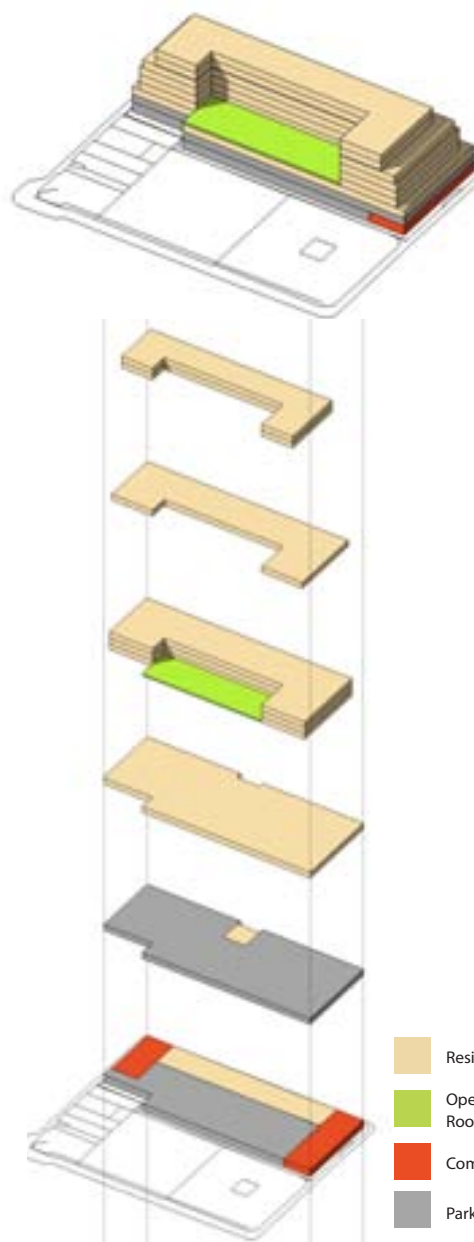


King and Sherbourne Streets, Toronto, Ontario



Toronto, Ontario





Block 5

Block Area	4,015 square metres
Height	9 storeys
Residential Uses	13,840 square metres 138 residential units
Parking	173 spaces
Commercial Uses	755 square metres
Amenity/Open Space Provision	990 square metres

Block 5 is a 4,015 metre half block located on the south side of Queen Street between King and Ontario Streets. The western portion of the Block is owned in by Kincore Holdings Ltd, while the eastern half of the site is owned by the City of Kingston. Kincore Holdings Ltd. has a 99-year lease on the City of Kingston-owned portion of the Block with an option to purchase the property. Again, like Block 3, the City should encourage a mixture of uses on site including residential and commercial/retail uses. The Concept Plan proposed should occur within the provisions of the Zoning By-law.

- Residential Use
- Open Space Area/
Rooftop Amenity
- Commercial
- Parking Facility

“The North Block is a transition from water to land... a transition from neighbourhood to downtown.... it has essential neighbourhood shops... it has many layers which make it a fascinating district...”

- June 2008 Workshop

Downtown Kingston is a tremendously popular resource within the City. It is both beloved and functional. Downtown Kingston is also a beautiful and highly desirable residential neighbourhood.

A primary consideration to the effective positioning of Downtown Kingston and the strategic use of City-owned properties in the North Block to attract new investment is the impact of over-riding trends affecting the role and function of downtowns across North America. The decline of the primary retail function of downtowns and concurrent increase of suburban retailing has been well documented across many communities in Canada and in the United States. Despite the historic downturn experienced in many jurisdictions, there are, however, signs of life in many cities.

Today, downtowns in cities like Kingston are reinventing themselves, moving away from the traditional retailing that competes with large suburban or box retailers and becoming more specialized and focused in its retail offerings.

In addition to generating a destination shaping experience, Cities are also putting additional focus on the flourishing cultural, residential and administrative roles their downtowns can play.

Key Characteristics of a Successful Downtown

Downtown Kingston is an example of a successful downtown district that continues to improve. The following section provides a context for understanding what 'successful' really means. While downtowns may vary across North America there is a growing consensus on what makes a successful downtown. For example, in 2005 the Ithaca (New York) Downtown Partnership studied 11 medium-sized communities with a reputation for outstanding downtowns. From this review, the Downtown Partnership identified the following 12 characteristics of a successful downtown:

1. *No single organizational model exists.* The type of downtown organization was less important than the overall ability of the community to deliver needed services. Nearly all of the sample communities were able to obtain services including: district marketing, retail promotion, special event planning, landscaping and beautification, environmental management (litter, graffiti), safety and security, business assistance, project planning and facilitation and strategic planning.
2. *Multiple activity generators.* The communities also share an expansive list of attractions and amenities that serve as pedestrian traffic generators. All are within walking distance of each other, creating tight and effective activity generating zones. These include museums, performance halls, sports venues and other attractions that have the potential to draw visitors and investment to a downtown.
3. *Successful downtowns are beloved by citizenry.* Community leaders in the sample cities recognized and appreciated the value and significance of downtown to their communities. Civic leaders routinely reported that their communities harbour strong and intense affections for their downtowns.
4. *Ability to overcome challenges and obstacles.* The cities shared an innate ability to respond to and overcome challenges. In this manner, they distinguished themselves from other cities that struggle with overcoming the obstacles of community life that regularly confront them.
5. *Successful downtowns are walkable.* They possess street level pedestrian scale and are well used. Most are single node centers, with a central place, street, or pedestrian mall. There is no single physical design. Some have pedestrian malls, linear main streets, public squares, and multi-zone downtowns. Walkers are rewarded with sensory experiences ranging from public art to active storefronts to attractive landscaping and sidewalk amenities. While each community approaches street character in its own way, all share the attribute of active, vibrant storefronts and cafes that engages the pedestrian.

6. *Commitment to mixed use development.* Uses are generally not geographically separated in successful downtowns. The various uses tend to be integrated into the downtown fabric. Even when they are separated, they generally remain within walking distance of each other.
7. *Public/private investment.* All of the communities surveyed actively planned for the future. All exhibit broad public/private investment in their future growth and development.
8. *The nature of downtown retail appears to be in flux.* As traditional retailers closed or relocated, these cities reported that the resulting vacant storefronts are being filled with restaurants, bars or other food & beverage oriented businesses able to pay higher rents. Local, independent retailers continue to be the dominate form of retailing in most of the sample downtowns. This may reflect the dominance of national retailing in suburban or strip centers elsewhere in the area, leaving downtown with a niche in specialty boutique, independent retailing.
9. *Entertainment is a driving market segment.* While retail appears to be shifting, nearly all of the sample cities reported that entertainment is a driving market segment in the downtown. All have been able to extend the life of downtown beyond 5:00 pm. Nearly all of the cities have a strong and growing restaurant sector, with ethnic and thematic restaurants being common. Entertainment anchor projects are also evident, including movie theatres, performing arts centers, historic theatres, and brew pubs.
10. *Strong adjacent residential neighbourhoods.* All had a strong residential neighbourhood within walking distance of the downtown; nearly all were upscale, with some containing the higher priced housing of the city. Residents appear to place a premium on living within the downtown, or within an easy walk of downtown and all the amenities it has to offer.
11. *Downtown housing was either prevalent or underway.* The market for housing in downtown was strong and growing. People want to live downtown in these exciting, dynamic urban places and developers are working hard to satisfy that need, though affordability is a clear issue. These downtown residents provide key activity and life to shops, restaurants and entertainment venues.
12. *Universities.* While the presence of an institution of higher education does not by itself appear to be the deciding factor in determining downtown excellence, there is no question that the proximity of a university to downtown provides a ready source of patrons, from students and faculty or staff.

These findings have tremendous relevance for Downtown Kingston, and in particular, for the North Block District. They inform the range of uses and type of activities that could be attracted to this area of the Downtown and focus attention on the importance of 'sense of place' to Downtown vitality and social contact and interaction.

The Importance of Sense of Place

Additional research undertaken in 2008 for the Rhinelander (Wisconsin) Main Street Program compared eight vibrant downtowns to identify the types of businesses that make significant contributions to downtown vitality and dynamics. The key businesses identified were grouped into five broad categories:

1. *Destination Restaurants* - many of the communities studied had one or more large destination restaurant as key generators of downtown visitation.
2. *Unique/Regional Gift Stores* - Many of the businesses studied were gift stores that offer unique or one-of-a-kind, quality products that were not found in large retail stores.
3. *Downtown "Hangouts" or Gathering Places* - Downtown hangouts are businesses that provide a place where local residents socialize in a "public living room".
4. *Entertainment Options* - Theatres/sports venues complement other downtown businesses by drawing crowds of people who then visit other nearby establishments.
5. *Hospitality/Lodging* - Hotels provide a steady stream of visitors that patronize other nearby establishments day and night and also host large

meetings, conferences, weddings, and other events that regularly draw additional traffic.

This research also found that a number of operating characteristics contribute to the uniqueness and appeal of these key downtown businesses:

- Locally owned and operated - All of the businesses studied were locally owned and operated.
- Located in historic buildings - Sixty percent of the businesses surveyed were located in buildings listed on national or local historic registries.
- Place-based - In addition to locations in preserved historic structures, successful downtown businesses often feature, complement, and build on local or regional culture.
- Active in downtown business community - Owners and managers organize or participate in community events and charities, and work directly with other businesses in their community.

Investment Considerations

Based on the above findings, it is essential that the City of Kingston realize the need to enable an environment in the Downtown, and in particular the North Block District, that will attract a broad range of business investment and visitor activity. This could include housing opportunities, a greater range of specialty or

boutique retailers, restaurants, as well as additional opportunities for live entertainment, a hotel, arts and cultural activities, public gathering places and passive recreational opportunities.

Another important consideration for Kingston's North Block District, and indeed the Downtown, is the balancing of traditional retailing with the opportunities to attract employment opportunities across a broader spectrum. This could include efforts to attract a greater number of professional service firms to the Downtown such as accountants, legal firms, planning, engineering and architecture firms as well as design and technology firms. These jobs coupled with the more traditional retail or service industry jobs provide for a broad range of management and entry level employment, full-time and part-time positions, as well as entrepreneurial employment. It also provides a broad spectrum of income levels that, in turn, contribute to a vibrant and healthy Downtown.

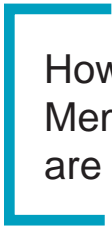
One of the more significant opportunities for the North Block District would be the attraction of a post secondary university or college presence. Kingston already has a multitude of post-secondary education choices, but they, as yet, have not established a prominent downtown presence. The relocation of a faculty to a Downtown Campus, inclusion of student housing and other associated facilities would be a tremendous attribute to the North Block and to Downtown Kingston in general. Opportunities for a Downtown

Campus need to be fully explored with the local institutions, as well as other institutions that may be interested in a satellite campus location.

The presence and quality of Kingston's heritage properties also make a significant contribution to the aesthetic appeal of the Downtown and surrounding residential neighbourhoods and represent an investment in local infrastructure that dates back more than 150 years. With many of the original structures still intact throughout Downtown Kingston, the buildings and their architecture contribute to a local character that is valued by residents and visitors and unique among downtowns in Ontario. In fact, one of the greatest tourism assets of the City may well be the architectural attractiveness of its Downtown coupled with its location at the convergence of Lake Ontario, the St. Lawrence River and the Cataraqui River.

As noted previously, the City of Kingston has an extensive portfolio of heritage properties that are currently being used by the city as municipal offices, municipal service centres, museums, assembly spaces, commercial and not-for profit businesses. In retaining ownership of these buildings, the City has affirmed the importance of these buildings, particularly as it relates to preserving the historical integrity of the community, which in turn assists with tourism attraction and local business investment.

The retention of the heritage properties in the North Block District by the City of Kingston represents a major civic investment in the downtown. While there are costs associated with this decision, the benefit to the community is well demonstrated in the success of the Downtown to attract visitors, business investment as well as events and festivals. It also ensures the timely re-use of the properties for further retail investment or not-for profit activity. This in turn will have the effect of drawing further private sector investment and interest to the area, raising property tax revenues and fostering a complementary form of urban development.



How a place looks and feels is a crucial part of its identity. Memorable places possess building and public spaces that are stimulating, yet comfortable and human scaled.

4.0 | City-Building Objectives / Recommendations

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 will remain regardless, but the City, or some other public sector purchaser should have prior-

19, 21, 23 and 27 Queen Street



King Street, Toronto



Quebec City



ity 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 will be compatible with the character and image of Downtown Kingston.

Compatible development will 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 will 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 restoration and re-use of the identified heritage properties within Block 4.

In achieving this objective, the following will 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 will also be used as tools for guiding the preservation, rehabilitation, restoration and renovation of existing heritage properties.

- Reasonable effort will 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 will be preserved. The removal or alternation of any historical materials or distinctive features will be avoided.
- Distinctive stylistic features or examples of skilled craftsmanship will be treated with sensitivity.

- Historic properties will be recognized as products of their own time. Alterations that have no historical basis and which seek to create an earlier appearance will be discouraged.
- Repair or replacement of missing architectural features will 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.
- Signbands, 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 policies; 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.

Any parking structure constructed within the North Block will not exceed 9 storeys and will 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 will 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, will be appropriately screened from view from the street.

South Beach, Miami



Heath Street, Toronto



University of Houston, Texas



Charleston, South Carolina



Charles Street, Toronto



Crocker Park, Westlake, Cleveland, Ohio



- Above-grade parking structures will 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 will 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" will provide a minimum of 0.75 spaces per unit.
- New office, retail or other commercial uses may 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 will 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) will be developed as a new Urban Square.

Recommendation 9: Additional Urban Squares, will 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 will 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:

- Will be accessible to all people;
- Will be designed to reinforce a high quality formalized relationship with its adjacent building use and streetscape and will 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 will be designed to define and articulate circulation, entry points, seating and gathering areas.

Chez Piggy Courtyard, Kingston



Yorkville Avenue, Toronto



Permeable Streetscaping Materials



- 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 will 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 will 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-

ment 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 will apply, and the alternative standard will 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 will 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, cultural 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 will 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');

Solar Panels on a Rooftop



Rooftop Gardens



Yorkdale Bus Terminal, Toronto



- ▣ 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 will be permitted throughout the North Block District.

Recommendation 15: The City will 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 ensue that these uses can continue in the long-term within the North Block District.

Recommendation 17: The City will 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 will require those uses along the frontages of Ontario Street, King Street and Wellington Street.

Recommendation 19: The City will 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 will be subject to Site Plan Control. The City will 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 will 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 will conform within the following:
 - Building design will be barrier free;
 - Continuous streets of monotonous and repetitive façades will be avoided. A more textured architectural quality can be achieved by introducing variation in certain elements of the façade treatment;
 - All new buildings will 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 will provide direct and universal access to the public sidewalk;
 - Ground floors of all buildings will 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, will 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 will be added to all rooftops of buildings over 4 storeys to prevent typical box shaped building forms.

Shaker Boulevard, Cleveland, Ohio



The next steps in the North Block Property Disposition Strategy are intended to facilitate the recommendations of this Report, and where possible, to resolve some of the outstanding issues, confirm some of the costs of development and to add value to the sale of the properties. The key next steps are as follows:

1. Assess the Need for Civic Office Space

The City is currently assessing its office space needs, and if new space is required, the North Block should certainly be considered. Nothing should happen with the City-owned lands within the North Block until a decision with respect to civic office space needs has been made.

2. Determine the Transit Hub Location

The determination of the Transit Hub question is fundamental to the strategy to develop or sell Block 1. If Block 1 is to accommodate the Transit Hub, then discussions with the other landowner are a crucial starting point. If the Transit Hub is not needed, or is to be located elsewhere in the Downtown, then the alternative development scenario should be pursued.

3. Downtown Parking Strategy

The Concept Plan envisions the replacement of the existing surface parking supply, as well as more parking to serve planned development. In aggregate, the North Block becomes a major centre for parking in the Downtown, which may, or may not be the most appropriate strategy for parking in Downtown Kingston.

It is recommended that a Downtown Parking Strategy be prepared to determine whether the concentration of parking within the North Block is the most appropriate way to supply parking in the Downtown area, or whether other locations, or a more dispersed strategy is more appropriate. The development in the North Block, as identified in the Concept Plan requires a substantial investment of public funds in the building and maintaining of a public parking supply, and it is important to ensure whether or not this level of concentration is most appropriate.

4. Traffic Impact Study

The previous issues of the Transit Hub and the parking supply, in combination with planned development will have a range of impacts on the traffic patterns within and in proximity to the North Block. While the actual development potential of the area has not been substantially changed (it has been reallocated, and marginally enhanced in Block 4) from the existing planning documents, the concentration of the parking supply and the potential location of the Transit Hub may cause additional traffic concerns that will need to be addressed. In addition, the actual development potential within the North Block may be substantially less than that which is proposed in the Concept Plan, and therefore, the traffic impacts will need to be tested on an overall basis, and then based on actual development proposals.

5. Official Plan Amendment

An Official Plan Amendment will be required to facilitate the proposed Concept Plan, principally the planning techniques suggested to facilitate development and achieve the City-building objectives that have been identified as important to the City.

In regard to implementing zoning provisions, it is appropriate to consider zoning in the context of an actual development proposal, that includes the required Section 37 agreements and an appropriate site plan approval. As such, zoning should be site specific and responsive, rather than preemptive.

Appendix A

Heritage Properties Analysis

Heritage Assessment

19-23 QUEEN STREET

As part of City of Kingston Building Conservation Master Plan, a building condition assessment was completed for 19-23 Queen Street in 2003 and updated in 2004. André Scheinman, Heritage Preservation Consultant and the McCormick Rankin Corporation completed the building condition assessment, which found the buildings required over \$570,000 in repairs to stabilize the buildings and arrest areas of continuing deterioration.

In 2008, E.R.A. Architects Inc. reviewed the 2004 building condition assessment and examined the buildings for areas of continued deterioration and if any of the proposed work had been carried out. The most significant repair completed between 2004 and 2008 was the replacement of the badly deteriorated asphalt roof at 23 Queen Street. However, in general, the buildings are in a similar condition as was noted in 2004, with no significantly noticeable new areas of deterioration. For a full description of the condition of the 19-23 Queen Street please refer to the City of Kingston Building Conservation Master Plan.

As part of the condition assessment review E.R.A. Architects Inc. completed a cost escalation, which inflated the 2004 costs estimates for 19-23 Queen Street to 2008 prices by using the Statistics Canada Cost Indices for Non-Residential Construction. In order to reflect the variable costs associated with restoration work of this type E.R.A. has provided a low and high cost estimate based on the median inflation from 2004 to 2008 of 28.5%. The following is a summary of a per square metre costs associated with each of the three properties:

19 Queen Street

	2004	2008 Low Estimate	2008 High Estimate
Cost Estimate	149,969.19	185,000	194,000
Gross Floor Area (m ²)	144	144	144
Unit Cost	\$1,041/m ²	\$1,285/m ²	\$1,347/m ²

21 Queen Street

	2004	2008 Low Estimate	2008 High Estimate
Cost Estimate	180,428.75	223,000	234,000
Gross Floor Area (m ²)	293	293	293
Unit Cost	\$616/m ²	\$761/m ²	\$799/m ²

23 Queen Street

	2004	2008 Low Estimate	2008 High Estimate
Cost Estimate	240,877.06	251,000*	263,000*
Gross Floor Area (m ²)	408	408	408
Unit Cost	\$590/m ²	\$615/m ²	\$645/m ²

* Costs include work already completed. Costs are "order of magnitude" only. In addition, costs do not include project administration and detailed specifications will have to be prepared to confirm the actual costs.

Appendix B

Workshop Proceedings

contents

PART 1: Workshop Proceedings

1	introduction
2	key design principles
3 to 7	concept plans 1-5
8	participants comments

PART 2: Opportunities & Issues

9	opportunities
10	issues





Part 1

workshop proceedings

June 4th & 5th, 2008

1 | Introduction

A workshop was held for the Kingston North Block District Community & Business Enhancement Opportunities Study on June 4 & 5, 2008. The workshop was set up with sequential working sessions with City Staff, the Technical Advisory Committee, developers and their representatives and residents.

On Day 1, the working sessions were divided up into three topic areas: 1) Transportation and Transit, 2) Heritage, Culture and Arts, and 3) Development, Land Use and Built Form. Each session began with a presentation to summarize the existing policy and physical context of the North Block.

The purpose of the workshop was:

1. To collaborate with stakeholders to identify the framework for the redevelopment strategy for the North Block.
2. To fully explore the options with respect to development, transportation, transit, parking, heritage, arts, and open space.
3. To consolidate an ideal strategy that would:
 - maximize the benefits from the investment in municipal infrastructure;
 - result in the best and highest use of the City of Kingston owned properties;

- encourage the best and highest use of privately owned properties; and,
- consider innovative sustainable development and environment strategies.

4. To consult with City Staff, Council, landowners and business operators, possible developers, representatives of special areas of interest, nearby residents and the general public in considering options for the North Block.

The following presents an overview of the workshop proceedings including the key design principles that were formulated from discussions with stakeholders and the five concept plans that were developed at the workshop. The Preferred Concept Plan that is presented in the first portion of this report was derived from this workshop and the feedback from its participants.



2 | Key Design Principles

The urban design principles for the North Block were determined based on input from the workshop as well as previous discussions and interviews with stakeholders. The seven principles are as follows:

1. To promote a cultural, economic and environmentally sustainable community that reinforces the district's unique character and history.
2. To promote high quality design of the area's streetscapes, open spaces, public buildings and infrastructure and private buildings to create a comfortable, usable, understandable, and memorable area of Downtown Kingston.
3. To provide a sensitive transition between the concentration, mix and massing of buildings within the North Block and the lower density residential neighbourhood on the west side of Wellington Street as well as the residential community north of Place D'Armes.
4. To ensure that new development within the North Block is physically compatible and complementary to other development within the North Block, as well as the existing downtown structures.
5. To ensure that development consists of a range of uses including residential, commercial, retail and open space.
6. To create an attractive public realm and to ensure that retail commercial development is planned to support a street-related, pedestrian-friendly environment.
7. To support the viability of transit by promoting higher density forms of development and by coordinating land use, transportation infrastructure and urban design in a mutually supporting manner that encourages the use of transit and modes of transportation other than automobiles.



Residential Uses with Retail At-Grade



Heritage properties integrated with new development



Compatible Development - Integrated Parking Facility

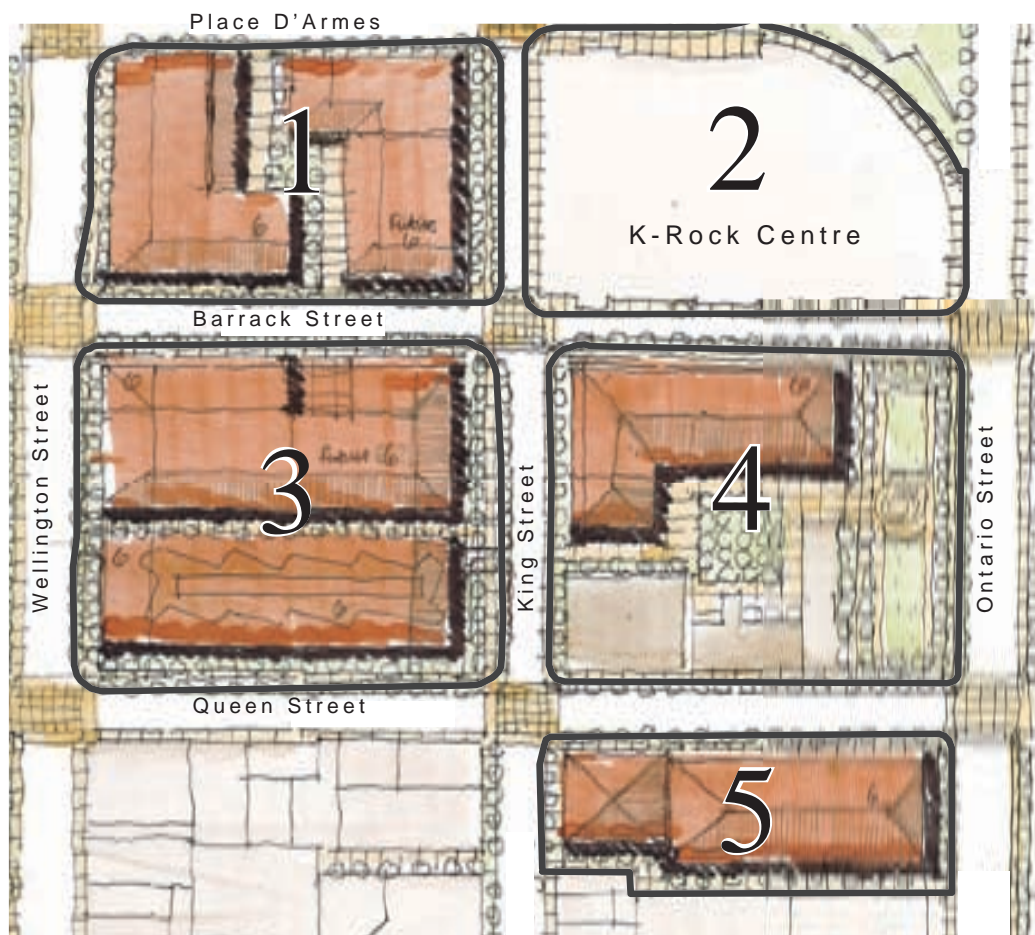


Attractive Public Realm



Gathering Spaces

3 | Concept Plan 1



Block No.	Site Area	Number of Storeys	GFA	FSI
1	7314 m ²	6	24624 m ²	3.37
2	8664 m ²	3	19613 m ²	2.26
3	10120 m ²	6	37260 m ²	3.68
4	9345 m ²	6	12726 m ²	1.36
5	4558 m ²	6	14304 m ²	3.14
	40001 m²		108527 m²	2.71

Concept 1 is a proposal for primarily non-residential development with retail uses at-grade and medium density commercial uses on the above floors. Public, institutional and cultural uses are encouraged. The proposed maximum height of 6 storeys is intended to provide a sensitive transition between new development and the adjacent neighbourhoods. The massing distribution is designed to ensure the preservation of view corridors and solar exposure.

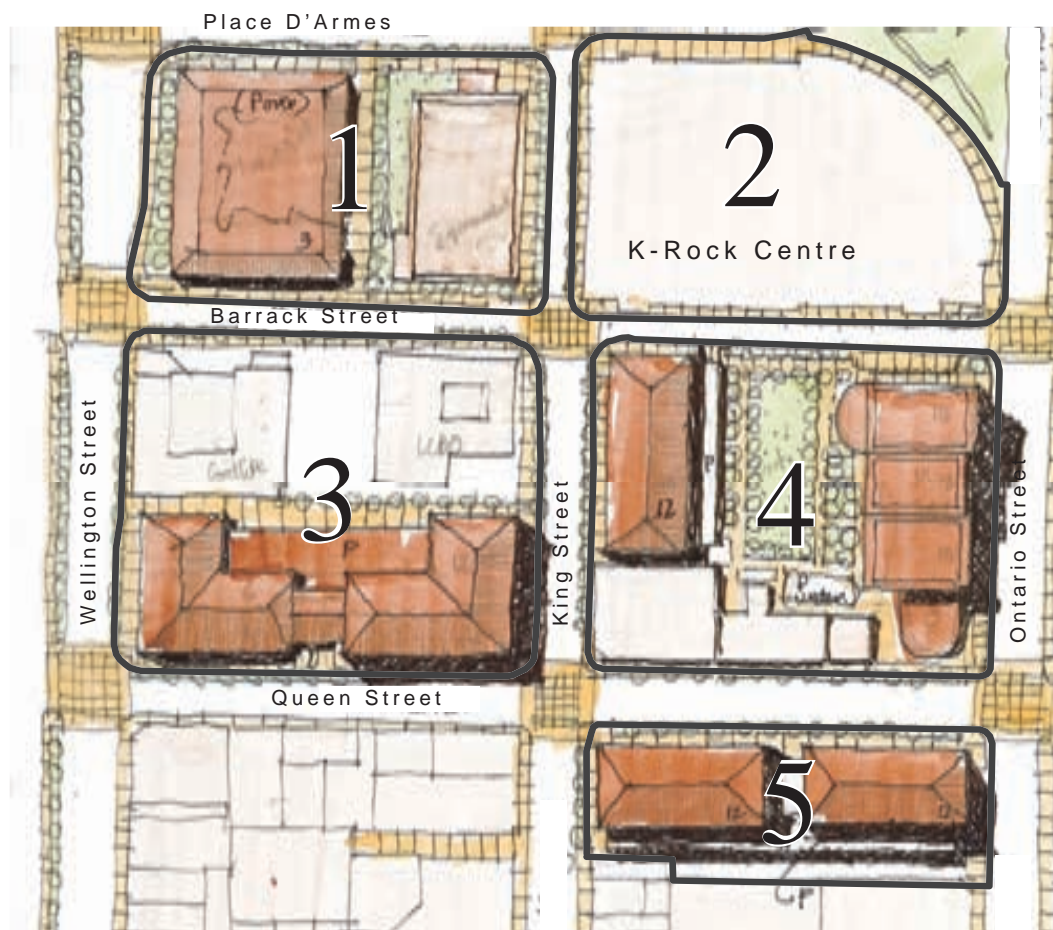
Retail uses are focused mainly along the north-south streets - Ontario Street, King Street and Wellington Street. This scheme also incorporates a transit hub at the Wellington Street and Queen Street intersection. The transit hub would serve as a transportation center for transit users, cyclists and pedestrians. This scenario requires the replacement of existing surface lot parking spaces, in addition to spaces to meet parking requirements for new development. Parking would be accommodated in an above-grade parking facility located in Block 3.

In this concept the Heritage properties along Queen Street are retained. These buildings are also enhanced with the addition of a courtyard in the rear adjoining to a major open space area at 11 Queen Street (the former Police Headquarters building).

Responsible planning for the future of the North Block includes consideration of policies that promote sustainability and green building technologies. While higher density, transit supportive development provides opportunity for substantial environmental benefits, evolving building technologies that provide additional benefits must be recognized and supported. In this scheme, Block 4 provides a significant open space opportunity along Ontario Street.



4 | Concept Plan 2



Concept 2 is a proposal for high density, primarily non-residential uses. Like Concept Plan 1, at-grade retail uses are an important component of the scheme. Retail uses are focused along the east-west streets - Barrack Street and Queen Street. Public, institutional and cultural uses are also encouraged land uses. The proposed heights for the district range from 1 to 15 storeys. Lower structures are located along Wellington Street to provide a transition between adjacent neighbourhoods and the higher uses proposed along Ontario Street. The preservation of view corridors and maximum solar exposure are considered in the design.

A transit hub is proposed at Wellington Street and Barrack Street. The heritage properties along Queen Street are retained with the addition of a courtyard in the rear adjoining to a major open space in the core of the block which connects to the K-Rock Centre. In addition, the Food Basics grocery store, LCBO and Goodlife Fitness Centre are also retained and integrated into the scheme.

Parking, to replace the existing spaces and to meet future requirements, are accommodated in Blocks 3, 4 and 5.

Block No.	Site Area	Number of Storeys	GFA	FSI
1	7314 m ²	1 to 3	9255 m ²	1.27
2	8664 m ²	3	19613 m ²	2.26
3	10120 m ²	1 to 12	26741 m ²	2.64
4	9345 m ²	1 to 15	37537 m ²	4.02
5	4558 m ²	12	22704 m ²	4.98
	40001 m²		115850 m²	2.90

Responsible planning for the future of the North Block includes consideration of policies that promote sustainability and green building technologies. While higher density, transit supportive development provides opportunity for substantial environmental benefits, evolving building technologies that provide additional benefits must be recognized and supported. Block 4 introduces a large open space element that would serve as a pedestrian corridor connecting Queen Street to Barrack Street.



5 | Concept Plan 3



Concept 3 is a proposal for high density residential development on Blocks 1, 3 and 5. The building heights for these blocks range from 6 to 12 storeys. Block 4 consists of a residential complex that steps up from 4 to 15 storeys and includes a rooftop terrace on the fourth level that connects the east and west towers. Rooftop courtyards are also key components of Blocks 1 and 3. These areas help create a north-south view corridor while also maximizing sun exposure for the new developments.

Retail uses in this scheme are focused along the east-west streets - Barrack Street and Queen Street.

Heritage properties along Queen Street are retained with the addition of a small courtyard in the rear that connects to the convention centre/hotel use.

Parking, to replace the existing spaces and to meet future requirements, can be accommodated in Blocks 1, 3, 4 and 5. This concept does not feature a transit hub.

Responsible planning for the future of the North Block includes consideration of policies that promote sustainability and green building technologies. While higher density, transit supportive development provides opportunity for substantial environmental benefits, evolving building technologies that provide additional benefits must be recognized and supported. In this concept, Blocks 1 and 3 provide elevated natural amenity areas.

Block No.	Site Area	Number of Storeys	GFA	FSI
1	7314 m ²	6 to 8	18480 m ²	2.53
2	8664 m ²	3	19613 m ²	2.26
3	10120 m ²	12	42552 m ²	4.20
4	9345 m ²	4 to 15	40354 m ²	4.32
5	4558 m ²	12	29100 m ²	6.38
	40001 m²		150099 m²	3.94



6 | Concept Plan 4



Concept 4 is a proposal for moderate scale development that primarily consists of residential uses. The buildings heights in this scheme range from 6 to 8 storeys. Again, lower structures are located along Wellington Street to provide a transition between adjacent neighbourhoods and the higher uses proposed along Ontario Street.

Retail uses are focused along the north-south streets - Ontario Street, King Street and Wellington Street. Heritage properties along Queen Street will be maintained and incorporated into the development of a convention centre/hotel in Block 4. This concept also features small urban squares centralized at Wellington Street and Barrack Street. These squares can function as gathering places for residents and visitors.

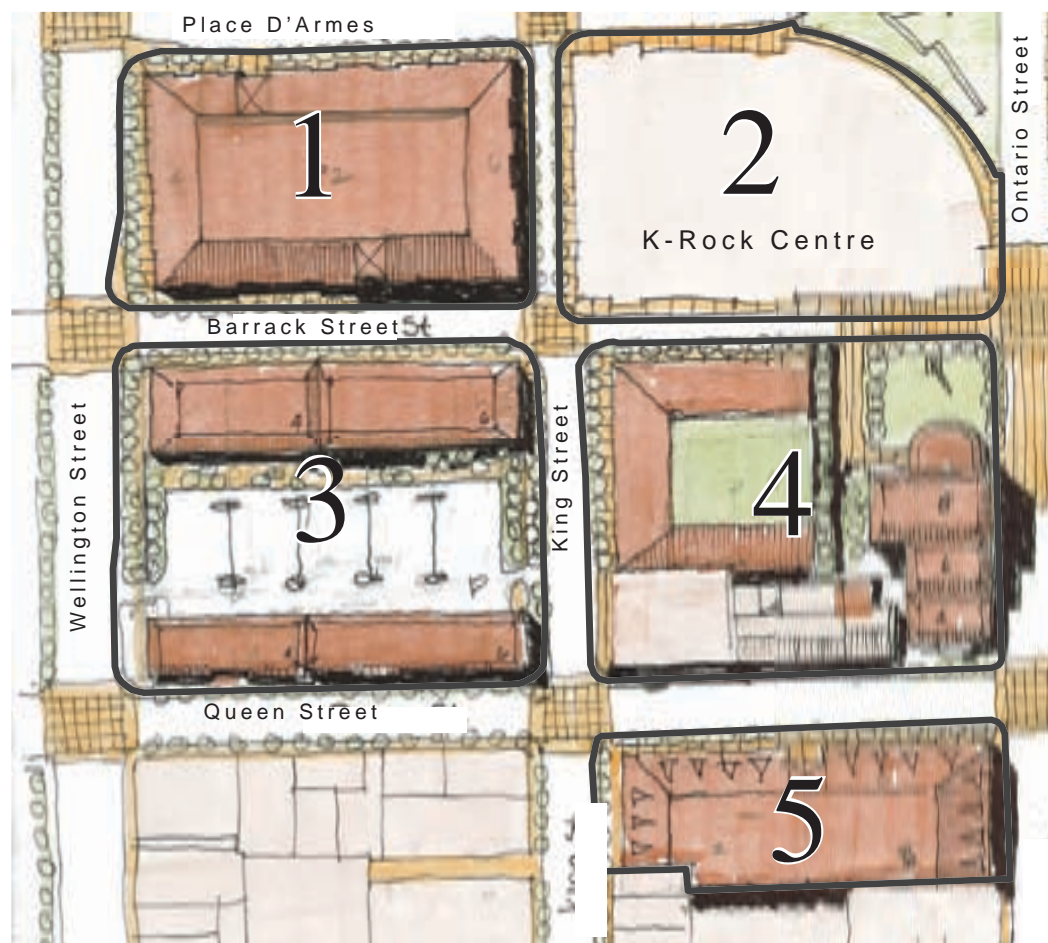
Parking, to replace the existing spaces and to meet future requirements, can be accommodated in Blocks 1, 3, 4 and 5. This concept does not feature a transit hub.

Responsible planning for the future of the North Block includes consideration of policies that promote sustainability and green building technologies. While higher density, transit supportive development provides opportunity for substantial environmental benefits, evolving building technologies that provide additional benefits must be recognized and supported.

Block No.	Site Area	Number of Storeys	GFA	FSI
1	7314 m ²	6 to 8	35044 m ²	4.79
2	8664 m ²	3	19613 m ²	2.26
3	10120 m ²	6 to 8	39320 m ²	3.89
4	9345 m ²	8	44992 m ²	4.81
5	4558 m ²	8	21800 m ²	4.78
	40001 m²		160769 m²	4.11



7 | Concept Plan 5



Block No.	Site Area	Number of Storeys	GFA	FSI
1	7314 m ²	2 to 6	23193 m ²	3.17
2	8664 m ²	3	19613 m ²	2.26
3	10120 m ²	4 to 6	21648 m ²	2.14
4	9345 m ²	4 to 8	28236 m ²	3.02
5	4558 m ²	6	15900 m ²	3.49
	40001 m²		108590 m²	2.82

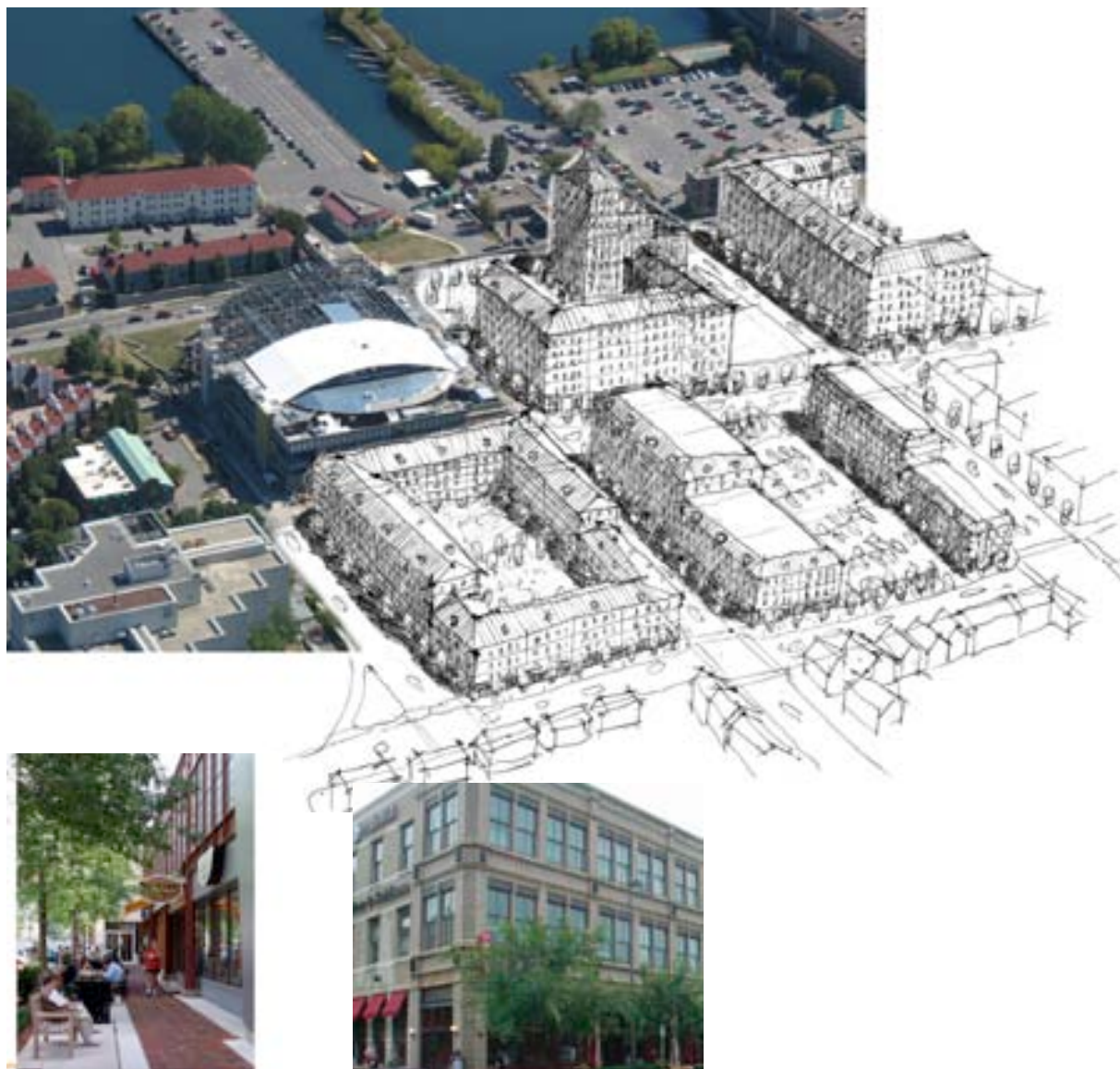
Concept 5 is a proposal for lower-scale development that consists primarily of residential uses. Residential uses along Wellington Street are the lowest at 4 storeys. Uses intensify towards Ontario Street to a maximum of 8 storeys. Block 1 consists of a residential structure that surrounds the outer edge of the block. The interior of Block 1 is a 2-storey parking facility with a green roof.

Block 4 incorporates residential uses with a large urban square at the corner of Barrack Street and Ontario Street. The existing heritage properties along Queen Street are also retained and incorporated into the new development within this Block.

Retail uses are an at-grade component along each of the north/south and east/west streets in the study area.

Parking, to replace the existing spaces and to meet future requirements, can be accommodated in Blocks 1, 3, 4 and 5. The parking area in Block 3 is the only surface parking provided in all of the five concepts. This concept does not feature a transit hub.

Responsible planning for the future includes consideration of policies that promote sustainability and green building technologies. While higher density, transit supportive development provides opportunity for substantial environmental benefits, evolving building technologies that provide additional benefits must be recognized and supported. Blocks 1 and 5 provide opportunities for naturalized courtyards while Block 4 offers ground-related open space along Ontario Street.



8 | Participants Comments

At the end of Day 2 of the Workshop, participants were provided with an opportunity to critique the preliminary designs created by the consultant team and the City Staff Team. The following are the comments that were provided in the participants own words.

Concept Plan 1

- Like the idea of waterfront park between Barrack Street and Queen Street along Ontario Street;
- Would like low level development at water (maximum of 6 storeys), with increasing height as moving away (maximum of 16 storeys);
- Would like to maintain sight lines of City Hall;
- Lower height of structure at Ontario Street and Wellington Street, with higher level around King Street;
- Tourist bureau - could this be included in the concept;
- Turn buildings in the Wellington/ Queen block to maintain pedestrian walk in adjacent block (Wellington/ Barrack Street);
- Transportation hub should be on Queen Street with Residential uses above;
- Like the green space within the King Street/ Queen Street Block, as it provides an excellent point of access to the Modern Fuel Gallery, as well as an ideal gathering place; and,
- Green space on Ontario Street - too busy with traffic, needs to take advantage of lake views (maximum building height of 8 storeys).

Concept Plan 2

- Building facing onto Queen Street – pleasant;
- Height of hotel on Ontario Street is acceptable;
- Height of building facing King Street is in contrast compared to its surroundings (too tall);
- Courtyard in the Queen Street/Ontario Street block provides good access to heritage properties; and,
- Need to maintain views of City Hall dome.

Concept Plan 3

- Like the idea of the Wellington Street/Queen Street Block – like courtyard development; and,
- Heritage properties have potential for an 'art hub' development including artist gallery.

Concept Plan 4

- Dislike the large hotel on Ontario Street - too monolithic;
- Would like buildings to have commercial uses at-grade, setback with residential uses above;
- Keep high buildings back from water's edge; and,
- There is an importance to articulate building elevation to soften massing of the structures.

Concept Plan 5

- Dislike having tall buildings walling off view of bay;
- Important to have easy access to a grocery store; and,
- Dislike surface parking in Block 3.



Part 2

opportunities & issues

9 | Opportunities

The following section summarizes the main opportunities to be considered as the redevelopment strategy for the North Block District develops. These opportunities were identified through both the one-on-one interviews with key stakeholders on April 23rd, 2008 and the workshop that took place on June 4th and 5th, 2008.

- A number of stakeholders indicated that the North Block redevelopment represents an important opportunity for the City to encourage and support green buildings. New development within the North Block should focus on high quality sustainable buildings, based on LEED (or comparable standards) and utilize the latest in green technologies.
- Respondents indicated that the redevelopment of the North Block, while recognizing the relatively small size of the area, may provide an opportunity to utilize district heating and cooling technology.
- A number of stakeholders mentioned that the existing heritage properties were important to maintaining the historic identity of the North Block and its relationship to the existing heritage core. It was mentioned that these buildings could be adaptively reused for commercial, retail, office or cultural purposes, and that incorporating these buildings within new developments on the site could create new urban spaces.
- Overall, there was wide agreement that the heritage properties along Queen Street are important buildings and that they should be maintained in the development scheme and could be enhanced.
- A number of stakeholders indicated the North Block redevelopment strategy should also place considerable emphasis on ensuring that development is pedestrian oriented and serves as an extension of the existing downtown community. As part of this, participants indicated the need for pedestrian realm enhancements, including the planting of street trees.
- The majority of respondents indicated the importance of ensuring that the existing Food Basics grocery store and LCBO retail store are retained, either in their existing buildings or as tenants in new developments within the North Block.
- A number of respondents indicated that any redevelopment should compliment the K-ROCK Centre, with a focus on tourism-related uses, specifically a new hotel, convention centre use associated with the K-Rock Centre. In addition, new commercial retail uses and additional entertainment uses.
- Participants expressed the importance of ensuring that redevelopment results in a mixed use district, noting the desire to have higher density residential uses with commercial retail and office uses at grade. Notwithstanding this, a number of participants also expressed skepticism that new retail and office space would be feasible, citing existing problems with retail and office space absorption within the downtown.
- In terms of the residential market, the opinions of the stakeholders were relatively disparate with



Enhanced Pedestrian Treatment, Dallas

respect to what they felt was appropriate and feasible. While some respondents indicated that they thought redevelopment should focus on higher end residential uses with associated high-end boutique type retail uses, other participants suggested that middle-income, multi-family residential uses were more appropriate and feasible.

- Overall, there was agreement among the participants that new residential uses should be a critical component of the North Block redevelopment to ensure that the downtown remains vibrant and active.
- The opportunity to build structured parking was also noted by a number of interviewees as a priority, especially in terms of meeting objectives for intensification, while at the same time ensuring an appropriate amount of parking within the downtown.
- A small number of respondents also indicated that the redevelopment strategy for the North Block should include provisions for the establishment of a new transit hub, providing enhanced linkages between the City's transit system and MTO's ferry service.
- A number of participants also indicated that the redevelopment of the Police Station provides an opportunity for intensification within the North Block.



Mixed Use Development, Toronto

The following section summarizes the main issues to be considered for the redevelopment of the North Block District. Like the identified opportunities in the previous section, the issues in this section were identified through both the one-on-one interviews with key stakeholders on April 23rd, 2008 and the workshop that took place on June 4th and 5th, 2008.

Overall, participants agreed that the existing North Block district is highly underutilized in its present form. Many people indicated that the current land uses and predominance of surface parking lots does not represent the highest and best use for the subject lands and that the redevelopment strategy must focus on intensification of the North Block.

Roads

- In general, participants did not raise significant concerns about existing traffic conditions or road network capacity within the North Block.
- However, people indicated that peak-hour congestion on the Causeway has been an ongoing issue and that the proposed Wellington Extension would significantly improve north-south traffic flows.
- Some participants also noted the desire for better pedestrian crossings, particularly on Place D'Armes.

Open Space / Parkland

- Overall, respondents indicated that the downtown is well served by existing parkland and open space and that additional parkland within the North Block is not necessarily important or desired. However, many participants did indicate that the development of an urban square or plaza associated with either a hotel, office or convention centre type use would be appropriate and could facilitate pre and post-event crowds from the K-ROCK Centre.
- Only a small number of participants indicated that a new park or green space should be developed within the North Block, with linkages to surrounding parks and open space within the downtown.

Built Form

- In terms of built form, opinions were varied with respect to what was appropriate in terms of architectural styles and building heights.
- Overall, stakeholders noted the need for sensitivity to the City's historic architecture. However, there was general agreement that while development should respect the existing downtown character, new development within the North Block should

not be subject to a rigid adherence to existing heritage themes or try to replicate historic styles.

- As some participants noted, more modern forms of architecture, if done right, could work well in the North Block.
- With regards to building heights, there was wide agreement that high-rise forms were not appropriate in the Kingston context. Most participants indicated that low to mid-rise buildings ranging in height from 4 to 9 storeys would be sensitive to downtown context
- Notwithstanding that while some respondents indicated that 12 to 14 storeys would be too tall, others thought that buildings to 12 storeys might be appropriate. One respondent indicated that as long as the design of the building was good at the ground level, the height of the building did not matter.

Heritage

- There was some discrepancy with respect to opinions around the preservation of the existing heritage properties along the Queen Street frontage. The majority of participants indicated that the preservation of the facades was a critical element. Notwithstanding that, opinions varied amongst stakeholders, some suggested the

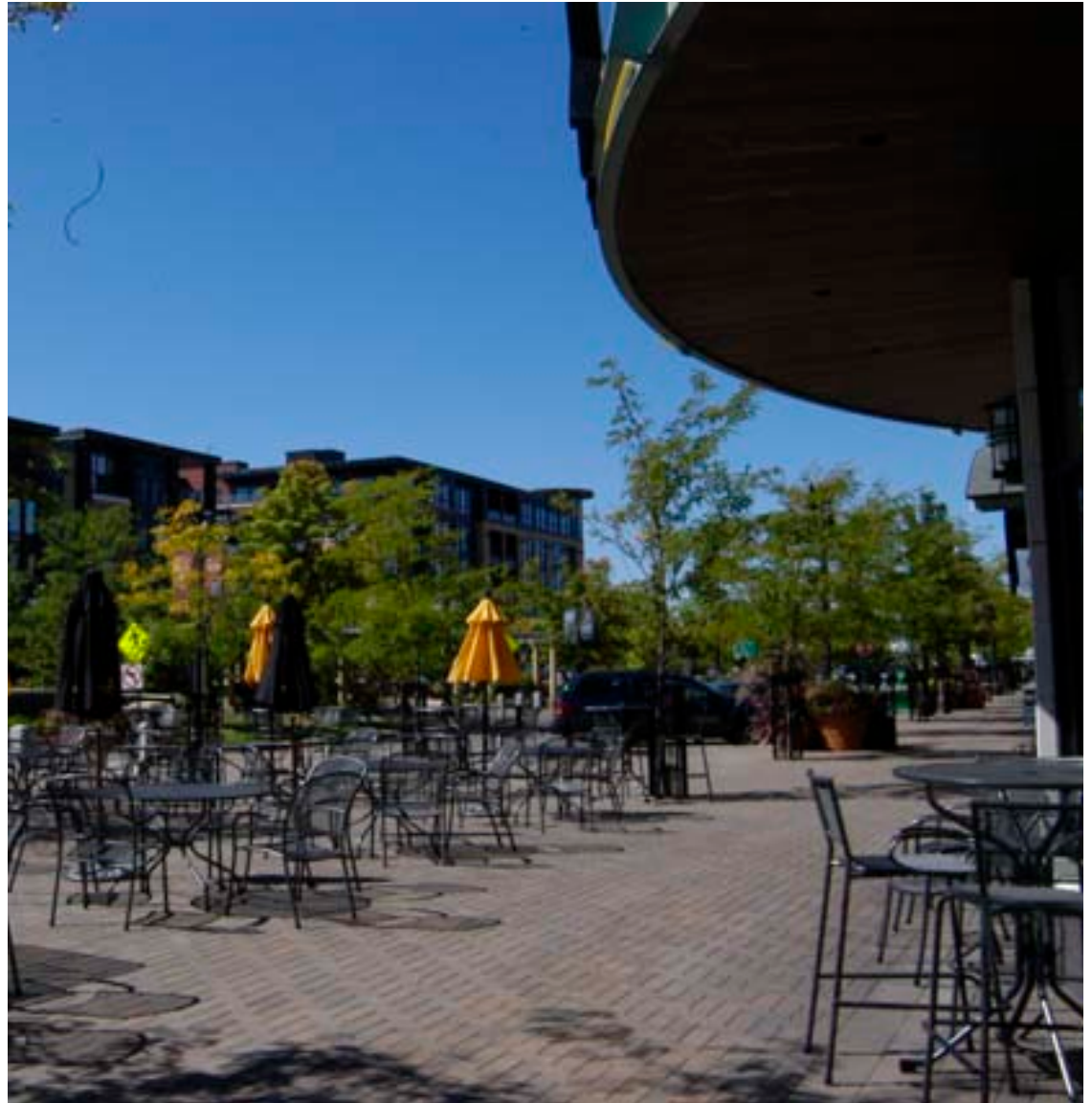
buildings should be preserved in their entirety, while others suggesting that protection of the buildings, with the exception of the sub-station, was not a priority.

- A number of participants also expressed a desire to see the Kingston Hydro sub-station building preserved and repurposed as a community market. However, any proposal to redevelop the current sub-station would require detailed study on the technical and financial feasibility of relocating and/or modernizing the sub-station's existing equipment.

Development Tools and Programs

Participants were asked to comment on available tools and programs that they felt would be important to help realize the full development potential of the North Block. The following is a brief summary based on their responses:

- There was general agreement that the City's existing Brownfields Program is effective and could/should be utilized as part of the North Block redevelopment.
- A number of respondents indicated that fiscal incentives in general may not be particularly effective in terms of attracting development. Rather, the City should focus on Official Plan and Zoning policies that provide flexibility as well as predictability to facilitate development.



Public Square, Minneapolis

Appendix C

Background Report

contents

PART 1: Background

- 1 overview
- 2 policy overview
- 3 servicing & infrastructure
- 4 transportation & parking
- 5 heritage
- 6 market overview



1 | Overview



1.1 Purpose

The purpose of this background memorandum is to outline and describe the existing context surrounding the redevelopment of the North Block. This overview includes a review of the site's history and existing site conditions, the current land ownership distribution, existing land use and current designations. In addition, four supporting summaries addressing infrastructure servicing, transportation/parking, heritage issues and the current market conditions are included.

1.2 Site History

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 was used as part of Kingston's coal gasification plant, which operated within the downtown area 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. 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.

1.3 Past / Current Studies

There have been several reports, planning-studies and other City initiatives undertaken in recent years related to the North Block and the wider downtown area which have specific applicability to the North Block District. The following is an overview of some of these programs:

- Downtown Design Concept, Defining the Issues for a Downtown Action Plan – In 2001, the City completed its Downtown Design Concept, as the first stage of a comprehensive and coordinated streetscape design program. The purpose of the study was to prepare a strategy to unify downtown infrastructure through a comprehensive landscape and public space strategy for the downtown, and serve as a precursor to a proposed program to upgrade underground utilities in the downtown.
- Urban Design Guidelines for the North Block Business District – In 2004, the City completed a study recommending Urban Design Guidelines for the North Block Central Business District. These urban design guidelines were adopted by the Official Plan and zoning by-law amendments in 2005.

The work included an investigation of relevant background studies and planning policies, urban design opportunities and constraints, as well as traffic, municipal servicing capacities, soil contamination reports, archaeological studies and a downtown retail and office space commercial market study.

The Urban Design Guidelines study concluded that different urban design scenarios can be considered to be achievable through a range of development scenarios in the North Block. Part 3 of the study recommended the a series of design guidelines that should guide any new development in the North Block, including:

- Maintain the existing maximum height limit of seventeen metres at the built-to-plane;
- Modify restriction on number of storeys permitted within existing height limit;
- Where possible, a system of pedestrian walkways be extended from Princess Street to Queen Street, and then into the study area;
- Pedestrian amenity within the study area be improved;
- Retail uses be encouraged to locate on King Street and on Wellington Street; and,

- Development of above-grade parking structures be permitted so long as facade designs which are compatible with the urban design character of the area are employed.

- Downtown Action Plan – In 2005, the City also adopted the Downtown Action Plan which targeted the infrastructure renewal and public space plan for the whole Downtown area, including the North Block District. This Plan refined the work and principles set out in the Downtown Design Concept and looked comprehensively at the downtown including lighting, signage, public art, financial analysis and traffic.

Section 3.3.4 of the Plan states:

a separate study is planned to establish an urban design vision and guidelines for these redevelopment blocks, however, the Downtown Action Plan is intended to set the streetscape and public open space direction. Contextually, there remains a sense of the former industrial character. This is manifested, in part, by the large footprints and low height of the surrounding buildings and the influence of the large windows and elegantly detailed industrial brickwork of the P.U.C. Substation Building.

Potentially, the North Block could become a vibrant infill area and serve as a transition between

the older north and west neighbourhoods, and the commercial core of downtown along Princess Street.

In addition, Section 5.3 of the Plan identifies development of Fort Frontenac Park at the north-east corner of Ontario and Barrack Streets in response to the rationalization of the urban block structure, traffic movement, and need for open space. This proposed location is now the site of the K-Rock Centre.

- LVEC North Block – In 2005, the Mayor's LVEC (Large Venue Entertainment Centre) Task Force completed its study to determine the need for an LVEC, the types of activities and events to be supported by an LVEC, the appropriate location for an LVEC as well as a financing strategy. Council subsequently approved the study and the new LVEC (K-ROCK Centre) is now built and operational within the North Block.
- City of Kingston Downtown and Harbour Area Architectural Guidelines – A final draft of the Downtown and Harbor Area Architectural Guidelines was submitted in 2007. The purpose of the architectural guidelines is to provide guidance in the evaluation of development proposals in the downtown and harbor area of the City. Components of the study included:

- an Architectural Character Statement intended to provide a snapshot of the architectural and streetscape character of the study area based upon five sub-areas: the Market Square Heritage Conservation District; the Historic Area Adjoining the Market Square Heritage Conservation District; Lower Princess Street; the Harbour; and North Block and Environs area;
- an Architectural Character Plan to document how old and new buildings could co-exist in a respectful manner and how the unique character of the Downtown and Harbour Area could be respected and also developed based on the five sub areas;
- Architectural Guidelines containing standards designed to be compatible with the historic architecture and unique character of the Study Area which was designed with guidelines for the entire Study Area and then with specific guidelines for the various sub areas;
- an Implementation Plan identifying the recommended means of implementing the study's findings and the study's recommendations; and,

- Leadership in Energy and Environmental Design (LEED). It is now City policy that all large municipal building and retrofit projects undertake an assessment of LEED as a design goal for Council's consideration before finalization of a project's design.

1.4 Ongoing Redevelopment Considerations

In addition to the recent studies, there are a number of ongoing redevelopment activities and considerations to be addressed as part of the North Block redevelopment strategy:

- Core Area Transportation Review – The City of Kingston has taken an active role in providing parking facilities for commercial development in the downtown to encourage more dense development. One of the key outcomes from this study is to determine a strategy for the City to catalyze the development of parking space to replace parking that has been lost due to the redevelopment of surface parking lots.
- Infrastructure Planning for Redevelopment – The redevelopment in the study area is intended to make best use of the available water, sewer, electrical and roads infrastructure. Any proposed redevelopment should take into consideration the existing capacity for infrastructure and will work closely with staff from Kingston Hydro to ensure that new development does not require significant upgrades to be paid for through taxation revenues and/or increased utility rates.
- Transformation of 11 Queen Street – The new Kingston Police Force headquarters on Division Street is completed and the force has vacated its previous location at 11 Queen Street. The City needs to assess options to redevelop the police building site which is a three storey building with an underground parking garage. The site is likely to contain sub-surface contamination associated with previous gasification operations in the area. A remediation strategy will be a key consideration in any redevelopment or reuse strategy for the building/site.
- Heritage Properties – The City owns a series of designated heritage properties along Queen Street (19-23). A condition assessment was done for the buildings in 2003 which determined that the buildings are in need of restoration work. Some preventive maintenance work that was identified in the 2003 report has been done on the roof of 23 Queen Street.
- Relocation of Electrical Infrastructure – The building at 27 Queen Street is currently utilized as an electrical sub-station and a significant fibre optic facility. According to Kingston Hydro, the sub-station will require modifications to modernize the facility in order to meet current standards. Al-

ternatively, the building could be repurposed for some new use/activity subject to the outcomes of a technical and financial feasibility study. If this were to occur, Kingston Hydro would need a new location to develop a new substation.

- Wolfe Island Ferry–Kingston Terminal–The Kingston Ferry Terminal is located at the intersection of Ontario Street and Barrack Street. Any redevelopment in the area is intended to be consistent with the transportation link to Wolfe Island and to encourage the long term use of the Kingston Terminal in the downtown. Notwithstanding that, the Ministry of Transportation which operates the terminal, recently started an Environmental Assessment (EA) process to examine alternative options for the Ferry Service. The EA is wide-ranging in scope and will consider issues related to ferry routing, location of the dock, equipment and demand management.
- Frontenac Parking Lot – The City recently received notice from Kincore Land Holding Inc. that the redevelopment of the Frontenac Parking Lot will proceed into a 237 space privately operated parking structure. No formal applications have been received by the City to-date for this proposal.

- Barrack Street Parking Lot – The Barrack Street Parking Lot is one of the remaining City properties that is to be redeveloped. Existing leases specify the number of surface parking spaces to be preserved to support the grocery store use at 33 Barrack Street which is vital for downtown residents.
- K-ROCK Centre–Work began on Kingston’s Sports and Entertainment centre in late August 2006. The centre provides facilities for major events such as concerts, Ontario Hockey League games, professional and competitive figure skating, conferences, trade shows, job fairs and other community events. It is a LEED-Silver facility that accommodates up to 6,800 people. As the largest gathering place in the corridor between Oshawa and the Quebec boarder, it will highlight Kingston’s position as a stopping point for major touring artists while also reinforcing the City’s role as the leading community in southeastern Ontario.



Figure 1: North Block Study Area

1.5 Site Context

The North Block is located in downtown Kingston. It consists of 4.5 blocks and is bounded by:

- Place D'Armes on the north;
- Wellington Street on the west;
- Queen Street to King Street and the currently non-built frontage along Queen Street to Ontario Street on the south; and,
- Ontario Street on the east.

The North Block is presently used for a range of commercial uses, industrial and utility-related uses as well as parking areas for automobiles. a uses include a LCBO retail store, Food Basics grocery store, Kingston Hydro substation, as well the newly completed K-ROCK Centre which fully occupies the northeast block of the study area.

The Kingston North Block is located one block north of Princess Street, which is the City's principal downtown shopping street. To the east is Ontario Street, and further east is the shoreline of Kingston Harbor. To the northeast lies historic Fort Frontenac, and the Causeway leading across the Cataraqui River to Kingston East. To the north, are law offices and an office building of the Provincial Ministry of Health, as well as a low-rise, high density residential development

(Frontenac Village) which was constructed approximately 20 years ago. Just beyond the North Block are Anglin Bay and the Inner Harbor. To the west of the North Block lies Wellington Street, a north south arterial street, that links Princess Street to residential areas to the north. To the south, is the continuation of the Central Business District, the historic downtown core for the City of Kingston.

1.6 Land Ownership

Land ownership of the North Block District is divided among four owners:

Block No.1: bounded by Wellington Street, Barrack Street, King Street, and Place D'Armes is owned by The City of Kingston and 771375 Ontario Limited.

Block No.2: bounded by King Street, Place D'Armes, Ontario Street and Barrack Street is wholly owned by the City of Kingston.

Block No. 3: bounded by Wellington Street, Queen Street, King Street, and Barrack Street is owned by Kincore Holdings Ltd. and the LCBO.

Block No. 4: bounded by King Street, Barrack Street, Ontario Street and Queen Street is wholly owned by the City of Kingston.

Block No. 5: is one half (1/2) of a block located on the south side of Queen Street between King and Ontario Streets and is owned by Kincore Holdings Ltd.



Figure 2: North Block Ownership

2 | Policy Overview



Figure 3: Schedule 'B' Land Use - Kingston Official Plan (2006)

2.1 Official Plan for the City of Kingston Planning Area - January 1, 2006

The Official Plan for the Kingston Planning Area provides a set of goals, policies and implementation mechanisms to manage growth and guide land use planning and to address longer-term issues of growth management. Of particular relevance to this study are the following components.

Land Use: Central Business System

The Central Business System, shown on the Land Use Schedule (Schedule 'B') in the current Official Plan, is considered to be the focus of the commercial land use system of the City and of the Kingston urban area. It is the intent of this Plan that the area comprising the Central Business System designation "contain the main concentration of commerce, finance and business activities, and to provide a dynamic Commercial Core, not only for the City but also for the Kingston urban area and the surrounding region".

The permitted uses within the Central Business System designation include a full and diversified range of commercial uses including retail uses - department stores, shopping centres, hospitality service, recreation and entertainment, automotive services, automotive sales and leasing; institutional uses; cultural and community facilities; parking areas, and, open space uses. A full range of general and professional office uses are also permitted in the Central Business System designation. Permitted residential uses include medium and

high density uses as well as buildings with upper-floor residential uses over existing commercial businesses. Special residential uses such as senior citizen apartments, rooming and boarding houses, crisis care facilities, hostels and recovery homes are also permitted.

The Central Business System includes three distinct commercial districts one of which is the Lower Princess Street Commercial Core. North Block study area is included within this district.

The Plan defines the Lower Princess Street Commercial Core as the historic central business district of the City of Kingston. The City's objective for the area is to reinforce the district's unique character and history while maintaining a strong commercial function. The Lower Princess Street Commercial Core is subject to additional policies regarding development, redevelopment, infill and conversion for commercial and residential properties.

In addition, Schedule 'C' recognizes the special status of the North Block Central Business District Area as an area in the City core which was assessed in the context of an urban design study analyzing the potential for long term intensification and redevelopment of the subject four and a half city blocks.

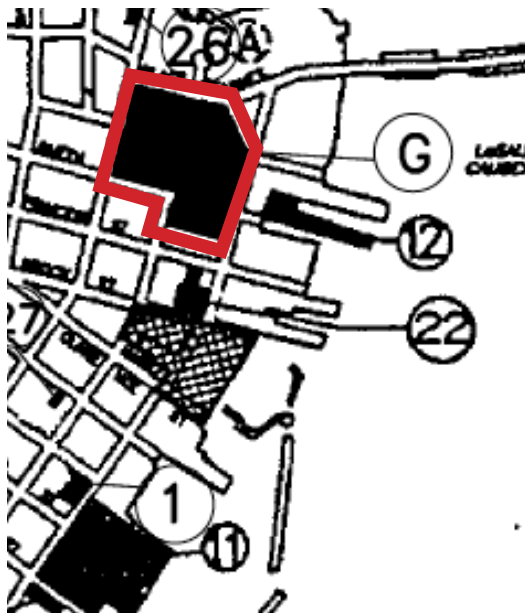


Figure 4: Schedule 'C' Site and Area Specific Policies
Kingston Official Plan (2006)

Existing policies support a mixture of uses in the area, with a predominance of commercial uses on the ground floor. The following provisions will guide the gradual intensification in the future:

- “i) With respect to building heights, the provisions of Sections 4.10.6 (d) (vii) and 4.10.6 (e) (iii) will apply including the public meeting requirements, except that for building heights in excess of 25.5 metres an urban design study will be required to show that the development would not over-shadow surrounding buildings, that it would be generally compatible with the scale and massing of buildings which provide the built form context of the surrounding areas and satisfies all other Plan policies.
- ii) Development will strengthen pedestrian access by incorporating interlinking connections through and between the subject blocks, as well as outward from the area, with particular attention to improving connections towards Princess Street and to including improved linkages to the proposed waterfront pathway on the harbour side of Ontario Street. In particular a pedestrian linkage will be sought to link Queen Street to Princess Street.
- iii) In order to encourage a more pedestrian friendly form of retail development along King Street, the ground floor building face may be set back from the sidewalk to allow for an arcade form of development, characterized by a covered pedestrian walkway with supporting columns.
- iv) Reduction of amenity space requirements as required in the zoning by-law may be considered subject to the provision of alternate common amenity space, such as on rooftops, in internal courtyards, or mid block walkways designed to improve pedestrian movement.
- v) The waterfront vantage points will be maintained along the municipal rights-of-ways of Queen and Barrack Streets as shown on Schedule 'H'.
- vi) As redevelopment takes place over time, the intent of these policies is to support the replacement of parking lots with above-grade parking structures which will be subject to the same build-to planes, minimum building height and minimum lot coverage provisions as currently apply to other building forms in the area. Large structures such as a parking garage or a transportation terminal will be subject to design considerations in accordance with Sections 3.10.3, 3.14 and 6.5.2 of the Official Plan. Design considerations may include a façade treatment that will be harmonious with the intended massing and rhythm of design elements of the more traditional residential or office uses planned for the area.
- vii) Traffic studies and parking impact studies which examine circulation in the immediate area of a development proposal, and the on and off-site traffic impacts will be required for each development proposal.

- viii) Heritage properties within the study area will be protected and conserved in accordance with Section 7.4.2.1, and deviations from this will require consultation with the Municipal Heritage Committee (LACAC) and approval of City Council.
- ix) Archaeological protection will take place as set out in Section 7.5 of the Plan and in accordance with the recommendations of the Stage One Archaeological Assessment included as Appendix C in the Urban Design Guidelines for the North Block Central Business District (2004).
- x) Section 3.12 of this Official Plan sets out policies for fostering improved environment quality and requiring site remediation of contaminated sites. The policies and area subject to the Community Improvement Plan as set out in Section 7.3 of this Official Plan were updated in 2004, in order to start the implementation of Kingston's Brownfields Program. When proposing a change in land use, the owner will file a Record of Site Condition to demonstrate that the proposed land use is appropriate and in accordance with provincial legislation.
- xi) These parcels of land will be subject to an 'H' Holding Symbol under Section 36 of the Planning Act and in accordance with the policies of Section 8.3.6 of this Plan."

Urban Design

The Official Plan recognizes the permanence of the built environment and its affective role in relation to the residents and users of the urban place. Urban design, in the context of the Plan, is recognized as consisting of both functional and aesthetic attributes.

It is the intent of the Plan to promote the urban design policies in Section 3.10.3 during the preparation of development proposals, public works and community improvement plans and programs with regard to six main urban design elements: Accessibility, Security, Community Design, Streetscape Design, Site Design and Signage. With regard to Community Design the following policies are particularly important for the creation of the plan for the North Block:

- i) *The relationship between ground surface area and building height should be considered to establish an appropriate sense of human scale. Preservation of human scale should be particularly encouraged in the Lower Princess Street Commercial Core;*
- ii) *The design of pedestrian and vehicular systems and the siting of buildings and structures should provide for serial visual experiences and the protection of visual corridors;*
- iii) *The design of public spaces should provide for a clear sense of definition, and should allow for the*

public use of connected spaces as links between buildings and activity nodes;

- iv) *The use of building separations and buffers should be considered as means to enhance characteristics of compatibility and continuity in the design of activity areas and interconnected land use systems; and,*
- v) *Regard should be had to places of special interest or emphasis, whether under private ownership or in the public domain, and opportunities for design enrichment should be identified and developed.*

Community Improvement Area - Project Area 1A

Schedule 'F' Plan also identifies the North Block as part a Community Improvement Area. The City of Kingston recognizes the importance of revitalizing various residential, commercial and industrial sections of the City and intends to continue and enhance the established processes of renovation, rehabilitation, revitalization and environmental remediation.

The Community Improvement Plan for Brownfields Project Areas 1A and 1B (May 23, 2006) incorporates the North Block study area as Project Area 1A. Generally, the Community Improvement Plan is a tool that allows the municipality to direct funds through tax assistance and grants to assist in the rehabilitation of lands and/or buildings within the North Block Central Business District Area.

2.2 City of Kingston Preliminary Draft Official Plan (April 2008)

Currently, the City of Kingston is governed by the three Official Plans of the former municipalities. Staff and their consultant team are undertaking a review and consolidation of the three plans in order to provide the City with a single set of land use policies that can be applied consistently across the entire city.

The April 2008 Draft Official Plan is still under Staff review and another draft will be produced in late 2008 which will then undergo further refinement.

City Structure: Centre Designation

In the Preliminary Draft Official Plan (April 2008), Kingston is organized into broad, structural elements that are identified on Schedule 2. This schedule identifies the North Block study area as part of one of the City's "Centres".

Section 2.5.8 of the Draft Plan identifies Centres as areas of mixed uses – including employment, residential, commercial uses along with supporting uses and facilities. Designated Centre areas are intended to develop as more intense, mixed use areas where higher density of use is intended to promote greater pedestrian activity and transit use. As well, as part of the primary Centre of Kingston, the North Block is intended to represent a high diversity of uses and facilities within a setting that fosters a balance of historic preservation and commer-

cial activity. In addition, Section 2.5.9 indicates that the primary Centre is intended to have increased access to the water and be an area where tourism is promoted.

Land Use: Central Business District Designation

The North Block falls within the Central Business District land use designation (Schedule 3-A). This designation coincides with the location of the Centre on Schedule 2 of the Plan.

As part of the primary Centre of the City, the planned function of the Central Business District (CBD) is to be a multi-faceted centre for Kingston and the surrounding region. It is intended to incorporate a range of retail uses including office uses, entertainment uses, cultural and recreational facilities, service commercial uses, as well as institutional and civic uses, open space and higher density residential uses (Section 3.4.A). Section 3.4.A.1 identifies four priority commercial functions for the CBD:

- "a) specialty and comparison shopping, that both attracts and serves residents from throughout the City and the broader regions;
- b) business and professional offices, civic activities, and related business services uses;
- c) food, convenience shopping, personal and medical service, and similar functions that reinforce



Figure 5: Schedule '2' City Structure - Kingston Draft Official Plan (2008)

and support the attractiveness of the CBD for residential purposes; and,

- d) hospitality and tourist uses, entertainment facilities, cultural venue and other attractions that bring both residents and visitors to the Central Business District."

Section 3.4.A.3 of the Draft Plan indicates that any new development within the CBD must be sensitive to the historic building fabric, scale, pedestrian amenity and linkages with the lake, as well as to protected view corridors.



Figure 6: Schedule '3-A' Land Use - Kingston Draft Official Plan (2008)

Downtown and Harbour Secondary Plan

Specific policies for the CBD are found in the Downtown and Harbour Area Secondary Plan - Section 10 of the Draft Plan. This section identifies the Downtown and Harbour Area of Kingston, as shown on Schedule DH-1, as the oldest, most diverse and prominent area of the City. Its heritage is described as a defining element of its character and is intrinsically linked to its continued form and function as a mixed use, commercial node with a retail, office and tourist focus.

Section 10A delineates the 'North Block and Environs' as a component sub-area of the Downtown and Harbour Area. As per Section 10A.4.11, development within a sub-area is subject to the policies and direction in the City's corresponding Downtown and Harbour Architectural Guidelines and the Downtown Action Plan.

Community Improvement Area

The North Block is designated in the Preliminary Draft Official Plan as a Community Improvement Area. As part of the Brownfield Community Improvement Area, the City has implemented a Community Improvement Plan (CIP) for the Old Industrial Area (Project Area 1A), of which the North Block is a part. As with the policies in the existing Official Plan, these CIP policies are intended to encourage rehabilitation initiatives and/or stimulate (re)development through various tax assistance grants or loans.

Princess Street Corridor

While not directly within the North Block District, the proximity of Princess Street to the North Block is an important consideration in the (re)development of the North Block. The Official Plan designates Princess Street as a Corridor (Section 3.4.E.5). According to the Official Plan, the Princess Street Corridor will provide opportunities for more intensive development and broader range of uses through increased transit ridership. Permitted uses along the Corridor include institutional uses and residential uses on sites with suitable residential amenity and linkage to a residential neighbourhood exist. Plans for enhanced transit in proximity to the North Block represents a considerable opportunity for higher density, mixed use and transit-supportive forms of development within the North Block.

Lower Princess Street Heritage Character Area

Schedule 9 identifies the Lower Princess Street Heritage Area adjacent to the North Block study area. The Plan recognizes this area as the traditional downtown and as a significant heritage resource.

The intent of Section 7.2.15 of the Preliminary Draft Official Plan is to maintain the heritage integrity of the area and apply the following heritage policies:

- "a) the buildings within the area will be encouraged to be maintained as functional heritage properties;

- b) new buildings will reinforce and be compatible with the heritage properties and any other upper storeys beyond the height of existing rooflines will be required to step back from the street;
- c) the restoration of heritage facades and the application of sympathetic materials and historic styles will be encouraged;
- d) any new development or re-development will protect the height of City Hall as the dominant feature of the area, and will be encouraged to employ building materials that are compatible and sympathetic to the heritage character of the area; and,
- e) parking garages and structures will conform to the general design principles of this Plan and maintain the heritage character of the adjacent streetscape.”

2.3 City of Kingston Zoning By-law No. 96-259

Zoning for the North Block area is regulated by Comprehensive Zoning By-law No. 96-259 along with the Harbor Zoning By-law for the City of Kingston. The North Block is zoned C1-22 (H) Special Central Business District Zone. The C1-22 (H) zone permits a wide range of commercial uses and office uses as well as above grade residential uses, subject to specific requirements.

In terms of building heights, the C1-22 (H) zone permits a maximum height of 17 metres (5-6 storeys) at the Build-to-Plane and a maximum height of 25.5 metres (7-9 storeys) along the Angular Plane.

The (H) Holding symbol will not be removed until all site servicing issues have been addressed to the satisfaction of the City and until a Record of Site Condition has been registered in accordance with Provincial regulations.

2.4 Other Policy Considerations

Downtown Action Plan

The Downtown Action Plan: An infrastructure Renewal and Public Open Space Plan refines the work and principles set out in the Downtown Design Concept (DDC) released in the fall of 2001. The DAP is an urban design study for the whole downtown, and an annual work plan spread over a ten to fifteen-year period.

The Downtown Action Plan’s study area consists of approximately 36 city blocks and involves the replacement of roughly nine kilometres of urban streets and sidewalks, from building edge to building edge. It also sets out design recommendations for the public open spaces in the downtown, which includes all streets, parks and the waterfront area.

While the study boundaries reflect the mixed-use downtown business district, the study identifies different character areas within the downtown: the Princess Street commercial streetscape, the Historic District between Brock and Johnson Streets, the Waterfront, and the redevelopment lands of the Block ‘D’ and the North Block.

Section 3.3.4 of the DAP describes the existing character of the North Block as “former industrial” that is manifested, in part, by the large footprints and low height of the surrounding buildings and the influence of the large windows and elegantly detailed

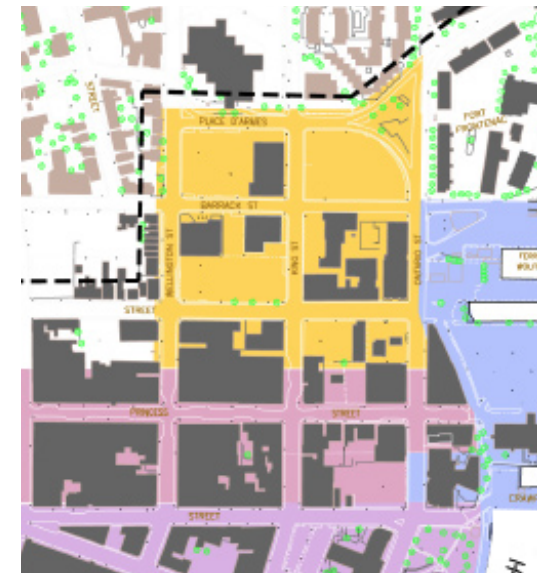


Figure 7: DAP Figure '3', North Block Character Area

industrial brickwork of the P.U.C. Sub-station Building. The report suggests that the North Block has potential to become a vibrant infill area that could serve as a transition between the older north and west neighbourhoods, and the commercial core of downtown along Princess Street.

The conceptual location of a park within the North Block area was identified in the DAP as a response to the rationalization of the urban block structure, traffic movement, and need for open space associated with the North Block Character Area. However, the site identified is currently home to the newly constructed K-ROCK Centre.

Downtown and Harbour Area Architectural Guidelines Study (December 2007)

The Downtown and Harbour Architectural Guidelines Study was a City-initiated study undertaken by Baird Sampson Neuert Architects. The study was intended to guide building design within the Downtown and Harbour Area Study Area which includes Princess, Queen and Brock Streets from Division Street to the harbour and the area generally expands from Bay Street to William Street including the waterfront area. Both the historic Market Square District and City Hall are within the study area.

The Study identifies both the architectural character of existing development and guidelines for future devel-

opment. Section 5 of the Study identifies six specific architectural guidelines applicable to the North Block area:

1. Mid-block Pedestrian Walkways as shown on Figure 8.
2. Priority Pedestrian Walks along Ontario Street and King Street. The Study recommends that development along these streets should avoid 1) vehicle access or servicing entrances that cross the Priority Pedestrian Walks; 2) surface parking adjacent to the Priority Pedestrian Walks; and, 3) blank elevation of the building facing the Priority Pedestrian Walks.

The Study points out that new public parks are located within the North Block Area and in addition, public open spaces are restricted to the areas around the Artillery Park buildings and the Fort Frontenac reconstructed ruins. Open Spaces should be created within courtyards and may contain private retail functions so long as the uses do not impede public access.

3. The study identifies modest growth rates for retail floor space in downtown Kingston. Given this information, the authors of the Study chose to focus pedestrian activity on King Street with some additional retail space along Wellington

Street and Ontario Street.

4. In order to maximize pedestrian amenity within the study area, and to facilitate traffic movements around its perimeter, the authors of the Study designated preferred point of access for parking and servicing. These access points are identified in Figure 9.



Figure 8: North Block and Environs sub-area Mid-Block Pedestrian Walkways, Priority Pedestrian Walks and Open Spaces



Figure 9: North Block and Environs sub-area
Recommended Locations for Future Access Points
to Blocks for Servicing and Parking

5. Facade treatments are recommended in the vertical zone from grade-level to +4 metres above grade.
6. The Study indicates that a large scale development that maintains the architectural character of the area could be successfully integrated into the block that is bordered by Queen Street to the south, Barrack Street to the north, Wellington Street to the west and King Street to the east. The Study maintains that the new development should conform to the C1 zoning and that heritage architectural detailing is not mandatory.

Urban Design Guidelines for the North Block Central Business District (2004)

In 2002, the City initiated a study to establish Urban Design Guidelines to direct future development of the North Block District. The study resulted in a list of recommended amendments to the Official Plan and the Zoning By-law.

For the most part, the authors of the report found that the Official Plan policies were adequate to direct growth in the North Block area. Recommended changes included the following:

- Changes to the viewplanes and viewpoints to City Hall. Additional policies regarding the preservation of views from Place D'Armes to Fort Frontenac and down Barrack Street and Queen

Street to the waterfront; and,

- Additional guidance on height limits and the maximum number of storeys permitted.

Section 4.15.5(e) in the existing Official Plan for the City of Kingston Planning Area sets out the policies resulting from these recommendations.

The study also recommended several changes to the Downtown and Harbour Zoning By-law including:

- establishing a Special Section for the North Block Area;
- adding "live-work" units as a permitted use;
- removing auto-related uses from the uses permitted in the North Block Area; and,
- review appropriateness of Kingston's current requirements for Amenity Space for residential uses.

3 | Servicing & Infrastructure

A review of available documentation containing existing infrastructure and servicing constraints in the North Block District area was conducted. The purpose of this exercise was to highlight some of the main servicing infrastructure components based on existing documents available.

3.1 Background Documentation

The following available documents were the basis of this summary of findings:

- Documentation of Three Different Urban Design Scenarios for the Study Area, Part Two, March 2004
- LVEC NORTH BLOCK by Cumming Cockburn Ltd. (a Division of IBI Group), November 2005

3.2 Summary of Findings

The following key features were extracted from the “Documentation of Three Different Urban Design Scenarios for the Study Area, Part Two” section entitled “Memos on Traffic and Municipal Servicing Capacities by Totten Sims Hubicki Engineers, Architects & Planners”. The extracted elements pertain to the Downtown district of the core study area for infrastructure elements (Water Supply, Sanitary Drainage, Storm Water Management, Electrical Supply, and Natural Gas Supply):

Water Supply

Water service is available in the Study Area. The capacity of the water network to service the proposed development will depend on the location, use, and density of development. A water capacity assessment including fire flows available, design estimated loading, and capacity evaluation in accordance with the City of Kingston Site Plan Design Guidelines will need to be undertaken for specific development proposals within the study area, as they come forward.

Sanitary Drainage

Sanitary sewers within the study area connect to the existing harbourfront trunk sewer located on Ontario Street and Place D’Armes. This sewer intercepts the combined storm and sanitary sewers in the older areas of the City and drains to the River Street Pumping Station to the north. As there is inadequate capacity in this sewer system, additional development within the drainage area is currently restricted.

The Harbourfront Trunk Sewer Environmental Assessment is currently being completed. While trunk sanitary sewer capacity should be available upon completion of the Harbourfront Trunk Sewer Project and the River Street Pumping Station Upgrades, the capacity of the local sanitary sewers to accommodate increased flows resulting from development within the study area cannot be determined without detailed assessment. A sanitary sewer assessment including an evaluation of available existing capacity and estimated

loading in accordance with the City of Kingston Site Plan Design Guidelines will need to be undertaken for specific development proposals within the study area, as they come forward.

City Staff have recently advised that the above findings from the background studies may not be correct regarding capacity. This is to be investigated in future study.

Storm Water Management

Portions of the study area are served by combined storm and sanitary sewers. City staff have recently advised separation of storm and sanitary sewers has been initiated and will continue in association with infrastructure renewal and replacement. Direct connection of storm water to the sanitary sewer will not be permitted within the study area. All development proposals will be required to connect to the storm system or make provision for connection to the storm sewer where none exists at the time of development approval. Capacity in the combined sewers and harbourfront trunk sewer is being reviewed in the ongoing Harbourfront Trunk Sewer EA. Separate storm sewers within the study area outlet to the Harbour in several locations including the ends of Princess, Queen and Barrack Streets.

The previous documentation identifies that the existing storm sewer system offers no stormwater management measures to address water quality issues.

However, City staff have advised that there is some treatment provided there are few opportunities for end-of-pipe stormwater management measures to improve storm water quality at the sewer outfalls. Lot level stormwater management controls may be used where possible. Analyses of existing capacity, proposed drainage, and stormwater management will need to be fully considered in all development proposals.

In addition to the background information included in this section, City staff have advised that the development will need to look at a reduction in development flows of 20% of predevelopment flows. Opportunities will be able to be found utilizing such technologies as green roof, cisterns, roof storage, etc.

Electrical Supply

Background documents stated that the electrical service is constrained by the available capacity at Sub-station 1. Sub-station 1 operated by Kingston Hydro Corporation (formerly KEDL) is located at 29 Queen Street (north east corner of Queen Street and King Street East). Sub-station 1 capacity may not be available without substantial capital improvements. Alternatively, electrical service could be provided from the 44 KV network. Although capacity is available from the 44 KV network, servicing costs including land requirements would be significant. An analysis of electrical capacity and loading will need to be undertaken for specific development proposals within the

study area, as they come forward. However, City staff have recently advised that for a new site, the location would need to abut the current building or alternatively across King Street. The main reason for adjacency is all of the underground feeders. Therefore, the City Staff want to minimize the relocation of those feeders. In addition, a new site greatly facilitates the transition to new facilities by reducing outages, easier working conditions etc. rather than working within the existing structure. Also, it was noted that the concept plan identify concept of relocation and reuse of the building and that it note that an alternate site must be in close proximity to the current site.

Natural Gas Supply

Natural gas service is available in the study area. The capacity of the network to service the proposed development will depend on the location, use, and density of development. An analysis of natural gas capacity and loading will need to be undertaken for specific development proposals within the study area as they come forward.

Communications

There do not appear to be any constraints in other utilities including telephone, cable television, and communications in and around the study area that would affect development.



Figure 10: Surface Parking Lot, Ontario Street and Queen Street



Figure 11: Existing retail stores and fitness centre along Barrack Street

4 | Transportation & Parking

A review of available documentation containing existing and future transportation related plans pertaining to the North Block District was conducted. The purpose of this exercise was to highlight some of the main transportation components based on existing data to outline some of the transportation opportunities and constraints at an early stage in the study process.

4.1 Background Documentation

The following available documents were the basis of this summary of findings:

- Kingston Transit 5-Year Business Plan, 2005-2009, proposed December 2004
- Core Area Transportation Review, Phase 1: Strategy Development, August 2007
- By-Law No. 96-259, Downtown and Harbor Zoning By-Law of the Corporation of the City of Kingston, February 2006
- Downtown and Harbour Area Architectural Guidelines Study, December 2007
- Urban Design Guidelines for the North Block Central Business District, March 2004

- Detailed Urban Design Guidelines Recommended for the Study Area, Part Three, March 2004
- Documentation of Three Different Urban Design Scenarios for the Study Area, Part Two, March 2004
- Kingston Regional Sports and Entertainment Centre (KRSEC) Transportation Study, September 2006.
- Kingston Transportation Master Plan Summary of Findings, July 2004
- City of Kingston, Parking Policies and Guiding Principles, April 2002

4.2 Summary Findings

The purpose of the North Block Central Business District Study is to provide the City of Kingston with urban design guidelines, which take into consideration the study area's unique location and circumstance.

Through an examination of future development possibilities, this study will assist private and public sectors in the development of an acceptable built form for the lands. Key features found within the Downtown district of the core study area related to transportation elements

(traffic, parking and transit) include:

Parking

- There are 450 existing surface parking spaces within four municipal parking lots in the study area.
- The rate and time limits vary by lots. There are three basic types of lots: 2-hour limits, 3-hour limits, 24-hour limits. The City has also implemented a policy of first hour free in attended lots Downtown as an incentive to attract shoppers. Hourly rates for public parking lots is set at \$1.00 per hour.
- The majority of City-owned lots provide monthly parking, ranging from \$46-\$97.75 (plus tax).

Traffic

- Barrack Street (Ontario Street to King Street) - Short term demands between the hours of 4:30 to 5:00 pm cause long vehicle queues attempting to access the La Salle Causeway.
- The existing deficiency across the LaSalle Causeway clearly has traffic implications for the adjacent North Block study area. Development within the North Block area could exacerbate existing traffic problems.
- Under current conditions, the Transportation Mas-

ter Plan identifies roadway capacity deficiencies across the Cataraqui River.

Transit

- Kingston Transit provides transit service in the urbanized parts of the City of Kingston serving a population of approximately 119,000. About 66% of these trips, or 7,400 daily rides occurred in the Core Area.
- Existing bus parking is located at the curb along part of Bagot Street between Princess and Brock Streets and along Brock Street between Bagot and Montreal Streets. Several shelters are provided for transit users along with some information signage regarding routes and schedules. The present arrangement has several deficiencies:
 - Operationally, buses are separated along two streets. This is difficult for bus operators to track arrivals of buses, and for passengers to visually see which routes have arrived;
 - The on-street location encourages unsafe crossing of streets by passengers;
 - Transfers between routes are often difficult and passengers must walk a distance between routes; and,

- Passengers amenities are limited to the shelters and benches.

4.3 Future Considerations

The North Block district represents a strategic location for the potential development of a transportation hub to serve the entire Downtown Kingston. The hub is envisioned to offer a suite of mobility options for commuters, shoppers, recreational travelers and tourists. The objective is to integrate transportation with land-use in a manner that creates a sense of place for people with access to multiple modes of travel. The transportation hub is anticipated to provide a pedestrian-friendly environment, cycling facilities, convenient and customer-oriented access to transit service, car and bike share services and flexible parking capacity.

Kingston Transportation Master Plan (KTMP) is a critical policy document that will influence every trip taken by residents and visitors to Kingston over the next 25 years. Within the City's boundaries, the KTMP policies will determine the convenience and attractiveness of the different travel modes as manifested by municipal investment priorities, system performance targets, and supporting programs and infrastructure. The main key elements of different travel modes in KTMP are pedestrians, cyclists, transit followed by auto.

Walking

The City of Kingston Cycling and Pathways Study was completed concurrently with the KTMP that emphasized walking as a preferred mode of travel in Kingston. There was an expressed desire to increase the amount of walking overall and specifically to increase the share for walking trips in the City. Support was expressed for:

- Programs that promote walking as an alternative to auto travel and as a recreational activity;
- Significant increases in the kilometers of on and off-road pedestrian facilities (i.e. sidewalks and pathways) across the City, as a means to promote walking and transit (walking as a connection to transit trips); and
- Design, operating and maintenance practices that make walking more attractive.

Cycling

The City of Kingston Cycling and Pathways Study emphasized cycling as a preferred mode of travel in Kingston and expressed a desire to increase the modal share for cycling trips in the City. Support was expressed for:

- Programs that promote cycling as an alternative to auto travel and as a recreational activity for residents and tourists;

- Significant increases in the kilometers of on and off-road cycling facilities (i.e., on-road bikeways and pathways) across the City, as a means to promote cycling; and,
- Design, operating and maintenance practices that make cycling more attractive.

Traffic

- The work of the study should be coordinated with the Transportation Master Plan and with the study of the Wellington Street extension.
- The development should include a mixture of commercial, retail, residential uses together with parking facilities. Depending on the development proposed, the development proponent might be required to conduct a traffic study to identify the impact of the development and potential transportation needs.
- New crossing to address capacity deficiency of the LaSalle Causeway.

Parking

City of Kingston staff report to Council, June 2003, identifies numerous parking strategies to improve parking operations in the context of the Transportation Master Plan. The Parking Advisory Committee (PAC) has developed four core goals

with a number of supporting guidelines and strategies. These are:

1. Better match parking supply and demand;
2. Respond to the City's Transportation Demand Management and non-auto mode objectives;
3. Encourage the City's preferred land use and development pattern objectives; and,
4. Ensure financial accountability.

Surface Parking

Surface parking is not recommended as the primary permitted use for new development. Where surface parking already exists, the following recommendations for enhancement should be followed:

- Landscaped berm at perimeter of parking lot to mitigate view of parked cars from street; and,
- Tree planting at perimeter of lot and within lot to mitigate views and provide shade.

Above-grade Parking Structures

It is recommended that the development of above-grade parking structures be permitted in the four and a half blocks of the North Block Central Business District, so long as façade

designs which are compatible with the urban design character of the area are employed. Elements to be encouraged include:

- Large areas of visually permeable glazing at pedestrian level;
- Massing and setbacks similar to neighboring buildings; and
- Glazing at parking decks to maximize compatibility with neighboring buildings.

Transit

The Transit Business Plan recommended establishing an off-street transit terminal facility in the downtown core to not only replace the existing on-street facilities on Brock Street, but to improve access to transit service for core area trip destinations and raising the image and profile of the transit system. It suggests the need for 10 bays plus a sheltered waiting area and an amenity building for transit users.

The long-term vision based on the Kingston transit 5-year business plan is one that emphasizes quality of life, sustainability and economic development:

- Improving mobility options for all residents to ensure access to work, education, health care, shopping and recreational opportunities.

- Ensuring a cost effective alternative to the automobile for environmental reasons, that is affordable for the community and is fiscally responsible to the taxpayers.
- Providing an “Economic Engine” for the community growth and prosperity, with services and costs reflective of the City’s economic development initiatives and consistent with the growth in its residential and commercial sectors.

The key features of a downtown transit terminal would be:

- Transit terminal relocated in the downtown core will enhance urban form;
- Individual, dedicated bays for each route serving the downtown;
- Potential integration of intercity and charter coach services with the transit services;
- Enclosed waiting area for passengers with heating; and,
- A combined customer information and convenience store.



Figure 12: Parking Structure, Charles Street Toronto

5 | Heritage



Figure 13: 19, 21 and 23 Queen Street

This summary was prepared to provide a preliminary report on the status, significance condition, ownership, occupancy and preliminary comments for the use and development of the existing heritage properties at 19-27 Queen Street.

5.1 Heritage Status

The properties of 19, 21, and 23 Queen Street are owned by the City of Kingston and are designated under Part IV of the Ontario Heritage Act. Designation By-law 95-225 identifies these buildings as of architectural and historical significance. The reasons for designation state

that these buildings are “excellent examples of stone commercial buildings of the 1840’s contrasted with a brick and glass building of the 20th century”. In 2006, 19-23 Queen Street were listed on the Canadian Register of Historic Places.

The adjacent building at 27 Queen Street is owned by Kingston Hydro and is also designated under Part IV of the Ontario Heritage Act by designation By-law 95-226. A description included with this designation references the building’s architectural features as of interest, including its tall single storey design, wide bays and large arched windows.

As a designated property under the Ontario Heritage Act, any alterations or renovation to the exterior of these buildings require a heritage permit to be issued by the municipality. Revisions to the Ontario Heritage Act in 2005 have expanded the powers of the Act including, strengthening demolition controls, archaeological requirements, and the role of provincial agencies.

5.2 Cultural Significance

19-23 Queen Street has been designated for its historical associations, architectural design and contextual value. Built by the Kingston Gas

and Light Company between 1848-1850 and completed by the City around the turn-of-the-century, this range of buildings is a good example of vernacular commercial building designs from these periods. The contextual value of the block relates to the buildings’ contribution to the streetscape of lower Queen Street, including the adjacent heritage property at 27 Queen Street.

The City’s 2004 Building Conservation Master Plan identified 19-23 Queen Street as of high significance, medium operational significance, and high public visibility.

5.3 Building and Site Conditions

The City’s 2004 Building Conservation Master Plan identified that 19-23 Queen Street required \$103,996.00 in immediate work in 2004 and \$467,279.00 in capital works by 2009. At the time, the buildings were deemed to be in fair condition, however, the Master Plan identified poor conditions at the parapets and roof/wall junctions where water has penetrated the roof structure, masonry walls and interiors. The Plan states that 19 Queen was in the best condition, followed by 21 Queen Street, with 23 Queen requiring the most attention. Discussions with City staff in the facilities department suggest that some of this immediate repair work has

been undertaken. The condition of the 27 Queen Street is unknown at this time.

The 2004 North Block Central Business District Study identified that the area surrounding the existing heritage properties on the block bounded by Queen, King, Barrack and Ontario streets, as of high to moderate archaeological potential. Subsequent Archaeological Assessments of the block undertaken in 2008 recommend Stage 2 archaeological assessments be undertaken for all areas of the block bounded by Queen, King, Barrack and Ontario streets that have not been deeply disturbed. The archaeological assessment does not apply to the property where the former police station is currently located. Finally, the report recommends that the gas plant buildings at 19-23 Queen Street and Kingston Hydro substation at 27 Queen Street be preserved.

The 2004 Urban Design Study also identified metal and other contamination at the site of the heritage properties along Queen Street. This places potential limits on the use and depths of sub-grade development and excavation at the site. The extent of this contamination and impact of remediation on the buildings themselves is not clear.

5.4 City-Owned Heritage Properties

The City of Kingston has an extensive portfolio of heritage properties. These properties are used by the city as municipal offices, municipal service centres, museums, assembly spaces, storage, and commercial and not-for-profit businesses.

In 2004 the City of Kingston developed a Building Conservation Master Plan for 17 City-owned heritage properties. This Plan identified \$8.7 million dollars in needed repairs of both immediate and long-term attention. Of the 17, however, 14 of these properties required an average of \$157,000 in long-term repairs and \$25,000 in urgent repairs per building.

5.5 Current Occupancy

A publishing company and the Modern Fuel Artist-Run Centre gallery and studio space are the primary occupants of the buildings of 19-23 Queen. Up until this spring, the property also housed the City's signage office and police storage. Currently, a large portion of the property remains vacant. In the past, part of 21 Queen was rented from the city for a Chinese restaurant. The current users occupy the property for a mix of market and below market rates.

In recent years the area has become the location of several for-profit galleries that have expanded the profile and influence of the Modern Fuel Artist Run Centre, which has been located on the site for 28 years.

Aforementioned, 27 Queen Street is a purpose built substation, owned and operated by Kingston Hydro. Extensive infrastructure both within and surrounding the site would be a challenge for changing the use of this building.

5.6 Preliminary Comments

The buildings at 19-27 Queen Street are important to the City of Kingston for their vernacular architectural design, historical associations with the development of the North Block area and contextual value to the streetscape of lower Queen Street. The best way to conserve heritage properties is to continue to occupy and use the property. Any redevelopment of the North Block should include the retention and continued occupancy of the existing designated heritage properties on the site.

The buildings are currently under utilized. The location of the block within the downtown core and the new entertainment centre represents a great opportunity to use the buildings for higher order office space, new services and retail, and

arts and cultural spaces that will complement and balance the new energies in the area.

The cost of environmental remediation and immediate to long-term building repair pose real challenges to the continued use and development of these buildings, however many tools exist for mitigating these costs.

A detailed assessment of the extent and cost of remediation may need to be prepared by someone familiar with heritage properties to determine the impact of this condition on the retention and reuse of the heritage properties.

5.7 Next Steps

Confirm the extent and expense of environmental contamination under the existing heritage properties.

Through stakeholder consultations and design workshops, determine the desired approach to preserving, rehabilitating and/or restoring the property.

Determine the highest and best use for these heritage properties given the existing site conditions and future development scenarios.

Investigate development tools such as owner/occupancy models to mitigate the cost of necessary building repairs, environmental remediation, and provide significant community benefits.

6 | Market Overview

6.1 Purpose of the Real Estate Market Overview

Cushman & Wakefield was engaged to provide commercial and multi-residential real estate market analysis to complement the planning and policy analysis pertaining to the Kingston North Block study, led by The Planning Partnership. The purpose of this examination is to bring a “market reality check” to the process to ensure that the vision created through this exercise may be ultimately supportable by investment market conditions. The office, hotel, downtown retail and residential condominium market segments have been analyzed, and are summarized in the following pages. As well, recent investment sales are illustrated to provide transactional evidence to support the market observations, and a summary of recent building permit activity.

6.2 Data Limitations

The Kingston commercial real estate market would be classified as a tertiary market. While Cushman & Wakefield LePage undertakes quarterly or semi-annual surveys of office, industrial and retail market conditions in major markets across Canada, Kingston is not among the markets surveyed. Hotel market performance is tracked by a few national consulting firms, but acquiring this data is expensive and beyond

the scope of this preliminary analysis. On the residential side of the market, there is often a local consulting or research firm that would prepare a regular market survey of condominium development activity, sales prices and other indicators, and act as a market knowledge leader; again, such a resource could not be identified for Kingston. Sales transactions data is drawn from RealTrack, a database of sales from across the Province drawn from land registry information. Building permit data is compiled from the City of Kingston’s website. In conclusion, the data limitations inherent given the size of the Kingston market impact the breadth of analysis that is possible.

6.3 Office Market Overview

Kingston’s Office Market

The Kingston CMA has a population of roughly 150,000 people that supports a small office inventory of only 1.8 million square feet. The current vacancy rate of all office space in Kingston is 8.7%, which is slightly above the 8.2% vacancy rate of 2007. For the Central Business District (where the subject site is located), the current Class A office vacancy rate is slightly lower, at 7.7%. Absorption is expected to remain steady in 2008 with tenant demand coming primarily from renewals and the expansion of existing businesses. Office

rental rates in Kingston are currently holding in the range of \$12.00 to \$14.00 per square foot, which is below the economic threshold required to build new product. However, office product in the Downtown core is getting close to the point of limited supply which may allow for some marginal growth in rental rates (Sources: DTZ Barnicke Kingston Market Overview, and Cushman & Wakefield LePage).

While a tenancy survey does not exist, based on knowledge of users in the market, it is likely that tenancies are oriented more toward the public sector compared to other cities of comparable size. Kingston is not a major regional head office location, with firms typically locating Ontario offices in either Toronto or Ottawa. These dynamics produce a more stable office market occupancy profile, with less turnover than markets in which large firms expand and contract dramatically during economic cycles. In contrast, public sector office-type employment levels tend to remain more static.

The table on page xxvi lists the current office availability in Downtown Kingston.

6.4 Hotel Market Overview

Kingston's Hotel Market

Downtown Kingston and the waterfront are important tourist destinations with over 500,000 square feet of hotel space at last count (November 2006 – source: City of Kingston). Visitors flock to Kingston to walk in the historic Downtown and to see the aged limestone buildings. Kingston is known as the world's freshwater sailing capital and during the warmer months the lake is very busy, with boats of all sizes. Other important

attractions include the 1,000 Islands boat cruise, trolley tours and the K-ROCK Centre (the home of the Kingston Frontenacs OHL team). All of these activities are just a short walk from the subject area.

There are numerous large hotel chains situated in Downtown Kingston, the largest of which is the Holiday Inn on the waterfront with nearly 200 rooms. Other large hotels within a few blocks of the North Block are the Confederation Place Hotel, the Four Points by Sheraton, and the

Radisson Hotel Kingston Harbourfront. A new waterfront hotel by Marriott is currently under construction and is slated to open late in 2008. There are also many small, boutique hotels and bed and breakfasts in the neighbourhood, the most notable of which are Victorian retrofits of The Queens Inn (recently renovated), the Hotel Belvedere and the Hochelaga Inn. These eight hotels are all within a one kilometre radius of the North Block and contribute nearly 800 hotel rooms to the area immediately surrounding the site - refer to the upper table on the following page.

Kingston Office Availabilities - Near North Block & Environs				
Address	Intersection	Size	Net Rent	Distance to site centre (km)*
64 Barrack St	Barrack St & Wellington St	6,012	\$12.00	0.08
60 Queen St	Queen St & King St	2,120	\$14.00	0.12
27 Place D'Armes	Place D'Armes & Ontario St	3,102	\$12.00	0.15
209 Wellington St	Wellington St & Queen St	1,189	\$12.00	0.17
366 King St (Royal Block)	King St & Princess St	8,303	\$14.00	0.19
363 King St	King St & Brock St	4,030	\$12.00	0.20
261 Ontario St	Ontario St & Princess St	1,206	\$22.00	0.24
175 Wellington St	Wellington St & Princess St	2,000	\$10.00	0.28
122 Princess St	Princess St & Bagot St	2,664	\$17.95	0.30
303 Bagot St	Bagot St & Princess St	2,763	\$16.50	0.31
331 King St	King St & Brock St	1,800	\$9.95	0.33
327 King St	King St & Brock St	2,100	\$11.95	0.36
265 Bagot St	Bagot St & Princess St	1,647	\$16.00	0.39
149 Brock St	Brock St & Bagot St	650	\$20.31	0.42
15 Montreal St	Montreal St & Princess St	2,050	\$12.00	0.44
178 Sydenham St (artist studios)	Sydenham St & Princess St	70-270	\$135-\$425/mth	0.56
188 Sydenham St	Sydenham St & Princess St	923	\$15.00	0.56
179 Sydenham St	Sydenham St & Princess St	1,620	\$15.00	0.56
4 Cataragui St	Cataragui St & Rideau St	1,446	\$14.50	1.01
574 Princess St	Princess St & Frontenac St	1,156	\$14.00	1.54
797 Princess St	Princess St & Tower St	12,000	\$12.00	2.30

*Site centre is defined as the intersection of Barrack St and King St

During the past few years, Kingston's hotel market has generally shown an improved performance, with rising occupancy rates and room rates translating to increased revenue per available room (REVPAR). However, this trend came to an end in 2008, with the combination of reduced tourism, a higher Canadian dollar and U.S. economic weakness contributing to lower occupancy levels and reduced REVPAR, despite a higher average daily room rate. Across the province, occupancy levels and REVPAR have shown a similar negative trend as shown in the below bottom table.

6.5 Downtown Retail Market Overview

Local Retail Environment

Based on the most recent inventory, the City is home to just over 9 million square feet of commercial spaces across 21 nodes. On a per capita basis, this is exceptionally high, but the figure reflects the role that tourism plays in

Kingston and its function as a Regional service centre. The historic core of the City of Kingston, or the Lower Princess Street Area, is comprised of many smaller retail uses along with individual stores and restaurants; a total of approximately 1.7 million sf of retail/service space is located here. As of the October 2007 market survey, the vacancy rate was just less than 8 percent,

compared to a level of around 5 percent City-wide. At last count (November 2006 – source: City of Kingston), there was just over 650,000 rentable square feet of retail space in downtown Kingston, the largest portion of which is dedicated to the sale of durables and semi-durables (television sets, audio systems, DVD players, washing machines, air conditioners, etc.). Recently the downtown retail core has been active and is expected to remain strong. Overall rental rates in the downtown core have been increasing while rents in the remainder of Kingston have been stable and are expected to remain steady throughout 2008.

In general, Kingston's retail structure is evolving in a manner similar to that of many other municipalities. It is characterized by a blurring of the traditional hierarchy, the emergence of large mega clusters and a downtown core that is dominated by services rather than retail outlets. (source: "Commercial Inventory and Market Analysis", prepared in May 2008 by urbanMetrics inc. for the City of Kingston, and Cushman & Wakefield). Importantly, key recommendations

Kingston Hotels - Near North Block & Environs						
Hotel Name	Address	Rooms	Distance to site centre (km)*	Waterfront	Rating	Price
Holiday Inn Kingston Waterfront	2 Princess St.	197	0.25	Yes	3 star	\$\$
Confederation Place Hotel	237 Ontario St.	94	0.27	Yes	2 star	\$\$\$
The Queens Inn	125 Brock St.	17	0.40	No	-	\$
Four Points by Sheraton	285 King St. East	171	0.41	No	4 star	\$\$\$\$
Radisson Hotel Kingston Harbourfront	1 Johnson St.	126	0.55	Yes	3 star	\$\$\$
Residence Inn by Marriott**	7 Earl Street	142	0.73	Yes	-	-
Hochelaga Inn	24 Sydenham St. South	23	0.83	No	-	\$\$\$
Hotel Belvedere	141 King St. East	20	0.97	No	-	\$\$
Total		790				

*Site centre is defined as the intersection of Barrack St and King St.
 **Not yet completed - opening late 2008

Hotel Market Overview - Kingston					
	2003	2004	2005	2006	2007
Occupancy Rate	59.3%	59.1%	61.9%	61.5%	62.2%
Average Daily Rate	\$107.31	\$106.48	\$111.74	\$113.76	\$118.31
Revenue per Available Room	\$63.65	\$62.88	\$69.12	\$70.02	\$73.60

Hotel Market Overview - Ontario					
	2003	2004	2005	2006	2007
Occupancy Rate	57.5%	60.7%	62.2%	62.8%	62.8%
Average Daily Rate	\$114.29	\$117.81	\$121.21	\$124.46	\$126.20
Revenue per Available Room	\$65.67	\$71.47	\$75.37	\$78.14	\$79.24

from the Commercial Inventory and Market Analysis study include:

- maintaining and enhancing the Downtown core, main street and local service commercial nodes; and,
- seeking opportunities to enhance the availability of local serving retail facilities at the neighbourhood level throughout the City.

A primary conclusion from this report suggests that the Downtown core is one of the most successful downtowns in Ontario, in terms of the size of its commercial sector, retail selection and the balance between chain stores and independent retailers. Its low vacancy rate demonstrates its health. New investments such as Market Square and the K-ROCK Centre will assist in ensuring the continued vitality of the core. The table below lists the current retail availabilities in Downtown Kingston.

Kingston Retail Availabilities - Near North Block & Environs				
Address	Intersection	Size	Net Rent	Distance to site centre (km)*
369 King St	King St & Princess St	2,772	\$20.00	0.17
122 Princess St	Princess St & Bagot St	2,664	\$17.95	0.30
122 Princess St	Princess St & Bagot St	9,700	\$18.95	0.30
165 Wellington St	Wellington St & Brock St	1,700	\$25.00	0.31
37-43 Brock St	Brock St & King St	2,300	\$26.95	0.31
169 Princess St	Princess St & Bagot St	2,871	\$21.00	0.37
173 Princess St	Princess St & Bagot St	3,330	\$25.00	0.37
265 Bagot St	Bagot St & Princess St	1,647	\$16.00	0.39
20 Montreal St	Montreal St & Princess St	750	\$14.40	0.43
15 Montreal St	Montreal St & Princess St	2,050	\$12.00	0.44
219 Princess St	Princess St & Montreal St	1,370	\$25.00	0.48
188 Sydenham St	Sydenham St & Princess St	923	\$15.00	0.56
275 Princess St	Princess St & Clergy St	2,160	\$25.00	0.64
297 Princess St	Princess St & Clergy St	1,193	\$35.00	0.69
339 Princess St	Princess St & Barrie St	2,580	\$16.00	0.73
324 Princess St	Princess St & Clergy St	590	\$25.00	0.73
394 Princess St	Princess St & Barrie St	3,553	\$19.00	0.92
424 Princess St	Princess St & Division St	4,719	\$22.00	1.00
574 Princess St	Princess St & Frontenac St	1,156	\$14.00	1.54
785 Montreal St	Montreal St & Elliot Ave	2,000	\$15.00	2.41

*Site centre is defined as the intersection of Barrack St and King St

The most significant retail transaction to occur in the Downtown core of Kingston has been the leasing of 207 Princess Street (Princess St. & Montreal St., 3 blocks from the subject site) by Urban Outfitters. This 12,000 square foot former Royal Bank building sat vacant for years before Urban Outfitters leased the space. The store opened for business in August 2008. This popular store will benefit the other downtown retailers who will enjoy the increased pedestrian traffic.

The centre of Downtown Kingston runs along Princess Street, and as such this area commands the highest net rents downtown with space achieving average net rental rates of \$25.00 per square foot and above. The surrounding streets have asking net rental rates of \$14.00 to \$22.00 per square foot. Another interesting and popular node of note is the recently revitalized Market Square which is located just a few blocks from the North Block. The Market Square has had former parking land converted to open space, creating an outdoor pedestrian market. There is also a large amount of retail at the south end of Brock Street (near Ontario St.), just two blocks from the subject site.

A pedestrian study was recently undertaken (August 2007) in Downtown Kingston, with

two sites monitored just outside the boundaries of the North Block. The first site was located at Princess and King Streets ("Site 1") and the second at Wellington Street just north of Queen Street ("Site 2"). Site 1 experienced large amounts of pedestrian traffic in the morning and mid-afternoon on the weekend and during lunch and evening early during the work week.

Also of note was that within its grouping of locations, Site 1 had on average the second largest number of pedestrians per hour, just after the location at Princess and Bagot Streets. Site 2 (Wellington & Queen) experienced the most traffic during the early part of the week. Site 2, however, had the lowest number of pedestrians per hour of its grouping. This indicates that there is potential for growth in pedestrian traffic in the area.

6.6 Residential Condominium Market Overview

Condominium Apartment Market

The Kingston condominium market is a relatively small but growing component of the local housing market. The majority of the stock in Downtown Kingston is comprised of older buildings. One new building, however, is currently under construction by Homestead Land Holdings. This project, known as the Royal

George Condominiums, and is 17 storeys tall with 92 luxury suites. The majority of the suites are two bedroom or two bedroom plus den units; there are eight penthouses. The standard suites range in size from around 1,770 square feet to over 2,000 square feet, and range in price from \$460,000.00 to around \$1 million. According to a sales agent, there are few suites remaining for sale (at mid-year 2008), and occupancy has already commenced. The project is slated for full completion at the end of 2008. This represents the only new luxury product presently for sale in the marketplace, and is the only project located downtown. However, the success of this project and the location advantages and amenities of the downtown residential market suggest that future projects are likely.

While a condominium market survey does not exist for Kingston, the Canada Mortgage and Housing Corporation conducts an annual rental market survey for rental buildings with 3 units or greater. The vacancy rate in downtown Kingston (Zone 1) has historically been much lower than in the rest of the Kingston CMA. Average rental rates in Kingston are relatively stable and vary little between the respective zones. Based on the most recent survey (October, 2007 - see table below), the vacancy rate for downtown (Zone 1) was less than 1.0% overall, with rents in the range of \$700.00 to \$880.00 for 1 and 2 bedroom units, respectively.

Private Apartment Vacancy Rates (%)								
	Bachelor		1 Bedroom		2 Bedroom		3 Bedroom	
	Oct 06	Oct 07	Oct 06	Oct 07	Oct 06	Oct 07	Oct 06	Oct 07
Kingston Zone 1	0.3	**	1.1	1.0	0.5	**	**	**
Kingston CMA	0.0	0.0	3.6	3.6	2.1	4.3	**	**

Private Apartment Average Rents (\$)								
	Bachelor		1 Bedroom		2 Bedroom		3 Bedroom	
	Oct 06	Oct 07	Oct 06	Oct 07	Oct 06	Oct 07	Oct 06	Oct 07
Kingston Zone 1	573	570	679	703	872	881	1,168	**
Kingston CMA	553	556	688	701	841	856	1,051	1,135

6.7 Commercial Real Estate Investment

Kingston is a tertiary investment market and as such has not had a large volume of investment sales over the past few years despite what has been a buoyant investment market overall in Canada. The data in the adjacent two tables was compiled from RealTrack and illustrates the sales that have occurred in Kingston over the past five years in the office, hotel/motel and retail sectors. The transactions are displayed in descending order by date, and encompass the entire City, not just the downtown area.

Office Investment Sales

As indicated in the adjacent table, a relatively small number of office sales transactions have occurred in recent years. Many are in the range of \$2 million, which makes them affordable for local investors, but not on the radar for major institutional owners such as pension funds, life insurance companies and REITs. As such, the Kingston office market can be regarded as a tertiary investment market, with limited “investment-grade” commercial office space. The transactions illustrated below, indicate where the building identified sold in a range from \$92.00 to \$150.00 per square foot, which is generally below typical replacement cost.

Hotel & Motel Investment Sales

A total of five hotel or motel sales have occurred in Kingston during the past five years. The most significant transaction took place in April 2004 – the sale of the Holiday Inn Kingston Waterfront for some \$15.7 million (nearly \$80,000.00 per room).

Kingston Office Sales 2003-2008					
Address	Date	Site Area (Ac)	Bldg Size (sf)	Price	Price Per sf
1201 Division St	May-06	4.80	74,947	\$11,200,000	\$149
115 Clarence St	Sep-05	0.12		\$2,100,000	-
940 Futures Gate	Sep-05	2.15	20,000	\$2,400,000	\$120
6 Cataragui St	Dec-04	0.42		\$1,600,000	-
65-73 Princess St & 365-370 King St E	Aug-04	0.55	77,721	\$10,400,000	\$134
163 Brock St	Jul-04	0.07		\$699,000	-
825 Gardiners Rd	Aug-03	2.37	15,285	\$1,400,000	\$92
221 King St E & 33 Earl St	Jul-03	0.25		\$1,035,000	-
677-685, 687 & 691 Gardiners Rd	May-03	11.02		\$1,900,000	-
449 Princess St	Apr-03	0.55		\$1,900,000	-
1521-1527 Centennial Dr	Jan-03	15.64		\$1,800,000	-

Kingston Hotel & Motel Sales 2003-2008					
Address	Date	Site Area (Ac)	Bldg Size	Price	Price Per Room
834 & 840 Princess St	Jun-06	1.82		\$1,925,000	-
73 Sydenham St	May-05	0.12	8 rooms	\$950,000	\$118,750
2 Princess St	Apr-04	3.56	197 rooms	\$15,729,034	\$79,843
329 Johnson St	Apr-04	0.39	9,500 sf	\$1,100,000	-
24 Sydenham St	Jul-03	0.34	23 rooms	\$1,700,000	\$73,913

Retail Investment Sales

Over the past five years a larger number of retail sales have taken place in Kingston but there are still few that have occurred in the Downtown core. Of the sales that appeared in the core, the following sales are the most significant: a retail/residential building (6 residential units and a 5,700 square foot store) at 168 Division Street in 2006 sold for \$1.2 million (\$105 per square foot); 152 Bagot Street sold in 2005 for \$500,000.00; 551 Victoria Street & 662-670 Princess Street sold in 2005 for \$650,000.00; and 35 Rideau Street sold in 2005 for \$575,000.00. Most of the recent property transactions have ranged from approximately \$100.00 to \$160.00 per square foot.

Kingston Retail Sales 2003-2008					
Address	Date	Site Area (Ac)	Bldg Size (sf)	Price	Price Per sf
308 Wellington St	Jan-08	0.21		\$800,000	-
755-759 Gardiners Rd	Jul-07	2.30	18,013	\$4,440,000	\$246
168 Division St	Nov-06	0.30	11,400	\$1,200,000	\$105
2511 Princess St	Jul-06	1.94		\$2,600,000	-
1530 Bath Rd	Jun-06	1.96		\$1,008,150	-
1201 Division St	May-06	4.80	74,947	\$11,200,000	\$149
1758 Bath Rd & 263 Weller Ave	Mar-06	2.61		\$1,050,000	-
830-842 Development Dr	Jan-06	1.48		\$750,000	-
2376 Princess St	Dec-05	2.75	34,939	\$5,550,000	\$199
672 Golden Mile Rd	Oct-05	0.91		\$550,000	-
2452 Princess St	Oct-05	0.49		\$700,000	-
105 Sutherland Dr	Sep-05	1.48	20,000	\$1,067,000	\$53
2339 Princess St	Sep-05	1.01	5,500	\$1,000,000	\$182
2435 Princess St	Sep-05	13.70	108,107	\$8,500,000	\$79
152 Bagot St	Jul-05	0.05		\$500,000	-
551 Victoria St & 662-670 Princess St	Jul-05	0.16		\$650,000	-
834-854 Gardiners Rd	Jun-05	2.24	21,000	\$1,480,000	\$70
655 Arlington Park Dr & 755 Gardiners Rd	Jun-05	3.25	5,500	\$1,525,000	\$277
83 Aberfoyle Rd	Apr-05	0.76		\$590,000	-
35 Rideau St	Apr-05	0.07		\$575,000	-
572-574 Princess St	Jan-05	0.91		\$850,000	-
1412 Bath Rd	Dec-04	7.29	21,000	\$1,650,263	\$79
2342 Princess St	Nov-04	10.75	108,482	\$11,200,000	\$103
677-685, 687 & 691 Gardiners Rd	Oct-04	11.13		\$3,750,632	-
1690 Bath Rd	Oct-04	0.57	6,455	\$655,000	\$101
940 Futures Gate	May-04	2.15	20,000	\$2,050,000	\$103
2815 Princess St	Mar-04	1.06	11,300	\$1,380,000	\$122
2543-2561 Princess St	Nov-03	1.19	12,400	\$1,595,000	\$129
1240 & 1250 Gardiners Rd	Oct-03	0.89		\$575,000	-
1473 Princess St	Oct-03	7.60		\$500,000	-
825 Gardiners Rd	Aug-03	2.37	15,285	\$1,400,000	\$92
2781-2809 Princess St	Jul-03	1.33		\$1,840,000	-
Kingston Centre & 1040-1096 Princess St	May-03	16.83	309,672	\$11,000,000	\$36
677-685, 687 & 691 Gardiners Rd	May-03	11.02		\$1,900,000	-
17 Wame Cres	Mar-03	0.73		\$770,000	-
825 Gardiners Rd	Feb-03	2.37	15,285	\$1,000,000	\$65
704-734 Front Rd	Feb-03	2.32		\$1,300,000	-
540-544 Armstrong Rd	Feb-03	1.33		\$700,000	-
339-343 Princess St	Feb-03	0.08		\$547,788	-
400 Elliott Ave	Jan-03	1.89		\$1,320,000	-
1030 Coverdale Dr	Jan-03	3.20		\$4,200,000	-

6.8 Building Permits

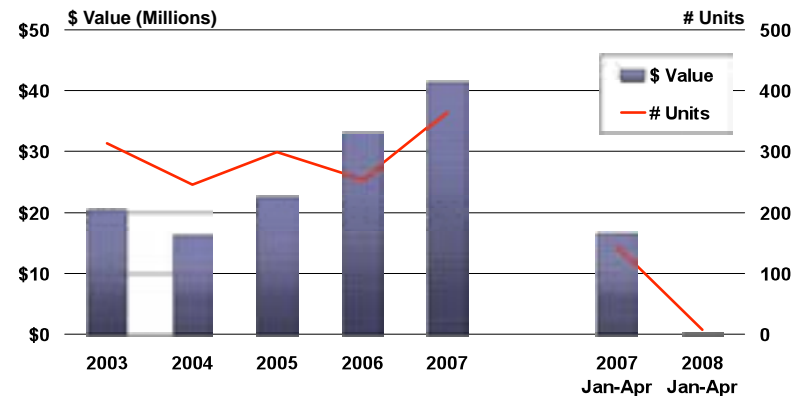
Building Permits Activity in Kingston

The City of Kingston updates its building permit activity, and this data is made available on its website on a monthly basis (latest data available was month of August). The following analysis is drawn from a review of multiple dwellings and commercial building permits.

On the residential side, multiple dwelling building permits include both planned rental and condominium apartment buildings. This volume has increased in each of the past three years from around \$16.3 million in 2004 (246 units) to over \$41.5 million in 2007 (366 units). During this time, the permit value per unit has increased from roughly \$66,000.00 to \$113,000.00 (was \$130,000.00 in 2006), indicating that projects are becoming more expensive (and potentially more luxurious), impacting the end sale price. Activity is off dramatically however, through the first eight months of 2008, with just 12 new units approved totaling \$580,000.00 in value.

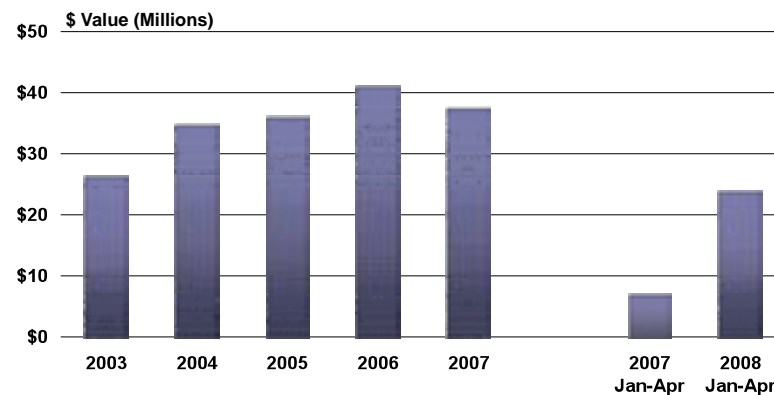
On the commercial side, building permit values have remained relatively stable in the range of \$35 to \$41 million since 2004. Notably, through year-to-date 2008, there is significant year-over-year growth in permit activity (values have increased by one-third), with some \$37.7 million in value already issued compared to \$28.2 million for the same period in 2007.

Building Permits – Multiple Dwellings



Source: City of Kingston

Building Permits – Commercial



Source: City of Kingston

Financial Analysis

The following analysis is drawn from Cushman & Wakefield's review of The Planning Partnership's preferred concept for the North Block. It is important to note that the land acquisition cost (land value) is excluded from these calculations and the approach used is known as the 'land residual approach'. In this approach, the land value is derived from the spread between the market sale price/rental rate and the construction cost – in other words, it represents the maximum cost a developer could pay in order for the project to remain viable. The following highlights the key points from the analysis and conclusions.

CORE MODELING ASSUMPTIONS

Many of the inputs to construction costs have been drawn from the Marwill & Swift Valuation Service Building Cost Guide. These are supplemented with an understanding of local development market trends. The following key assumptions are incorporated into our financial modeling:

Project Timing – None of the developments incorporate a time component – that is, all costs are expressed in current dollars, and are not inflated to reflect development timing. Likewise, the cost of project financing has not been incorporated, as it would vary from project to project.

The principal caveat surrounding the new retail supply is that the timing of development must be carefully

considered as to avoid flooding the market with too much available space. The same comment applies to the new residential supply, so as to avoid a prolonged absorption period which would act to depress achievable sale prices and impact project financing and debt payments.

Development Yield – An unlevered (without mortgage/debt financing) developer's yield of 10% has been applied to all scenarios as a benchmark; this yield is applied to total project costs. The figure is variable, depending on the prevailing investment climate, and fluctuates with interest rates, perceived risk, and other factors.

Condominium Sale Price – Based upon achieved sales at the Homestead project on the waterfront in the range of \$3,700 to \$4,300 per square metre (or roughly \$350 to \$400 per square foot, for luxury waterfront product), along with the prevailing resale market in the vicinity of the downtown area with pricing in the range of \$2,500 per square metre (roughly \$235 per square foot), an achievable market price of \$3,230 per square metre (\$300 per square foot) was derived. Given the relative absence of new supply, it is likely that downtown development would be well received in the market.

The physical character and building finishes are important components of end unit pricing, and the financial model only incorporates one vision – a good

quality building with good/standard quality finishes, but not luxury finishes or building amenities. If the attributes of a proposed building were adjusted, both the achievable price and the construction cost pricing could be escalated.

ANALYSIS SUMMARY

- The total proposed new commercial space equals 9,425 square metres. Excluding Supermarket and Automotive uses, the Downtown market has an inventory of 153,707 square metres (1,654,500 square feet), as per the urbanMetrics Commercial Inventory and Market Analysis study. Therefore, the proposed new supply equals a roughly 5.8% increase in space. Existing vacant space in this study was 12,245 square metres (131,800 square feet), or a rate of 7.7%. Critically, this new space must be phased in over time in order to prevent disruption to the Downtown retail market supply-demand balance.
- If block development is phased, individual site/building parking requirements must be addressed during construction timing – if parking is displaced temporarily, it should be replaced elsewhere on an interim basis.
- Kingston's other large downtown hotels include: Holiday Inn Kingston Waterfront (197 rooms; 5 storeys plus a 6th floor restaurant); Four Points

by Sheraton (171 rooms; 9 floors); the Radisson Hotel Kingston Waterfront (127 rooms, 4 floors of suites plus two meeting room floors); and the Residence Inn by Marriott – opening in 2009 – (142 rooms). The proposed hotel design exceeds these comparables, both in height and room count. However, it would feature considerable conference centre/event space – an attribute that would differentiate it from the competitors.

BLOCK 1

Financial Feasibility

Residential – The financial analysis suggests that residential apartment development is feasible from a market price perspective, providing a developer with a 10% unlevered return. Although no land cost has been allowed for in our model, this analysis suggests that there is residual inherent land value that could be captured.

Supermarket/Retail – The cost of constructing the proposed supermarket/retail space would exceed the economic threshold that a market rental rate of roughly \$160 per square metre (\$15.00 per square foot) could support. Structured parking for the supermarket would be a considerable added expense compared to typical surface parking provision. However, this must be weighed against the benefits of situating a transit facility at the site. There is, therefore, no residual land value under this scenario.

Land Residual Value – The spread between residential and commercial development cost and potential sales/rental revenues equates to a land residual value of approximately \$5.3 million (less the cost to prepare the land for development). However, as this land parcel is shared by the residential condominium, supermarket/retail space, as well as the transit uses, this makes allocating a land value difficult – especially among multiple developers/development interests, if that is the ultimate result.

Market Context and Issues

The existing Food Basics store appears to be 4,171 square metres (44,900 square feet), as per the urbanMetrics Commercial Inventory and Market Analysis study. The proposed supermarket/retail space on Block 1 measures 4,850 square metres, which would provide for supermarket expansion or the co-location of complimentary retail uses. In the eventual building design, consideration must be given to the requirements for truck-level shipping/receiving and garbage/recycling storage for the supermarket. A two-level grocery store is somewhat unconventional, but examples exist in some downtown areas (for example – Loblaws on Queens Quay and at St. Clair Avenue at Bathurst Street, both in Toronto – albeit larger formats).

The existing supermarket has no immediate competition, and it would be desirable to retain this use in this precinct if redevelopment occurs. However, the cost

of structured parking must be addressed. There are also issues of accessibility for shoppers who are accustomed to parking out front of a store.

BLOCK 3

Financial Feasibility

Residential – The same core analysis as discussed in Block 1 applies to this scenario. Again, the total residential development costs are supported by potential end unit pricing, making such a development economically feasible – contingent upon the pace of absorption of units and overall market demand.

Commercial/Retail – If a market rent of \$215 per square metre (\$20.00 per square foot) is achieved, then the project proves viable. This rental rate is in-line with rents achieved in the downtown market.

Land Residual Value – The spread between residential and commercial development costs and potential sales revenues equates to a land residual value of approximately \$22.4 million (less the cost to prepare the land for development). The high residential density is the principle contributor to this figure. This land cost would represent roughly 22% of the total cost – a figure which is within the typical range for residential development, albeit at the upper end of the range. As a consequence, a developer would likely offer resistance to paying this full amount, building in some contingency into a full proforma model.

Market Context and Issues

The orientation of the residential units and commercial space appears suitable – particularly the commercial street frontage, which is oriented along the principal local streets.

BLOCK 4

Financial Feasibility

Residential – Essentially the same analysis as discussed in Blocks 1 and 3 – the end unit pricing is supportive of this development, based upon our core costing assumptions.

Commercial – As this retail space is not allocated any parking, the financial feasibility is well within the threshold of market rent support.

Hotel – An average daily room rate of \$130 has been utilized, which is roughly \$10 above the current market average, based upon market survey results. Given that the addition of 214 new rooms will increase the downtown inventory by some 27%, an associated decrease in market occupancy rates is expected; a rate of 55% has been modeled. Potential revenues are generated, and expenses are derived from industry benchmarks to produce a net operating income equaling 17% of gross revenues, which is within the range of 15% to 20% to make a project viable. The main uncertainties surround the achievable room rate in an over-supplied market and the ensuing depressed

occupancy rates. However, a new project would be expected to perform at the top of the market range.

Existing Kingston Hydro and Heritage Buildings – Using the cost inputs generated by E.R.A. Architects Inc., plus an allowance of \$1,000 per square metre for interior renovations, the costs associated with bringing these buildings to market for commercial/retail lease is justified by their achievable rental rates (estimated at \$215 per square metre, or \$20.00 per square foot). No parking spaces are allocated to these buildings. Notably, unknown costs that might exceed the interior renovation allowance, as well as the costs of relocating the hydro equipment, has not been taken into consideration.

Land Residual Value – The combined development costs compared to the achievable sales prices for condominium units, plus the rental revenues from commercial space and hotel room rates, equate to only nominal residual value, of \$3.2 million. However, hotel land acquisition costs typically are in the range of \$15,000 to \$20,000 per room, which translates to \$3.75 million (at an average of \$17,500 per room, multiplied by 214 rooms). Therefore, there is no additional land value attributable to the other development occurring on the block.

This scenario is complicated by the fact that the heritage buildings and existing hydro building do not require land (they remain in place), while a single

developer may not have interest in developing both residential and hotel real estate on the block. Ultimately, this block does have some residual land value – the allocation of this value will be a point of negotiation.

Market Context and Issues

The small number of residential units (47) is awkward from a few perspectives. For instance, the building does not enjoy certain economies of scale (sales/marketing, architectural fees, property management fees, etc.) that a larger project would benefit from. Similarly, there is less opportunity for on-site amenities. However, it could be marketed as more of a boutique residence that would draw a certain buyer profile – and potentially the opportunity for a more luxury finish (not incorporated into our modeling).

Despite the financial conclusions presented below pertaining to the hotel development, consideration must be given to the impact of adding hotel rooms to the downtown supply given the present economic environment and downturn in tourism activity. As a fundamental distinction from other commercial properties, hotel operations are about operating a business as opposed to actively managing real estate assets.

BLOCK 5

Financial Feasibility

Residential – Similar to the Blocks discussed previously, achievable sales prices for condominium units support new development. It is likely that downtown development would be well received in the market.

Commercial/Retail – Achievable rental rates for downtown commercial/retail units make this component of the Block viable from an economic point of view, provided that tenants can be secured.

Land Residual Value – The spread between the combined residential and commercial development cost (plus the implied cost of the parking shortfall) and potential sales/rental revenues equates to a land residual value of approximately \$10 million (less the cost to prepare the land for development). The relatively high residential density is the principle contributor to this figure. This land cost would represent roughly 22% of the total cost – a figure which is within the typical range for residential development, albeit at the upper end of the range. As a result, a developer would likely offer resistance to paying this full amount, building in some contingency into a full proforma model.

Market Context and Issues

The orientation of the residential units and commercial space appears suitable, and would complement the heights proposed on Block 4 (particularly the hotel). The depth of commercial/retail tenant demand in the downtown area is a key consideration. Mid-sized blocks of commercial space (500 to 2,000 square metres) are suitable premises for a range of functions, including professional offices and retail storefronts, which broadens the pool of potential users.

27 QUEEN STREET

As part of the heritage review, E.R.A. Architects Inc. conducted a building condition summary assessment for 27 Queen Street.

Currently the building is used as a substation and optical network server station for Kingston Hydro. The substation provides electrical service to a wide swath of downtown Kingston and is a critical element in the electrical infrastructure of the City.

Currently, the substation contains six 44Kv transformers, a series of 5Kv breakers, a small office, storage areas, and a fibre optics server. Kingston Hydro has noted that the existing transformers date from the 1950s, and while in a good state of repair, are nearing their demand capacity. Possible solutions to address the need for greater electrical capacity include increasing number of transformers to a maximum of nine, which would necessitate the alteration of the rear of the building to accommodate the delivery and installation of the new transformers. Additional solutions include a full-scale alteration of 27 Queen Street to accommodate an open-air transformer station or the construction of a new transformer station at a nearby location. A thorough assessment of all the potential options should be carried out by Kingston Hydro in order to define the best option given the redevelopment options presented for the North Block district.

E.R.A. conducted a condition assessment of the exterior and interior of 27 Queen Street and has completed a cost estimate of the exterior maintenance work required to keep the building in a good state of repair and prevent any further deterioration and arrest any areas of ongoing damage. Generally the building is in good condition and has been maintained by Kingston Hydro. However, there are a number of specific areas which require attention and which are detailed below.

Building Exterior

Masonry Walls of the Two Street Elevations (south and west elevations)

The south and west elevations of 27 Queen Street consist of red brick laid in a running bond pattern with fine mortar joints. The original mortar is coloured with a red pigment and finished with a beaded profile. The elevations feature large arched widow openings. Grey precast keystones, pilaster capitals and windows sills, as well as a limestone foundation, provide contrast to the red brick colour.

General repointing has been done at some time in the recent past, with a high concentration of repointing in the area between the cornice and parapet. Although the repointing mortar does contain some red pigment, it is not a perfect colour match to the original mortar, which is a deeper shade of red. The repointing work lacks the beaded profile of the existing joints, and the

mortar used is harder than the original mortar. The bricks in the areas that have been repointed do not seem to show any signs of deterioration associated with the hard mortar, therefore it is not proposed to correct this work. However further repointing will be necessary on the south elevation in the area at the western end of the façade between the metal cornice and parapet where no repointing was undertaken in the past. Repointing is also necessary on the west elevation at the tops of the arches where the mortar joints are open.

Masonry Walls of the North and East Elevations

The north and east elevations differ from the south and west in the quality of the brickwork, related to their less visible locations. A lesser quality red brick is laid in a common bond with larger and grey mortar joints. Instead of arched window opening, the openings are rectangular with precast lintels. The elevations have also been altered more substantially than the south and west. This includes the modifications of the opening and brick replacement in the upper parts of the wall, presumably related to damage caused by water runoff from the roof.

There are some problems related to roof flashing (see Roofing and Flashing below) which are causing deterioration of the brickwork below, such as spalling of bricks and erosion of mortar joints. Therefore, repointing work, as well as selective brick replacement, is necessary.

The wall located on the eastern elevation contains a large metal I-beam embedded in the wall, which is causing deterioration in the surrounding brickwork. It is proposed to remove the I-beam and repair the surrounding brickwork. Additional repairs are proposed for the east wall, such as paint removal (optional), removal of redundant flashing and roofing tar and repointing.

Parapet and Cornice

The decorative metal cornice and parapet flashing are exhibiting signs of flaking and peeling paint and some rusting. They require preparation and repainting.

Roof and Flashing

There was no access to the roof of 27 Queen Street, therefore no inspection of the roof surface was undertaken.

A visual inspection of the underside of the steel deck at the north wall reveal some peeling paint and surface staining which indicates the intrusion of water at the north wall at some time in the past. This may be related to a perimeter flashing leak. On the exterior, water coming off the roof is running under the gutter and onto the north wall at several locations. Therefore repairs to the roof edge flashing and gutter are recommended to ensure proper drainage of roof water into the gutter.

Windows and Doors

The steel-framed windows were replaced in the 1990s and are sympathetic to the original design intent of the building. They contain translucent textured glazing. The precast windowsills were likely replaced at the same time as the new windows and are in good condition. The windows are exhibiting paint flaking which is exposing the galvanized steel beneath and should be prepared and repainted to correct this issue.

The doors on the south and north elevations also require preparation and repainting.

Miscellaneous

Two original cast-iron lighting fixtures flank the front entrance on Queen Street. Of high heritage value, these fixtures require repair, preparation and repainting.

Building Interior

E.R.A. Architects inspected the interior of the substation and found it to be in generally good condition considering the current use of the building. However, the building does contain designated substances, which would need to be removed using the appropriate methods if the building were to be rehabilitated. A more extensive substance review will need to be conducted prior to any demolition and/or rehabilitation work.

Basement and Foundations

E.R.A. Architects could not gain access to the basement as it currently contains high-voltage power lines which are sheathed in friable asbestos wrapping.

2 | Agenda

June 3, 2008

6:45 pm Presentation

7:00 pm Council Briefing

7:15 pm Table Group Activity #1

7:45 pm Table Group Activity #2

June 4, 2008

8:15 pm Table Group Activity #3

9:00 – 10:00 Consultant set-up

8:45 pm Summary Presentation

10:00 – 12:00 Focus Group Workshop:
Transportation and Transit

1:30 – 3:30 Focus Group Workshop: Heri-
tage, Culture and Arts

4:00 – 6:00 Focus Group Workshop:
Development, Land Use and
Built Form

June 5, 2008

9:00 – 12:00 Consultant set-up and work-
ing session

1:30 Working session with City
Staff Team

3:30 Consultants working session
and preparation for public
session

6:30 pm PublicWorkshop–Registration



3 | Working Sessions

1 transportation & transit (10:00am)

- > Malcolm Morris
City of Kingston - Transportation
- > Paula Nichols
City of Kingston - Transit and Parking
- > Stuart Jones
Ministry of Transportation - Wolfe Island Ferry
- > Lanie Hurdle
City of Kingston
- > Kim Brown
City of Kingston - Engineering
- > Cynthia Beach
City of Kingston - Sustainability and Growth
- > Kevin Philips
URS Canada

2 heritage, culture & the arts (1:30pm)

- > Bill Glover
Councillor
- > Bruce Downey
Hughes-Downey Architects
- > Lanie Hurdle
City of Kingston
- > Michael Davidge
Modern Fuel
- > Jessica Rovito
Modern Fuel
- > Matt Rogalsky
Queen's University
- > Rob Hutchison
Councillor
- > Carl Bray
Carl Bray & Associates
- > Lindsay Lambert
City of Kingston - Culture and Heritage Division
- > Marcus Letourneau
City of Kingston
- > Helen Finley
The Repurposing Group/ Citizen
- > Harry Symons
Arts Advisory

3 development, land use & built form (4:00pm)

- > Doug Ritchie
Downtown Kingston, BIA
- > Michael Robinson
S & R Dept. Store
- > Rob Tamblyn
Downtown Kingston
- > Lanie Hurdle
City of Kingston
- > Martin Skolnick
DTZ Barnicke
- > Margaret Zakos
Zakos Realty
- > George Wallace
City of Kingston
- > Walter Fenlon
Assante Financial
- > Cynthia Beach
City of Kingston
- > Harry Cleghorn
FOCUS Kingston
- > Ken Datzer
Carco Development Corp.
- > Kim Donovan
Kincore Holdings Limited