

1.0

INTRODUCTION

MacNaughton Hermesen Britton Clarkson Planning Limited (MHBC) was retained by the City of Kingston to assist with carrying out a preliminary planning exercise to examine redevelopment scenarios for the former Davis Tannery property based on visioning sessions with key stakeholders and the interested public and resulting in the generation of a Redevelopment Vision for the property.

The subject lands, the former Davis Tannery property, consist of approximately 15 hectares (37 acres) of land along the shore of the Great Cataraqui River (Inner Harbour), about 1 km north of the downtown area. The subject lands were formerly used for a lead smelting operation and a leather tannery. As a result, the subject lands contain contaminated soils and are considered a brownfield site.

By virtue of the site's size and location, the site presents unique opportunities for development and has strategic importance from the City's perspective which would contribute to the redevelopment of the entire Inner Harbour neighbourhood.

The City has identified the following redevelopment opportunities for the site:

- Increasing the residential and commercial density of the urban core of the City;
- Enhancing public access to the waterfront of the Cataraqui River and trail connectivity to the downtown;
- Enhancing use and access to non-automotive, active, transportation including public transit and trails;
- Supporting downtown and neighbourhood vitality through creation of new residences;

Figure 1-1 | Davis Tannery Site



- Addressing the stigma associated with the former Tannery Lands and its surrounds related to site contamination;
- Supporting sustainable land development policies and increased density.

A stakeholder session and public visioning workshop were held to provide the stakeholders and public with a brief overview and history of the Davis Tannery site and a chance for them to participate and share their thoughts on the redevelopment opportunities for the site.

This report provides context for the Redevelopment Vision which has been developed based on a review of available background information, planning policy and consultation with the public and stakeholders. The Redevelopment Vision is intended to serve as a long term vision assisting in guiding development of the subject lands overtime.

1.1 Project Timeline and Deliverables

This project was initiated in April 2013 with a target completion of the consultation activities, report and Redevelopment Vision by the end of May 2013. The table below summarizes the main steps for the Davis Tannery Visioning Workshop project.

Table 1-1 | Project Timeline

TIME	ACTIVITY/DELIVERABLES
April 12, 2013	Project Initiation Meeting
April 2013	Review of background information and policy context
	Site walking tour with City staff
May 9, 2013	Stakeholder session and public visioning workshop to inform and share background information and receive input on potential redevelopment opportunities for the site
May 2013	Development of proposed Redevelopment Vision based on background information and public and stakeholder feedback
	Preparation of summary report outlining consultation activities and proposed Redevelopment Vision

2.0

CONTEXT OF DAVIS TANNERY PROPERTY

The following sections provide details on the Davis Tannery property and the surrounding lands in the Inner Harbour neighbourhood.

2.1 Davis Tannery Property

The subject lands, the former Davis Tannery property, consist of approximately 15 hectares (37 acres) of land along the shore of the Great Cataraqui River (Inner Harbour), about 1 km north of the downtown area or a 10 to 15 minutes walk north of the downtown. Of the 37 acres of land, the southern two-thirds of the site are terrestrial and potentially developable while the northern one-third of the site is environmentally constrained by a wetland. Due to its size and location, the site is considered strategically important to the development of the Inner Harbour neighbourhood.

The site has frontage along the waterfront, the former rail line and River Steet. There are no structures or dwellings located on the site and the majority of the site contains mixed vegetation that reflects the site's lack of use for several decades now. The mixed vegetation includes forested areas, open meadows and a wetland. The site is relatively flat with small mounds and hills located in the middle of the site.

Figure 2-1 | Davis Tannery Site along the Cataraqui River



2.2 Historical Use

A tannery operation was located on the site as early as the 1860s and continued in operation until the 1970s. The Frontenac Smelting Works also operated on the site in the early 1900s. The Davis Tannery building was demolished in the early 1980s.

The previous tanning and smelting operations have left a legacy of heavy metals contamination within the soils and groundwater of the property. The site is considered a brownfield due to these former environmentally intensive uses.

There have been two past attempts to remediate and develop the site: one in the 1980s proposed the development of a subdivision, and another through a City-initiated RFP process which led to the sale of the property to Rideau Renewal Inc. An impediment in both cases has been the uncertainty regarding the costs required to fund the clean-up of the site and the private sector's ability to fund clean-up.

2.3 Surrounding Areas/Uses and Current Built Environment

The surrounding lands include a variety of land uses such as low density residential, industrial, institutional, commercial and parks / open space. These areas including the Davis Tannery site are considered to be part of the Inner Harbour neighbourhood. The majority of the surrounding lands are privately owned with the exception of the adjacent waterfront lands and the Belle Park Fairways located north of the site.

It is important that the surrounding area be fully considered when discussing redevelopment opportunities at the Davis Tannery site in terms of street and pedestrian connections, land use compatibility and maintaining critical views. These considerations and others are discussed in greater detail in Section 2.4.

Figure 2-2 | Abandoned Davis Tannery Building (circa 1980s)



Figure 2-3 | Adjacent Residential and Industrial Land Uses along Orchard Street



The following provides a brief summary of the surrounding land uses:

East

Waterfront lands owned by the City and the Inner Harbour (Great Cataraqui River)

South

Municipal pumping station, industrial uses (Sensient Technologies), low density residential uses, Emma Martin Park and the Woolen Mill (office uses). There are two single detached dwellings and a construction service company located immediately south of the site north of River Street and a vacant lot on the west side of Orchard Street.

West

Former rail line (future proposed Wellington Street extension), sports fields, Megaffin Park, Superior Court of Justice, industrial uses, low density residential uses, vacant land

North

Wetland, Belle Park Fairways, vacant land, low and medium density uses, Royal Canadian Legion

Figure 2-4 | Surrounding Land Uses



2.4 Existing Features

The Davis Tannery site and surrounding lands include a number of existing features in terms of the natural environment, waterfront and off-site connections. The following sub-sections highlight elements of the existing landscape.

2.4.1 Natural Environment

- The majority of the Davis Tannery site contains mixed vegetation and / or wetland features.
- Since the Davis Tannery building was demolished in the 1980s and has primarily remained vacant since, the majority of the site has naturally regenerated.
- The site contains wooded areas, thickets and meadows comprised of maple, ash, sumac, oak and willow trees.
- The middle of the site contains mounds and small hills where soil may have previously been dumped.
- The northern portion of the site contains a wetland with some open water. Due to the characteristics of the wetland, it is recognized as an environmental protection area and development would not be permitted within this area.

Figure 2-5 | On-Site Wetland



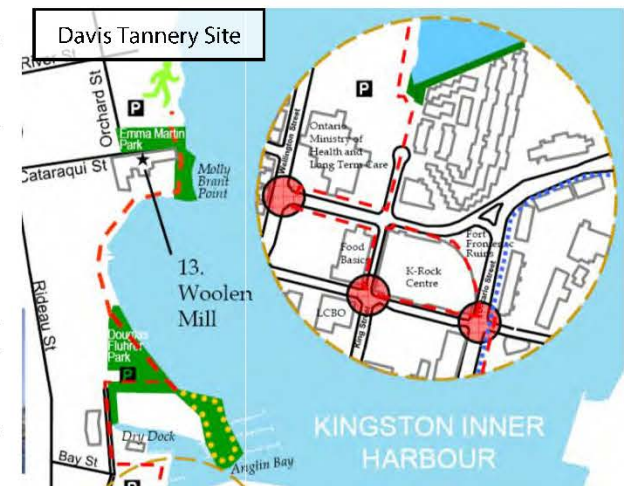
2.4.2 Connections – Trails

- A chain-link fence surrounds the Davis Tannery site and “no trespassing” signs are found around the site.
- An informal trail is located along the waterfront at the eastern end of River Street.
- There are limited sidewalks along River Street and Orchard Street along the site’s frontage except near existing residential uses.

2.4.3 Connections – Transportation

- Orchard Street continues north of River Street and ends at the Davis Tannery site. An unopened road allowance continues through the site and west towards the former rail line.
- The western site boundary is adjacent to the former rail line which is proposed to become the Wellington Street extension.
- River Street terminates at the former rail line and does not intersect with Rideau Street.

Figure 2-6 | Kingston Waterfront Pathway and Surrounding Parks



- The site has frontage along the Cataraqui River.

2.4.4 Connections – Inner Harbour and Public Areas

- Kingston's waterfront pathway starts on the south side of King Street (near the Rideau Trailhead) and ends at Emma Martin Park, south of the site.
- There are trails located north of the site within the Belle Park Fairways site and Cataraqui Park on Belle Island.
- Immediately west of Rideau Street (west of the site) are the Optimist Sports Fields (soccer fields and ball diamonds) and Megaffin Park (ball diamond).

2.4.5 Connections – Downtown

- As described in the previous subsection, the waterfront pathway provides a connection to the downtown area via the trailhead at Emma Martin Park.
- Rideau Streets offers a direct connection to the downtown (approximately 1 km south of the site or 10-15 minute walk).
- The future proposed Wellington Street extension will also provide direct access to the downtown from the western side of the site.

Figure 2-7 | View of Davis Tannery Site from River Street and Orchard Street



3.0

PLANNING POLICY CONTEXT

The following is a review of the applicable land use planning and policy framework related to the potential redevelopment of the Davis Tannery site.

3.1 Provincial Policy Direction

The 2005 Provincial Policy Statement (PPS) provides policy direction on matters of provincial interest related to land use planning and development. The PPS provides for appropriate development while protecting resources of provincial interest, public health and safety, and the quality of the natural environment. The Planning Act requires that decisions affecting planning matters shall be consistent with the PPS.

The following policies from the PPS are relevant to the Davis Tannery site:

Table 3-1 | Applicable Policies from the Provincial Policy Statement

Policy	Davis Tannery Site Context
1.1.3.1 – Settlement areas shall be the focus of growth and their vitality and regeneration shall be promoted.	The Davis Tannery site is located within a designated settlement area.
1.1.3.3 - Planning authorities shall identify and promote opportunities for intensification and redevelopment where this can be accommodated taking into account existing building stock or areas, including brownfield sites, and the availability of suitable existing or planned infrastructure and public service facilities required to accommodate projected needs.	The site is considered a brownfield and presents an opportunity for redevelopment. The municipal planning documents recognize the redevelopment potential of the site.

1.6.2 - The use of existing infrastructure and public service facilities should be optimized, wherever feasible, before consideration is given to developing new infrastructure and public service facilities.	Redevelopment would be able to utilize existing infrastructure subject to appropriate levels of service.
1.7.1 - Long-term economic prosperity should be supported by: b) maintaining and, where possible, enhancing the vitality and viability of downtowns and mainstreets; c) promoting the redevelopment of brownfield sites;	The redevelopment of the site would enhance the Inner Harbour neighbourhood and connections to the downtown. The brownfields program through the City's Community Improvement Plan promotes the redevelopment of brownfield sites.
2.1.1 – Natural features and areas shall be protected for the long term.	The potential redevelopment would be required to evaluate the significance of the on-site and adjacent natural features. The redevelopment should contribute to the existing natural features.
2.1.3 – Development and site alteration shall not be permitted in: b) significant wetlands in Ecoregions 5E, 6E and 7E c) significant coastal wetlands	The on-site wetland is designated and zoned as an environmental protection area and would likely be considered a significant wetland.
2.2.2 - Development and site alteration shall be restricted in or near sensitive surface water features and sensitive ground water features such that these features and their related hydrologic functions will be protected, improved or restored.	The redevelopment will have to consider potential impacts on the Cataraqui River, the on-site wetland and any other sensitive surface or groundwater features.
2.6.1 – Significant built heritage resources and significant cultural heritage landscapes shall be conserved.	The redevelopment will have to consider the designation of the Cataraqui River as part of a UNESCO World Heritage Site.
3.1.1 - Development shall generally be directed to areas outside of: a) hazardous lands adjacent to the shorelines of the Great Lakes - St. Lawrence River System and large inland lakes which are impacted by flooding hazards, erosion hazards and/or dynamic beach hazards; b) hazardous lands adjacent to river, stream and small inland lake systems which are impacted by flooding hazards and/or erosion hazards; and c) hazardous sites.	The floodplain of the Cataraqui River would have to be evaluated and assessed in the context of the redevelopment scenario and potential uses.

3.2.2 - Contaminated sites shall be remediated as necessary prior to any activity on the site associated with the proposed use such that there will be no adverse effects.

Based on the potential redevelopment, the site will have to be assessed and remediated based on established Provincial standards.

3.2 City of Kingston Official Plan

The City of Kingston Official Plan was adopted by City Council in July 2009 and was approved by the Province in January 2010. The Official Plan sets out the City's land use planning goals and policies that guide physical development and redevelopment, protection of natural and cultural heritage, resource management, and necessary supporting infrastructure.

The Davis Tannery site is located within the urban boundary of Kingston and is within a designated "Housing District". Development is contemplated on the site in accordance with the policies and designations in the Official Plan.

The designations that apply to the Davis Tannery site are outlined in the table on the following page.

Figure 3-1 | Official Plan Land Use Designations



Table 3-2 | Official Plan Summary

DESIGNATION / POLICY AREA	PERMITTED USES / POLICIES
Land Use (Schedule 3A)	
Residential (majority of southern half of site)	<p><i>"The Residential land use designation on Schedule 3-A denotes urban residential land uses that are intended to be on full municipal services. Residential uses are primarily forms of housing including detached, semidetached or duplex dwellings, townhouses, and apartments of various types, tenure, and density that respond to a wide range of housing needs. Uses that support residential neighbourhoods and are compatible with a residential setting are also included" (Section 3.3).</i></p> <p><i>"The predominant use of land in a Residential designation will be for various forms of housing. Community facilities are permitted in accordance with Section 3.2" (Section 3.3.1).</i></p>
Arterial Commercial (southwest corner of site)	<p><i>"The Arterial Commercial designation as shown on Schedule 3 is a special purpose designation for a limited and specialized range of goods and services, such as hospitality uses, automotive uses, restaurants to serve the travelling public, or uses that require large sites on a major road to display specialized goods in an outdoor setting. The Arterial Commercial designation is not intended to accommodate types of retail goods and services that are planned for other designations in the retail hierarchy" (Section 3.4.E).</i></p> <p><i>"Permitted uses in the Arterial Commercial designation include hotels, motels, banquet halls, gas bars and service stations, restaurants, commercial or private schools, vehicle sales lots or vehicle rental premises (with associated service functions and limited repair operations), veterinary clinics, lumber yards, garden centres or nurseries or similar uses requiring outdoor display. Large floor-plate retail uses intended for a Regional Commercial designation are not included. Outdoor patio restaurants may be permitted in accordance with the policies of Section 3.4.G. Limited convenience commercial goods and services may also be permitted with the size and type of use regulated in the zoning by-law. Office uses are generally prohibited, except as an accessory use" (Section 3.4.E.1).</i></p>
Environmental Protection Area (northern half of site)	<i>"Areas designated as Environmental Protection on Schedules 3 and 10 of this Official Plan apply to all portions of the City. This designation recognizes lands that have inherent environmental sensitivity. Such</i>

Table 3-2 | Official Plan Summary

DESIGNATION / POLICY AREA	PERMITTED USES / POLICIES
and along waterfront)	<i>locations coincide with flood prone locations which are hazardous to development, based on the probability of a 100-year storm event and wave uprush conditions.</i>
Environmental Protection Area (con't)	<p><i>Environmental Protection Areas must be maintained in their natural, undisturbed state" (Section 3.10).</i></p> <p><i>"Uses within the Environmental Protection Area are limited to those related to open space, conservation or flood protection, and must be approved in consultation with the Cataraqui Region Conservation Authority and the Ministry of Natural Resources, as appropriate. Such uses include water quality management uses, necessary flood control structures or works, erosion control structures or works, and existing agricultural uses. Recreational or educational activities, generally of a passive nature, may be permitted in suitable portions of Environmental Protection Areas only if such activity is not deemed to be harmful to the natural heritage system, does not involve the use of structures or buildings, and does not interfere with any necessary flood control measures" (Section 3.10.2).</i></p>
<u>Transportation (Schedule 4)</u>	
Arterial Road (EA Complete) (adjacent to western property boundary – Wellington Street extension)	<p><i>"The City plans the following major road extensions, as referenced in the 2004 Development Charges By-law, subject to any necessary Environmental Assessment Studies, (not listed in priority):</i></p> <p><i>e. Wellington Street new construction as a two lane road from Bay Street to Montreal Street;" (Section 4.6.35).</i></p>
<u>Major Pathways (Schedule 5)</u>	
Proposed Pathway or Trail (along the waterfront and connects with the Belle Park Fairways trail)	<p><i>"The City is committed to the maintenance and improvement of the Waterfront Pathway, shown on Schedules 5 and DH-3, as a continuous system and valued community resource. It is intended to provide linkages along the waterfront and inland connecting such features as the Rideau Trail, waterfront views, heritage focal points, the Great Cataraqui Marsh, and Little Cataraqui Creek Wetland Complex" (Section 3.9.8).</i></p>

Table 3-2 | Official Plan Summary

DESIGNATION / POLICY AREA	PERMITTED USES / POLICIES
Natural Heritage Area 'A' (Schedule 7A)	
Provincially Significant Wetland (northern portion of site)	<i>"Areas designated as Environmental Protection Areas on Schedule 3 and on the Land Use Schedules of the secondary plans in Section 10, are identified on Schedule 7 as Natural Heritage "A", and under the Provincial Policy Statement, as amended from time to time, no development or site alteration is permitted in these areas" (Section 6.1.3).</i>
Natural Heritage Area 'B' (Schedule 8A – Figure 3.2)	
Significant Woodlands (southern half of the site and northern portion)	<i>"Areas identified as Natural Heritage "B" on Schedule 8 will be treated as an overlay to land use designations on Schedule 3 and the land use designations of the secondary plans in Section 10. In these areas, development and site alteration will not be permitted unless it has been demonstrated that there will be no negative impacts on the natural heritage features or areas or ecological functions" (Section 6.1.4).</i>
Contributory Woodlands (southwest corner)	
	<i>"Features and functions shown as Natural Heritage "B" on Schedule 8 are categorized differently under the Provincial Policy Statement than those shown as Natural Heritage "A" areas. More detailed investigation may support amendment to a boundary, or possibly deletion of an area from Schedule 8 without amendment to this Plan, after consultation with and approval by the Cataraqui Region Conservation Authority, the Ministry of Natural Resources and the City, as well as Parks Canada for locations along the Rideau Canal and in the vicinity of the fortifications in Kingston." (Section 6.1.18)</i>
Heritage Areas, Features and Protected Views (Schedule 9)	
Protected View (looking eastward from River Street	<i>"For many other similar public views across the municipality, any existing unimpeded view of the water</i>

Figure 3-2 | Significant Woodlands Designation (Schedule 8A)



Table 3-2 | Official Plan Summary

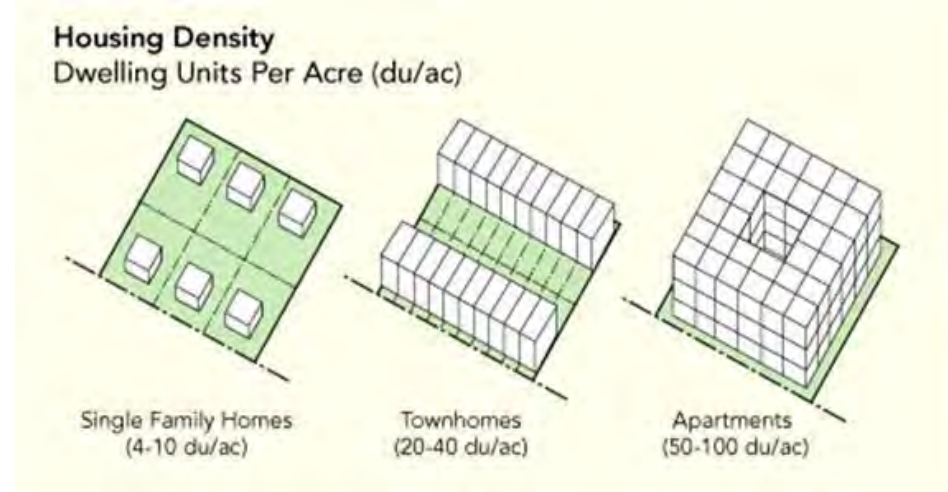
DESIGNATION / POLICY AREA	PERMITTED USES / POLICIES
across Inner Harbour)	<i>along an open or unopened road allowance must be protected as development proposals are evaluated"</i> (Section 3.9.16).
Constraint Mapping (Schedule 11)	
Natural Hazard Area (wetland and waterfront) and Moderate to Very High Sensitivity – Ground Water (entire site)	<i>"Any application for development along the waterfront areas is subject to the natural hazard policies set out in Section 5 of this Plan, in consultation with the Cataraqui Region Conservation Authority. Provincial policy requires that new construction and where possible, reconstruction, be located an appropriate distance beyond the natural hazard. Therefore, related setbacks will be established in the zoning bylaw in consultation with the Cataraqui Region Conservation Authority. Available mapping for natural hazard areas is shown as a green area on Schedule 11" (Section 3.9.4).</i>
Natural Hazard Area and Moderate to Very High Sensitivity – Ground Water (con't)	<i>"In order to maintain the quality and quantity of water, the City will restrict development and site alteration near sensitive surface or groundwater features and in areas of medium to very high groundwater sensitivity" (Section 2.8.5).</i>
Detailed Planning Areas (Schedule 13)	
Special Policy Area 9 (Inner Harbour Neighbourhood)	<p><i>"The Official Plan recognizes the particular status of the Inner Harbour Area as a special residential policy area which was assessed in the context of the Inner Harbour Area Study. It is the policy of this Plan to permit the use and development of lands within the Inner Harbour Special Policy Area in accordance with the Residential policies of this Plan and the following specific policies:</i></p> <p><i>The maximum permitted density is fifty (50) residential units per net hectare. However, an increase in density may be permitted pursuant to Section 37 of the Planning Act for the provision of the following:</i></p> <ul style="list-style-type: none"> <i>a. the establishment of assisted housing for special needs groups (i.e. rent-geared-to-income, persons with disabilities) which is set aside for management by an organization or authority approved by the City of Kingston, in which case a maximum density increase of 15% or 7.5 residential units per hectare may be granted;</i>

Table 3-2 | Official Plan Summary

DESIGNATION / POLICY AREA	PERMITTED USES / POLICIES
	<p>b. dedication of parkland in excess of the required dedication, in which case a maximum density increase of 15% or 7.5 residential units per hectare may be granted; and,</p> <p>c. dedication of lands required for the provision of a new road allowance in which case a maximum density increase of 15% or 7.5 residential units per hectare may be granted.</p> <p><i>In no instance will the total increase in density for provision of the above-noted matters exceed 25% or 12.5 residential units per hectare. Any application for the development for residential purposes must be supported by a study designed in accordance with the Ministry of the Environment regulations and standards to assess on-site soil contamination, and identify remedial works and clean-up procedures required to eliminate health risks to the occupants of any residential development.</i></p> <p><i>Mandatory filing of a Record of Site Condition is required if the change in use of land is from industrial or commercial to a residential land use” (Section 3.18.8).</i></p>

Subject to specific studies and the proposed use, development is generally permitted within the southern half of the Davis Tannery site. An Environmental Impact Study, along with other detailed studies, will be required with any future development application. It is recognized that the vegetation on the lands has evolved since the site was abandoned and are representative of largely volunteer species.

The Residential and Arterial Commercial designations permit a range of residential uses and service commercial uses, respectively. These existing designations will allow for appropriate development without the need for a future amendment to the Official Plan provided the proposal conforms with the applicable policies. The Environmental Protection Area should remain undisturbed with the exception of passive recreational uses such as trails and lookouts.



The special policy area for the Inner Harbour Planning Area specifies a maximum residential density of 50 units / ha. This translates to approximately 750 units on the lands, based on the total area of the site. The Official Plan contains “bonusing” provisions which could result in a maximum residential density of 62.5 units / ha. An increase in the total residential density may require an amendment to the Official Plan.

The image to the right illustrates varying levels of housing density to give context to the density permitted through policy and to be considered as part of the Redevelopment Vision.

3.3 City of Kingston Community Improvement Plan for Brownfields

In February 2005, City Council passed a by-law designating Community Improvement Project Areas 1A and 1B and also adopted a Community Improvement Plan (‘CIP’) for these project areas. The Davis Tannery site is located within Project Area 1A. A CIP is a tool that allows a municipality to direct funds and implement policy initiatives toward a specifically defined project area.

The CIP states that the Davis Tannery site has a development potential that covers an area of approximately 15 ha and has a site-specific residential zone that allows for up to 790 residential units. The CIP calculated the development potential for the site which is outlined in Table 3-3 on the following page.

Figure 3-3 | Community Improvement Project Areas

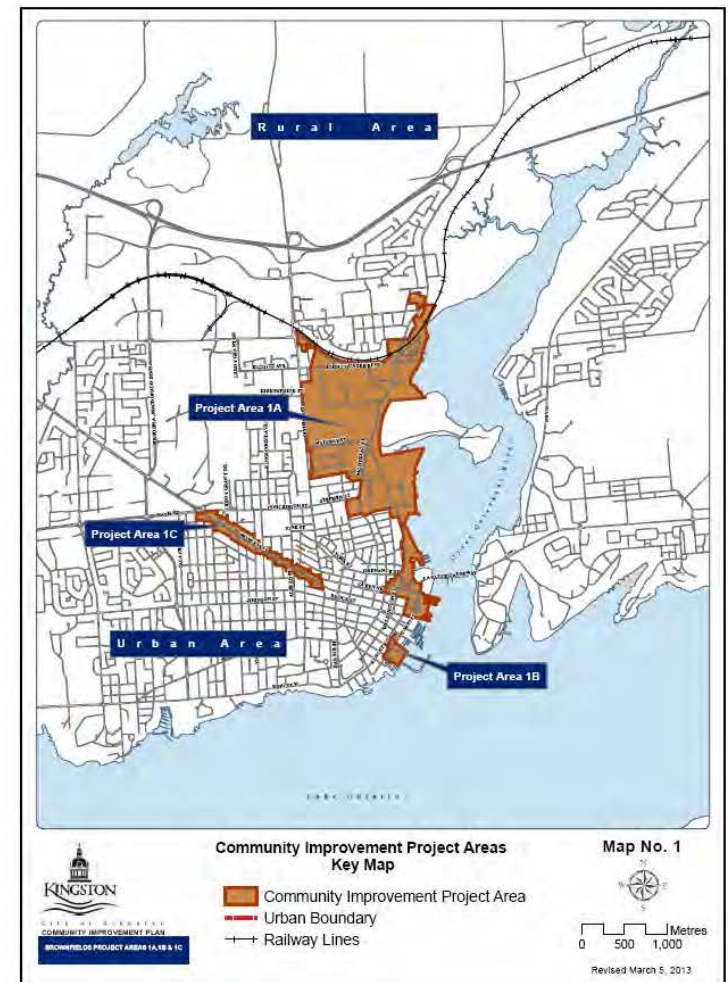


Table 3-3 | Development Potential of Davis Tannery Site (CIP)

Table 2: Development Potential of Vacant Land and Davis Tannery Site in Project Areas 1A, 1B and 1C

Land Use Category	Area (ha) ¹	Residential Factor (units/net ha)	Residential Potential (no. of units) ¹	Employment Factor (employees/net ha)	Employment Potential (no. of positions) ¹
Residential	7.98	37.5	299	N/A	N/A
General Industrial	28.23	N/A	N/A	60	1694
Main Street Commercial	1.57	75.0	118	60	94
Institutional	0.24	N/A	N/A	60	14
EPA/Open Space ³	8.93	N/A	N/A	N/A	N/A
Davis Tannery Site					
Residential ²	9.57	N/A	790	N/A	N/A
Arterial Commercial	2.34	75.0	176	60	140
EPA/Open Space ³	3.43	N/A	N/A	N/A	N/A
Total	62.29	N/A	1383	N/A	1942

Notes:

1. Numbers are approximate

2. Number of residential units based on site-specific zoning

3. EPA/Open Space includes land designated in the Official Plan as Open Space, Environmental Protection Area (EPA) and EPA – Submerged Vegetation

Figure 3-4 | Development Potential of Davis Tannery Site (CIP)



Figure 3-4 identifies the potential land uses on the Davis Tannery site which is consistent with the Official Plan.

The City's Brownfields Program, as established through the CIP, provides property tax assistance and grants based on eligible rehabilitation costs. The CIP sets out the eligibility requirements and application process.

The Brownfields Program is designed to encourage private sector investment and reinvestment, development and construction activity on contaminated properties and within contaminated buildings. The financial incentives offered through the program are intended to mitigate the costs associated with rehabilitating and developing these properties and buildings as viable alternatives to greenfield development.

3.4 City of Kingston Zoning By-law

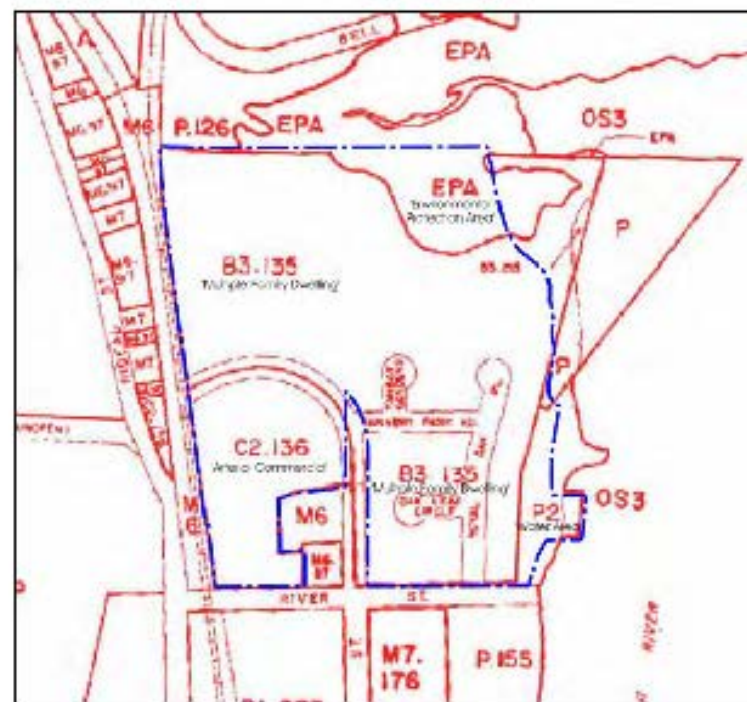
The Davis Tannery site is located within Zoning By-law No. 8499 (Restricted Area By-law of the City of Kingston). The site is zoned Arterial Commercial (C2) and Multiple Family Dwelling (B3.135) and the frontage along the Inner Harbour is zoned Water Area (P2) and Environmental Protection Area (EPA). The Multiple Family Dwelling zone applies to 26 acres (10.5 hectares) of the site while 4.5 acres (1.8 hectares) is zoned Arterial Commercial. The Multiple Family Dwelling zone extends into lands designated Environmental Protection Area in the Official Plan.

The following site-specific exceptions apply to the Multiple Family Dwelling (B3.135) and Arterial Commercial (C2.136) zones:

- 135 – On the approximately 10.7 ha parcel of land located east of Rideau Street and north of River Street and designated B3.135 on Zoning Map No. 16 and 17 attached to and forming part of By Law No. 9064 as Schedule "A" and "B", the maximum number of permitted dwelling units shall be 790.
- 136 – On the two parcels of land consisting of Approximately 1.82 ha located east of Rideau Street and North of River Street and designated C2.136 on Zoning Map No. 17 attached to and forming part of By-Law No. 9064 as Schedule "A", the permitted uses shall only include a hotel and accessory uses thereto and convenience retail and service commercial facilities appropriate to the nature of the development which facilities shall be limited to a maximum area of 1,115.0m².

In site specific exception 136, the two parcels of land are located within the Davis Tannery site. A Zoning By-law Amendment would be required if there is an increase in the maximum number of dwellings or commercial uses are proposed other than a hotel and accessory uses, and convenience retail and service commercial facilities.

Figure 3-5 | City of Kingston Zoning By-law (By-law No. 8499)



4.0

CONSULTATION

The following section provides an overview of the public and stakeholder consultation effort undertaken to obtain input on a vision for redevelopment of the site. The input provided through the public and stakeholder groups has been considered in the development of the Redevelopment Visions. Additional considerations in development of the Redevelopment Vision include: the project objectives, the brownfields policy direction of the City and existing background information sources.

The public and stakeholder sessions were held on May 9, 2013. The sessions were structured on the basis of gathering input for the development of the Redevelopment Vision. Approximately 50 people attended the public session and 30 people attended the stakeholder session. Key objectives of the consultation sessions were to:

1. **INFORM** and **SHARE** the background information and existing conditions of the site. The information was presented on a series of panels and an introductory presentation by the City and Project Team. A key component of the Visioning Workshop was the presentation boards or panels that summarize opportunities and constraints of the site and contain a variety of themes to inform the public of the current planning framework and potential growth and usage of the site, including zoning, Official Plan designations and policies, regulatory matters (e.g. floodplain mapping), and population, housing and employment statistics. Information and materials were made available to the public through a dedicated section of the City's website in advance of the session and live 'chat' was occurring throughout the public session over social media. The Project team and City staff members were available to provide further information and listen to comments.
2. **OBTAIN INPUT AND IDEAS** to be considered in developing the Redevelopment Vision. Input was provided both informally (through discussions) and formally. The formal session included structured input through a roundtable discussion on a series of themes. There was also opportunity for the public and

DISCUSSION THEMES:

Complete Community / Uses

Connectivity

Public Realm

Design Considerations

stakeholders to provide informal input through the selection/ranking of images that were examples of development considerations based on the themes. For both the public and stakeholder sessions, roundtable discussions were facilitated around themes identified to assist with developing the concept and included: Complete Community / Uses, Connectivity, Public Realm and Design Considerations.

4.1 Summary of Public and Stakeholder Visioning Session Roundtable Results

The roundtable discussions and presentations resulted in a number of re-occurring thoughts and ideas on the themes, which for the purposes of this report have been compiled and are generally summarized below:

Complete Community / Uses	Connectivity
<ul style="list-style-type: none"> • Residential and Mixed use • Ground floor commercial • Re-establish road connections and block pattern • High density - justify remediation cost • Complete detailed studies to understand site contamination • Prepare a Master Plan • Commercial at Wellington Street • Live – work spaces • Community oriented • Mix of housing type 	<ul style="list-style-type: none"> • Trail connection along river • Connections trail to road • Bus connection – express • Connect to Belle Park – boardwalk/ bridge • Consider a trail master plan • Pedestrian friendly scale • Visual connect through site to water • Waterfront connections and trail connections • Transit hub
Public Realm	Design Considerations
<ul style="list-style-type: none"> • Views across the river • Interesting building footprint and design • Public boat launch • Small boat access • Public / private integration • Park connection • Incorporate boat docks • Protect views to water and landmarks • Enhance / revitalize wetland area • Not a destination spot 	<ul style="list-style-type: none"> • Tiered approach to height and density with lowest near water • Sustainable – heritage • Respect industrial legacy – incorporate • Rideau – historic street – façade design • Not turn back on water • Like a “fruit belt” • Use brick / stone, etc.

The stakeholders invited to participate in the visioning session consisted of various representatives from:

- Greater Kingston Chamber of Commerce;
- Kingston Homebuilders Association;
- Downtown Kingston Business Improvement Area (BIA)
- Thousand Islands Area Residents Association;
- Sustainable Kingston;
- Cataraqui River Conservation Authority;
- Department of Fisheries and Oceans;
- Queen's University School of Urban and Regional Planning;
- Kingston Economic Development Corporation and Tourism Kingston;
- The current land owner, Rideau Renewal Inc; and

The following images were taken at the public visioning session:



5.0

DRAFT REDEVELOPMENT VISION

The City has recognized that the future redevelopment the Davis Tannery site represents an opportunity to create a unique area within the City and it should be comprehensively planned through the development of a Redevelopment Vision. At this time two Redevelopment Visions are presented, both of which demonstrate the principles behind the effective development of these lands as a primarily residential area with mixed use/commercial that respects the natural area and waterfront as key structuring elements of the site. The precise scale and alignment of these elements would be further developed through the detailed design process, over time. However, these key structuring elements should serve as a vision or guide to the potential redevelopment.

Through the consideration of existing site conditions and natural heritage features, as well as public consultation, general structuring elements to guide potential redevelopment were formed. These elements served to shape the Redevelopment Visions and are summarized below.

5.1 Site Vision and Goals

Through the development of a site vision and goals it is possible to set direction for the site's redevelopment while still allowing flexibility as precise details are refined over time. The vision and goals established for the Redevelopment Vision are:

1. **RESPECT AND INTEGRATE THE NATURAL FEATURES AND WATERFRONT CHARACTERISTICS:** Redevelopment of the site provides a unique opportunity to protect existing natural features while integrating these features to serve the needs of the community (and broader community). The overall land use pattern is to be balanced and flexible to allow for gradual and logical phased development of the site over the long term. New development and connections



should respect the natural features and existing community. Flexibility through design elements is critical to allow the lands to remain functional and adaptable to change through the implementation of the plan.

2. **ESTABLISH A 'COMMUNITY'**

3. **ENSURE CONNECTEDNESS:** Development will be based on a design at the human scale allowing for connections to the different components within the site and the surrounding community. Sense of place will be enhanced through integration of existing and new landmark features and a planned system of open spaces and trails. A system of roads, walkways and trails that connect and flow with the built form and natural spaces will provide opportunities for gathering and community connectedness. The series of networks are to serve needs internal and external to the site and are to link with existing connections (cycling, roads, transit).
4. **SUPPORT AND ENCOURAGE SUSTAINABLE DEVELOPMENT:** Sustainable design principles are based on an integrated approach that considers social, environmental and economic factors. Emphasis will be placed on good urban design, people scale networks, and compatibility with and enhancement of the environment. The plan's flexibility allows for the use of progressive technologies and innovative approaches (e.g. community gardens, LEED, etc).

SITE VISION AND GOALS

1. *Respect and Integrate the Natural Features and Waterfront Characteristics*
2. *Establish a 'Community'*
3. *Ensure Connectedness*
4. *Support and Encourage Sustainable Development*

5.2 **Redevelopment Visions - Evolution and Structure**

The Redevelopment Visions were created through a process of considering the input and ideas from the visioning session and the background review. A layering approach was used to analyze and distinguish important elements and determine where potential new development could occur without negatively affecting the site's current attributes.

The Redevelopment Visions include high-level opportunities and constraints and broadly illustrate the following:

- Proposed land uses and the scale and densities of the development;
- Location of parks, trails, open space and community facilities;
- Integration of new development with the adjacent neighbourhood outside the study area including potential connecting links;

- Preliminary approaches to transportation networks; and
- Sustainable design elements.

5.2.1 STRUCTURE PLAN ILLUSTRATION

The first step was to create a Structure Plan based on the site vision and goals that considered various layers, including the road network and green network, to determine areas where potential development could occur and how the site would be organized. The Structure Plan that was created based on input from the visioning sessions, analysis of background information and discussion with City staff.



5.2.2 CONNECTIONS PLAN

The Structure Plan was further refined layering on the various connectivity considerations, including a road network to define the built environment while supporting a people scale environment and respecting existing features, external and internal trail opportunities, and existing/planned community connections. The connections are a base layer to the Redevelopment Visions.

Proposed Wellington Street Extension – detailed design should consider a multi-use cross section to connect with potential trails and provide for alternative modes of transportation

Trail Connections (internal and external)

Connection to dead-ended street

Grid pattern to structure the site and provide efficient design of blocks

Successful design provides good linkages to all of their “parts”. Different modes of transportation interconnect making multi-mode transportation a reality for the employee, citizen, business person, and visitor and provide links where people want to go and determine the mode of transportation to get there. The street is the primary linkage for vehicles and serves as the “skeleton” for built development. Creating a “streetscape” at a people scale to support a safe, pedestrian friendly, comfortable, stimulating and aesthetically pleasing space enhances your experience.



5.2.3 LAND USE OPTIONS

Both Land Use Redevelopment Visions address the guiding principles and flow from the structure plan. The primary differences between the options are:

- Orientation and type of commercial uses and
- Organization of the density and type of residential uses



Low Density	Natural Area	Commercial
Medium/High Density	Open Space	Limit of Open Space Designation



Low Density	Natural Area	Mixed-Use/High Density
Medium/High Density	Open Space	Limit of Open Space Designation

6.0

BUILT FORM OBJECTIVES AND GUIDING DESIGN PRINCIPLES

6.1 Overall Built Form Objectives

The development concept for Davis Tannery represents a community block design, where uses and buildings relate to the urban framework of streets and sidewalks, as well as to each other. The placement of buildings and spaces creates a people-oriented environment, enhancing opportunities for use, activities and interaction. The concept provides defined urban edges along streets and an internal framework that creates a network of multiple spaces that can evolve over time.

Opportunities for connections to the waterfront and internal amenity places contribute to an urban development with a natural and recreational 'feel'. A connected open space/green network also provides opportunities for incorporating an expanded pedestrian and cycle system. Good quality open space can also help to make the development an attractive place for a range of interests.

6.2 Guiding Design Principles

The visioning sessions asked for input on public realm and design considerations. These ideas provide further direction on the land use options and greater detail as it relates to connectivity. The guiding design principles will help to shape the look and feel of the development. Quality design and attention to details will lead to a desirable development that is marketable to a wide range of interests. A number of design principles were brought forward through the visioning sessions with a number of common themes and directions. The following sections provide a general summary of the input and ideas received:

6.2.1 Integration with Existing Conditions

Preserve Views & Vistas	<ul style="list-style-type: none">• Preserve vistas to waterfront and extended landscape.• Preserve views to natural and built features.
Natural Environment	<ul style="list-style-type: none">• Primary natural environment features maintained and/or enhanced• Additional naturalized areas will be encouraged along the railways to serve as screens from future development. Implementation of a logical plan for buffering early in the process will allow for better established screening at such time that the development is to occur.
Connect Roads, Trails and Pathways	<ul style="list-style-type: none">• A waterfront trail system should be developed to provide a network of pathways.• New buildings should integrate new pathways and spaces that connect to the waterfront trail.• The pedestrian network consists of the physical path network; however, there are other components of a complete pedestrian realm which assist in assuring pedestrians feel safe and comfortable.• Trails that support the intent of the Redevelopment Vision to support the landmark features.• An integrated and linked system between existing trails, proposed internal trails, sidewalks, buildings, trailheads and associated parking.• Designs that support both accessible use and safety of the users.• Way finding elements to encourage pedestrians to explore the multiple natural, cultural and built components.• Careful design of pedestrian street crossing to maximize safety.• Plan for appropriate placed lighting, street furniture and vegetation as warranted by location.• The inclusion of points of interest such as vistas, exhibits, or landmark buildings.• The connections and linkages illustrated on the Connections Plan to be refined through detailed design.

Images that illustrate these directions and images most preferred at the visioning session include:



6.2.2 Public Realm

Development Clusters	<ul style="list-style-type: none"> • Placement of buildings is critical to defining urban edges such as streetscapes and providing a framework that engenders quality of space. • A design with community / neighbourhood blocks offers building form continuity along streets, and an internal built framework supporting interconnected spaces, trails and pathways. • Buildings should be placed in response to site context. Structures should be articulated to form spaces that support access and use, and provide buffering between buildings and parking.
Streetscape Edges	<ul style="list-style-type: none"> • Consistent with existing patterns of use, buildings should be placed along street edges with wide sidewalks that support building access, connecting routes and amenity space. • Street trees, street furniture, paving materials will add to this definition of space and increase safety.
Waterfront Edges	<ul style="list-style-type: none"> • Buildings located in adjacent spaces should respond to site context and conditions, providing • Views to and from adjacent landscape • Access to the pathway and trail network • Buffer zones between the built form and natural areas, such as green zones, gardens, terraces and courtyards
Amenity Spaces and Courtyards	<ul style="list-style-type: none"> • Active amenity areas to include quality equipment within functionally planned areas. Areas to be visible and consider CPTED design principles. • Passive amenity areas to include low intrusive and maintenance design (i.e., stonedust paths) • Courtyards should be located at building entrances and access points to offer protection from weather elements and provide a buffer from adjacent parking areas. • Buildings should be placed to permit open spaces such as courtyards or plazas to connect to site access routes, parking and off-site trail systems. • Surfaces must be level to maximize accessibility and meet guidelines.

Images that illustrate these directions and images most preferred at the visioning session include:



6.2.3 Scale, Massing and Form Considerations

Streetscape Scale	<ul style="list-style-type: none">• Buildings defining the streetscape should be articulated to match human scale at the street level.• Building façades for the commercial and mixed use area should offer easy access, good visibility inside and out, and protection from the elements through use of:<ul style="list-style-type: none">• overhangs and awnings• recessed entrances• projecting screens
Building Massing	<ul style="list-style-type: none">• Massing to be organized with highest density (up to 10 storey) near the proposed Wellington Street extension and decreasing in density moving toward the waterfront with the lowest density (1 to 3 storey) nearest to the waterfront.• Massing should integrate proportional elements that relate to human scale.• Building form should relate to context of other built forms, landscape and site conditions.• Incorporating spaces, glazing and screening devices serves to break up solid massing forms.• Designing variation in building height and volume provide opportunities to reduce the building footprint creating more open space.• Building height and massing should consider shadow impacts on existing uses and the location of amenity spaces.
Materials and Form	<ul style="list-style-type: none">• Stone, brick metals, wood and glass provide a palette of material that is connected with the historic industrial buildings.• Building design should consider the interplay of local materials in overall form and details.• Sustainable and green building design is encouraged (i.e., green roofs).

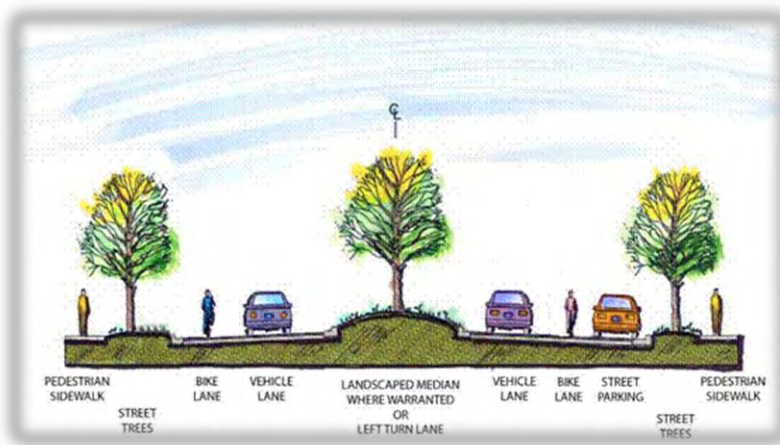
Images that illustrate these directions and images most preferred at the visioning session include:



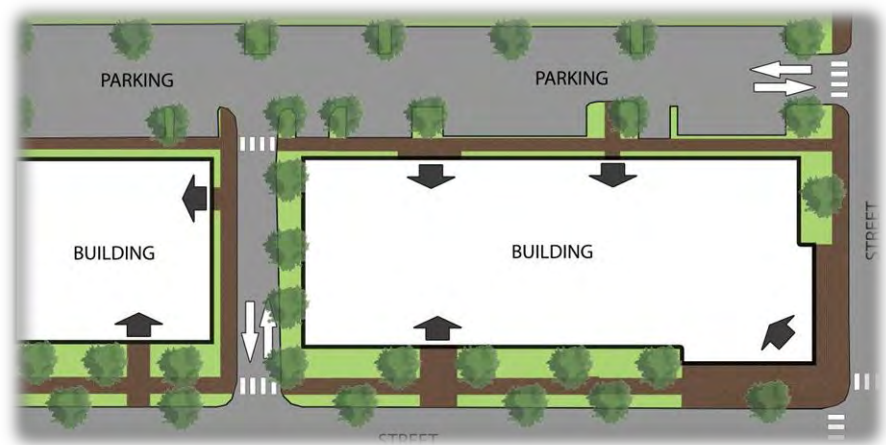
6.2.4 Other Site Design Considerations

Parking Areas	<ul style="list-style-type: none">• Parking area design and placement should reflect and enhance the overall objectives of the Redevelopment Vision and be located to the rear and side of buildings.• Consolidation of site access encouraged to reduce the number of crossings for pedestrians and bicyclists.• On-street parking may be considered in select locations of the main road, with fewer limitations on the secondary roads. On-street parking may be perpendicular, parallel or angular and can be a perceived buffer area between the pedestrian zone and the vehicular zone.
Existing Neighbourhood Considerations	<ul style="list-style-type: none">• High quality design should be integrated onto the site near adjacent neighbourhoods homes.• Landscape screening and buffering to be considered adjacent to existing homes.• Site lighting should reduce 'night-sky' effect and not migrate onto adjacent properties.

Images that illustrate these directions and images most preferred at the visioning session include:



Example of Street Cross Section



Example of Building Massing and Parking Location

7.0

MOVING FORWARD

This report provides a two draft Redevelopment Vision options prepared for Davis Tannery and will be used to inform future decisions and development applications for the lands.

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Respectfully submitted,
MHBC PLANNING