



CITY OF KINGSTON
INFORMATION REPORT TO THE NEAR CAMPUS
NEIGHBOURHOODS ADVISORY COMMITTEE

Report No.: NCN-13-001

TO: Chair and Members of Near Campus Neighbourhoods Advisory Committee

FROM: Cynthia Beach,
Commissioner, Sustainability and Growth

RESOURCE STAFF: Grant C. Bain,
Director, Planning and Development Department

DATE OF MEETING: January 30, 2013

SUBJECT: Central Accommodation Review Status Update

EXECUTIVE SUMMARY:

On June 19, 2012, Council approved Planning Committee Report PC-12-024 for undertaking the Central Accommodation Review (CAR) by the following resolution:

THAT the Planning and Development Department be authorized and directed to undertake the Central Accommodation Review as proposed in this report being Report No. PC-12-024; and

THAT a project team consisting of members of the Planning and Development Department, the Building and Licensing Department and the Legal Services and City Solicitor's Department be convened to assist in undertaking the Central Accommodation Review; and

THAT the Central Accommodation Review be completed in sections and reported to Planning Committee in the form of a series of descriptive and analytical technical papers and/or reports.

Since then, as time, resources and priorities permit, staff have been working on the various pieces of the Central Accommodation Review. Several topics such as the Residential Intensification/New Community Design Guidelines and a review of the past and current related studies are anticipated to be reported out through Planning Committee starting early in 2013.

OPTIONS/DISCUSSION:

INTRODUCTION

On June 19, 2012, Council endorsed an approach proposed by staff to undertake the Central Accommodation Review. Specifically the Council resolution was as follows:

THAT the Planning and Development Department be authorized and directed to undertake the Central Accommodation Review as proposed in this report being Report No. PC-12-024 and

THAT a project team consisting of members of the Planning and Development Department, the Building and Licensing Department and the Legal Services and City Solicitor's Department be convened to assist in undertaking the Central Accommodation Review; and

THAT the Central Accommodation Review be completed in sections and reported to Planning Committee in the form of a series of descriptive and analytical technical papers and/or reports.

At that time, there were a number of residents and members of City Council that expressed a growing concern regarding the continuing impact of development on the built form, on the intensification process and on the quality of the housing found in the central area of the City of Kingston. These ongoing issues are particularly related to accommodating the residential needs of the Queen's University and St. Lawrence College student body. While this is not a new challenge, it has become even more evident with a number of the recent development applications that have been submitted to the City for review and approval.

APPROACH

The approach proposed in Planning Committee Report 12-024 is to review the central area residential accommodation through examining built form, housing quality and density issues. This review involves preparing a number of technical papers that are to be researched and presented by the Planning and Development Department for consideration by the Planning Committee and City Council. The papers and study approach involve addressing the following key study components:

1. Define the Issue, the Scope and the Goals and Objectives

- Review the balance between student housing demand and student housing supply for both Queen's and St. Lawrence students;
- Assess the impact of demand and supply growth on current neighbourhoods (single detached conversions, large additions and family flight); and,
- Focus on how the City can control the growing supply - both through form and quality of student housing provided by the university, the college and by private enterprise.

2. Review of the Previous Work Done and the Available Policies and Regulations

- Review the current Official Plan policies;
- Review Zoning By-law No. 8499 regarding the regulations of the 'A' and 'B' zones;
- Assess the direction of the PPS regarding housing policies and intensification;
- Review and assess such past and current studies and reviews as:
 - a) Student Housing Reviews Phase 1 – Background and Concept, 1990,
 - b) The Student Accommodation Review Phase II – Planning Implementation Report 1992,
 - c) The Interim Control Area Study – 1991,
 - d) The Downtown Residential Review – Technical Review of Recommendations, 2004, and
 - e) Zoning By-law Amendments, 2005;
- Consider the direction of the Residential Intensification/New Community Design Guidelines, 2010 and their potential for guiding the built form of new developments and/or redevelopment proposals;
- Consider the impacts of the City's Heritage components including the designated buildings, structures and areas, the preparation of heritage impact assessments, and the Old Sydenham Ward proposed Heritage Conservation District Plan.

3. Further Student Housing Research

- Identify student housing supply trends;
- Review student enrolment projections where available from St. Lawrence College and Queen's University;
- Discuss student growth with Queen's and St. Lawrence College for example to identify issues that limit intensification of student accommodation on campus; and
- Develop some student housing indicators possibly using such sources as any available housing registries at the university and college, any student mailing lists and/or student tracking by postal codes.

4. Review the Approaches Taken By Other Municipalities

- Compile the data from tracking the experiences of Guelph, Waterloo, Oshawa, Hamilton, and London; and
- Outline how the other municipalities may have tried to use such controls as zoning and licensing and the outcomes of the approaches.

5. Identify Alternative Approaches and Discuss Pros and Cons and Implications of Each

- Revising the 'A' and 'B' zone regulations of Zoning By-law No. 8499;
- Limiting the number of bedrooms per dwelling unit;
- Defining a number of student building types in a zoning approach;
- Licensing rental housing (including apartments) including those that are student occupied dwellings and houses; and
- Other alternatives that may be identified through research.

6. Process Going Forward

- Present the best of the planning and alternative mechanisms; and,
- Consider the alternatives for developing an implementation strategy for the City of Kingston.

STATUS UPDATE

As time, resources and priorities permit, staff have been researching and reviewing many of the key study components listed above. One of the recommendations of the Central Accommodation Review is to consider the direction of the Residential Intensification/New Community Design Guidelines. The Residential Intensification/New Community Design Guidelines were approved in principle in 2010 and are now in the process of being edited into two sets of working guidelines that are concise and simple for users/builders to use.

Staff are targeting an information report on implementation of the design guidelines likely in February 2013. This report will outline some background and context, the strategic approach and a proposed consultation program.

Another step in the methodology as outlined in the Central Accommodation Review report that staff are researching is the current student housing context in terms of housing supply, and student demand. Staff examined the student walking distances from both the University and St. Lawrence College to identify a 5, 10 and 20 minute walking distance. Both Queen's University and St. Lawrence College are included in this review.

Staff have been in contact with both the university and college to discuss with them their student enrollment projections as they pertain to housing demand. This information has not been updated since the Student Housing Study conducted in 1990 and a significant number of changes have taken place since that time including increased student enrollment, further construction of university and college residences and continuing supply of housing by private enterprise.

Planning staff have had discussions with the Municipal Affairs Commissioner of the Alma Mater Society at Queen's about student housing and neighbourhood impact. As well, staff have been in contact with the Vice-Provost (Planning and Budgeting) and are following the preparation of the Queen's Master Plan.

Staff have also initiated a review of the past and current studies listed in item 2 above and anticipate summarizing the findings in a report to Planning Committee in the first quarter of this year.

In the next few months, staff will also be undertaking a review of the pertinent policies of the existing Provincial Policy Statement and the City of Kingston Official Plan. As well, staff will be reviewing the 'A' and 'B' Zone provisions of Zoning By-law No. 8499.

While the completion of the Williamsville Study is not specifically mentioned as a part of the CAR, it is closely related and has stimulated an interest in providing higher density housing along Princess Street. There have been a number of development applications filed with the City related to development in the Williamsville Study area that are going through the statutory Planning Act development process and therefore will not be discussed in this report.

Staff through Planning Committee Report PC-13-002 prepared an amendment to the City of Kingston's Community Improvement Plan (CIP) for Brownfields Project Areas 1A & 1B. A statutory Public Meeting under the *Planning Act* for the amendment was held on December 6, 2012. The City website link is:

<http://www.cityofkingston.ca/cityhall/committees/planning/agendas.asp>

The City of Kingston's CIP for Brownfields Project Areas 1A & 1B provides tax assistance and grants to eligible properties located within designated Community Improvement Project Areas, in order to assist with the rehabilitation and redevelopment of brownfield sites.

The purpose of the proposed CIP amendment is to include additional properties in the Brownfields Community Improvement Project Areas; to update the CIP to reflect current policies; to amend the Initial Study Grant component of the Brownfields Program; to extend the Brownfields Program to 2025; and, to make minor administrative changes to the CIP. It is anticipated that the comprehensive report concerning the amendment will tentatively come forward to Planning Committee in March or April of 2013. If approved, the amendment will be subject to a 20 day appeal period before coming into full force and effect. This may stimulate further development in the Williamsville area.

The implementation of cycling lanes for Williamsville is another related on-going work item that Planning and Development staff, in association with other impacted departments such as Engineering and Transportation Services, will be completing over the next few months. Council has requested that staff initiate further public consultation with the cycling community and stakeholders on the cycling lane issue. Staff are working on defining the scope and type of the public consultation and will be putting this together for first quarter of 2013.

Following the completion of the CIP and the resolution of the cycling lanes issue, Planning and Development staff will be initiating the preparation of Official Plan and zoning by-law amendments to implement the recommendations of the Williamsville Study and to allow new residential development to begin subject to servicing.

It should also be noted that on January 17, 2013 that Phase 1 of the Zoning Issues and Strategy Study will be completed and presented to Planning Committee and then to Council for endorsement. Phase 1 of the Comprehensive Zoning By-law Review was to identify the City's zoning issues and opportunities and to provide professional direction for developing a new comprehensive zoning by-law. Zoning has a direct impact on the City's built form including the central area and the Phase 1 Study is intended to set the framework for undertaking Phase 2 of the overall project which will require the drafting, mapping and processing of the new Comprehensive Zoning By-law.

The Zoning By-law Strategy Report recommends a framework for the Phase 2 portion of the Comprehensive Zoning By-law Review Project. The framework will assist in preparing the Phase 2 Terms of Reference and guide the development of the work program. It is anticipated that the Phase 2 process will be initiated early this year.

EXISTING POLICY/BY LAW:

- Kingston's Strategic Plan 2011-2014 – Corporate Work Plan;
- The Provincial Policy Statement;
- The City of Kingston Official Plan;
- Zoning By-law No. 8499; and,
- Intensification/New Community Design Guidelines, 2010.

NOTICE PROVISIONS:

N/A

ACCESSIBILITY CONSIDERATIONS:

This report is available in accessible formats upon request.

FINANCIAL CONSIDERATIONS:

N/A

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OTHER CITY OF KINGSTON STAFF CONSULTED:

Marnie Venditti, Manager of Development Approvals
Terry Willing, Director of Building and Licensing
Mark McLaughlin, Senior Legal Counsel

EXHIBITS ATTACHED:

N/A