



**City of Kingston
Report to Council
Report Number 16-298**

To: Mayor and Members of Council
From: Lanie Hurdle, Commissioner, Community Services
Resource Staff: Sheldon Laidman, Director, Housing & Social Services
Date of Meeting: September 6, 2016
Subject: Development of Municipal Property Being the Former St. Joseph/St. Mary Catholic School Located at 671 Brock Street

Executive Summary:

On June 21, 2016, Council approved the purchase of the former St. Joseph/St. Mary Catholic School from the Algonquin & Lakeshore Catholic District School Board located at 671 Brock Street. Staff have prepared a concept plan for the potential future development of the property. The purpose of this report is to obtain Council's direction on the proposed concept plan. The actual planning applications will be part of future reports to the Planning Committee and to Council.

The concept plan, attached as Exhibit A to Report Number 16-298, proposes that the property be severed into three separate parcels to include a new public park, an affordable housing block and a private market housing block. The plan has been developed recognizing the need for additional parkland and affordable housing in that area of the City. The market housing block is being introduced to make the overall development more financially viable and maintaining a lower cost for both the affordable housing and the parkland blocks. The new park is proposed to occupy the corner of the property while the housing blocks would occupy the periphery of the property, ensuring an appropriate transition to neighbouring residential uses.

The affordable housing development is estimated to have the potential to accommodate approximately 30 units, including a mix of affordable and market housing. This site has become viable for the provision of affordable housing through the recent announcement of provincial funding for new capital construction and with anticipated revenues from the market housing block. This report recommends that this portion of the property be sold to Kingston & Frontenac Housing Corporation (KFHC) who has recent experience successfully constructing buildings of this size within the aggressive timeframe dictated by the Province in order to use the available provincial funding.

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Recommendation:

That Council endorse the concept plan, attached as Exhibit A to Report Number 16-298, and direct staff to undertake the implementation of the concept development plan through the submission of applications for all necessary planning approvals as it relates to the affordable housing development and parkland block; and

That Council direct staff to provide a notice to declare surplus, in accordance with the City's public notice and disposition policies, the portions of the site not to be used for future parkland and generally shown in Exhibit A to Report Number 16-298 as the affordable and market housing block; and

That Council direct staff to negotiate the sale of a portion of the property to Kingston & Frontenac Housing Corporation and report back to Council on property negotiations; and

That Council direct staff to undertake the necessary planning for the future development of the new park block and include the cost for those planning services as part of the 2017 capital budget for consideration.

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Authorizing Signatures:

ORIGINAL SIGNED BY COMMISSIONER

Lanie Hurdle, Commissioner, Community Services

ORIGINAL SIGNED BY CHIEF ADMINISTRATIVE OFFICER

Gerard Hunt, Chief Administrative Officer

Consultation with the following Members of the Corporate Management Team:

Denis Leger, Commissioner, Corporate & Emergency Services Not required

Jim Keech, President and CEO, Utilities Kingston Not required

Desiree Kennedy, Chief Financial Officer & City Treasurer

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Options/Discussion:

On June 21, 2016 Council approved the purchase of the former St. Joseph/St. Mary Catholic School from the Algonquin & Lakeshore Catholic District School Board. This is a 1.49 acre site located at 671 Brock Street. Staff initially identified an interest in acquiring this property to increase the parkland in the area of Williamsville. Staff also reviewed the potential use of the site for affordable housing purpose. These two significant City priorities also need to be financially viable.

Parkland

Based on the 2011 Statistic Canada Census, the Williamsville District has a total of 2.1 hectares of parkland per 1,000 people. This acreage is lower than most other districts as per Table 1 below. The Parks & Recreation Master Plan (PRMP) set a service level target of 4 hectares per 1,000 people. Although the overall City average is higher than the PRMP target, it is important to recognize that the average is lower in some of the districts with higher population densities.

Table 1 – Parkland Service Level by District

District	2011 Population	Park (ha)	Parkland Service Level (ha/1,000 residents)
Countryside	9,065	108.2	11.9
Loyalist-Cataraqui	9,125	17.0	1.9
Kingscourt-Rideau	12,400	27.2	2.2
Pittsburgh	10,875	70.3	6.5
King's Town	10,520	81.5	7.7
Williamsville	7,266	15.6	2.1
Sydenham	5,379	19.6	3.6
Portsmouth	10,995	44.6	4.1
Meadowbrook-Strathcona	11,450	33.3	2.9
Trillium	12,335	33.2	2.7
Lakeside	11,523	29.4	2.5
Collins-Bayridge	10,752	65.0	6.0
Total	121,685	544.9	
Average		45.4	4.5

Williamsville District has been experiencing, and will continue to experience, residential growth in the form of high and medium density developments. Because of most site constraints within the Williamsville District, it has been challenging to acquire any additional parkland through development proposals.

Affordable Housing

The City's 10 Year Housing & Homelessness Plan recommends the ongoing addition of new affordable housing in the City to address the ongoing needs of the community. In 2012, the City completed a locational analysis to understand where the current affordable housing is located within the City and to help support and encourage the development of future affordable housing in areas where the supply is low. The locational analysis, which was approved by Council, listed

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all neighbourhoods and their ratio of existing affordable housing. Table 2 below provides the list of all neighbourhoods. 671 Brock Street is located within the Sunnyside neighbourhood and has only 1.1% of its housing stock that is comprised of affordable housing as compared to 37.5% in Rideau Heights, 13.2% in Calvin Park and 10% in the Inner Harbour neighbourhoods¹.

Table 2 – Affordable Housing Per Neighbourhood

Neighbourhood	Number of Non-market Rate Housing Units	Proportion of Non-market Rate Housing Units	Number of Dwellings	Proportion of Neighbourhood Dwellings
Rideau Heights	877	37.5%	2,450	35.8%
Calvin Park	309	13.2%	1,795	17.2%
Inner Harbour	233	10.0%	3,670	6.3%
Kingscourt	219	9.4%	1,850	11.8%
Fairway Hills	166	7.1%	1,230	13.5%
Gardiners/ Meadowbrook	114	4.9%	2,125	5.4%
Marker's Acres	81	3.5%	1,190	6.8%
Williamsville	62	2.6%	1,290	4.8%
Sydenham	58	2.5%	1,760	3.3%
Elginburg/Silvers Corners/Shannon's Corners	50	2.1%	930	5.4%
Polson Park	49	2.1%	1,450	3.4%
Auden Park**	38	1.6%	1,915	2.0%
Hillendale	30	1.3%	1,400	2.1%
Sunnyside	26	1.1%	2,805	0.9%
Henderson	20	0.9%	1,310	1.5%
Portsmouth	5	0.2%	1,305	0.4%
Strathcona Park	2	0.1%	1,325	0.2%
Grenville Park	1	0.0%	750	0.1%
Sutton Mills	1	0.0%	1,935	0.1%
Total	2,341	100.0%	32,485	7.2%

Proposed Development

Since the approval of the purchase of the property, staff have further evaluated the amount of the property necessary for the construction of an appropriate park space. A concept plan has

¹ City of Kingston Municipal Housing Strategy – Locational Analysis Study (2012)
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been prepared which proposes to divide the property into three separate blocks which would accommodate a park, as well as housing, including affordable housing.

The parkland block is proposed to be developed after the development of the housing block. This phasing is required due to the site servicing requirements and construction staging needs for the housing project, which would have a temporary impact on the parkland block due to configuration and adjacency. The planning for the parkland block is recommended to be undertaken by staff, subject to the approval of funding for consultation and design in the 2017 capital budget. This process would include consultation with the public and determining the amenities, uses and design of the new park. Funds for the construction would be included in a subsequent capital budget for Council consideration.

The affordable housing block would be accessed via Napier Street and sized to accommodate approximately 30 units. The cost to acquire this portion of the property would be funded from the Affordable Housing Land Acquisition Fund. Funding for the construction of an affordable housing project has been identified from the recently announced Social Infrastructure Fund (Report Number 16-297). This funding, as well as the anticipated revenues from the private market block, are making the development of this site for affordable housing viable. This report is recommending that staff be directed to negotiate the sale of a portion of the property to KFHC.

Recently, KFHC has successfully constructed two buildings of approximately the same number of units and has the ability to meet the tight timelines required of this provincial funding program. This funding, as fully described in Report Number 16-297, will provide for a mixed use building with both affordable and market housing units in an area of the City that is currently underserved for affordable housing.

The private market block would be accessed via Brock Street. The intent would be to declare this portion of the property surplus and to sell it on the open market. It is anticipated that the property could accommodate a low to medium density development.

It is expected that in order to fully implement the concept plan that a zoning by-law amendment, site plan control approval as well as final subdivision of the lots will be required. This report seeks Council direction to undertake the required studies and approvals necessary to enable the development of the affordable housing block and parkland only. Applications for the development of the private block will be the responsibility of the future property owner.

Financial Viability

The property acquisition was funded from the Cash-In-Lieu of Parkland, the Parkland/Natural Land Reserve Fund and the Municipal Capital Reserve Fund. This acquisition has exhausted all funds accumulated in the Parkland/Natural Land Reserve Fund. City staff recognize the importance of maintaining some of those funds in order to be able to respond to other parkland acquisition opportunities.

During the initial review of the property, it was identified that the development of affordable housing, with only a park, would not be financially viable as the value of the property would make it very difficult to build units that could be affordable with City funding only.

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The provincial funding for the development of affordable housing, as well as the revenues anticipated from the disposition of the market housing block, will not only contribute to making the development of affordable housing on the site financially viable, but will enable the City to also replenish some of its Parkland/Natural Land Reserve Fund. Financial details will be provided to Council for approval once staff have had the opportunity to receive offers for the market housing block and negotiate with KFHC.

Existing Policy/By-Law:

The City's Disposition of Real Property Policy requires that prior to selling property; Council must declare the property surplus to its needs and give notice to the public of its intention to sell the land. The policy also identifies affordable housing as a priority for surplus property.

The Affordable Housing Land Acquisition Policy identifies the uses and intent of this fund which is to purchase property with the intent of selling the property in exchange for affordable housing units. The policy states that, in general, land should be sold back at 75% of the purchase price in exchange for affordable housing units.

The City's former Municipal Housing Strategy (now replaced by the 10 Year Housing & Homelessness Plan) had recommended the development of a Locational Analysis to determine the neighbourhoods of the City most suitable for future affordable housing development. This was completed in 2012. The Sunnyside neighbourhood scored high on this analysis due to its lack of affordable housing and access to amenities and transit.

Notice Provisions:

No provisions are applicable to this report. Future public engagement will occur for the development of the affordable housing block through an open house and the formal planning approvals public meetings. Public consultation for the development of the park block is expected to occur in 2017, if approved in the 2017 capital budget.

Should Council endorse this report, a notice of intent to dispose of a portion of property for housing purposes will be advertised.

Accessibility Considerations:

Not applicable

Financial Considerations:

This report has no financial implications. Financing of property disposition/acquisition will be brought in future Council reports.

Contacts:

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Other City of Kingston Staff Consulted:

Luke Follwell, Director, Recreation & Leisure Services

Neal Unsworth, Manager, Parks Development

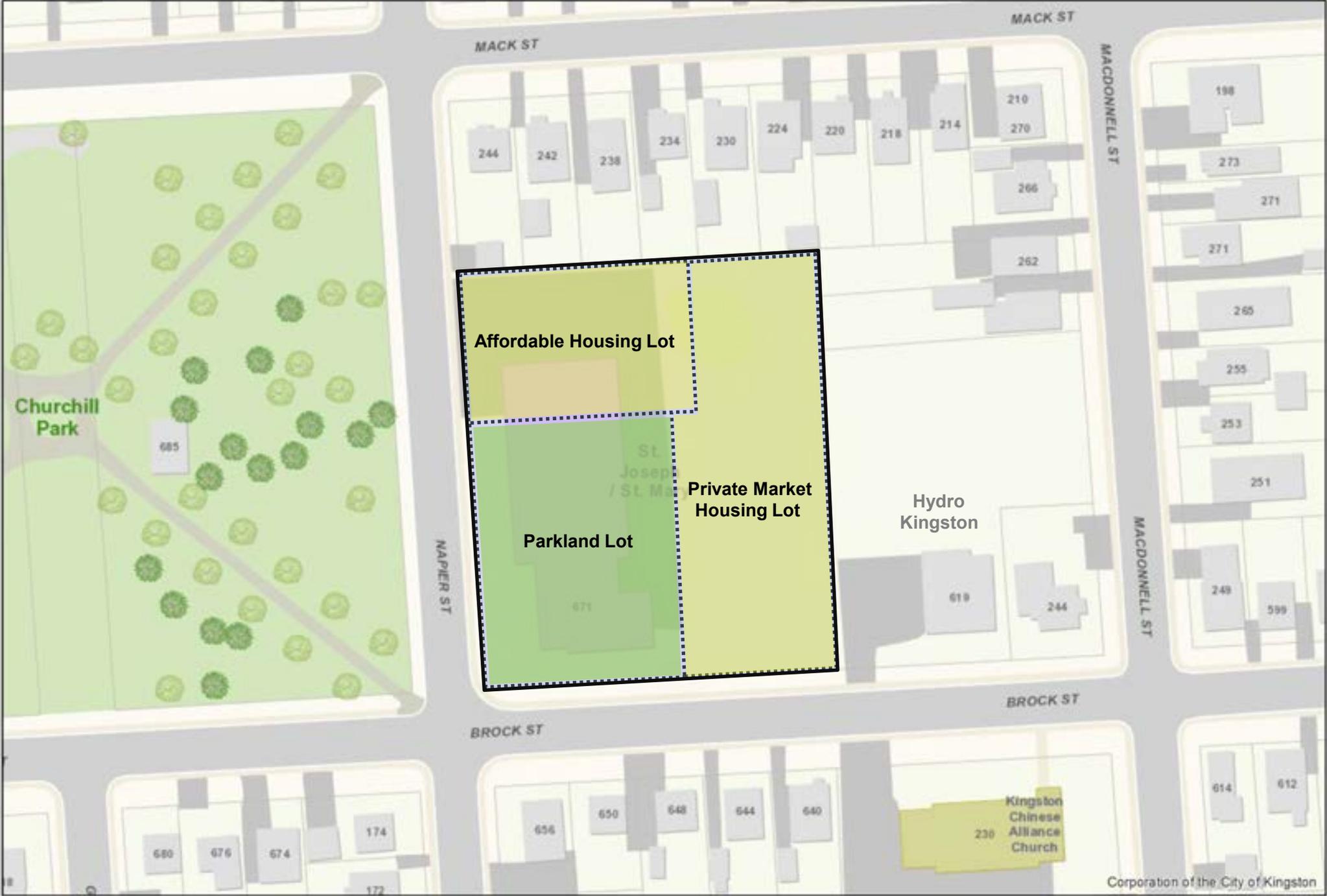
Peter Huigenbos, Director, Real Estate & Environment Initiatives

Lana Foulds, Manager, Financial Planning, Financial Services

Exhibits Attached:

Exhibit A Conceptual Land Division

Exhibit A – 671 Brock Street Conceptual Land Division



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Note: Lots lines are approximate and could vary based on final development plan