



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

Report No.: NCN-13-006

TO: Chair, 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: August 14, 2013

SUBJECT: Central Accommodation Review: Status Update

EXECUTIVE SUMMARY:

The Central Accommodation Review (CAR) was developed in response to concerns over the impact of development and residential intensification projects in the central area of the City. Council endorsed the CAR approach on June 19, 2012 through Report No. PC-12-024. The approach involves research into various topics and the submission of a series of technical papers to Planning Committee and Council. The research is being led by the Planning and Development Department, with assistance from staff in Building and Licensing and Legal Services.

Staff sent a status update to the Near Campus Neighbourhoods Advisory Committee on January 30, 2013. Since the time of that last update, staff have been working on the various pieces of the CAR as resources, and priorities permit.

At the last meeting of the Near Campus Neighbourhoods Advisory Committee a discussion was had and a request was made to have the Director of Planning and Development attend the next Committee meeting to provide information to the Committee. Unfortunately, the Director of Planning, Mr. Grant C. Bain, is not available for this meeting; however, it was appropriate to provide this report at this time. Mr. Bain can be available for the next regular meeting for NCNAC if required.

The purpose of this report is to provide a status update to the Committee on the CAR and provide links to staff reports that have been completed on the topic. The report examines the projects that have been completed to date, the projects that are currently underway, and the remaining identified issues that still require review and research.

RECOMMENDATION:

This report is provided for information purposes only.

AUTHORIZING SIGNATURES:

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| 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:

| | |
|---|-----|
| Lanie Hurdle, <i>Community Services</i> | N/R |
| Denis Leger, <i>Transportation, Properties & Emergency Services</i> | N/R |
| Jim Keech, <i>President and CEO, Utilities Kingston</i> | N/R |

(N/R indicates consultation not required)

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OPTIONS/DISCUSSION:

Purpose

The purpose of this report is to provide an update on the components of the Central Accommodation Review (CAR) that have been completed to date, those projects already initiated, and identified issues remaining to be reviewed.

Background

On June 19, 2012, Council endorsed an approach proposed by staff to undertake the Central Accommodation Review (CAR). At the time that the Council direction was passed, there were a number of residents and members of City Council that were expressing concerns about 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.

The proposed approach in Planning Committee Report No. PC-12-024 and discussed in an Information Report to the Near Campus Neighbourhoods Advisory Committee Report No. NCN-13-001 was to review the central area residential accommodation through examining built form, housing quality and density issues. This approach involves preparing a number of technical papers that are being researched and presented by the Planning and Development Department for consideration by the Planning Committee and City Council. Over the last year, as resources, and priorities permit, staff have been working on the various pieces of the CAR. There will be a more comprehensive report on the Central Accommodation review going to Planning Committee in the fall.

At the May 8, 2013, Near Campus Neighbourhoods Advisory Committee Meeting, the minutes note that the Director of Planning and Development be requested to "participate in a discussion regarding the possibility of the Central Accommodation Review looking into concerns surrounding the Queen's University Landlord Contract Program". Other concerns expressed by the Committee related to areas for intensification and other matters such as a maximum number of bedrooms per unit and conversions.

Central Accommodation Review Related Reports Completed to Date

1. Review of Previous Studies and Initiatives

Report No. PC-13-027 was presented to Planning Committee on April 4, 2013 and examined a number of past studies and initiatives related to residential intensification in Kingston Central. The report was provided for information purposes, and outlined the current discussion and

research being undertaken through the CAR process, and reviewed the following six studies/reports:

1. Student Housing Review – Phases I to III (1990-1992);
2. Interim Control Area Study – 1991: A Study of the Regulation of Residential Building Size in Inner-City Neighbourhoods;
3. Residential Intensification Near the Queen's Main Campus: Analysis of Committee of Adjustment Applications, 1993-2002;
4. Residential Intensification in the Area Around Queen's University (2002);
5. Downtown Residential Review (DRR) (2003-2004); and,
6. Student Accommodation Discussion Paper (2007).

The link to this report entitled "Central Accommodation Review: Review of Previous Studies and Initiatives" is http://www.cityofkingston.ca/documents/10180/502045/PLN_A0713-027.pdf/fb815dc1-3e76-4664-b554-9c2d2fd8dbb7

2. Brownfields Community Improvement Plan (CIP) Amendment

On March 5, 2013, Council approved amendments to the City's Brownfields Community Improvement Plan (CIP). The changes included administrative amendments to the CIP document, as well as additions to Project Area 1A (downtown and Montreal Street near John Counter Blvd.), and the inclusion of a new Project Area 1C for the Williamsville Main Street (Report No. PC-13-028).

The link to this report is located at:

http://www.cityofkingston.ca/documents/10180/154902/PLN_A0413-13028.pdf/5522fd69-973b-472d-8686-c940c88b5694

Incorporating the Williamsville Main Street into the City's Brownfields CIP was part of the implementation of the Williamsville Main Street Study, which was approved by Council in February 2012. The Williamsville Main Street is part of the Princess Street Corridor, which is one of the areas in the City's Official Plan that is identified for residential intensification and a priority transit route. Through the Brownfields CIP, sites within the defined project area for the Williamsville Main Street that may be contaminated are now eligible to apply for tax assistance and grants to rehabilitate and redevelop the property; this will make the area more attractive for development.

3. Williamsville Main Street Official Plan and Zoning By-Law Amendments

The *Williamsville Main Street Study* was adopted by Council on February 21, 2012. The proposed amendments to the Official Plan and to Zoning By-Law No. 8499 are intended to implement the recommendations of the study, including the design guidelines outlined in the document. The goal is to create a main street that is pedestrian-oriented and transit-supportive with mixed use developments. The area is also part of the Princess Street Corridor, which is one of the areas in the City's Official Plan that is identified for residential intensification.

A public meeting for the amendments was held on April 4, 2013, and the comprehensive report with staff recommendation was presented to Planning Committee on July 4, 2013 (Report No. PC-13-097). Council approved the amendments on July 17, 2013 and the final day for appeal is August 19, 2013.

The proposed Official Plan Amendment will include modifications to the Main Street Commercial designation, and the creation of a new special policy area for the Princess Street Corridor: Williamsville Main Street.

The proposed Zoning By-Law Amendment will include the creation of a new Williamsville Main Street Commercial 'C4' Zone in Zoning By-Law No. 8499, which will address permitted uses and regulations related to height control, setbacks, amenity area, parking and loading spaces, and projections into yards. The new 'C4' Zone will not include existing site-specific zones or existing residential zones in the Williamsville Main Street area.

The link to the report is located at:

http://www.cityofkingston.ca/documents/10180/1401826/PLN_A1313-13097.pdf/cadbf5e1-9a9b-408a-9330-c0adbc8bbb08

There is an interest from the development community in the redevelopment of the Williamsville Main Street area for higher density residential housing and several planning applications are in various stages of approval for the area.

4. Williamsville Main Street Cycling Lanes Project

When the *Williamsville Main Street Study* was adopted by Council on February 21, 2012, part of the Council resolution adopting the study included a motion asking staff to prepare a report for the Environment, Infrastructure and Transportation Policies (EITP) Committee on the opportunity of including cycling lanes with parking on one side of the street in a pilot study.

The City hired the firm of Brook McIlroy Inc., who conducted the *Williamsville Main Street Study*, to undertake the Williamsville Main Street Cycling Lanes Project. The final report for the project was presented to the EITP Committee on August 6, 2013 and will need to be approved by Council (Report No. EITP-13-015).

The link to the report is located on the August 6 agenda for the Environment, Infrastructure and Transportation Committee at: <http://www.cityofkingston.ca/city-hall/committees-boards/environment-infrastructure-transportation-policies-committee>

The decision on the cycling lanes design will allow for the finalization of the engineering drawings needed for the reconstruction planned for the Williamsville area in 2014. Upgrades in the infrastructure will enable redevelopment to occur at higher densities, as outlined in the Official Plan.

5. Regulating Bedrooms – Update on Other Ontario Municipalities

Planning Committee had requested that staff investigate and provide an update on how other municipalities in Ontario, specifically those that have post-secondary institutions, are regulating the number of bedrooms in residential units. On June 6, 2013, a report was presented to Planning Committee that outlined how five other Ontario municipalities were dealing with this issue: Oshawa, London, Hamilton, Waterloo, and Guelph (Report No. PC-13-081).

This report is located at the following link:

<http://www.cityofkingston.ca/documents/10180/1126464/PLN-A1113-13081.pdf/a6374a13-39b8-4096-80d7-95d94ceae1cb>

The report described that each of the five municipalities has dealt with the issue differently, but many have employed one or both of the following types of controls: (1) limits in the zoning by-law on the number of bedrooms per residential dwelling unit; and/or, (2) a licensing by-law for residential rental units that includes a limit on the number of bedrooms per unit. In most instances, these by-law changes were preceded by a major land use study and/or the collection and review of a large amount of property data.

The issue of regulating the number of bedrooms in residential units is something that will be examined further as part of the CAR.

Projects Already Initiated

6. Implementation of Residential Intensification/New Community Design Guidelines

The Planning and Development Department will be basing the implementation guidelines on the Council accepted *Urban Design Guidelines for Low and Medium Density Residential Intensification* and *Urban Design Guidelines for New Communities* with Brook McIlroy Planning & Urban Design / Pace Architects (BMI/Pace). Public consultation on the implementation design guidelines will occur in September.

The link for this report is located at:

http://www.cityofkingston.ca/documents/10180/103275/PLN_A0313-13026.pdf/ae22d6f4-6698-48c9-96e0-a8fa9234e8d0

The original guidelines are located at:

<http://www.cityofkingston.ca/city-hall/strategies-studies-plans/urban-design-guidelines>

7. Amenity Area Review Study

Staff have conducted preliminary background research into the City's existing amenity area regulations, as well as regulations from other municipalities. A Request for Proposal (RFP) is being drafted to hire a consultant to assist the City in determining the appropriate types of

amenity areas that residential developments should provide, and the appropriate regulations to enforce this requirement.

The RFP is expected to be distributed in August or September 2013 and the project is expected to be completed early in 2014.

8. Removal of Conversion Provisions in Zoning By-Law No. 8499

Recently, building permit applications have been made to convert single family homes in certain zones into multi-unit dwellings using regulations that allow for as-of-right conversion. These conversion applications are seen as problematic for several reasons including that they have the potential to bypass both regulatory review and public consultation. A Zoning By-law Amendment has been proposed to remove sections related to converting single family homes to two-unit and multi-unit dwellings. These include sections 5.23 and 5.23 (A). A Public Meeting was held on July 4, 2013, and a Comprehensive Report to Planning Committee is currently being prepared to remove the provisions.

The Public Meeting report is located at the following link:

http://www.cityofkingston.ca/documents/10180/1401826/PLN_A1313-13099.pdf/a9d9058d-dac0-43fd-aded-3d92415f9de0

Identified Issues Remaining to be Reviewed

There are a number of remaining issues that staff are starting to investigate as part of the CAR project. These issues include specific sections and policies of the Official Plan such as lot consolidation policies and the Campus Expansion Area; specific provisions and zones in Zoning By-Law No. 8499; and the issue of licensing of residential rental units.

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,
- Residential Intensification/New Community Design Guidelines, 2010.

NOTICE PROVISIONS:

N/A

ACCESSIBILITY CONSIDERATIONS:

This report is available in alternate formats upon request.

FINANCIAL CONSIDERATIONS:

N/A

CONTACTS:

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Cherie Mills, Manager, Policy Planning, Planning and Development (613-546-4291, ext. 3289)

OTHER CITY OF KINGSTON STAFF CONSULTED:

N/A

EXHIBITS ATTACHED:

N/A