



**City of Kingston
Report to Planning Committee
Report Number PC-15-031**

To: Chair and Members of Planning Committee
From: Lanie Hurdle, Commissioner, Community Services
Resource Staff: Paige Agnew, Director, Planning, Building & Licensing Services
Date of Meeting: June 18, 2015
Subject: Central Accommodation Review – Summary and Options Report

Executive Summary:

The Central Accommodation Review (CAR) was developed to evaluate residential development in the central area of the City through examining built form, housing quality and density in response to the ongoing submission of residential development applications and proposals. Council endorsed the CAR approach in June 2012 through Report Number 12-024. The approach involves research into various topics and the submission of a series of technical papers to the Planning Committee and Council. The research is being led by the Planning Division with assistance from staff in Building Services, Licensing & Enforcement and Legal Services.

This report provides a summary of CAR related projects that have been completed to date as well as those currently underway. The report also includes a discussion of proactive planning approaches recommended by staff to review the central area residential development. Residential rental licensing, a non-planning approach, is also discussed.

Recommendation:

That Council receive this report, being Report Number PC-15-031, as part of the current Central Accommodation Review being undertaken by the City; and

That as part of the Five Year Review of the Official Plan that a new policy be added to Section 2.3, Principles of Growth, to identify that the City will undertake an intensification study for the areas adjacent to Queen’s University and St. Lawrence College campuses to identify locations that would be appropriate for larger scale, higher density, residential developments; and

That as part of the Comprehensive Zoning By-Law Review project, staff in the Planning Division be requested to investigate conversion provisions for single-unit dwellings into two or multi-unit

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Options/Discussion:**Background**

In June 2012, Council passed the following motion to undertake the Central Accommodation Review (CAR):

“That the Planning and Development Department be authorized and directed to undertake the Central Accommodation Review as proposed in this report being Report Number 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.”

The approach proposed in Planning Committee Report Number PC-12-024 involved preparing a number of technical papers that would be researched and presented by the Planning Division for consideration by the Planning Committee and City Council.

This report provides an update on the components of the CAR that have been completed to date and those projects currently underway. Finally, the report presents various approaches recommended by staff to review the central area residential development.

Web links to the various staff reports referenced in this report are included in Exhibit A.

Central Accommodation Review Related Projects Completed to Date

The following is a summary of completed projects, reports and research that are directly or indirectly related to the Central Accommodation Review project.

1. Research on On-Campus Student Accommodation

This section provides an overview of student enrollment at Queen’s University and St. Lawrence College and the provision of on-campus student accommodation.

Queen’s University

Queen’s University takes a census of enrollment for the fall term on November 1st every year. According to the University’s 2014-2015 Enrollment Report, as of November 2, 2014 total student enrollment was 21,667 excluding exchange students.

The Strategic Enrolment Management Group Report (April 2014), prepared by the University’s Senate Committee on Academic Development, indicates that for 2014-2015 the first year direct-entry target is 6,447 full-time students, including both undergraduate and graduate students. The actual intake as of November 2, 2014 was 6,662 first year students. These numbers suggest that first-year students represented approximately 30

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percent of the total student enrollment in 2014. For 2015 and 2016, the planned first year intake is 6,883 and 6,925 students respectively.

The University offers a first-year residence guarantee to admitted first-year students. The University currently has 4,070 beds in its residence system which is at capacity. Currently, 15 common rooms across the system have been turned into residence rooms to meet the first-year residence guarantee. As well, the University has an arrangement with the Confederation Place Hotel in downtown Kingston which provides accommodation for 62 graduate students. Two new residence buildings with a total of 550 beds are under construction and are scheduled to open in the fall of 2015. According to the Strategic Enrolment Management Group Report, the opening of the new buildings will allow for the return of the 15 common rooms to the system and for the current arrangement with the hotel to end.

The University also owns student rental properties including two apartment complexes located at West Campus and several apartments and houses in the vicinity of the Main Campus. The properties are managed by Queen's Community Housing. The Strategic Enrolment Management Group Report mentions that there are currently vacancies in the Queen's Community Housing inventory, specifically at the two apartment complexes located at West Campus.

According to information provided on the Queen's University website, 85 percent of the student population lives within a 15-minute walk to campus and 90% of the first-year students live in the residence system. This implies that the majority of the student population lives off-campus in near-campus neighbourhoods. The website also indicates that 95 percent of the student population comes from outside of Kingston.

St. Lawrence College

According to St. Lawrence College staff, the 2014 student enrollment is approximately 4,800 students at the Kingston Campus, 1,100 students at the Cornwall Campus and 600 students at the Brockville Campus. These numbers usually vary from year to year. The Kingston Campus has a 600-bed student residence suggesting that most students at the Kingston Campus live off-campus.

Information obtained in 2011 indicated that approximately 36 percent of full-time students at St. Lawrence College listed their permanent place of residence as Kingston.

2. Updates to Near Campus Neighbourhoods Advisory Committee

On January 30, 2013, staff provided an update on the CAR project to the Near Campus Neighbourhoods Advisory Committee (Report Number NCN-13-001). The report outlined the CAR process and approach that had been approved by Council, describing the various research components to be undertaken by staff.

On August 14, 2013, staff provided a second update on the CAR project to the Committee (Report Number NCN-13-006). The report examined the projects that had been completed

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to date, the projects that were underway and the remaining identified issues that still required review and research.

3. Review of Previous Studies and Initiatives

Report Number PC-13-027 was presented to the Planning Committee on April 4, 2013 and examined a number of past studies and initiatives related to residential intensification in Kingston Central. The information report provided an update on the current discussion and research being undertaken through the CAR process and reviewed the following six studies/reports:

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

4. Regulating Bedrooms – Update on Other Ontario Municipalities

The 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 the Planning Committee that outlined how five other Ontario municipalities were dealing with the issue: Oshawa, London, Hamilton, Waterloo and Guelph (Report Number PC-13-081).

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 following is an update to the information that was presented in Report Number PC-13-081:

Oshawa

In June 2013, the City of Oshawa amended the licensing by-law for residential rental units in the area surrounding the campuses of Durham College and the University of Ontario Institute of Technology (UOIT). The amendment established a penalty for landlords operating without a license, offences for landlords advertising rental units without first obtaining a license, and adding other property standard by-laws landlords must abide by if they wanted to obtain a license.

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Also in June 2013, based on enforcement and rental statistics, staff suggested that a residential rental licensing system may be appropriate for the City's Central Business District. In November 2013, City Council authorized staff to initiate a public consultation process and then conduct further research and prepare a draft by-law that would establish a residential rental licensing system within the Central Business District. According to the City's Corporate Services Committee Outstanding Items Status Report dated March 19, 2015, a response regarding this direction was yet to be received.

In April 2015, Council approved a staff recommendation to expand the rental area's northern boundary premised on the planned and unfolding low-density development within the area. Staff were also directed to investigate extending the Residential Rental Housing By-Law to the entire City.

As of March 2015, there were approximately 304 licensed rental houses in the vicinity of Durham College and UOIT.

London

As noted in Report Number PC-13-081, the City of London's Zoning By-Law limits the number of bedrooms in a dwelling unit to five (5). In 2007, the City of London began a major policy initiative to apply a comprehensive approach to resolving land use conflicts when planning for residential intensification in near-campus neighbourhoods. London City Council adopted the Great Near-Campus Neighbourhoods Strategy and accompanying Implementation Plan in November 2008. Official Plan and Zoning By-Law Amendments intended to implement the recommendations of the Great Near-Campus Neighbourhoods Strategy were appealed to the Ontario Municipal Board (OMB). Three of the four appeals were dismissed or withdrawn. Except for the outstanding appeal, the Board ordered the decision of Council in respect of the Official Plan Amendment to be final on June 10, 2013 and the Zoning By-Law Amendment to be in full force and effect. A decision regarding the outstanding appeal was issued by the OMB in November 2013, which excluded the appellant's lands from the Near-Campus Neighbourhoods Area.

As a result of the amendment, the Zoning By-Law now regulates the number of bedrooms by structure type within a geographic area known as Near Campus Neighbourhoods, located near Fanshawe College and the Western University of Canada. For a number of types of developments with multiple units within Near Campus Neighbourhoods, the number of bedrooms permitted in a dwelling unit has been reduced from five (5) to three (3).

Hamilton

After over a year of discussion and investigating the concept of licensing rental housing, City staff presented a draft Rental Housing Licensing By-Law for approval by the Planning Committee on September 17, 2013. It was proposed that the Rental Housing Licensing By-Law would apply to any rental building in the City containing one to six dwelling units. Staff recommended that the Licensing By-Law be passed in 2013 and come into force on April 10, 2017 to allow time for education of and compliance by landlords seeking to address illegal rental units. It was also anticipated that a longer implementation schedule would

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allow the City to complete its new comprehensive residential Zoning By-Law and for other housing options and/or programs to be developed by staff. Additionally, a permanent Proactive Enforcement Program to enforce rental housing conditions for properties not included in the Rental Housing Licensing By-Law (larger residential buildings with seven or more units) was also recommended for approval.

The proposed By-Law drew criticism from local realtors, landlords and some affordable housing advocates. The recommendation regarding the Rental Housing Licensing By-Law was “tabled” by the Planning Committee. Instead, a permanent Proactive Enforcement Program to enforce rental housing conditions was approved. The decision of the Planning Committee was ratified by City Council on September 25, 2013.

The City is currently in the process of creating a comprehensive Zoning By-Law (Number 05-200) which is being implemented in stages. The Zoning By-Law does not yet include residential zones. The definition of a “dwelling unit” in Zoning By-Law Number 05-200 does not regulate the number of bedrooms.

Guelph

The City of Guelph undertook a public consultation program between October 2013 and March 2014 regarding a potential Rental Housing Licensing Program, dealing specifically with the costs and benefits, alternative licensing options, and technical and implementation elements. Based on the feedback received and further staff analysis, staff concluded that a rental housing licensing program may not be the most effective and efficient tool to address the majority of issues associated with rental housing in Guelph. Another factor considered by staff was the Ontario Human Rights Commission (OHRC) suggestion that increases in rents resulting from a licensing program could be found to be discriminatory and contrary to the *Human Rights Code* if such rent increases impact the affordability of rental housing on a *Code* protected group.

On August 5, 2014, staff presented the Rental Housing Licensing Recommended Approach report to the Planning, Building, Engineering and Environment Committee with the following alternative approach to a rental housing licensing program:

- Enhance the Building Services proactive enforcement program to further build upon current successes by addressing issues related to rental housing and overcoming existing challenges; and
- Work with partners and stakeholders to research, develop and implement a comprehensive education/communications plan designed to discourage disruptive behavior and further address rental housing issues.

On August 25, 2014, Council approved in principle the recommended alternative approach to a rental housing licensing program, and requested staff to report back in 2015 to demonstrate the effectiveness of the alternative approach.

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5. Williamsville Main Street Official Plan and Zoning By-Law Amendments (File Numbers D09-003-2013 and D14-007-2013)

The Williamsville Main Street Study was adopted by Council on February 21, 2012. The amendments to the Official Plan and to Zoning By-Law Number 8499 were intended to implement the recommendations of the study, including the design guidelines outlined in the document. The goal was 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.

The Official Plan Amendment included changes to the Main Street Commercial designation, the creation of a new special policy area, and an amendment to recognize two existing residential properties adjacent to the main street area with a Residential designation instead of a split designation of Residential and Main Street Commercial.

The Zoning By-Law Amendment included the creation of a new Williamsville Main Street Commercial 'C4' Zone in Zoning By-Law Number 8499. The new 'C4' Zone reflected the recommendations of the study but did not affect other existing site-specific zones in the main street area.

A Public Meeting for the amendments was held on April 4, 2013, and the comprehensive report with staff recommendation was presented to the Planning Committee on July 4, 2013 (Report Number PC-13-097). Council approved the amendments on July 17, 2013. The amendments are currently in full effect.

While the completion of the Williamsville Main Street Study was not specifically mentioned as a part of the Central Accommodation Review, it is closely related and has stimulated an interest in providing higher density housing in the area. Since the day the amendments came into effect on July 17, 2013, and up to May 15, 2015, the City had received development applications for seven residential/mixed use projects within the Williamsville Special Policy Area. At the time of writing this report, two of these projects had been approved and three had been appealed to the Ontario Municipal Board. The applications, if all are approved as submitted, will result in the creation of 993 dwelling units with a total of 2,113 bedrooms within the Williamsville Special Policy Area.

6. 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 (Report Number EITP-13-015) and was approved by Council on August 13, 2013. The Council Resolution

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directed that the City not proceed with the pilot study, but instead proceed with the installation of cycling lanes on Princess Street in Williamsville as part of the planned reconstruction project for that portion of the Princess Street Corridor (from Bath Road to MacDonnell Street). Reconstruction of Princess Street began in March 2014. It is anticipated that upgrades in the infrastructure will enable redevelopment to occur at higher densities, as outlined in the Official Plan.

7. 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 Boulevard), and the inclusion of a new Project Area 1C for the Williamsville Main Street (Report Number PC-13-028).

Incorporating the Williamsville Main Street Area into the City's Brownfields CIP was part of the implementation of the Williamsville Main Street Study, which was adopted by Council in February 2012. 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.

8. Research on Pre-Zoning for Mixed Use or High Density Residential Development

A review of other municipalities in Ontario identified that the cities of Waterloo and Oshawa have specific provisions in their zoning by-laws to permit mixed use or high density residential development in near-campus areas. In both cases, amendments to the zoning by-laws to permit such developments were preceded by major land use studies undertaken to address issues related to student housing in near-campus neighbourhoods.

Planning Division research also found that many higher density residential developments in near-campus neighbourhoods across various municipalities in Ontario are purpose-built student accommodations. This type of residential development generally consists of multiple units within a building along with common areas such as games rooms or fitness centres. These are typically managed by a professional management company that finds the tenants, collects rent and maintains the building. A few such off-campus student housing developments have recently proceeded via site-specific zoning by-law amendments in the City of Kingston.

Waterloo

The City of Waterloo undertook the Northdale Land Use and Community Improvement Plan Study in 2012 to address issues related to the evolving neighbourhood demographic and associated development pressures for student rental housing, the conversion of existing dwellings and higher density housing forms in the Northdale neighbourhood. The study area is bounded by the University of Waterloo and Wilfrid Laurier University. While the study did not refer specifically to purpose-built student accommodations, one of the guiding principles was that Northdale "will be comprised of a variety of housing types and tenures which provides affordable housing and accommodates a diverse demographic

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including students, families and professionals, and supportive commercial, employment, institutional and community services.”

The Study resulted in a land-use plan, community improvement plan and urban-design guidelines for the Northdale neighbourhood. The Study was approved by Waterloo City Council in June 2012. However, multiple appeals were filed with the Ontario Municipal Board (OMB). Through recent decisions, the OMB has put into effect Official Plan policies, the Zoning By-Law and Community Improvement Plan, with some property specific exceptions. The Zoning By-Law Amendment rezoned most properties in Northdale to ‘Northdale Mixed Use’ (NMU) and ‘Northdale Commercial’ (NC) zones. The maximum permissible density in the NMU zone ranges from 250 bedrooms per hectare to 750 bedrooms per hectare. In addition to commercial uses, the NC zone permits residential uses provided they are located above the ground floor in a mixed use building.

Oshawa

The City of Oshawa undertook a Student Accommodation Strategy to identify, plan for and facilitate a sufficient mix of quality student accommodations that integrates with the community and advances sound planning and City building principles. The Strategy focused on accommodating the student housing needs in the underdeveloped or vacant areas around the University of Ontario Institute of Technology (UOIT), Durham College’s main north campus and Trent University. The Strategy was approved by City Council in April 2010 and was subsequently amended in February 2011 and February 2012.

Based on recommendations of the Student Accommodation Strategy, the University and College Area Community Improvement Plan was adopted to enable financial incentives for new multi-unit housing developments in the Simcoe Street North corridor, UOIT and Durham College lands and the King Street West/Thornton Road South area near Trent University. As well, a City development charge exemption was approved by Council for the development of apartments and block townhouses in the Simcoe Street North and King Street West/Thornton Road South corridors.

In 2011, City-initiated amendments were made to the Official Plan, the Samac Secondary Plan and the Zoning By-Law to allow for intensification along the east side of Simcoe Street North (part of the main arterial road leading to the Durham College/UOIT Campus) to lands municipally known as 2015-2043 Simcoe Street North. The amendment to the Samac Secondary Plan redesignated the properties from Low Density Residential to Mixed Use Residential. The Zoning By-Law amendment permitted a range of residential, commercial and community uses. No appeals were received and the amendments are in full effect. The City also amended the University and College Area Community Improvement Plan to include 2015-2043 Simcoe Street North in the Plan.

Additionally, in response to another recommendation of the Student Accommodation Strategy, lands municipally known as 1720 to 1808 Simcoe Street North and 426 Niagara Drive were rezoned to permit high density residential uses at a maximum density of 150 units per hectare and a maximum height of 6 storeys. No appeals were received and the amendment is in full effect.

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The Student Accommodation Strategy was reviewed in early 2015. A staff report dated April 8, 2015 notes that in the past five years the Simcoe Street North corridor has been transformed into a mixed use area consisting of new apartments, townhouses and commercial uses and that students now have a broader range of housing opportunities in that area. The report indicates that since 2010, a total of 396 dwelling units (1,731 beds) in the form of apartments and block townhouses have been constructed or are under construction in the Simcoe Street North Corridor located within the University and College Area Community Improvement Plan area, and another 119 units (462 beds) have been site plan approved. Of these six developments, two developments containing a total of 82 units (373 beds) are located within the lands municipally known as 2015-2043 Simcoe Street North. The staff report notes that all of the six developments are purpose-built student housing.

9. Amenity Area Review Study

Through a Request for Proposal (RFP) process, Dillon Consulting Limited was retained in 2013 to assist the City in determining the appropriate types of amenity areas that multi-unit residential developments should provide and the regulations and policy tools necessary to enforce this requirement. A non-statutory Public Meeting was held on January 16, 2014 where a draft Amenity Area Review Study was presented for public review and comment. Several rounds of consultation with the development community were undertaken after the Public Meeting throughout 2014.

The results and recommendations were finalized and are contained within a report titled "City of Kingston Amenity Area Review Study Final Report" dated January 2015. The report provides recommendations for changes to the Official Plan and Zoning By-Law to appropriately regulate amenity areas. These recommendations include:

- Changing the definition of 'amenity area' within the City of Kingston Official Plan and Zoning By-Laws to one consistent definition;
- Requiring amenity area to be provided on a per-unit basis;
- Providing new rates for amenity area provision;
- Adding functional design standards and principles for amenity areas into the Official Plan, Zoning By-Laws and urban design guidelines; and
- Removing play space requirements from the Zoning By-Laws.

The report and its recommendations were presented to the Planning Committee on April 2, 2015. The report was received by Council on April 21, 2015. Implementation of the recommendations of the study will occur through amendments to the Official Plan and Zoning By-Law through the five-year Official Plan Review and the Comprehensive Zoning By-Law review project.

10. Old Sydenham Heritage Area Designation

The Old Sydenham Heritage Area is located in the general vicinity of Queen's University and consists of about 550 properties bordered roughly by Johnson Street, Barrie Street and Lake Ontario. The Area was the subject of a Heritage Conservation District Study

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(2009) that supported the designation of the area as a Heritage Conservation District under Part V of the Ontario Heritage Act. In 2013, the City retained Bray Heritage to lead a consulting team to develop a Heritage Conservation District Plan for the Old Sydenham Heritage Area.

In June 2014, staff presented a draft District Plan to the public. Revisions and additions were made to address the comments received. A Recommended District Plan was presented to the Municipal Heritage Committee on November 24, 2014. The document contains a number of design guidelines intended to help property owners and the municipality care for and enhance the heritage attributes of the District. The document also includes as an Appendix, three specific implementing documents that do not form part of the District Plan. These include a draft Official Plan amendment, a discussion of possible zoning approaches to recognize the District Plan which will be applied primarily to the residential uses in the district, and also possible changes to the Site Plan Control By-Law Number 2005-257.

A statutory Public Meeting was held on December 1, 2014. Following revisions to the Plan to address public comments, the Old Sydenham Heritage Conservation District Plan was presented to the Municipal Heritage Committee on March 2, 2015. The District Plan was adopted by by-law at the March 24, 2015 Council meeting. No appeals were received and the District Plan is now in full force and effect.

Projects Currently Underway

The following is a summary of CAR related projects that have already been initiated by City staff:

1. Implementation of Residential Intensification/New Community Design Guidelines

The first drafts of Design Guidelines for Residential Lots and Design Guidelines for Communities were completed by the Planning Division in March 2014. Both documents are based on the Council accepted *Urban Design Guidelines for Low and Medium Density Residential Intensification* and *Urban Design Guidelines for New Communities*. The updated and consolidated design guidelines were presented to the public at an open house on March 26, 2014. Consultation also took place with the development community and industry professionals. A revised draft incorporating the comments received through the consultation process was made available for public review in March 2015. It is anticipated that the completed guidelines will be before the Planning Committee in the summer.

2. Enhanced By-Law Enforcement

The City has a number of regulatory by-laws in place. The City has introduced several changes to enhance by-law enforcement as discussed below:

- Late night noise enforcement has been reinforced over the last few years since Council approval of by-law enforcement patrols until 3 am on Thursday, Friday and Saturday nights with dispatch service provided by the Kingston Police.
- A fifth Property Standards Officer was approved by Council for 2014, to boost property standards enforcement particularly near the Queen's University campus. Property

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Standards and By-Law Enforcement Officers visit the near campus neighbourhoods at regular intervals during the year with stepped up enforcement particularly during the move-in and move-out periods when Property Standards and By-Law Enforcement coordinate enforcement efforts for increased coverage.

- Through a Request for Proposal (RFP) for yard clean-up, the Student Maintenance and Resource Team (SMART) and a private contractor were selected as Property Standards/By-Law Enforcement contractors for the City. The Student Maintenance and Resource Team was founded under the purview of the Queen's Alma Mater Society (AMS) and it only provides services in the University District. Costs for contractor clean-up of private properties are recovered through individual property tax bills. The Solid Waste By-Law was amended in 2014 which now allows the City to use contracted services to remove debris left at the curb and to collect costs associated with the fees through individual property tax bills.

The following new initiatives have helped to complement other changes over the last few years:

- An Email Notification Program has been introduced where property owners or their agents can sign up to receive email notifications regarding property deficiencies in efforts to expedite the resolution of the issue without a requirement for enforcement. This program has proven to be successful in gaining compliance as had been identified in the reduction of orders issued. The database has grown and as such it is now being used to provide friendlier information such as blitz advisories, reminders and other City information.
- The Property Standards Streetscape Initiative ensures that the City looks better from an overall streetscape perspective and that any sub-standard building stock does not further deteriorate. This program has been completed on some of the main arteries into Kingston and some remedial work is still taking place. As part of this proactive program, the Streetscape Inspection Notices cite every deficiency along a street and allow extended timelines for compliance where no complaints have been received to allow repairs and to allow property owners the time to develop more comprehensive plans to do general facelifts to homes while their crews are on-site dealing with the ordered items. Targeted streets are posted on the City's website up to three years in advance to assist the more prudent landowners wishing to program their renovations for completion before City action.
- The City now has a Voluntary Inspection Program (VIP) that ensures that the interiors of dwelling units meet the minimum standards set out in the Property Standards By-Law. This service is free for properties enrolled in the program for the first time. Participating landlords receive a certificate from Queen's Student Housing confirming a property was up-to-standard at the time of inspection and/or once all items have been cleared. This program is a first in Ontario whereby property owners are encouraged to invite Property Standards officers into their residence voluntarily, to allow for extended voluntary compliance timelines. This is opposed to an inspection initiated by complaint from the tenant or neighbour where orders are generated to require only two weeks to comply.

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Next Steps

The following is a discussion of planning approaches recommended by staff that may be useful in addressing the issues associated with residential development in the central area of the City. Staff also looked at the option of residential rental licensing, which is a non-planning approach. Staff recommends that the concept of residential rental licensing not be pursued at this time.

1. Review of Zoning By-Law Number 8499Removal of Conversion Provisions

Recently, building permit applications have been made to convert single detached dwellings 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 City-initiated Zoning By-Law Amendment (File Number D14-029-2013) was proposed to remove sections 5.23 and 5.23 (A) related to conversion of single unit homes to two-unit and multi-unit dwellings in the former City of Kingston Zoning By-Law Number 8499. A Public Meeting was held but it is now anticipated that this review will be undertaken as part of the Comprehensive Zoning By-Law review project.

Regulating the Number of Bedrooms in a Dwelling Unit

The City needs to review whether there are provisions that can be included in Zoning By-Law Number 8499 that apply across the residential zones ('A' and 'B' zones) that would control the number of bedrooms within a unit. However, this option offers control over the development and construction process only, and does not control the use within a unit once construction is complete. It is also difficult to regulate the number of bedrooms through the Zoning By-Law unless there is a development application or building permit involved. The Zoning By-Law will not be able to control or regulate whether internal conversions take place, such as converting a dining room into a bedroom, especially if a building permit is not required or applied for.

A recent practice of the City of Kingston has included limiting the number of bedrooms on a site-specific basis as part of zoning by-law amendments, as negotiated with the applicant. The site-specific zoning amendments also include a definition of "bedroom" that prevents additional rooms, such as dens, from being excluded from the bedroom count.

Staff anticipate that the review of Zoning By-Law Number 8499 related to regulating the number of bedrooms would be a major undertaking in terms of time and resources and as such it is recommended that this review be undertaken as part of the Comprehensive Zoning By-Law Review project.

2. Central Kingston Residential Intensification Study

In order to take a proactive approach to planning in the near campus neighbourhoods in Central Kingston, staff recommend that a residential intensification study be undertaken. There are areas already identified in the City's Official Plan for intensification, such as the Princess Street Corridor, and more modest types of intensification such as secondary suites, are encouraged in many areas. This study will focus on the central area of the City near the Queen's University Main and West Campuses and the St. Lawrence College

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Campus. It is anticipated that the proposed study will result in the creation of a Special Policy Area guiding appropriate residential intensification in the areas adjacent to the three campuses.

Such a study would support the City's Official Plan policies for intensification by encouraging appropriate redevelopment of the existing built area through compatible infill development that respects cultural heritage resources, existing housing stock and the stability of neighbourhoods. The goal will be to identify areas that could accommodate higher density residential developments. While there may be some infill opportunities on some vacant or underutilized sites, the study will also critically examine the issue of lot consolidation and the redevelopment of existing properties.

One area that is already identified in the Official Plan as a Special Policy Area is the Campus Expansion Area (CEA). This is an area north of the Main Campus of Queen's University that is bounded by Earl Street to the south, Alfred Street to the west, Johnson Street to the north, and the rear property line of sites fronting onto Barrie Street to the east. The Official Plan currently identifies this as an area for the potential northerly expansion of the Main Campus of Queen's University and includes policies regarding the development of the area for institutional purposes, including the preparation of a joint land use planning study between the City and the University.

With the completion of the most recent Campus Master Plan for Queen's University (2014), the focus for future university growth appears to involve infill development within the existing Main Campus boundaries, as well as development on other sites such as the West Campus and the new Isabel Bader Centre for the Performing Arts. The Campus Master Plan acknowledges the current lack of appropriate housing in adjacent neighbourhoods and the strain that this has caused on the community and the physical housing stock. The Plan identifies three areas near campus that are considered appropriate for different types of housing, including on-campus residences, main street revitalization (Williamsville Main Street) and neighbourhood infill, specifically in the area between Main Campus and Princess Street (including the CEA).

As indicated earlier in this report, enrollment of first year students at Queen's University is anticipated to continue to increase, and with the majority of students living off-campus after their first year, there will continue to be pressures on the private market to provide this supply of housing. Staff believe that this is an appropriate time to review the existing CEA in terms of the extent of its boundaries, current vacancy and unit absorption rates, and the opportunities that may exist to provide a more intensive form of housing. There may be other areas in addition to the CEA that may be appropriate for targeted redevelopment at higher densities. This will also be addressed in the Central Kingston Residential Intensification Study.

The study will be conducted in two phases. The first phase will comprise a land use planning analysis that will be conducted by staff in the Planning Division and will include a review of existing neighbourhood conditions, built form, cultural heritage resources, and transportation networks to determine whether there are specific areas, in addition to the

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CEA, that could be targeted for higher density residential developments. The second phase of the study will involve a more detailed examination of the selected area(s) to determine the extent of redevelopment that would be appropriate, and to develop area-specific design guidelines to ensure that future redevelopment would achieve the desired urban design principles and provide for appropriate transitions to the surrounding neighbourhood.

Zoning By-Law Number 8499 would also need to be reviewed to determine whether provisions regarding pre-zoning for mixed use and medium and high density residential development should be included in the Zoning By-Law.

Additionally, the study would have to take into consideration the City's servicing capacity to support increased densities. This would include an assessment of necessary upgrades and/or expansions to the current servicing capacity and availability.

Both phases of the Central Kingston Residential Intensification Study will involve a comprehensive public consultation program that will include the City's Near Campus Neighbourhood Advisory Committee, the administration and student unions of both post-secondary institutions, area residents and the development community.

In order to recognize the work that will be undertaken through the Central Kingston Residential Intensification Study, staff recommend that a new policy be added to the Official Plan in Section 2.3, Principles of Growth, through the Five Year Review of the Official Plan. The policy would be a new Section 2.3.5, with the rest of the section renumbered accordingly, and is proposed to read as follows:

"The City will undertake an intensification study for the areas adjacent to the Queen's University and St. Lawrence College campuses to identify locations that would be appropriate for larger scale, higher density, residential developments."

3. Licensing of Residential Rental Units

Residential rental licensing by-laws regulate residential rental units by requiring that landlords operate their properties according to certain standards to ensure that the health and safety of the residents is protected. On the other hand, zoning by-laws regulate the use of land by controlling how the land may be used, location of buildings and structures, the types of buildings permitted, lot sizes and dimensions, parking requirements, setbacks and building heights, etc.

The *Municipal Act, 2001*, was amended in 2007 allowing municipalities to license any business or activity that is considered appropriate in pursuing the public good. Under the new regulations, the City of Oshawa was the first municipality in Ontario to license residential rental units. Since then, several other Ontario municipalities have also passed residential rental licensing by-laws. Residential rental licensing by-laws can be tailored to cover an entire municipality (universal licensing) or a specific geographic area of the municipality (targeted licensing).

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Some of the potential advantages of residential rental licensing are:

- A licensing by-law could apply to new as well as existing rental housing;
- A licensing by-law would enforce bedroom limits;
- A licensing by-law would provide greater opportunities for property standards enforcement through a regular scheme of mandatory inspections of rental properties;
- A licensing by-law may reduce the negative impacts that a rental property may have on a surrounding neighborhood by ensuring that the property complies with all applicable by-laws with respect to exterior maintenance;
- It may provide for safer rental accommodation;
- It may improve quality of life for renters; and
- It may result in increased property values for rental properties.

Some of the potential drawbacks of licensing residential rental units are:

- A licensing by-law would potentially result in an increased cost to the City (additional staff for administration and enforcement) and to landlords (licensing fee and costs to bring rental housing into compliance);
- Licensing rental housing could lead to higher rents and as such may have an impact on affordable housing;
- Residential rental licensing could force low-income tenants out of their housing;
- Such by-laws could be considered discriminatory based on the various grounds listed in the *Ontario Human Rights Code*;
- Licensing rental housing does not address the issue of conversion of single unit dwellings into rental accommodation; and
- Since rental housing licensing is still an evolving concept, it is too early in the licensing process across the Province to know if licensing would address behavioral problems such as noise, parking and waste.

Over the past few years, the Ontario Human Rights Commission (OHRC) has been monitoring and reviewing various municipal approaches to regulating private rental housing. The OHRC released a guide in early 2014 to assist municipalities in ensuring that their rental housing regulatory practices do not create barriers and discrimination in housing for groups protected by the *Ontario Human Rights Code* (the Code). The Code prohibits actions that discriminate against people based on any of the fourteen protected grounds which include age, family status, marital status, receipt of public assistance, etc. The guide – ‘Room for everyone: Human rights and rental housing licensing’ – gives an overview of human rights responsibilities in licensing rental housing and makes the following recommendations to help municipalities protect the human rights of tenants:

- Consider the *Ontario Human Rights Code* before drafting the by-law and refer to the Code in the by-law;
- Consult with Code-protected groups;
- Make sure that meetings about the by-law do not discriminate;
- Roll out the by-law in a consistent, non-discriminatory way;

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- Work to secure existing rental stock;
- Avoid arbitrary bedroom caps;
- Avoid gross floor area requirements that exceed the Building Code;
- Eliminate per-person floor area requirements;
- Eliminate minimum separation distances;
- Enforce the by-law against the property owner, not the tenants;
- Protect tenants in cases of rental shut down;
- Monitor for impacts on *Code* group; and
- Make sure licensing fees are fair.

The guide indicates that student status could be a proxy for age, single status or receipt of public assistance and as such elements of a licensing by-law “that disadvantage students because of their student status will be discriminatory and contrary to the *Code*.” The OHRC recommends applying licensing by-laws to the entire municipality so that no groups of persons living in a specific area are subjected to differential treatment.

For information purposes, a summary of staffing requirements and financial implications anticipated by some of the other municipalities in Ontario that considered licensing of residential rental units is included in Exhibit B.

Consideration of Rental Housing Licensing in the City of Kingston

According to Statistics Canada’s 2011 National Household Survey, there were 52,415 dwelling units within the City of Kingston, of which 20,105 were renter-occupied.

At the request of Council at its November 20, 2007 meeting, a Queen’s University/City of Kingston Housing Working Group was established to better understand student concerns about rental housing near campus and to determine whether these concerns relate in any way to student behaviour. The Housing Working Group was a coalition of Queen’s University administrators, student government, City of Kingston staff and landlord representatives. In 2009, the Housing Working Group recommended that “residential licensing as a means of addressing sub-standard housing conditions not be pursued at this time.” A report by the Housing Working Group with a discussion on residential rental licensing was included as an appendix to an Information Report to Council and is available at this link:

http://archive.cityofkingston.ca/pdf/council/agenda/2009/A08_InfoRpt_ADD.pdf. The Information Report to Council (Report Number 09-108) is attached as Exhibit C to this report.

The report by the Housing Working Group also noted that the Queen’s University Landlord Contract Program (discussed in further detail in the following paragraph) “is a useful tool to support balanced lease agreements between landlords and tenants and provides mechanisms to encourage compliance with housing standards.”

As indicated above, Queen’s University runs a “Landlord Contract Program”. This is a voluntary program for landlords who have had their units inspected annually by a certified property inspector for compliance with the City’s Property Standards By-Law. Units under this program are extended an exemption under the *Residential Tenancies Act*. The exemption permits a

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tenancy termination agreement to be signed at the time that the lease is signed. Queen's University also provides a listing service for accommodation owned by the University as well as other privately-owned rental accommodations. This service is a student/landlord resource assisting students with their housing search and providing an online listing service for landlords. The majority of these accommodations are located in and around the Queen's University area. The units that have passed the inspection under the Landlord Contract Program receive priority placement on the listing service.

Staff anticipate that such matters as built form, density and rental housing quality in the central area of the City would be addressed through the Comprehensive Zoning By-Law Review, the proposed Central Kingston Residential Intensification Study and ongoing enhanced by-law enforcement. Staff will monitor the results and effectiveness of these approaches once implemented. Because of these reasons, it is recommended that the concept of residential rental licencing not be pursued at this time.

Existing Policy/By-Law:

The Provincial Policy Statement
The City of Kingston Official Plan
Zoning By-Law Number 8499

Notice Provisions:

Not applicable

Accessibility Considerations:

Not applicable

Financial Considerations:

Not applicable

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Other City of Kingston Staff Consulted:

Mark McLaughlin, Senior Legal Counsel, Legal Services Department

Rachel Quittkat, Manager, Projects (Comprehensive Zoning By-Law Review and Official Plan Update), Planning Division

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Del Stowe, Manager, Building Services

Kim Leonard, Manager, Licensing & Enforcement

Sonya Bolton, Senior Planner, Policy, Planning Division

Exhibits Attached:

Exhibit A Links to Staff Reports

Exhibit B Licensing of Residential Rental Units in Other Municipalities in Ontario

Exhibit C Council Report Number 09-108: City/Queen's Shared Solutions

Links to staff reports referenced in Report PC-15-031 are included below:

1. Report Number PC-12-024

Report to Planning Committee – Central Accommodation Review Proposal
https://www.cityofkingston.ca/documents/10180/467753/PLN_A0912-12024.pdf/f3c06bf8-b040-462f-80d5-0fc604a27630

2. Report Number NCN-13-001

Information Report to the Near Campus Neighbourhoods Advisory Committee – Central Accommodation Review Status Update
https://www.cityofkingston.ca/documents/10180/118375/NCN_A0113-1301.pdf/f5dd7016-e9b3-462c-8dfe-313172917f3a

3. Report Number NCN-13-006

Information Report to the Near Campus Neighbourhoods Advisory Committee – Central Accommodation Review: Status Update
https://www.cityofkingston.ca/documents/10180/2974966/NCN_A0413-13006.pdf/9985d3dd-e3ea-426c-9bce-ecae002b1162

4. Report Number PC-13-027

Information Report to Planning Committee– Central Accommodation Review: Review of Previous Studies and Initiatives
https://www.cityofkingston.ca/documents/10180/502045/PLN_A0713-027.pdf/fb815dc1-3e76-4664-b554-9c2d2fd8dbb7

5. Report Number PC-13-081

Report to Planning Committee – Central Accommodation Review: Regulating the Number of Bedrooms per Residential Dwelling Unit – Status Update on Other Ontario Municipalities
<https://www.cityofkingston.ca/documents/10180/1126464/PLN-A1113-13081.pdf/a6374a13-39b8-4096-80d7-95d94ceae1cb>

6. Report Number PC-13-097

Report to Planning Committee – Comprehensive Report: Proposed Amendment to the Official Plan & Zoning By-Law to Implement the Williamsville Main Street Study (File No. D09-003-2013 & D14-007-2013)
https://www.cityofkingston.ca/documents/10180/1401826/PLN_A1313-13097.pdf/cadbf5e1-9a9b-408a-9330-c0adbc8bbb08

7. Report Number EITP-13-015

Report to Environment, Infrastructure & Transportation Policies Committee –
Williamsville Main Street Cycling Lanes Project – Final Report

https://www.cityofkingston.ca/documents/10180/1770507/EIT_A0813-13015.pdf/f8313f29-6fd7-4aad-b9b2-bfc866ce770a

8. Report Number PC-13-028

Report to Planning Committee – Comprehensive Report: Proposed Amendment to the
City of Kingston's Community Improvement Plan for Brownfields Project Areas 1A & 1B
File No. PLA-E05-001-2012

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

Licensing of Residential Rental Units in other Ontario Municipalities

The following provides a summary of anticipated staffing requirements and financial implications of residential rental licensing for the cities of Waterloo, London, Hamilton and Guelph. Of these municipalities, Hamilton and Guelph decided against licensing of residential rental units. A summary of licensing fees from each municipality is also included.

Waterloo

Waterloo's Rental Housing Licensing By-law came into effect on April 1, 2012 and replaced the city's Lodging House Licensing By-Law. Waterloo anticipated the following staffing requirements prior to its Residential Rental Housing Program coming into effect:

- One program administrator;
- Three property standards enforcement officers;
- One fire prevention officer;
- One full time and one part-time planning position; and
- One part time Amanda program administer (full time for the first two years after which the position would become part time).

The Residential Rental Housing Reserve was established to fund any annual deficit and collect any annual surplus for the Residential Rental Housing Program. In the Residential Rental Housing Program model, there were anticipated to be deficits in 2011, 2012, and 2013 and surpluses in 2014, 2015, and 2016. However, according to a December 9, 2013 staff report titled Reserves & Reserves Funds Annual Update, in 2012 and 2013, more applications were received than originally projected, resulting in a surplus.

The Rental Housing Licensing By-Law applies City-wide to all low density residential buildings that contain one to three units. The By-law contains provisions with respect to five classes of rental units. Class 'A' licenses permit a maximum of four bedrooms in a rental unit, Class 'B' licenses are for owner occupied rental unit and permit a maximum of four bedrooms for rent in the unit, Class 'C' licenses are for rental units with five or more bedrooms, and a Class 'D' license is for lodging houses that had valid licenses on the date of passing of the licensing by-law. Class 'E' licenses are for temporary rental units.

Along with the application for a license, owners are required to submit a criminal records check, electrical safety certificate, a floor plan, HVAC certificate, insurance certificate, a parking plan, proof of ownership, a property maintenance plan and the tenant's name. The fees are dependent upon the class of the license and the number of bedrooms in a rental unit. The initial application fee varies from \$374.82 to \$757.30. The rental housing license is valid for one year and must be renewed every year by April 1. The annual renewal fee ranges from \$204.45 to \$413.07.

The by-law is enforced in two ways: reactively when complaints are received and proactively based on risk-based audits performed by enforcement officers. The audits include complaints, observations, published information, information received from other agencies and any other factors that may identify possible risks.

London

The City of London passed the Residential Rental Units Licensing By-Law on September 21, 2009, which came into force on March 1, 2010. In 2008, staffing requirement was anticipated as two property standards officers and one customer service representative. It was anticipated that the cost of two inspectors and one customer service representative, and yearly cost for inspections and administration would be \$230,000. A licensing registration fee of \$150 collected at year 1 and year 6 (unless there is a change of ownership), was anticipated to bring in a revenue stream of \$1,875,000 over the five year period. In 2009, anticipated staffing requirement was reduced to one property standards officer and one customer service representative.

London's Residential Rental Units Licensing By-Law applies City-wide to all rental housing containing four (4) or fewer rental units (including single detached dwellings, semi-detached dwellings, duplexes, triplexes, and fourplexes) and converted dwellings. Apartment buildings and townhouses are exempt.

The City charges an initial application fee of \$55 per property. Annual renewals are \$55 as well. Prior to the application being accepted, a zoning officer reviews the application for compliance with the Zoning by-law. Along with the application, the applicant is required to complete a checklist certifying compliance with the City's Property Standards By-law for each rental unit at the rental property. Any items of concern that are raised on this checklist may result in a property standards inspection. If a property standards inspection is not done at the time an application is submitted, a random exterior property standards inspection is carried out within 2 to 3 years of the license being issued. If a tenant wishes to have an interior property standards inspection done, the City requests that they first put their items of concern in writing to their landlord. The landlord then has two weeks to rectify the issue. If nothing is done, the tenant may submit a copy of the letter to the City and if the item falls under the Property Standards By-law, a complaint is entered on the tenant's behalf.

Owners are also required to submit proof of a recently completed and passed fire inspection. If an inspection has not been completed, an additional fee of \$171 is charged for a fire inspection.

Hamilton

After over a year of discussion and investigating the concept of licensing rental housing, City of Hamilton staff presented a draft Rental Housing Licensing By-law for approval by the Planning Committee in September 2013. It was proposed that the by-law would apply City-wide to buildings containing six or less dwelling units. However, the recommendation regarding the Rental Housing Licensing By-law was "tabled" by the

Planning Committee. Instead, a permanent Proactive Enforcement Program to enforce rental housing conditions was approved.

City staff had proposed that the proposed Rental Housing Licensing By-law come into effect in 2017. Implementation of the proposed By-law was anticipated to have a net levy impact estimated at approximately \$115,000 in 2017 when the By-law would come into force. It was estimated that the net levy impact would be reduced to approximately \$90,000 in 2018 and eliminated by 2020 as existing rental units renew and additional units become licensed and revenues increase.

The City anticipated a total of nine new full-time equivalents (FTE) at an annual cost of \$945,000 (in salaries) to implement a residential rental licensing by-law including the following:

- One Manager of Rental Housing at an annual cost of \$135,000; and
- Eight FTE for administration and enforcement (one Clerk, four Municipal Law Enforcement Officers, one Fire Inspector, one Licensing Facilitator and one technical support).

Staff recommended an annual licence fee of \$100 per rental dwelling unit. If a zoning verification was required, an additional \$108 was proposed to be added to the licensing fees. Inspections were proposed to occur once every four years. It was estimated that 8,500 rental dwelling units would be licensed in the first year.

In addition to a Rental Housing Licensing By-Law, staff recommended that some level of proactive enforcement be maintained. A proactive enforcement team of four Enforcement Officers and one By-law Clerk was proposed.

Guelph

The City of Guelph undertook a public consultation program between October 2013 and March 2014 regarding a potential Rental Housing Licensing Program, specifically the costs and benefits, alternative licensing options, and technical and implementation elements. Based on the feedback and further staff analysis, staff concluded that a rental housing licensing program may not be the most effective and efficient tool to address the majority of issues associated with rental housing in Guelph. In August 2014, the City of Guelph decided against a potential Rental Housing Licensing Program.

Guelph considered the following three options and staffing requirements for a potential residential rental licensing by-law:

- Option 1 (one year program, annual renewal, annual inspections): one program administrator, four administrative supports, one fire prevention officer and nine inspectors.
- Option 2 (two year program, two year renewal, inspection every two years): two administrative supports, one fire prevention officer and five inspectors.

- Option 3 (one year program, annual renewal, self-certification, risk based inspection): three administrative supports and three inspectors.

Licensing fees were proposed to be \$132 per bedroom per year for Option 1, \$90 per bedroom per year for Option 2, and \$62 per bedroom per year for Option 3.

All three options were anticipated to have an initial negative impact on the operating budget in year one, a positive impact in year two, and full cost recovery by the end of year five. The total deficit for Options 1, 2 and 3 was anticipated to be \$1,204 000, \$839,000 and \$639,000 in year 1 respectively with the assumption that no revenue will be received during this time period.



**CITY OF KINGSTON
INFORMATION REPORT TO COUNCIL**

Report No.: 09-108

TO: Mayor and Council
FROM: Gerard Hunt, Chief Administrative Officer
RESOURCE STAFF: Same as above
DATE OF MEETING: 2009-03-24
SUBJECT: City/Queen's Shared Solutions

EXECUTIVE SUMMARY:

This report provides council with an update on the progress of the various working groups organized to address issues raised in council's motion of November 20, 2007. The report provides status of the work to date and identifies current initiatives and next steps for work in 2009. Also provided for council's information is the Queen's University/City of Kingston Housing Working Group report. City administration will review the report of the Housing Working Group and report to Council on implementation of recommendations made therein later in 2009.

RECOMMENDATION:

This report is provided for information purposes only.

AUTHORIZING SIGNATURES:

ORIGINAL SIGNED BY CHIEF ADMINISTRATIVE OFFICER
 Gerard Hunt, Chief Administrative Officer

CONSULTATION WITH THE FOLLOWING COMMISSIONERS:

Commissioner Beach, <i>Sustainability & Growth</i>	N/R
Commissioner Thurston, <i>Community Development Services</i>	N/R
Commissioner Leger, <i>Corporate Services</i>	N/R
Jim Keech, President, <i>Utilities Kingston</i>	N/R

INFORMATION REPORT TO COUNCIL

March 24, 2009

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OPTIONS/DISCUSSION:

Council adopted a resolution at its meeting of November 20, 2007. The specific motion of council is not included here as the work has progressed over the year beyond some of the specifics identified in that motion. The purpose of this report is to provide an information update to council on the status of working groups formed to address the relevant issues. There is nothing further to report at this time on homecoming activities as Queen's announced that homecoming will no longer be held in the fall. Future updates on remaining committees' works will be provided regularly in 2009 as information becomes available.

City of Kingston/Queen's University Steering Committee**Team Leaders**

Gerard Hunt, CAO, City of Kingston
Patrick Deane, V.P. Academic, Queen's University

Frequency of Meetings

As required

Purpose

In order to coordinate the various working groups a joint steering committee was established to oversee all working groups exploring ongoing issues related to university-city issues. The steering committee has three main goals:

1. Create a more welcoming environment for students in the city and the community
2. Promote more public interaction on Homecoming events
3. Develop a process to interact with students and landlords around issues of local housing

The following working groups' reports are provided below.

Aberdeen Street Event Working Group**Chairpersons**

Gerard Hunt, CAO, City of Kingston
Patrick Deane, V.P. Academic, Queen's University

Status Update

This working group no longer meets. The steering committee will meet on March 30 to discuss potential future issues.

Student Housing Working Group**Chairpersons**

Hal Linscott, Director of Legal Services, City of Kingston
Ann Browne, Associate Vice-Principal (Facilities), Queen's University

The report of the Queen's University/City of Kingston Housing Working Group is attached as Appendix A. It is recommended that it be referred to the Chief Administrative Officer for a further report to council on how the recommendations contained in the Housing Working Group report might be implemented.

A group of university administrators, student government, city officials and landlord representatives, the Housing Working Group, was created at the request of council to better understand student concerns about rental housing near campus, and to

INFORMATION REPORT TO COUNCIL

March 24, 2009
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determine whether these concerns relate in any way to student behaviour. The group was also asked to look at the effectiveness of existing by-law enforcement.

To accomplish this, the Housing Working Group reviewed historical reports, past and present legislation, and current initiatives from all interested parties. The group also considered student housing trends, along with new ideas for creating strong communities with diverse populations. Interestingly, the group found a high level of satisfaction among students in terms of available student housing and nothing to suggest a link between student housing standards and student behaviour.

The group also discovered that recent city initiatives have made a real difference to all parties, particularly in terms of responding to by-law enforcement, noise and neighbourhood cleanliness. Work surrounding guidelines for urban design, and a community improvement initiative revealed potential for this type of legislation and programming, and may offer the next step forward for future collaborative efforts.

The group has made a number of observations and recommendations within this report, but perhaps the strongest advice is to encourage all stakeholders to continue their collaborative efforts to bring about the necessary changes to help our city grow and our communities thrive. By working together, we can truly respect our city's riches and diversity, while planning for a strong future.

Improving Student/City Relations Working Group

Team Leaders

Therese Greenwood, Manager of Communications, City of Kingston
Tim Laprade, Public Education Coordinator, City of Kingston
Paul Tye, Municipal Affairs Commissioner AMS, Queen's University

Frequency of Meetings

This committee was formed in February 2008. There have been 26 meetings to date and future meetings are scheduled bi-weekly, in addition to working together via phone and email. The group will continue to meet bi-weekly in 2009 to move forward on several initiatives that have been planned.

Committee Composition

Queen's Administration is represented by the Associate Dean of Student Affairs. There are three student representatives which include the AMS, ASUS, and the Graduate and Professional Students Society. City of Kingston Police and City of Kingston Communications staff are also members.

Purpose

The purpose is to **improve access to and flow of information between students and city departments**. The key principle is to **ensure accessibility on all levels as it relates to information sharing between city, Queen's and students**. The committee is actively working collaboratively to seek and develop concrete solutions that will move us closer to achieving our mutually agreed upon mandate. These include:

- Identify points of contact for both City of Kingston and Queen's for disseminating of information between the City of Kingston, Queen's Administration and students.
- Develop information sharing systems to ensure continuity and clarity during transitioning elected executives of Queen's student groups (AMS, ASUS, SGPS etc.).
- Identify and determine the methods (tools) of communication preferred by Queen's students
- Identify what information on services are most important to students
- Identify what key city messages are to be communicated on a regular basis to students

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Current Projects/Initiatives

- Incorporating the recommendations identified from the results of the student survey into the communication mix.
- Continue to update the student page on the city website with student related information based on seasonal program/services, including providing information on the summer student positions available with the City of Kingston.
- Continue to distribute information to Queen's students via the email distribution list.
- Designing and printing the orientation binder accessible in key Queen's student government and administration areas with key facts on city information and processes is underway. Key areas that will be included are bus schedules, recycling, garbage, city departmental responsibilities, and committee and council structures. Binders are being provided by Queen's AMS.
- Provided support for the AMS coordinated Kingston Summers Rocks event on January 27. Information was distributed through the student webpage and email distribution list. Support from the City of Kingston Recreation & Leisure services and Solid Waste department was also coordinated to provide informational displays at the event.
- Working collaboratively to identify opportunities and required support for Queen's 2009 Orientation events
- Initiated discussions with committee on cycling lanes/education
- Source Separated Organics Program (Green Bin)
 - Incorporated input from AMS on the Green Bin Program rollout. A follow-up meeting was arranged with Solid Waste staff to discuss the recommendation of AMS to postpone the rollout of the Green Bin Program in the student housing area.
 1. At the request of the Queen's University Alma Mater Society, Green Bins will be delivered to the student village area around campus starting in mid-September - when students are moving in at the beginning of the school year. If you live in this area and you want to start using the Green Bin this season, please call 613-546-0000.
 - Development of joint SSO education plan for students. The City of Kingston will be working collaboratively with the members of the relations committee to disseminate information to students about the SSS program.

Next Steps

- Continue to evaluate and act on the recommendations outlined in student survey report
- Distribute the orientation binders to Queen's student government and administration areas
- Explore education initiatives on cycling, in conjunction with master Cycling lanes/education plan
- Continue to update the city website for student related information
- Continue to circulate seasonal information to students (student move out, summer employment opportunities, solid waste information, events, etc.)

Urban Planning/Official Plan Issues Working Group**Team Leaders**

George Wallace, Director of Planning, City of Kingston

Ann Browne, Associate V.P. (Facilities), Queen's University

Audrey Kaplan, Director, Campus Planning and Development, Queen's University

Additional members or resources may be recommended to investigate issues or contribute to the discussions (e.g. SURP Students from Queen's program).

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Frequency of Meetings

This working group meets six times a year or more frequently for milestone events such as new, developing or critical information, release of new draft plans, public review of plans, or decisions on the planning documents. Informal communication by phone and e-mail is on an as-needed basis. Both organizations are currently working on their respective plans (the official plan for the City of Kingston and the campus master plan for Queen's) and intend to finalize them in 2009. After this is completed, the working group may choose to meet quarterly for the next year to continue the consultation on urban planning issues of mutual interest and the city's new consolidated zoning by-law until the next major planning cycle when more frequent meetings would be recommended.

Purpose

To investigate and collaborate on strategies to deal with urban planning issues of mutual interest to the city and university. To share current strategic planning initiatives and consideration of construction initiatives that affect areas of interest to both organizations. This ongoing communication is intended to avoid duplication of effort and increase the likelihood that initiatives desired by one or both institutions are compatible with the short- and long-term intentions of the other. Beyond a courtesy communication, it is intended that the developments by the city and the university will be mutually supportive of and beneficial to their respective organizations and the shared objectives for global needs such as land use planning, energy-conservation, sustainability, barrier-free design, and fiscal responsibility.

Current Projects/Initiatives

Since striking this working group early in 2008, members have met four times. The discussions have familiarized the members with current status of the city's draft Official Plan / Queen's Campus Master Plan and issues that affect both organizations (e.g., housing to the north of campus, new consolidated zoning by-law, outstanding recommendations of the Downtown Residential Review Committee). As each organization is a major stakeholder in the plan of the other, both have been consulted on the official plan reviews. The third draft of the new official plan was released in December 2008, with the final draft expected to be completed in 2009. Based on recent discussions between the city and university, many of the existing official plan policies respecting Queen's and the campus expansion area will be carried forward into the new Official Plan. The university has recently staffed the campus planning position and revision to the master plan is underway. Though still in the early stages of assembly, this new revision will rethink strategies that have been in place since 1994 or before. The current financial crisis on all campuses, indeed the overall economy, is an optimal time to effect change. In the next three to five years Queen's can rethink how best to provide physical accommodation (outdoor and interior) for learning, instructing, research and housing (students and possibly employees). The recommended changes in the campus plan will reflect the much discussed curriculum reform; providing the physical settings to support innovative learning strategies, as well as sustainable processes, procurement, disposal, and infrastructure. The process will actively seek collaboration with our stakeholders – our current students, faculty, staff and contractors; alumni and donors; residential neighbours, KGH, the City of Kingston, and businesses. An expanded framework for the new campus master plan will be ready for review in March 2009. Members of this working group also sit on the Working Group on Housing. Both organizations will seek to integrate components of the recommendations from that working group into their official / master plans or zoning by-Law.

Next Steps

Both organizations will continue the process of reviewing and discussing the respective draft official plan and campus master plan over the next three to six months in order to refine and recognize the future directions of the university. Strategies to encourage families to move back into student areas will continue to be explored though all parties recognize that this is an area of high-priced real estate. The outstanding recommendations of the Downtown Residential Review Committee will be reviewed with a view towards proceeding with implementation of the recommendations respecting the preparation of a secondary plan for the area north of the main campus and the preparation of urban design guidelines (draft terms of reference have been prepared). Outside consultants or the School of Urban and Regional Planning may be approached to assist with these projects. The findings (student preferences) of this year's off-campus housing survey will be reviewed and considered in the preparation of the new comprehensive zoning by-law.

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Following the final report of the Student Housing Working Group it may be appropriate to integrate future work of that group with the Urban Planning/Official Plan Working Group and establish a broader mandate that incorporates both integrated campus and community planning with neighbourhood rejuvenation. Discussions on these strategies will take place prior to the next report in order to provide information at the time.

EXISTING POLICY/BY LAW:

Not applicable

NOTICE PROVISIONS:

Not applicable

ACCESSIBILITY CONSIDERATIONS:

Not applicable

FINANCIAL CONSIDERATIONS:

Not applicable

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OTHER CITY OF KINGSTON STAFF CONSULTED:

Not applicable

EXHIBITS ATTACHED:

Appendix A - Queen's University/City of Kingston Housing Working Group Report (provided separately to council)

Copies of Appendix A can be obtained from the office of the City Clerk or on the city website