

Appendix 1 Justification for Study Area Boundaries

Property owned by Queen's University or in the related special planning district:

This land includes Main Campus, West Campus, the Donald Gordon Conference Centre, the former Prison for Women, the future site of the Bader Performing Arts Centre, Innovation Park, An Clachan Apartments (near Sir John A. Macdonald Boulevard and Norman Rogers Drive), and the special planning district that is bounded by Alfred, Johnson, Barrie and Clergy Streets. The University is the focal point of activity in the district. All other activity radiates out from Main Campus (Queen's University, Campus Plan, 2002).

Census Tracts where over 50% of the housing is rented:

These areas contain the right tenure conditions to suggest that they may be housing rented to students. Some of these areas have experienced a decrease in the overall proportion of rental housing, specifically areas north and northwest of the Central Business District. This decrease may indicate gentrification (Canada, 2009).

No more than 20 minutes walking time to Queen's (Main Campus):

Within this boundary, the walking time to the centre of campus (the intersection of Union Street and University Avenue) is no more than 20 minutes. This boundary is roughly 1.5 kilometres from the centre of Campus, and within it resides at least 82% of the undergraduate and 65% of the graduate student population. Beyond this boundary, automobile-oriented land use patterns prevail (Queen's University: Town-Gown Relations, 2007).

Central Business District (CBD):

Within this area, which is bounded by Johnson, Sydenham, Brock, Division, Colborne, and Bagot Streets and Place d'Armes includes Kingston's original commercial district. The area contains other pull-factors such as entertainment, arts and cultural events, churches, sporting events, and high-density residential development. Downtown Kingston is intended for engaging pedestrian-oriented activities that can be accessed from the University District by a walking time of no more than 15 minutes (City of Kingston, 2003).

University District:

This area unifies the 15 Minute Walking Area with all University properties located along Union and King Streets, the CBD, Innovation Park, An Clachan Apartments, Williamsville and areas north of the CBD. The entire area is experiencing significant demographic and physical changes as a result of gentrification and Queen's University's desire to expand beyond the city core.

Appendix 2 Detailed Policy Inventory

This appendix provides a more detailed examination of the policies and studies related to residential intensification in the City of Kingston. This section complements the policy analysis undertaken in Chapter 2 (Policy Framework and Analysis).

A2.1 Adopted Official Plan, City of Kingston, 2009

Several sections of the Official Plan actively promote residential intensification within the study area. The following are brief summaries of the immediately relevant sections:

Section 2.3.2 (Intensification) states that the City's general intent to increase the net residential density within the urban boundary. The Plan identifies compatible and complementary infill, redevelopment of appropriately-suited underutilized parcels and brownfield sites, and selected large-scale, high density developments in the Princess Street Corridor and Centres as methods of achieving this density increase.

Section 2.4.3 (Residential Density Targets) establishes the minimum net residential density targets for new developments within the urban boundary of the City as 22 units per hectare, but permits higher densities for large scale and Greenfield developments, mixed use developments in the Princess Street Corridor and Centres, and developments in the peripheral area of existing neighbourhoods.

Section 2.4.5 (Residential Intensification) outlines the City's desire to achieve a nine percent increase in overall residential density within the urban boundary by the year 2026, from 21.6 units per net hectare to 23.5 units per net hectare. This is to be achieved through large scale developments, expansion and conversion of existing buildings, and infill/ redevelopment of vacant, underutilized, or brownfield sites.

Section 3.3.7 (Infill) outlines the policies regulating residential infill development within existing stable neighbourhoods. Infill is permitted, provided that it satisfactorily addresses a number of criteria, which include: adequate municipal servicing; compatibility and suitability of dwelling type, lot size, and other physical characteristics; compliance with built form elements; minimal adverse effects upon the surrounding neighbourhood; manageable traffic increases; and the submission of a heritage impact statement in certain historically-sensitive areas.

Section 3.3.8 (Intensification) discusses the type and location of residential intensification permitted to occur within fully serviced areas. Moderate increases to height and density will be considered at the edge of existing neighbourhoods, near transit routes, community facilities, significant areas of open space and the mixed use centres and corridor.

Section 3.3.9 (Conversion) sets forth a series of requirements that must be addressed to the satisfaction of the City before the conversion of one dwelling unit on full municipal services into two or more dwelling units will be considered. Examples of issues that require attention include design criteria, number of dwelling units, parking, adverse effects, and adequate servicing.

The following are brief summaries of policies contained in the Official Plan that restrict residential intensification to locations that minimize adverse effects on surrounding properties:

Section 2.6 (Stable Areas and Areas in Transition) defines appropriate development within Stable Areas and Areas of Transition. The goal of this section is to “maintain or improve the City’s quality of life by having a pattern of cohesive neighbourhoods and districts, and fostering economic growth by directing investment and managing the degree of change that is warranted in different locations” (City of Kingston, 2009: 39). This section requires new developments that may alter the stability of the neighbourhood to submit a planning rationale in support of such a development.

Section 2.7 (Land Use Compatibility Principles) discusses the compatibility of various land uses. The section defines what is meant by ‘compatible’, offers examples of adverse effects that may be caused to neighbouring properties, distance separation, mitigation measures to minimize adverse effects, and various guidelines or studies that the City may require for background information.

Section 3.3.6 (Existing Residential Areas Stable) lists any pre-existing neighbourhood at the time of Official Plan adoption as a stable area, unless otherwise stated.

Sections 3.3.D.10 (Student Accommodation), 3.3.D.11, and 3.3.D.12 refer specifically to Student Accommodation. Policy 3.3.D.10 acknowledges that student accommodation may not be appropriate in all areas; 3.3.D.11 acknowledges the joint responsibility between Queen’s University, St Lawrence College, Royal Military College and the City of Kingston to provide students with affordable, safe and sanitary accommodation; 3.3.D.12 states that student accommodation must be designed and built to be viable for a broad rental market.

Section 8 (Urban Design) explains that design has not only aesthetic, but functional benefits as well. The City recognizes the importance of good urban design, and mentions areas that require specialized policies to ensure the retention of character. The City requires that new development

must be compatible with its surroundings, which may be enforceable through site plan review, Zoning By-Laws or urban design guidelines.

The following are brief summaries of policies contained in the Official Plan related to Queen's University:

Section 3.5.1a (Permitted Uses – Post-Secondary Institutions) permits a variety of uses on land owned by Queen's University, Royal Military College and St. Lawrence College. These are divided into primary uses (such as classrooms, offices, laboratories, libraries, and other common areas) and complementary uses (such as recreation areas, parking areas, student and staff accommodation, waste handling areas, and convenience commercial properties).

Sections 3.5.12 (Queen's University Context) and **3.5.13 (Objectives)** discuss the role that Queen's University plays in the City, and the objectives that will define that role further in the future. Section 3.5.12 defines the six main areas where Queen's operates within the City (Main Campus, West Campus, the Donald Gordon Centre, the Tett Centre, the former Prison for Women, and Innovation Park). Section 3.5.13 recognises Queen's as a distinct community of interest dispersed throughout the city, and as such possesses different land use mixes and characteristics. The policy requires Queen's to minimise adverse impacts upon the surrounding community, and to protect and conserve various heritage buildings on University property.

Section 3.5.14 (Conversions, Infill and Heritage Buildings) allows Queen's to continue using existing low-density residential buildings on its property, and to renovate and update them as necessary. Queen's is encouraged to maintain the heritage character of buildings fronting onto Barrie Street (these are included in the Old Sydenham Heritage District).

Section 3.5.15 (Development Requirements) subjects Queen's to the requirements of Section 3.5.8 (Development Criteria). These requirements include ensuring compatibility with the surrounding built form, that the heritage character of designated properties is not impacted, that the development is buffered from existing residential neighbourhoods via screening or fencing, and through access provided via arterials or major collectors so that local streets are not overwhelmed.

Section 3.5.17 (Queen's Growth and Expansion) recognises Main Campus as the primary activity centre of the University, and limits Queen's from expanding into the neighbourhoods to the east, west and south of Main Campus. The policy also encourages Queen's and the City to work together in planning the University's future growth and expansion strategy.

Section 3.5.18 (Northerly Expansion of the Main Campus) is intended to govern the future expansion of Queen's University into the Special Policy Area to the north of Main Campus. The City suggests that it undertake a joint secondary planning analysis with Queen's to determine future

expansion and development in this area. Any applications for residential development within the area are to be submitted first to the University, in the event that they decide to appropriate the development at a later date. Should Queen's decide to develop this area further, City Council is encouraged to seek alternatives for relocating or replacing housing lost through the conversion or development processes.

A2.2 Zoning By-Law No. 8499, City of Kingston

A2.2.1 General Provisions

Relevant sections in the General Provisions of By-Law No. 8499 with respect to residential intensification include the following:

Glossary Sections 4.0 & 4.3 (Accessory Building Uses) state that unless otherwise permitted by a particular zone's regulations, no accessory building or structure shall be used for human habitation.

Section 5.2 (Prohibited Uses) states that Cellars (basements where less than 50% of the floor-to-ceiling height is above the average exterior grade) may not be used as dwelling or habitation units.

Section 5.3A (Off-Street Vehicle Parking Provisions) generally require one space per residential dwelling unit throughout all zones in the study area; buildings in the E Zone used by Queen's University or Kingston General Hospital are not required to provide parking, while buildings in the multiple-unit B1 and B3 zones must provide 1.4 spaces per dwelling unit. Non-residential parking requirements vary by building use.

Section 5.6 (Reduction of Minimum Lot Area Prohibited) states that no lot area shall be diminished so that the lot area, lot width, yards or other required open spaces shall be less than those prescribed by the By-Law.

Section 5.21 (Boarding and Rooming Houses) requires that where a house is used as a boarding or rooming house, the minimum bedroom size for a single occupant is 5.5m², and for multiple occupants is 3.7m² per occupant; these rooms may not include cooking equipment.

Section 5.22 (Residential Units Fronting on a Street) requires that units built or altered for use as a dwelling must have street frontage; moreover, no building at the rear of any other building on the same lot shall be erected or altered in such a manner as to produce the condition of a dwelling located in the rear of any other dwelling and not fronting on the street.

Table A2.1 – Zoning By-Law No. 8499

Zone Symbol	Zone Name	Maximum DU per Lot	Minimum Lot Area	Minimum Lot Width	Minimum Yard Widths			Maximum Height	Maximum Lot Coverage	Maximum Net Density	Floor Space Index	Parking Requirements
					Front	Side (1)	Rear					
A	One- and Two-Family Residential	2	370m ² /DU (max 740m ²)	N/A	Usually 4.5m, subject to (2)	lesser of 3.6m and 3/10 of lot width (aggregate) 0.6m (minimum)	greater of the building height or 25% of lot depth	10.7m (roof peak), 7.0m (to base of end gable) (8)	33.3%	27 DU/ha (10)	1.0	1 space/DU
A2	One-Family Residential	1	555m ²	15.0m	7.5m	3.6m (aggregate) 1.2m (minimum)	6.0m	10.7m	N/A	18 DU/ha (10)	N/A	1 space/DU
A4	One- and Two-Family Residential	2	465m ² (one DU) 836m ² (two DU)	12.0m (one DU) 24.0m (two DU) 16.5m (corner lot)	4.5m	3.6m (aggregate) 1.2m (minimum)	5.0m	10.7m	N/A	24 DU/ha (10)	N/A	1 space/DU
A5	One- and Two-Family Residential	2	465m ² (one DU) 740m ² (two DU)	15.0m	7.5m	3.0m (aggregate) 1.2m (minimum)	6.0m	10.7m	N/A	27 DU/ha (10)	N/A	1 space/DU
B	Three Family to Six Family Residential	6	N/A	N/A	6.0m; can be greater if (3) applies	2/5 the height of the main building (maximum 4.8m)	greater of the building height or 25% of lot depth	12.0m	33.3%	69 DU/ha	1.0 for one- or two-unit dwellings, N/A for other structures	1 space/DU
B1	Multiple Family Residential	no specified limit	N/A	18.0m	7.5m	1.8m (one storey) 3.0m (two storeys, plus 1.2m/storey for 3 rd or more)	7.5m (4)	N/A	N/A	varies by number of units, max. 69 DU/ha (11)	N/A	1.4 spaces/DU
B3	Multiple Family Residential	no specified limit	N/A	N/A	7.5m	1 ½ x main building height (aggregate) ½ main building height (minimum)	equal to building height	N/A	100%	123 DU/ha	N/A	1.4 spaces/DU
C	Central Business District Commercial	no specified limit	N/A	N/A	4.5m, or that of adjacent buildings (5); 2.1m (6)	2.4m/side for a two storey building, plus 0.6m/side/storey for 3 rd or more; need not exceed 4.5m (5)	greater of ½ the height of rear wall or 6.0m (5)	2 x distance from street centre line to front wall of building (9)	60% for residential uses, 100% for other uses	123 DU/ha	N/A	1 space/DU (residential) varies by business type (commercial)
E	Special Education and Medical	no specified limit	N/A	N/A	N/A, unless lot is adjacent to street noted in (7)	½ x building height, unless lot is adjacent to street noted in (7)	lesser of 7.5m or 25% of lot depth, unless lot is adjacent to street noted in (7)	N/A	N/A	519 habitation units/ha (on-campus), 27 DU/ha (off-campus)	1.0 for one- or two-unit dwellings, N/A for other structures	N/A for universities, colleges and hospitals

Table A2.2 – Zoning By-Law No. 96-259

Zone Symbol	Zone Name	Maximum DU per Lot	Minimum Lot Area	Minimum Lot Width	Minimum Yard Widths			Maximum Height	Maximum Lot Coverage	Maximum Net Density	Parking Requirements
					Front	Side (1)	Rear				
C1	Central Business System	no specified limit	N/A	N/A	Build –to-plane at street right-of-way unless immediately adjacent to buildings (13 & 14)	N/A, unless lot abuts a Residential Zone noted in (12 & 13)	N/A, unless lot abuts a Residential Zone noted in (12 & 13)	17m (build-to-plane), 25.5m (along angular plane) (15)	100%	123 DU/ha	1 space/DU (residential) varies by business type (commercial)
CMS	Market Square Commercial	no specified limit	N/A	N/A	N/A, unless adjacent building has established front yard (16)	N/A	N/A	Not greater than highest building in block and zoned CMS (17)	100%	123 DU/ha	1 space/DU (residential) varies by business type (commercial)
HR	Harbour	no residential units permitted	N/A	N/A	10m from water’s edge	10m from water’s edge	10m from water’s edge	2 storeys, not to exceed 10.7m	50%	N/A	1 space/DU (residential) varies by business type (commercial)

Notes

- (1) Aggregate: the sum of the average side yard width on both sides of the house. Minimum: the minimum side yard width at any single point.
- (2) The front yard shall be the average of 4.5m and the front yards of immediately abutting buildings if no building is located within 30.0m on the opposite side of the street (condition A), but there are abutting buildings within 30.0m on the same side of the street (condition B). If both conditions A and B apply, the front yard shall be the average of the front yards of those buildings.
- (3) If there exists a one- or two-family dwelling located within 30.0m on the same side of the street, and its front yard is greater than 6.0m, the front yard of the multiple-family building shall be 1.5m greater than that of the previously-erected building.
- (4) 7.5m for buildings 5 storeys or 15.0m in height; an additional 1.2m of rear yard width is required for each additional storey.
- (5) Applies only to purely residential buildings located in Zone C; unless otherwise indicated, no requirement exists for any other usage type.
- (6) Only applies to non-residential building uses on the north side of Princess Street between Concession and Nelson Streets.
- (7) The minimum front, side, and rear yard width requirement is 1 ½ x the main building height for buildings located adjacent to Collingwood Street (between Queen’s Crescent and Union Street), Union Street (between Collingwood and Alfred Streets), Alfred Street (between Union and Johnson Streets), Johnson Street (between Alfred and Barrie Streets), and Barrie Street (between Johnson and Clergy Streets). The minimum front, side, and rear yard width requirement is 7.5m for buildings located adjacent to Barrie Street (between Clergy and King Streets), King Street (between Barrie and Collingwood Streets), and Collingwood Street (between King Street and Queen’s Crescent).
- (8) Flat roofs are not permitted above the 7.0m exterior wall.
- (9) The upper part of a building may exceed this amount, provided that it is set back from the front of a building behind an angular plane calculated from the street centre line (at curb height level) to the top of the wall of the building fronting upon the street.
- (10) The maximum net density in all A zones is not explicitly defined in the By-Law, but has been calculated by dividing the maximum permitted number of dwelling units on each lot by the minimum lot area in hectares.
- (11) Density in Zone B1: 2 DU: 30 DU/ha; 3 DU: 35 DU/ha; 4 DU: 43 DU/ha; 5 DU: 55 DU/ha; 6 or more DU: 69 DU/ha
- (12) Where the interior side yard or the rear yard abuts a Residential Zone, then the minimum interior side yard or rear yard respectively shall be increased to half the height of the building or 6 metres (20 feet), whichever is greater
- (13) The minimum required distance between the water’s edge and the nearest part of any land based building or structure shall be 10.0 metres (33 feet)
- (14) The build-to-plane shall match the existing setback line of immediately adjacent buildings within the block face. Where immediately adjacent buildings have different setback lines, the setback line shall be the same as the immediately adjacent building sited closest to the street right-of-way.
- (15) This regulation affects those lands, buildings, and structures contained within the C1 Zone that are not otherwise regulated for maximum building height
- (16) There shall be no minimum front, side or rear yard requirements except where an adjacent previously erected building has established a front yard, the building to be erected shall have a front yard of an equal depth. Where previously erected buildings with established front yards are adjacent to both sides of a building to be erected, the minimum required front yard shall be the average of the front yards of the two adjacent previously erected buildings.
- (17) The maximum building height of any new building, shall not be greater than the highest building which is located within the same block and is zoned CMS unless the building is replacing a building, damaged or destroyed only by fire or an Act of God, shall be the same as the height of the original building. For buildings located on corner lots the top of the highest projection along the facade shall not exceed 0.5 metres (1.7 feet) above the highest parapet line on a building which is located within the same block and is zoned CMS. For buildings located on interior lots, the top of the highest projection along the facade shall not exceed 0.5 metres (1.7 feet) above the higher parapet line of the two adjacent buildings. The tower of the Prince George Hotel shall not be defined as a parapet or a roof.

Section 5.23 (Conversion of a One-Family Dwelling to a Multiple-Family Dwelling) permits conversion in the majority of study area zones, with the exception of Zones A2, B1 and B3. Conversion is only permitted if sufficient parking is provided for all of the proposed dwelling units, the conversion takes place entirely within the existing building envelope and structure, and a minimum amount of total floor space per bedroom is provided. Section 5.23A permits the conversion of one-family dwellings to two-family dwellings in Zones A, B and E, subject to nearly-identical restrictions; the key difference is that if a building is to contain two dwelling units in Zones A or E, a minimum lot size of 740 square metres must exist.

Section 5.26A (Private Amenity Areas for One- and Two-Family Dwellings) requires no less than 10m² of private amenity area (i.e. living room, common room, den, study area, or the like) to be provided for one- and two-family dwellings.

Section 5.27 (Amenity Areas and Play Space for Multiple-Family Dwellings) requires that both amenity areas (such as patios and balconies) and outdoor play spaces (distinct from amenity areas, to be provided in the building's rear yard) must be provided for each unit in a multiple-family dwelling, according to Table A2.1, below. The minimum prescribed amount of play space per two or more bedroom unit is 2.3m².

Table A2.3: Amenity Space per Number of Bedrooms

Dwelling Unit Type	Amenity Area Requirement (per unit)
Bachelor	14.0 m ²
1 Bedroom	18.5 m ²
2 Bedroom	40.0 m ²
3 Bedroom	65.0 m ²
4 Bedroom	90.0 m ²
5 Bedroom	123.0 m ²
More than 5 Bedrooms	123.0 m ² , plus 7.0 m ² for each additional bedroom beyond 5

(Source: City of Kingston, Zoning By-Law No. 8499, Section 5.27a)

Section 5.28 Mixed Uses allows for mixed-use buildings in all zones, subject to the built form regulations of the most restrictive of the zones required by the building's uses (for example, a mixed commercial/multiple-unit dwelling to be placed in a B Zoned area would be zoned B, as zone B's provisions are more strict than those of zone C).

A2.2.2 Zone A (One- and Two-Family Residential)

Relevant sections within Zone A are as follows:

Section 6.3(a)(i) (Minimum Lot Area) requires a minimum lot size of 370.0 square metres for lots containing one dwelling unit, or 740.0 square metres for lots containing two dwelling units. Assuming two dwelling units per lot, the maximum net residential density permitted in the zone is approximately 27 dwelling units to the net hectare.

Section 6.3(f)(ii) (Maximum Building Height) establishes the maximum height of a building from ground level to the roof summit to be 10.7 metres (approximately three storeys), while the maximum height of an exterior wall, exclusive of the roof gable, is 7.0 metres.

Section 6.3(f)(ii)(4) (Dormers) allows dormers (building additions that project outward from a sloping roof), permitted the additions maintain a minimum setback of 0.4 metres from the roof's edge, 1.06 metres from the roof's ends, and the total combined length of all dormers does not exceed more than 4.6 metres or one-half of the roof's length, whichever is shorter.

Section 6.3(g)(ii) (Maximum Residential Building Depth) establishes the maximum building depth to be the average building depths of the two abutting buildings, unless otherwise constrained by the minimum rear yard width requirements outlined in Section 6.3(d), which provides for a minimum rear yard of either 25% of the lot depth or an amount equal to the height of the rear building wall.

Section 6.3(h)(ii) (Maximum Floor Space Index) states that the maximum permitted floor space index is 1.0 (i.e. the building's total gross floor area cannot exceed the lot size).

A2.2.3 Additional Residential Zones

A2.2.3.1 Zone A2 (One-Family Residential)

Relevant sections within Zone A2 are as follows:

Section 8.2 (Permitted Uses) does not permit two-unit dwellings in Zone A2; the only residential uses permitted are single-unit dwellings and community homes.

Section 8.3(a) (Maximum Building Height) allows a maximum height of 10.7 metres (approximately three stories) for structures in Zone A2.

Section 8.3(e) (Minimum Lot Area) requires a minimum lot size of 555.0 square metres in Zone A2; given that only one dwelling unit is permitted per lot, the net residential density permitted in the zone is approximately 18 dwelling units per net hectare.

A2.2.3.2 Zone A4 (One- and Two-Family Residential)

Relevant sections within Zone A4 are as follows:

Section 10.3(a) (Minimum Lot Area) requires a minimum lot size of 465.0 square metres for lots containing one dwelling unit, or 836.0 square metres for lots containing two dwelling units. Assuming two dwelling units per lot, the maximum net residential density permitted in the zone is approximately 24 dwelling units to the net hectare.

No maximum building height is prescribed for Zone A4.

A2.2.3.3 Zone A5 (One- and Two-Family Residential)

Relevant sections within Zone A5 are as follows:

Section 11.3(a) (Maximum Building Height) allows a maximum height of 10.7 metres (approximately three stories) for structures in Zone A5.

Section 11.3(e) (Minimum Lot Area) requires a minimum lot size of 465.0 square metres for lots containing one dwelling unit, or 740.0 square metres for lots containing two dwelling units. Assuming two dwelling units per lot, the maximum net residential density permitted in the zone is approximately 27 dwelling units to the net hectare.

A2.2.4 Zone B (Three- to Six-Family Residential)

Relevant sections within Zone B are as follows:

Section 13.3(a) (Maximum Height) allows a maximum height of a three- to six-family dwelling in Zone B of 12.0 metres, approximately four storeys.

Section 13.3(h) (Maximum Density) establishes the maximum residential density in Zone B to be 69 dwelling units per net hectare.

A2.2.5 Zone B1 (Multiple-Family Residential)

Relevant sections within Zone B1 are as follows:

Section 14.3(d) (Maximum Density) allows maximum residential density to vary by number of units per building, according to the following table:

Table A2.4: Net Densities in Zone B1

Number of Dwelling Units	Maximum Net Density
2	30 DU/ha
3	35 DU/ha
4	43 DU/ha
5	55 DU/ha
6 or more	69 DU/ha

(Source: City of Kingston, Zoning By-Law No. 8499, Section 14.3(d))

No maximum building height is prescribed for Zone B1.

A2.2.6 Zone B3 (Multiple-Family Residential)

Relevant sections within Zone B3 are as follows:

Section 16.3(f) (Maximum Density) permits the maximum residential density in Zone B3 to be 123 dwelling units per net hectare.

No maximum building height is prescribed for Zone B3.

A2.2.7 Zone C (Central Business District Commercial)

Relevant sections within Zone C are as follows:

Section 20.3(a) (Height) states the maximum height of buildings in Zone C is equivalent to double the distance from the street centreline to the building's front wall. The upper part of a building may exceed this amount, provided that it is set back from the front of a building behind an angular plane calculated from the street centre line (at curb height level) to the top of the wall of the building fronting upon the street.

Section 20.3(h) (Maximum Density) establishes the maximum residential density in Zone C to be 123 dwelling units per net hectare.

A2.2.8 Zone E (Special Educational and Medical)

Relevant sections within Zone E are as follows:

Section 17.3(f) (Density) states that the maximum net density for the on-campus residences may not exceed 519 habitation units per net hectare. Habitation units differ from dwelling units as they are merely used for sleeping, and are not self-contained (like dwelling units). Thus, this figure applies only to on-campus residences operated by Queen's University; off-campus housing in Zone E is subject to the maximum density regulations of Zone A.

A2.2.9 Zone E1 (Special Educational and Medical)

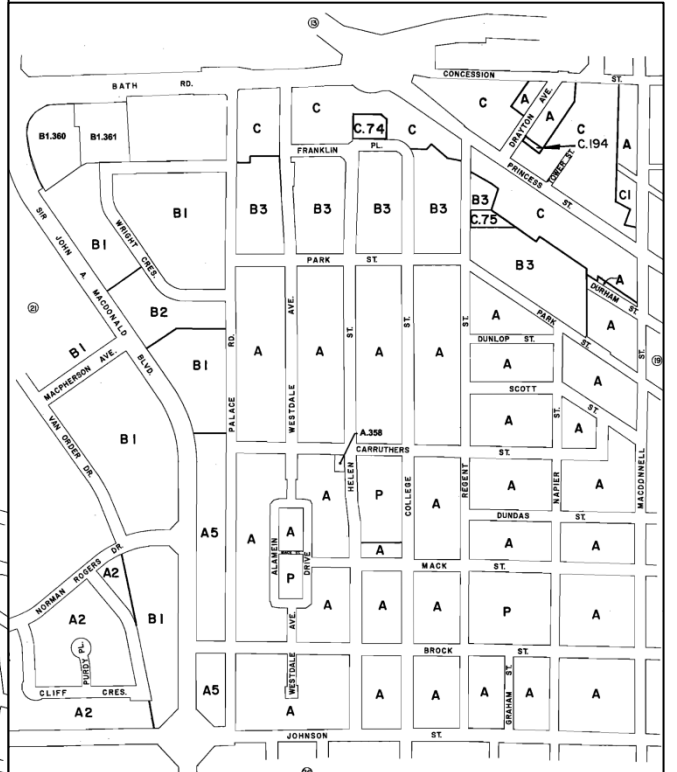
This is a smaller subordinate zone, largely localised to Queen's University's West Campus. Relevant sections within Zone E1 are as follows:

Section 18.3(a) (Maximum Height) establishes the maximum building height in Zone E1 as 23 metres (approximately seven storeys).

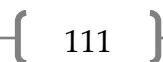
Section 18.3(i) (Maximum Density) in Zone E1 is the same as that of Zone E, 519 habitation units to the net hectare.

A2.2.10 Study Area Zoning Maps

All credits: City of Kingston, Zoning By-Law No. 8499



**Below Left – Figure A2.5:
Zoning Map 26 (west-
central study area)**



A2.3 Downtown and Harbour Zoning By-Law No. 96-259, City of Kingston

A2.3.1 General Provisions

Relevant sections of the General Provisions, in relation to residential intensification for all zones located within the area governed by By-Law No. 96-259, include the following:

Section 5.1.3 (Accessory Building or Structures – Use Not Permitted) prevents accessory buildings or structures to be used for human habitation.

Section 5.22.5.2 (Residential Parking Ratios) establishes the minimum number of parking spaces for apartments, semi-detached/duplexes, single-detached and row dwellings (or dwellings containing more than three units) to be one space per unit.

Section 5.22.5.7 (Parking Alternatives) allows parking for residential units located within the Central Business System Zone (C1) and Market Square Commercial Zone (CMS) not located on the same lot, to be located on a lot no more than 60.0 metres from the lot with the main building.

Section 5.23.2.4 (Existing Non-Conforming Uses – Additions or Extensions) allows non-conforming uses to continue in existence but shall not be enlarged or extended to occupy any of the following: additional land area on the same or any other lot or parcel, additional gross floor area of the building or structure, additional gross floor area in excess of the in excess of the gross floor area of the existing building or structure, and additional residential units within a building.

Section 5.23.6 (Frontage on a Street) requires that buildings or structures be built upon a lot that abuts a street.

Section 5.25 (Number of Buildings per Lot) limits the number of buildings constructed on a lot to one, with the exception of accessory buildings or structures, unless otherwise stated by the stipulations in this section of the by-law.

A2.3.2 Zone C1: Central Business System

The purpose of this zone is to allow for a variety of commercial development types to create a lively and attractive downtown corridor. Commonly permitted uses include various types of commercial, office space and mixed commercial/residential developments. Within Zone C1, there are 26 specific categories; however,

these are subject to the general regulations governing Zone C1, except as otherwise stated for in the Specific Zone Section.

Relevant sections within Zone C1:

Section 7.2.4 (Conversion of Existing Buildings) permits the conversion of commercial buildings to contain one or more residential units as long as the building was erected prior to the approval date of the By-Law and is in accordance with the following: all such dwellings are located in or above the second storey, there is no expansion or enlargement of the external walls or roof of the existing building, and there shall be no regulations regarding Minimum Front Yards, Side yards, Rear Yards, Maximum Percentage of Lot Coverage, and Amenity Area.

A2.3.3 Zone CMS: Central Market Square Commercial

The purpose of this zone is to allow for a variety of commercial development types to create a lively and attractive area surrounding Market Square. Commonly permitted uses include various types of commercial, office and mixed commercial/residential developments. Within Zone CMS there is one specific zone with special provisions that are still subject to the general regulations governing the C1 Zone, except as otherwise stated for in the Specific Zone section.

Relevant sections within Zone CMS:

Section 8.2.4 (Conversion of Existing Buildings) permits the conversion of commercial buildings to contain one or more residential units as long as the building was erected prior to the approval date of the by-law and is in accordance with three stipulations as stated within this section of the by-law.

A2.4 Campus Plan, Queen's University, 2002

The Queen's University Campus Plan provides the policy framework for campus development. The Plan seeks to ensure that every alteration to the buildings and landscape making up the Queen's campus will meet the needs both of specific users and of the University community as a whole. From the Statement of Goals and Objectives, the first goal is to continue to attract and retain students with outstanding potential and diverse backgrounds from across Canada and around the world. One of the initiatives used in attracting students is the provision for on- and off-campus housing, which is considered in numerous sections of the Campus Plan.

Relevant residential intensification strategies of the Campus Plan include the following, as taken from Campus Plan 2002:

Strategy 4 (Respecting Campus Neighbours: Community, Park, Lake) discusses the University's goal to maintain positive relationships with the City of Kingston, Kingston General Hospital, and other campus neighbours, by identifying and addressing common issues and by mitigating the impact of campus life and development on adjacent land uses.

Strategy 11 (Campus Structure: Identifying Core, Integrating Edges) states that through future development, the University should seek to establish a positive relationship with the adjacent community fabric, so that the integrity and well-being of adjacent neighbourhoods and public open spaces are preserved and the campus presents a favourable face to the public. University uses, such as housing and recreational open space, may be considered supportive of adjacent community uses. They should normally be designed to a pattern of frontage in which the buildings or open spaces face the surrounding community across a street, thus reinforcing the sense of integration between campus and community.

Strategy 39 (Housing) states that the existing stock of campus residences will be maintained and modified. A comprehensive housing strategy that balances the needs for economy, proximity, diversity, and community stability should be established in collaboration with the City of Kingston and the private sector. Consideration should be given to creating different types of accommodation, as required. The University should continue to monitor enrolment to determine the demand for housing, and should continue to work with the City and private developers in exploring options for off-campus student housing that balance the needs of students for accessible and economical housing with the community's needs for neighbourhood stability and housing-stock diversity.

The Campus Plan contains both mid and long range demonstration plans that state the direction of future growth on and surrounding the campus. Described below are the relevant sections relating to future mid-range on and off campus housing:

Section 3-5 (Tindall Field) identifies a future opportunity for new buildings to be constructed where Tindall Field was previously located prior to the 2008/09 reconstruction, at Union and Albert Streets; this area is presently a surface parking facility, while the field itself is now adjacent to Robert Sutherland Hall. Uses for the building have yet to be determined, but could include academics, support services, residences, or some combination of the three.

Section 3-6 (Lower Albert Street) proposes that the existing housing to the south of Victoria Hall be replaced with more land-intensive University buildings, including both academic and residential

uses. In addition, the site between the existing McNeill and Morris Residences provides additional housing opportunities, possibly to diversify the type of housing found in this area of campus.

Section 3-7 (West Campus) directs development on West Campus to be an extension of the current uses already situated there, including residential uses. Additional housing could be developed on sites adjacent to the existing residences and north of West Campus Road. This development could connect the John Orr Tower to the other West Campus residences, creating a more viable, street-related housing community.

Described below are a number of relevant sections relating to future long-range on and off campus housing:

Section 4-2 (Lower Albert Street) is similar to the mid-range Lower Albert Street section, in that the long-range plan focuses on replacing the housing fronting onto Albert Street with more intensive-use buildings, while respecting the residential properties on Collingwood Street. Also, the possibility of intensifying the existing residences surrounding Leonard Field to increase on campus housing is a potential opportunity.

Section 4-3 (North of Clergy Street) identifies the area north of Clergy Street as a diverse neighbourhood with integrity, possessing several heritage buildings, and as a primary student housing area located in close proximity to the campus. The long range plan has three variations of development patterns that could occur. The first is infill, placing new residential buildings between existing dwellings, thus increasing density while respecting the existing nature of the area. The second is a quadrangle pattern, with existing dwellings and buildings being replaced by new buildings with interior courtyards. The final development pattern is the “superblock”, with an entire existing block being replaced by one large building. The use of the new buildings has not yet been determined, but could include academics, support services, residences, or some combination of the three.

A2.5 Kingston Transportation Master Plan, 2004

The Kingston Transportation Master Plan (KTMP) guides the growth and development of the City's transportation network to 2029. While the KTMP does not make explicit reference to residential intensification, its recommendations do so in an oblique fashion, and possess the overall goal of reducing the modal share of the private automobile. The strategic direction proposed by the KTMP recommends that the city seek to increase the modal share of public transit and active transportation methods such as cycling and walking. Transit's modal share can be increased by better land use patterns that prioritise transit over the automobile (i.e. greater density around transit nodes and stops). This would strongly imply that density should be concentrated in areas with frequent transit service (with respect to the study area, the Princess

Street corridor and Union Street). Coupled with this focus, the KTMP recommends the city develop an extensive pedestrian network, with a maximum walking distance of 400 metres to the nearest transit stop.

A2.6 City of Kingston Urban Growth Strategy, 2002

The Urban Growth Strategy provides insight into the growth management plan of the City to 2026. This study looked at where and how the forecasted growth should occur. Various growth alternatives were developed and evaluated using a set of established criteria. It was determined that the first priority in terms of where growth should occur is in the Committed Development Area (CDA) and with a second priority in the Growth Alternative (GA) 1A and GA 2 on the west and east parts of the urban boundary. In considering how and where the growth should occur, factors relating to intensification such as “smart growth”, densities, infill and redevelopment, mixed use, brownfields, and the role of the Central Business District and other commercial areas were accounted for. Recommendations that were produced that relate to residential intensification are listed below:

- The development of a strategy that reduces the modal share of the private automobile and, therefore, requires development forms which support this approach.
- No redesignation of industrial lands for residential purposes, allowing for an increase in job creation.
- Promote the relationship between the commercial nodes and the Princess Street corridor connecting them.
- Implement a minimum density target promoting transit friendly and cost effective developments.
- Amend Zoning By-Laws to allow modest level of residential intensification through various dwelling types.
- Promote infill and redevelopment opportunities by minimizing constraints.
- Encouragement of mixed-use developments
- Support Brownfield initiatives and provide financial incentives to encourage landowners to redevelop.

Residential intensification is therefore promoted within the CDA generally across the City, while also focusing on specific areas as mentioned above.

A2.7 Downtown and Harbour Area Architectural Guidelines Study, 2007

The City of Kingston's Downtown and Harbour Area Architectural Guidelines Study was completed to provide the City with direction in the evaluation of development proposals in those areas. The detailed

report contains numerous massing studies showing hypothetical commercial and residential developments in the area, as well as extensive architectural urban design criteria for several sub-areas. Most relevant to the topic of residential intensification are the guidelines for what constitutes good infill within the downtown and harbour areas. New infill should conform to existing zoning regulations, should have the same street façade height as neighbouring buildings, be a minimum of two storeys and have the upper storeys occupied with residential, institutional, or personal business services. In addition, new developments should not use materials such as vinyl siding, mirrored glass, residential style aluminum siding, non-architectural concrete masonry units or corrugated metal siding. The recommendations from this study help to ensure that intensification opportunities are compatible with the surrounding street fabric.

A2.8 Old Sydenham Heritage Area Heritage Conservation District Study, 2009

This report, written by Bray Heritage for the City of Kingston, noted that Sydenham Ward demonstrates the required characteristics of a Heritage District. As such, it was recommended that the area should be designated as a Heritage Conservation District under Section V of the Ontario Heritage Act. Designating this area as a Heritage District would require all properties to be subject to site plan control, including any new infill or conversion developments. The proposed Heritage District boundary is triangular in form, bordered by Barrie, King and Johnson Streets, and has been based on historic, visual, physical, and legal factors. Given the pending heritage designation and the stricter regulations that would be associated with this, certain forms of residential intensification may not be permitted or deemed appropriate.

A2.9 North Block Redevelopment Strategy, 2008

The report encourages intensification in both commercial and residential functions in the North Block area. Much of the upper storey space may be developed as residential and existing amenity space requirements may not be appropriate. Amenity space requirements could be made via internal courtyards and rooftops. The removal of storey restrictions is recommended. It is also recommended that several previous Official Plan City Hall cupola views in favour or new view corridors identified in the study. These views reflect the different massing studies conducted on North Block parcels.

Appendix 3 Sample Stakeholder Interview Questions

The following questions were used as a guide when conducting interviews with stakeholders of the residential intensification process occurring within the near-university neighbourhoods. The interviews were conducted in a semi-structured manner, which was beneficial as we were able to collect information on topics not specifically identified in these questions. Stakeholders were separated into general categories and questions were tailored to draw upon the knowledge bases of each group. These questions received ethics approval from Queen's University in October, 2009.

A3.1 Residents

1. How long have you been a resident of this neighbourhood?
2. What factors influenced you to take residence within this neighbourhood?
3. What changes have you noticed within the neighbourhood since you moved here?
4. On a scale of 1 to 10, with 1 being the lowest, how would you rate the quality of your neighbourhood?
5. What factors influence the quality of life in this neighbourhood?
6. Do you feel that residential intensification will affect the quality of life in the neighbourhood? Explain your response.
7. Can you think of a desirable and/or undesirable example of intensification that has occurred in the neighbourhood? What aspects were acceptable/ unacceptable?
8. Where would you like to see intensification be focused? And where should it not be focused?
9. What are your thoughts on the type of intensification that should occur?
10. Are you or other residents satisfied with the availability of business services within your neighbourhood?
11. What type of business services would you or other residents like to see within your neighbourhood?
12. What is your opinion of mixed-use properties (residential and commercial occupancies on same lot)?
13. What kind of role should Queen's University play in providing housing to students?
14. Do you think your neighbourhood meets your expectations as an ideal neighbourhood? If so, what are the positive attributes? If not, can you think of an example elsewhere of a neighbourhood that would serve as a model for your neighbourhood?
15. What types of improvements would this neighbourhood benefit from?
16. The current City of Kingston Official plan directs growth until the year 2026. What do you think this neighbourhood *will* look at that time?
17. What *should* this neighbourhood look like in 2026? (Ideally)

A3.2 Developers/ Landlords

1. How long have you owned or managed residential properties in the study area?
2. How many properties do you own or manage in the study area?
3. How many dwelling units do you own or manage?
4. Approximately how many people do you provide housing to?
5. What problems are encountered when providing housing to students? Non-students?
6. Are these problems consistent for all types of rental units, or primarily related to specific areas or sizes of units?
7. What advantages and/or disadvantages do you see in renting to a more diverse set of individuals, not just students?
8. What are the most profitable housing types in the neighbourhood surrounding the university?
9. What type of unit (number of units, apartments versus houses) seems to fill the most quickly each year?
10. Is there a demand for one particular dwelling type over other dwelling types?
11. Is there a particular size of unit you would prefer to rent?
12. Have you built, or are you planning on building an addition to any of your properties?
13. Do you/did you ever live in the neighbourhood? If so, for how long?
14. Are there any changes you would like to see to the zoning bylaws to improve the quality of housing?
15. What benefits do you see with intensification?
16. What instruments should be implemented to assist with community-level intensification?
17. Would you or other landlords be interested in introducing more mixed-use developments, such as retail on ground floor and residential above to the University District and surrounding neighbourhoods?
18. What do you think of a licensing system being developed for rental accommodations?
19. Have you encountered any criticisms from the general public regarding rental accommodation within Kingston?
20. If you were to construct/manage a new development, what type of development would it be? (Ideal)
21. What type of residential intensification should Kingston pursue in the study area?

A3.3 Councillors

1. On a scale of 1 to 10 with 1 being the lowest, how satisfied have your constituents been with the relationship between students and non-students living in the neighbourhood?
2. What changes have you noticed most in the neighbourhood since you were elected?
3. Do you think these changes have enhanced your constituents' quality of life, or detracted from it?
4. Do you feel residential intensification will affect the quality of life in your ward? How?

5. Can you think of desirable/undesirable examples of intensification that has occurred in your ward?
6. Have there been any controversial examples of intensification within your district?
7. If yes, what are some of the general arguments for/ against residential intensification frequently cited by your constituents?
8. Where do you think the intensification should take place?
9. In your opinion, what issues have prevented many of the recommendations from the previous studies from being implemented?
10. What changes would you like to see made to the zoning bylaws to improve the quality of housing?
11. Is there a neighbourhood elsewhere that you see as an ideal example of what you would use as inspiration for planning in and around Queen's University?
12. The current City of Kingston Official plan directs growth until the year 2026. What do you think this neighbourhood *will* look at that time?
13. What do you think your ward *should* look like in 2026?

A3.4 City of Kingston Staff

1. On a scale of 1 to 10, how would you rank the importance of residential intensification within the student village?
2. Where do you think the intensification should take place?
3. In your opinion, what issues have prevented many of the recommendations from previous studies from being implemented?
4. What changes would you like to see made to the zoning bylaws to improve housing?
5. Is there a neighbourhood elsewhere that you see as ideal that you would like to see occur around the university?

A3.5 Queen's University- Administrative

1. What role should Queen's University play in providing housing for students?
2. For how many students does Queen's University provide accommodations? Both on and off campus.
3. What are current projections for future increases in enrolment?
4. Has Queen's University considered building additional *on-campus* residences to house more of the student population past their first year? If so, what type and when would it be built?
5. Has the University considered providing additional *off-campus* housing? If so, what types of accommodation?
6. The current City of Kingston Official plan directs growth until the year 2026. What do you think the off-campus student housing area *will* look like in 2026?
7. What do you think the off-campus student housing area *should* look like in 2026? (Ideally)

A3.6 Queen's University- Student Leadership

1. What role should Queen's University play in providing housing for students?
2. What role should Queen's University student government play in off campus housing?
3. What are some common problems students face when finding off-campus accommodation?
4. Do students face significantly different problems depending on the form of off-campus accommodation (apartment, house, few bedrooms, many bedrooms, etc.)?
5. Do you feel that students would benefit from having more services and amenities in the off-campus student housing area, through the provision of more mixed-use (commercial/residential) buildings?
6. The current City of Kingston Official plan directs growth until the year 2026. What do you think the off-campus student housing area *will* look like in 2026?
7. What do you think the off-campus student housing area *should* look like in 2026?

A3.7 Common Students

1. How many roommates do you have?
2. What type of structure do you live in? (detached/semi detached house, low/medium rise apartment)
3. How many other units are in your structure?
4. Do you feel there is an adequate amount of housing around campus for students?
5. How would you rate the housing opportunities surrounding Queen's University?
6. What forms of housing do you think you and other students would like to see more of in the student housing area, both on and off campus?
7. What are the largest complaints regarding student housing?

Appendix 4 Intensification Workshop

On October 20th, 2009, the project team conducted an intensification workshop for the relevant stakeholders at the School of Urban and Regional Planning. The purpose of the workshop was to consider various aspects of residential intensification within Kingston from the stakeholders' perspectives. The information collected from the workshop will be used to guide the recommendations that will be made regarding the intensification of the near-university neighbourhood. The agenda for the workshop can be seen below, along with details of the two activities completed.

1. Introduction and Overview of Study
2. Description of the Intensification Workshop
3. Activity 1 – Intensification Rotational Stations
4. Activity 2 – Design Charette
5. Concluding Remarks

A4.1 Activity 1: Intensification Rotational Stations

During the first half of the workshop, stakeholders were divided into small groups, and were given the opportunity to actively participate in and cycle through four activity stations, each of which focused on a specific aspect of intensification. The four stations and a brief explanation of each can be seen in Figure A4.1.

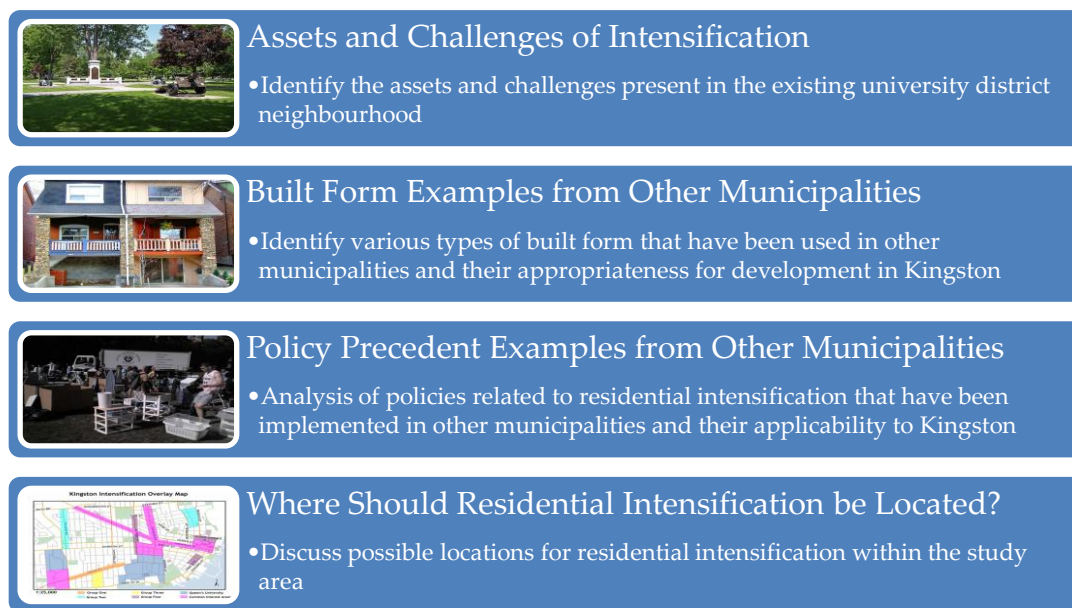


Figure A4.1: Activity 1 – Intensification rotational stations

A4.2 Activity 2: Design Charette

The second half of the workshop consisted of a design charette that asked each participant group to design an intensification project for an area of opportunity that currently exists within the study area. The four projects, with a brief explanation and the resultant design are shown in Figure A4.2.



Adaptive Reuse

- Adaptive reuse project of the former No Frills grocery store on Bagot Street



Internal Conversion

- Conversion of a vacant seven-bedroom house on Union Street into a multiple-unit dwelling



Underutilized Lot Development

- Development of the former National Car Rental lot at the intersection of Princess and Albert Street



Infill

- Severance of a large parcel on Albert Street, upon which an infill building would be constructed

Figure A4.2: Activity 2 - Design charette

A4.3 Photographs of Workshop in Progress



Figure A4.3: Activity 1 – Discussion on where intensification should be located
(Credit: Dorothy Belina)



Figure A4.4: Activity 2 - Design charette for an internal conversion development
(Credit: Dorothy Belina)

Appendix 5

Precedent Case Studies Catalogue

University Neighbourhoods in North America

1. Ann Arbor, Michigan, USA - University of Michigan
2. Burnaby, British Columbia, CA - Simon Fraser University
3. Hamilton, Ontario, CA - McMaster University
4. Ithaca, New York, USA - Cornell University
5. London, Ontario, CA - University of Western Ontario
6. Starkville, Mississippi, USA - Mississippi State University
7. St. Catharines, Ontario, CA - Brock University
8. Syracuse, New York, USA - Syracuse University
9. Waterloo, Ontario, CA - University of Waterloo



University of Michigan Neighbourhood
Location: Ann Arbor, Michigan
Core Population: 114,000
Major Institutions: University of Michigan

Ann Arbor, located just outside Detroit, is a mid-size city integrated around the University of Michigan. The history and culture of Ann Arbor has been deeply affected by the existence of the University. Thirty-two percent of the city's population is university students. The benefit of having the University of Michigan located in Ann Arbor is that the University employs approximately 38,000 city residents, making it one of the biggest employers in the area.

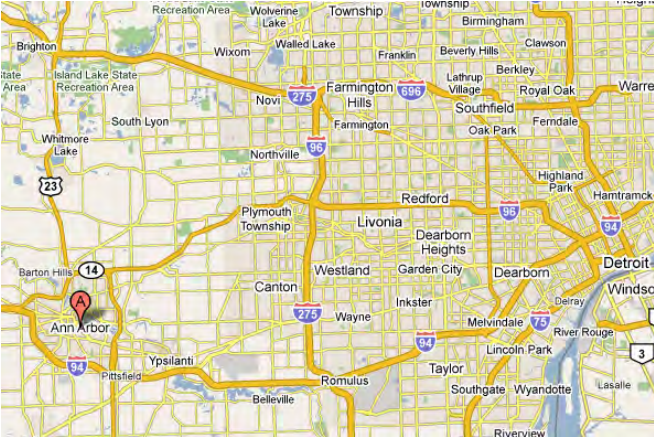


Figure 1: Ann Arbor, Ontario (source: www.google.ca)

Table 1: Quick Facts - Ann Arbor vs Kingston

Facts	Ann Arbor	Kingston
Core Population	114,000 (2000)	117,207 (2006)
CMA Population	341,847 (2000)	152,358 (2006)
Institutions	University of Michigan	Queen's University Royal Military College St. Lawrence College
Major Institution	University of Michigan	Queen's University
Location of Institution	Approximately 1.5km to downtown	Approximately 1.5km to downtown
Enrolment at Institution	Full-time Students: 37,680 Part-time Students: 3,362 Total Students: 41,042	Full-time Students: 17,360 Part-time Students: 2,080 Total Students: 19,440
Type of Student Residences	Suite Style Dorm Style (Singles, Doubles, Triples & Quads)	Apartment Style Dorm Style (Singles, Doubles & Triples)
Number of Residence Spots	12,562 spots	3,854 spots

Built Form

There are fifteen neighbourhood districts within the city of Ann Arbor that the University of Michigan has identified as containing a significant amount of student housing. These neighbourhoods encircle the three campuses of the university, located in the north, south, and downtown of Ann Arbor. Traditionally, the most common form of housing for students in the city was former family homes that were renovated into student rooming houses. However, many single-family homes are now being torn down to allow for bigger buildings. Developers are also building student-rental high-rises adjacent to the university campus or in downtown. These vertical developments are expected to shrink the reach of the expanding student neighbourhoods and take pressure off traditional single family neighborhoods.

A recently proposed development project, named "The Madison," called for a 14-storey building with 161 rental units. However, this proposal was rejected by the community for being "out of scale with the neighbourhood", and the developer was forced to downsize the project to a four storey building.

History of Town-Gown Relations

Although the University is the principal economic engine of the city, there has been tension between students and residents in the past. During the 1950s the city's private market was not able to keep up with university expansion and housing supply lagged behind demand. Students were forced to live in crowded and substandard conditions. In the 1970s, local rental property owners banded together to oppose the work of the Ann Arbor Tenants and Students Union and the rent control efforts of the City.

Today, however, the City of Ann Arbor and the University of Michigan both benefit from many "town-gown" relationships. Through the University's department of Community Relations the city dovetails with the campus to provide municipal services. Some of these shared services include recycling and garbage disposal, public transit, road repairs, shared parking garages, heritage conservation, and community policing.

The University also plays a very active role in the planning of the city. In 2000, working in collaboration with the City's Downtown Development Authority, the School of Business and School of Urban Planning completed a neighbourhood redevelopment plan for reviving a vital gateway to the campus: the State Street business district. The University's active role in almost all municipal affairs gives the school a great deal of leverage over issues such as student housing, public transportation, and other aspects of the city that affect students and faculty.

Policies and By-laws

In 2006, the City Council of Ann Arbor adopted a masterplan, designed by the planning firm of Peter Calthorpe, for a Downtown Design Guidelines project. These guidelines were intended to promote high quality, compatible development in the downtown. Particular attention was paid to the pedestrian experience, sustainable design, and the perceived scale of buildings. Design guidelines include: *Pedestrian Circulation Systems*, which outline the location of pedestrian circulation systems to provide continuity with street blocks; *Sustainability in Site Planning*, which support and encourage green building principles including maximizing energy efficiency and renewable energy strategies, and minimizing storm water run-off to limit negative impacts on local ecosystems; *Open Space Requirements*, which provide places for people to gather, engage in activities and enjoy a sense of community; *Surface Parking, Driveway, and Parking Structure Guidelines*, with the primary goal of ensuring structures have a positive effect on the street edge, to minimize visual impacts and to provide for an active pedestrian-friendly street front; and *Human Scale Guidelines*, which ensures buildings provide elements which engage pedestrian activity, and provide a sense of human scale and visual interest.



Figure 2: Neighbourhood in Ann Arbor with proposed 14 storey development versus neighbourhood with the 4 storey development.

Role of City, Private Developer and University

Although the University of Michigan has the sixth-largest campus housing system in the US, the majority of student housing is provided by landowners within the city. Private developers are now slowly changing the face of Ann Arbor's student neighbourhoods by increasing density through mid-rise apartments.



Relevance - Lessons Learned
Through extensive community programming, the University has become an equal partner in providing almost all municipal and social services to the City. The University is heavily invested in the community and has very close relations to most city residents. This investment in the community has paid dividends to Ann Arbor in terms of providing a high quality of life and ensuring a wide array of housing options for both students and residents.

Simon Fraser 'UniverCity' Neighbourhood

Location: Burnaby, British Columbia

Core Population: 216,340

Major Institutions: Simon Fraser University

In 1996 Simon Fraser University agreed to transfer more than 320 hectares of University-owned land to the City of Burnaby to double the size of the Burnaby Mountain Conservation Area. In return, the city approved an Official Community Plan (OCP) allowing the school to begin development of a residential community, later named "UniverCity". The OCP outlines the plans for a dense, mixed-use community on approximately 65 hectares of land surrounding the university campus. It is also one of the first OCPs in North America to mandate by-laws for green building practices as part of the development process.

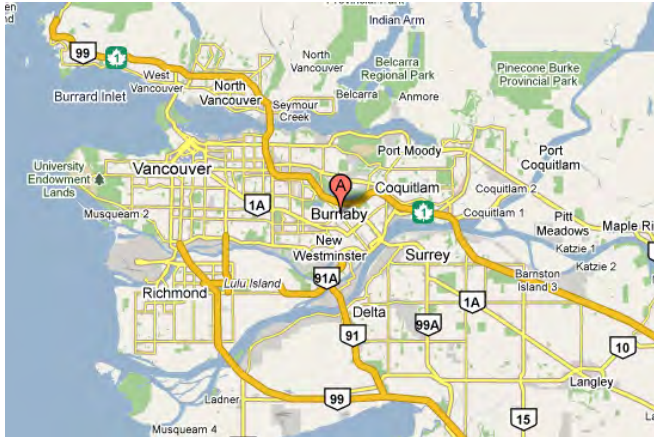


Figure 1: Burnaby, British Columbia (source: www.google.ca)

Table 1: Quick Facts - Burnaby vs Kingston

Facts	Burnaby	Kingston
Core Population	216,340 (2006)	117,207 (2006)
CMA Population	341,847 (2006)	152,358 (2006)
Institutions	Simon Fraser University British Columbia Institute of Technology	Queen's University Royal Military College St. Lawrence College
Major Institution	Simon Fraser University	Queen's University
Location of Institution	Approximately 1.5km to downtown	Approximately 1.5km to downtown
Enrolment at Institution	Full-time Students: 16,586 Part-time Students: 13,727 Total Students: 30,313	Full-time Students: 17,360 Part-time Students: 2,080 Total Students: 19,440
Type of Student Residences	Townhouses Dorm Style (with meal plan or kitchen) *All types have private bedrooms	Apartment Style Dorm Style (Singles, Doubles & Triples)
Number of Residence Spots	1,819 spots	3,854 spots

Built Form

UniverCity is designed to be a compact, mixed-use and transit-oriented community. Development in UniverCity includes a mix of mid-rise towers and more "family-friendly", ground-oriented townhouse units. The project also includes plans for a park and an elementary school. The commercial core of UniverCity is a village-style block with restaurants, shops, services and grocery stores. Designed to encourage strolling and browsing, development parcels are street-oriented, mixed-use buildings with retail at-grade and residential units or offices above. The commercial core is also home to the Town Square, a public plaza that ties the campus to the residential community. It is lined on one side with cafes and restaurants and provides a venue for events, festivals and concerts for students and residents.

Built Form Continued

Future development planned for the rest of site will take advantage of the steeply sloped terrain, allowing for terraced buildings and higher density forms of development ranging from 8 to 20 storeys in height. These buildings will offer excellent views of the area's natural scenery of ocean and mountains. Overall, the UniverCity development is designed to accommodate 10,000 people on 65 hectares of land, which amounts to a density of 154 people per hectare.



Figure 2: Mid-rise Apartments

Mid-rise apartment buildings with fourth floor set-back. Setting the height back from the street makes the buildings more street-oriented and allows more natural light to fall on the sidewalks.



Figure 3: Mixed-use Development

Mixed-use commercial and residential buildings line the main street of UniverCity. These developments feature stores, cafes, and restaurants at street level with apartments and offices above.

History of Town-Gown Relations

UniverCity is owned and operated by Simon Fraser University. Since the development was only recently completed, there is little history of relations between UniverCity and the City of Burnaby.

Policies and By-laws

Since the fall of 2008, UniverCity and the City of Burnaby have implemented zoning by-laws that include requirements for sustainable features and practices in all new developments. They include:

1. Green Building Requirements – Lists targets and practices for site development, water conservation and efficiency, energy and atmospheric impacts, use of resource efficient materials, waste reduction and indoor air quality.
2. Green Building Bonus – Provides density bonusing for projects demonstrating further enhancements in the areas of stormwater management, energy efficiency, and utilization of alternative energy systems.
3. Landscape Requirements – Lists standards and required practices for topsoil, water management, native plants and requirements for landscape plans.
4. End of Trip Requirements – Every office or non-residential building must provide end-of-trip facilities for the use of employees cycling to work, including showers, lockers and change rooms.

To ensure that the community caters to a diverse range of income levels, the City of Burnaby has introduced legalized secondary suites into their zoning by-laws to allow for affordable housing. These secondary suites (or "flex suites") are built into strata-titled apartments and are equipped with bathroom and cooking facilities and can be rented out separately from the rest of the unit. Note: Strata-title property is a form of ownership in which a property owner owns their individual unit, plus a share of the common areas of the site.

The UniverCity community was designed to enhance and take advantage of its location adjacent to the extensive wilderness area that is the Burnaby Mountain Conservation area. The development of UniverCity was premised on the protection of more than 320 hectares of land to more than double the size of the conservation area. In addition, the overall design of the community works to further enhance the natural habitat of the surrounding area through stormwater management, and local planting guidelines.

Role of City, Private Developer and University

Simon Fraser University Community Corporation manages the development of UniverCity. The corporation leases land from the 65 hectare site to private development firms. However, all development is regulated by by-laws outlined in the City of Burnaby OCP, which was developed in partnership with the University. Therefore, all three parties play an important role in providing good student housing.



Relevance - Lessons Learned
UniverCity sets an excellent precedent for development in the rest of Burnaby and other cities devoted to sustainability, such as Kingston. The allowance of "flex suites" is a creative opportunity to promote development of a high quality of design without excluding residents from a lower income bracket, such as students. Also, UniverCity illustrates how well-designed development can actually improve the quality of natural landscapes, such as a mountainside or waterfront, both aesthetically and ecologically.

McMaster University Neighbourhood
Location: Hamilton, Ontario
Core Population: 504,560
Major Institutions: McMaster University and Mohawk College

Hamilton is a port city located on the west side of the Niagara Peninsula in Southern Ontario. It is home to a number of post-secondary educational institutions. The two major institutions are McMaster University and Mohawk College, the largest skilled trades college in Ontario. Hamilton is also home to Columbia International College, a university-preparatory school and a private Christian institution, Redeemer University College.

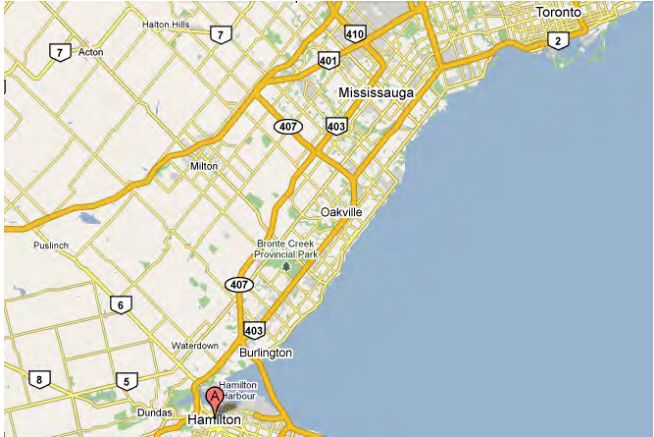


Figure 1: Hamilton, Ontario (source: www.google.ca)

Table 1: Quick Facts - Hamilton vs Kingston

Facts	Hamilton	Kingston
Core Population	502,560 (2006)	117,207 (2006)
CMA Population	692,911 (2006)	152,358 (2006)
Institutions	McMaster University Mohawk College Columbia International College Redeemer University College	Queen's University Royal Military College St. Lawrence College
Major Institution	McMaster University	Queen's University
Location of Institution	Approx. 1.5km to downtown	Approximately 1.5km to downtown
Enrolment at Institution	Full-time Students: 23,413 Part-time Students: 3,597 Total Students: 27,010	Full-time Students: 17,360 Part-time Students: 2,080 Total Students: 19,440
Type of Student Residences	Apartment Style Dorm Style (Singles, Doubles & Triples)	Apartment Style Dorm Style (Singles, Doubles & Triples)
Number of Residence Spots	3,683 beds	3,854 spots

Built Form

Off-campus student housing around McMaster University campus generally consists of single-family dwellings that have been transformed into student homes by converting shared amenity space into bedrooms. These single-family homes house between 5 and 10 students and often contain no common living space.

Dundurn Edge Developments Inc., a private developer, saw a need for more diverse off campus housing and built the West Village Suites in 2007. The infill development is located on a main arterial road less than 1 kilometre from campus. Although it is a large 9-storey structure, the development is located along a primarily commercial corridor and upper levels are set back to minimize its perceived height. The building contains many amenities which make it an attractive place for students to live. There are commercial retailers on the ground floor, laundry facilities, a fitness centre, study rooms and secure bike spaces.



Figure 2: West Village Suites (source: http://www.westvillagesuites.ca/)

History of Town-Gown Relations

Long-term resident concerns over student housing led to the creation of a 'community strategy' for the neighbourhoods surrounding the university focusing on three major components: student housing, town and gown relations, as well as, parking enforcement, by-laws and property standards.

Actions that have been undertaken by McMaster University to improve town-gown relations include: ensuring the off-campus housing office only advertises properties which comply with the City's codes and standards; ensuring that the McMaster Campus Master Plan is incorporated into city policies, approvals and secondary plans; looking into the potential for McMaster University to provide off-campus housing; and developing an off-campus code of conduct.



Figure 3: McMaster University Campus (source: www.mcmaster.ca)

The local neighbourhood association is also involved in town-gown communication, and discourages inappropriate accessory units. The association encourages resident homeowners to provide one student apartment in their own home, as it is considered to be a good approach for providing additional student housing units at appropriate low densities, while maintaining owner-occupied homes in the neighbourhood. Furthermore, the association encourages residents to work with realtors committed to selling houses to families, rather than to landlords wanting to convert single-family dwellings to student or rental properties.

Policies and By-laws

Secondary Plan policies have been implemented to maintain family-oriented features of the neighbourhoods surrounding the university. These policies specifically focus on retaining schools, parks, recreational facilities and daycare centres in the community. General Residential Policies for the near-university neighbourhood include compatibility with the type, scale and form of adjoining development by limiting building heights to 2 ½ storeys, but building heights of up to 4 storeys may be considered. Also, new construction is encouraged to reflect similar housing styles, massing, height, setbacks, and other elements of design as the adjacent homes, on the same block and street. Locations suitable for new medium and high density housing units, including units suitable for student housing, are identified to help reduce the over-intensification in some residential areas. Housing forms which are encouraged for future rental housing and student units include mixed use commercial/residential buildings on major roads, low to mid-rise apartments, and rental rooms in owner-occupied houses.

The City is looking into offering 'De-Conversion Incentives' for families to return to the neighbourhoods surrounding McMaster University. This may be achieved by reducing building permit fees or providing funding to aid families in reconverting student homes back to single family homes.

Role of City, Private Developer and University

The City of Hamilton is playing a primary role in trying to develop new policies and standards to minimize the effect of student housing on the surrounding university neighbourhood. The City's aim is to create a balanced, stable community in which the diverse needs of all stakeholders are met and where students, seniors and families can live together. Town-gown relations have played a major role in developing community strategies and defining major areas of concern.



Relevance - Lessons Learned
Hamilton and Kingston have experienced similar student housing issues within the neighbourhoods surrounding McMaster and Queen's, respectively. One major issue is the conversion of single family dwellings to monster homes housing 20-30 students. Hamilton has implemented by-laws to limit the overall height and floor area for homes in the near-university neighbourhood. Furthermore, a behavior code of conduct has been created and education programs have been initiated by McMaster, the City of Hamilton, and the local neighbourhood association to help students understand their roles and responsibilities as community citizens.

Collegetown and East Hill Neighbourhoods
Location: Ithaca, New York
Core Population: 100,135
Major Institutions: Cornell University

Ithaca is located in southern New York State and is home to Cornell University. The town has always been politically progressive and the presence of Cornell University, an Ivy League institution, only heightens this local attitude. Both Town and Gown share financial resources for civic improvement initiatives in Collegetown and East Hill, historic neighbourhoods near the University.



Figure 1: Ithaca, New York (source: www.google.ca)

Table 1: Quick Facts - Ithaca vs Kingston

Facts	Ithaca	Kingston
Core Population	29,287 (2000)	117,207 (2006)
CMA Population	100,135 (2000)	152,358 (2006)
Institutions	Cornell University (Ivy League Institution)	Queen's University Royal Military College St. Lawrence College
Major Institution	Cornell University	Queen's University
Location of Institution	Approximately 3km to downtown from centre of campus	Approximately 1.5km to downtown
Enrolment at Institution	Full-time Students: N/A Part-time Students: N/A Total Students: 20,273	Full-time Students: 17,360 Part-time Students: 2,080 Total Students: 19,440
Type of Student Residences	Suite Style Dorm Style	Apartment Style Dorm Style (Singles, Doubles & Triples)
Number of Residence Spots	N/A	3,854 spots

Built Form

The neighbourhoods surrounding Cornell University are characterized by small single-family or large stately homes built between 1910 and 1960 on square lots.

Collegetown neighbourhood contains mixed residential and commercial areas where both students and locals reside. However, some of the streets in this area are made up entirely of rental properties occupied predominately by students or recent graduates. This has a significant impact on single-family owner occupied households. The abundance of single-family homes has contributed to their conversion into about 1,500 student apartments south of campus in Collegetown. Similar conversions are also occurring in the East Hill neighbourhood which is located between Collegetown and Downtown Ithaca.

Furthermore, lack of sufficient parking on campus has led to a proliferation of driveways being rented out for off-street parking.

History of Town-Gown Relations

Relations between the University and surrounding towns have been good, with much dialogue between these entities. For example, the City and University are jointly developing a parking and transportation management plan. However, over the past 15 years, concerns have arisen over home conversions carried out to create student apartments in Collegetown, the neighbourhood just south of Cornell's main campus. The nearby historic district of East Hill which sits between Collegetown and Downtown has a mix of students and professors and is facing, to a lesser extent, similar problems.

Policies and By-laws

Ithaca recently approved comprehensive form-based urban design guidelines for intensification and mixed land uses in Collegetown. Cornell helped finance the project with a contribution of USD \$150,000. The guidelines will be implemented through zoning by-laws, which include controls over building heights, setbacks and facades. Other sections of the guidelines include a parking and transportation management framework, and a master plan for the two pedestrian-oriented commercial streets. The urban design guidelines were created with pedestrian circulation and design for the "complete street" in mind. Impacts due to diversification of landuse were considered and appropriate zoning was developed for the stabilization and protection of neighbourhoods containing both long-term residents and short-term residents (students). The guidelines have been very controversial amongst residents due to its plans for introducing high-density residential and commercial buildings along the neighbourhood retail corridor so as to maintain a vibrant public realm outside the academic year.

Role of City, Private Developer and University

The City of Ithaca plays a role in defining land uses, property standards and public service provision. This active role establishes support for further intervention in neighbourhood planning, such as the urban design guidelines for intensification and mixed land uses in Collegetown.

Since the early 1990s, several local developers have carried out the conversion of Collegetown properties to provide an additional 1,500 units of off-campus student housing. The reason for this sudden interest in living off campus was the University's hesitancy to upgrade on-campus housing facilities during the 1990s.

Cornell University's on-campus housing offers a wide variety of options for incoming students, including sororities, fraternities, co-operative housing (which is also available off-campus) and culturally-oriented residences. The University recently completed a quarter-billion dollar redevelopment and expansion of its on-campus housing across its three campuses in Ithaca to re-organize housing into clusters and allow some clusters to be organized by program of study. Cornell wants to attract students back to its on-campus housing with its new and diverse range of residence options.



Figure 2: Collegetown's retail hub with Cornell behind



Figure 3: Collegetown's mixed-use main street

Relevance - Lessons Learned
Kingston and Ithaca have similar populations, densities, active downtowns, historic districts near universities, well-defined off-campus student housing areas and municipal policies. Like Kingston, Ithaca had created neighbourhood plans and studies that were not particularly effective or dealt with enough issues simultaneously to make a difference in private development. However, an urban design report on Collegetown has recently been completed that includes feedback from charettes and visioning sessions with stakeholders and recommendations from independent consulting firms.



University of Western Ontario Neighbourhood
Location: London, Ontario
Core Population: 350,000
Major Institutions: University of Western Ontario & Fanshawe College

The City of London has a longstanding history of student housing issues, with students representing almost 10% of London’s core population. Approximately 28,000 students are accommodated in off-campus housing each year, with this number expected to grow by 3,600 to 4,200 students over the next decade. However, Western has frozen growth of first-year enrolment and is focusing on recruiting Master’s and Doctoral level students.

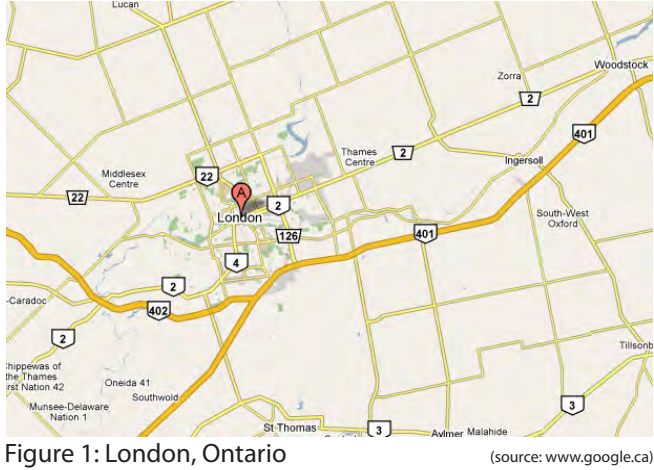


Table 1: Quick Facts - London vs Kingston

Facts	London	Kingston
Core Population	350,000 (2006)	117,207 (2006)
CMA Population	457,720 (2006)	152,358 (2006)
Institutions	University of Western Ontario Fanshawe College	Queen’s University Royal Military College St. Lawrence College
Major Institution	University of Western Ontario (incl. Brescia, Huron and King’s College)	Queen’s University
Location of Institution	3 to 6km to downtown	Approximately 1.5km to downtown
Enrolment at Institution	Full-time Students: 29,481 Part-time Students: 4,060 Total Students: 33,541	Full-time Students: 17,360 Part-time Students: 2,080 Total Students: 19,440
Type of Student Residences	Townhouses (2 & 3 bedroom) Apartment Style (1 & 2 bedroom) Dorm Style (Singles and Doubles)	Apartment Style Dorm Style (Singles, Doubles & Triples)
Number of Residence Spots	3,683 spots	3,854 spots

Built Form

The near-university neighbourhoods of London, Ontario feature similar characteristics to those in Kingston. The neighbourhoods once featured primarily detached single-family residences, which have since been converted and expanded into multi-unit residences to accommodate the growing population of renters. One by-product of these conversions is that non-converted homes are being sold at prices that reflect their potential as student residences, rather than their value as a single-family home for long-term residents. As a result, the housing market in these neighbourhoods has become increasingly unaffordable for long-term single family buyers.

The University of Western Ontario also provides a significant quantity of residency spaces – enough for all first-year students and an additional 1,000 upper-year students. In addition, the University has developed apartment and townhouse style residences to accommodate 2,000 upper-year and graduate students.

History of Town-Gown Relations

Residents of the university neighbourhoods have grown frustrated with the loss of residential amenity in their neighbourhoods which is illustrated by untidy lots, parking on front lawns, deteriorating buildings, unruly gatherings, vandalism, and overly intense additions. However, in recent years the academic institutions have partnered with the City of London to improve communication on issues pertaining to housing. Western and Fanshawe College share a full-time Housing Mediation Service. This service is funded by Western, Fanshawe, the student councils of both institutions and the City of London, and acts as a liaison between the community, students and the academic institutions.

Western University funds enhanced police services during major student events, including Orientation Week. Western also encourages responsible garbage disposal by distributing 18,000 garbage schedules and bags at the beginning of September. In the Spring, as students move out, dumpsters are provided in key areas and an exchange program for old furniture, and online garage sale, help reduce the amount of furniture for disposal.

The University of Western Ontario conducted a housing survey to assess the preferences of the student market. The survey showed that students are seeking a greater choice of housing, prefer high density forms of housing which allow them to live affordably, with fewer roommates, close to campus or in a well-connected location.

Policies and By-laws

The City of London’s Official Plan outlines and directs the location where higher-density student housing should be developed; targeting strategically identified zones, rather than the low density interior of near campus neighbourhoods. London has also rezoned near-campus neighbourhoods to implement floor area ratio restrictions that limit the size of building additions. Another action taken by the City of London was to implement a cap on the number of bedrooms allowed per dwelling unit (i.e. five bedroom maximum). London was the first city in Ontario to take such a measure.

In order to ensure that the laws of the City are upheld, City officials proactively enforce noise, nuisance, and mischief by-laws in targeted areas around the university and college campuses and conduct low-tolerance enforcement and education programs during the first and last parts of the school year.

With changes to the Municipal Act, London City Council has adopted a rental housing licensing by-law which was passed September 21, 2009. This by-law addresses the City as a whole, and applies to units rented to permanent residents as well as students. More specifically, the by-law applies to rental dwellings that have been converted for rental use since 1993, and have four or less units. The licensing program will charge landlords \$25 per building, and will have landlords self-inspect their properties, then have their tenants sign-off on their inspection.

Role of City, Private Developer and University

The City of London has been a key player in introducing policies and by-laws to influence the type and nature of developments permitted in the near-university neighbourhoods of the City. Furthermore, by educating the incoming student population, and actively enforcing the by-laws of the City, the partnership between the educational institutions and the City plays a large role in improving the relationship between student and permanent residents of near-university neighbourhoods.



Figure 2: Residential Conversions
(source: City of London, On)



Figure 3: Loss of amenity space
(source: City of London, On)

Relevance - Lessons Learned

The City of London, in conjunction with Western University and Fanshawe College, has introduced numerous measures to reduce the effects of an increasing number of students entering the near-university neighbourhoods. The partnership between University planning and City planning has ensured that the strategies of each institution are in-line with the goal of providing affordable and safe housing for students in areas that are appropriate for intensification, while reducing pressure on low-density neighbourhoods in proximity to Western and Fanshawe.



Mississippi State University Neighbourhood
Location: Starkville, Mississippi
Core Population: 21,869
Major Institutions: Mississippi State University

The City of Starkville is located in Mississippi, USA. Starkville is a former cotton-milling town that now embraces the nearby Mississippi State University as its main engine of economic activity. Approximately 1,300 residents are employed by the University. The Cotton District, located near the University, is a Planned Unit Development, designed and constructed entirely by a single private developer.

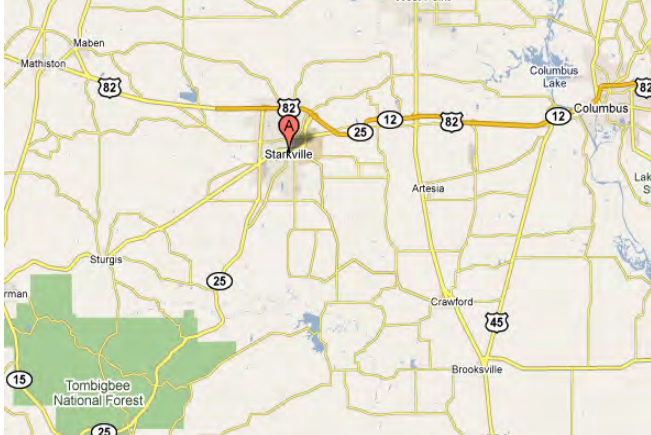


Figure 1: Starkville, Mississippi (source: www.google.ca)

Table 1: Quick Facts - Starkville vs Kingston

Facts	Starkville	Kingston
Core Population	21,869 (2000)	117,207 (2006)
CMA Population	-	152,358 (2006)
Institutions	Mississippi State University	Queen's University Royal Military College St. Lawrence College
Major Institution	Mississippi State University	Queen's University
Location of Institution	Approximately 4km to downtown from mid campus	Approximately 1.5km to downtown
Enrolment at Institution	Full-time Students: 14,4003 Part-time Students: 3,424 Total Students: 17,824	Full-time Students: 17,360 Part-time Students: 2,080 Total Students: 19,440
Type of Student Residences	Suite Style Dorm Style	Apartment Style Dorm Style (Singles, Doubles & Triples)
Number of Residence Spots	Approximately 4,000 spots	3,854 spots

Built Form

The original houses of the Cotton District neighbourhood were built in the late 19th and early 20th century, specifically for individuals who worked in the local cotton mill and their families. Like many blue-collar neighbourhoods, the houses sit on irregularly shaped parcels, in a dense fabric. The houses built since the mill closed in 1967 respect the existing property lines and are in regional styles, including New Orleans, Savannah, Charleston and Colonial, attracting praise for the revival of these styles. Almost all of the houses are single-family bungalows or stacked townhouses.

The work of a single developer has been recognized by the Congress for New Urbanism as a good example of a student housing district built in the neo-traditional style. Due to the long-term construction period, the change in building methods and styles over time has created a varied mix of single bungalows, semi-detached houses, row houses, duplexes, triplexes, and mid-rise apartment buildings all on the same block. The dwellings are located immediately adjacent to the sidewalk and are all between one and four levels high. There are also some newer high-density, mixed use buildings in the neighbourhood core.

History of Town-Gown Relations

Past relations have been good overall due to co-operation between the University and the City. The developer of the Cotton District and self-identified "Community Visionary", was also mayor of Starkville for one term. Before and during his term, the mayor was recognized for his understanding of the mentality and priorities of developers.

Policies and By-laws

Mississippi State University created a Campus Plan for 2003 to 2023 that calls for more formal relations with the City, as opposed to the current casual relationship, to ensure planning by both organizations is in keeping with each other's plans.

Most of Starkville's zoning by-laws do not support the type of development found in the Cotton District, the elements that give it its visual character. For example zero-lot-line development and units with minimal square footage are prohibited in most urban areas. Permitting zero-lot-line development allows for buildings to be built closer to the street, whereas permitting minimal square footage encourages higher density development.

The Town of Starkville's Official Zoning District Map identifies the Cotton District as presently zoned "High Density Residential" and zoned "Planned Unit Development" for all future development. The latter zoning promotes mixed land uses and infill development within the Cotton District, two strategies that are commonly accepted examples of good planning.



Figure 2: Example of appropriate infill



Figure 3: Cotton District Arts Festival

Role of City, Private Developer and University

The Cotton District had been de-populating since the 1960s, when the local mill and primary employer of its residents closed. In 1968, a local developer with a vision of providing housing to the students of the nearby university, began building small affordable houses intended for students to rent. The developer hired local trades and crafts-people to design and construct the homes. Since then, 175 single and multi-unit residences have been built. The final plan will include commercial development and non-student housing along the edges of the Cotton District neighbourhood.

Relative to the private developer, the City and the University have small roles in the District. The Town's primary role is to service and maintain utilities and regulate land use, property standards and zoning. The University does not own any land in the immediate area and therefore does not provide any off-campus housing options for students in the area.



Relevance - Lessons Learned
The Cotton District is a student-oriented area shared with seniors, university alumni, and faculty who also like the vibrancy of the neighbourhood. The Cotton District is an example of what can be implemented when a local developer has a vision for, and invests in, a community by planning, constructing new buildings, renovating existing properties and intensifying land uses by subdividing and infilling underutilized space in a neighbourhood.

Brock University Neighbourhood
Location: St. Catharines, Ontario
Core Population: 131,990
Major Institutions: Brock University and Niagara College

St. Catharines is situated in Southern Ontario, on the Niagara Escarpment. Often called the Garden City, St. Catharines is home to Brock University, as well as several other smaller post-secondary institutions. Students are attracted to the region by a partnership formed between Brock University and the Ontario Grape and Wine Industry to offer courses on cool-climate grape and wine research.

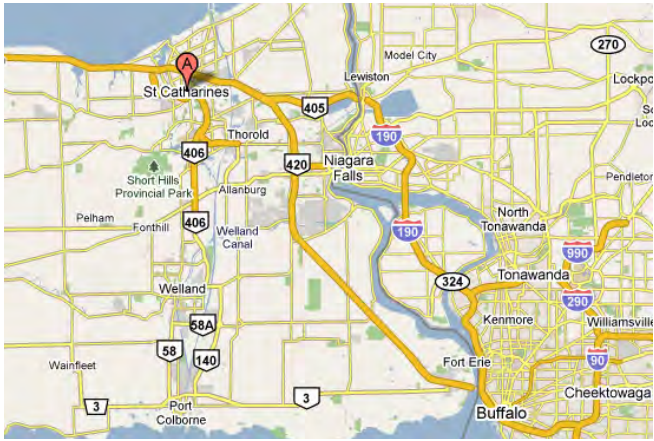


Figure 1: St. Catharines, Ontario (source: www.google.ca)

Table 1: Quick Facts - St. Catharines vs Kingston

Facts	St. Catharines	Kingston
Core Population	131,990 (2006)	117,207 (2006)
CMA Population	390,317 (2006)	152,358 (2006)
Institutions	Brock University Niagara College of Applied Arts and Technology Ridley College	Queen's University Royal Military College St. Lawrence College
Major Institution	Brock University	Queen's University
Location of Institution	Just under 6km to downtown	Approximately 1.5km to downtown
Enrolment at Institution	Full-time Students: 13,623 Part-time Students: 3,383 Total Students: 17,006	Full-time Students: 17,360 Part-time Students: 2,080 Total Students: 19,440
Type of Student Residences	Townhouse Style Dorm Style (Singles & Doubles only)	Apartment Style Dorm Style (Singles, Doubles & Triples)
Number of Residence Spots	About 2,400 spots	3,854 spots

Built Form

The area between Brock University and downtown St. Catharines contains much of the off-campus student housing. Single-family dwellings have been transformed for student accommodation by converting shared amenity space into bedrooms.

A major component of St. Catharines' Community Improvement Plan is downtown revitalization while conserving heritage buildings. One of the city's major strategies in revitalizing their downtown is providing financial incentives to stimulate private investment that has encouraged the adaptive reuse of several heritage properties. The DSR (Downtown Student Residence), formerly a grand hotel built in 1853, is now home to many students and is one of the newer adaptive reuse projects found in the downtown core. It offers both private studio apartments or shared suite accommodations. The main block of the Warren Knitting Mill in downtown was converted to the Knitting Mill Industrial Lofts in the 1980s and is now home to artists, students and others. Both these developments are located in the core of St. Catharines, close to many downtown amenities and on a bus route making it convenient for students to travel to main campus.

History of Town-Gown Relations

Concern over student housing has lead to the creation of a Task Force on Student Housing, a committee assigned to develop a comprehensive plan focusing on issues related to student housing, as well as potential strategies and actions. Furthermore, the Student Housing Liaison Committee for St. Catharines and surrounding areas provides a forum for sharing information related to student living off-campus and student activities in the community.

One of the most thorough neighbourhood relations resources is the Brock University Off-Campus Living Services website. Here students and landlords can find information about their rights and responsibilities as citizens of St. Catharines. This service also delivers more than 40,000 Good Neighbour Guides to households in the area, providing information about neighbourhood relations and community resources for students, landlords and long-term residents.

Policies and By-laws

The Residential Conversion and Intensification Grant Program is part of St. Catharines' Community Improvement Plan, and offers funding to support residential intensification. Grants equal to 15% of the construction cost, up to a maximum of \$5,000 per residential dwelling unit, are being given to individuals or developers converting non-residential space to residential dwelling units or, through rehabilitation, providing additional dwelling units in existing residential spaces.

The City of St. Catharines controls traditional neighbourhood single-lot infill projects through their urban design guidelines. In order to ensure dwellings are compatible with the neighbourhood in scale, function and character, the city limits building height to 11 metres to the mid-point of the roof and lot coverage to no more than 45 percent of the entire lot area. Overall, these measures work to ensure that the City supports intensification while minimizing the impact on the traditional character of neighbourhoods.



Figure 2: Soho Apartments (source: www.mcsrealtors.com)



Figure 3: Downtown St. Catharines (source: Stacey Fox)



Figure 4: Alan Earp Residence, Brock University (source: Stacey Fox)

Role of City, Private Developer and University

The City of St. Catharines is playing the primary role in developing policies to control uncharacteristic developments in residential areas and to encourage intensification and adaptive reuse projects. Through policy, by-laws, and programming, St. Catharines is not only improving student housing but enhancing multi-person housing options for the entire community. Brock University also plays an important role in Town-Gown relations, and facilitating communication between students, landlords and long-term residents.



Relevance - Lessons Learned
Both St. Catharines and Kingston have similar population sizes and both contain one major post-secondary institution with a few smaller institutions. Both cities have experienced conversion of single-family dwellings into multi-student homes. St. Catharines has made policy and by-law amendments and has implemented several programs to mitigate residential conversions, as well as promote infill and adaptive reuse projects in the downtown core. While implementing these strategies improves off-campus housing for students, the City's focus is on improving housing options for all residents. This avoids classifications (student versus non-student) and allows for a more comprehensive community strategy that focuses on promoting the development of diverse neighbourhoods.

University Hill Neighbourhood

Location: Syracuse, New York

Core Population: 140,660

Major Institutions: Syracuse University, SUNY ESF and SUNY Med

Syracuse is located in central New York State at the intersection of Interstate-690 and Interstate-81. It is home to Syracuse University, SUNY College of Environmental Science and Forestry, SUNY Upstate Medical University, Crouse Memorial Hospital and Medical Center, as well as Hutchings Psychiatric Center. With the loss of industrial jobs, the city is turning to its many hospitals and institutions of higher learning, located in the University Hill neighbourhood, as economic sources and related population growth.

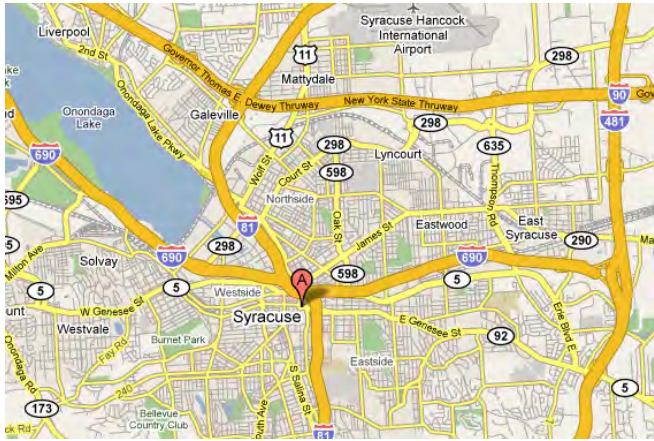


Figure 1: Syracuse, New York (source: www.google.ca)

Table 1: Quick Facts - Syracuse vs Kingston

Facts	Syracuse	Kingston
Core Population	140,660 (2000)	117,207 (2006)
CMA Population	732,117 (2000)	152,358 (2006)
Institutions	Syracuse University SUNY College of Environmental Science and Forestry SUNY Upstate Medical University	Queen's University Royal Military College St. Lawrence College
Major Institution	Syracuse University	Queen's University
Location of Institution	Approx. 1.5km to downtown	Approximately 1.5km to downtown
Enrolment at Institution	Full-time Students: 16,417 Part-time Students: 2,667 Total Students: 19,084	Full-time Students: 17,360 Part-time Students: 2,080 Total Students: 19,440
Type of Student Residences	Apartment Style Dorm Style (Singles, Doubles & Triples)	Apartment Style Dorm Style (Singles, Doubles & Triples)
Number of Residence Spots	5,000 spots on Main Campus 2,500 spots on South Campus	3,854 spots

Built Form

The University Hill neighbourhood is characterized by small single-family or large stately homes built between 1910 and 1960 on large (long or wide) lots. The large sizes of the lots have allowed for:

- 1) *Development of additions on small houses:* These often do not fit in with the character of the neighbourhood;
- 2) *Conversion of large houses into multi-dwelling buildings:* Housing a large number of students within one complex;
- 3) *Conversion of outdoor amenity space into off-campus parking lots:* Often, landlords will cover as much open space as legally possible with parking to be occupied by tenants or commuters willing to pay for a parking spot near campus;
- 4) *Large, old, abandoned clapboard single family houses:* These structures sit vacant as landlords do not want to restore them for seemingly irresponsible students, non-students do not want to live near campus and local residents do not want them converted to affordable housing.

History of Town-Gown Relations

Past relations between the City and University have been fair to poor. Examples cited for these poor relations include a massive spring outdoor party in a park having to be moved indoors due to nuisance complaints by nearby residents, a 1999 street party that became a riot and a recent stabbing at a fraternity party, which has led to greater security at student events.

There is also a public perception that student housing is of poor quality due to apathetic landlords not wanting to spend money on maintaining their properties and the poor behaviour of student residents. The City and University are now taking a much less tolerant approach to this form of behaviour. New City ordinances applicable only in the University Hill neighbourhood are now strictly enforced to influence student behaviour and manage exterior property standards within the district.

Furthermore, certain neighbourhoods near campus are now perceived by students and long-term residents to be unsafe. The University has created a security force with off-campus jurisdiction to patrol these areas with the hope of restoring a positive perception in the area and bringing students in to fill the vacant houses.

Policies and By-laws

The City of Syracuse is divided into official neighbourhoods, and the City enacts laws and ordinances that apply differently to each one. Special laws that apply to the University Hill neighbourhood include the Nuisance Abatement Law, which directs police officers to shut down noisy parties and fine hosts up to \$500, as well as an ordinance that caps the number of off-street parking spots at one spot per bedroom. These laws have been upheld by local courts but are facing sustained appeals by landlords and property managers.

In addition, Syracuse University has a new policy that binds students to their Code of Conduct while off campus, specifically in areas near the school campus. Punishment for breaking the Code of Conduct range from writing a special assignment to expulsion from school.

Role of City, Private Developer and University

Planning and public promotion of the university district is carried out by the University Hill Corporation, a non-profit organization jointly run by all educational and medical entities on University Hill. The Corporation maintains dialogue with the City and the Hill's biggest residential landlords and property managers.

The City of Syracuse Zoning and Neighborhood Planning departments create and enforce zoning ordinances and property standards on University Hill. Landlords must apply for special permits to convert a house into rental housing that will not be occupied by the owner.

Syracuse University is the most prominent university in the neighbourhood. It houses one third of its student body in a wide variety of on-campus accommodations including dormitories, apartments and townhouses.



Figure 2: The Westcott Community Association tries to bring students and permanent residents together through events and activities that both can enjoy, such as this cultural fair.



Figure 3: One of the University Hill Corporation's focus is to enhance the Hill's image and reputation, both locally and nationally, as a center of education, healthcare, commerce, and culture.

Relevance - Lessons Learned
The university districts of Kingston and Syracuse have much in common, including rates of owner-occupied housing well-below 25%, populations just above 8,000, low median ages (just 20.2 for Syracuse), few off-street parking spots, over 65% of residents commuting by a mode other than a car, and individual annual incomes of less than \$10,000. Both cities' governments have drafted laws to control public nuisance by students. Syracuse has had theirs since 1995 while Kingston adopted its by-law in 2009.

University of Waterloo Neighbourhood
Location: Waterloo, Ontario
Core Population: 120,800
Major Institutions: University of Waterloo & Wilfred Laurier University

In response to a shortage of safe, affordable and suitable housing options for students and the ongoing conversion of owner-occupied housing to rental housing occurring in the area surrounding Waterloo’s universities, the City of Waterloo developed a Universities Neighbourhoods Plan in 2004. In the past five years, higher-density apartment complexes, geared towards students, have been built in close proximity to the universities, and the number of dwellings converted to duplexes and triplexes has steadily been decreasing.

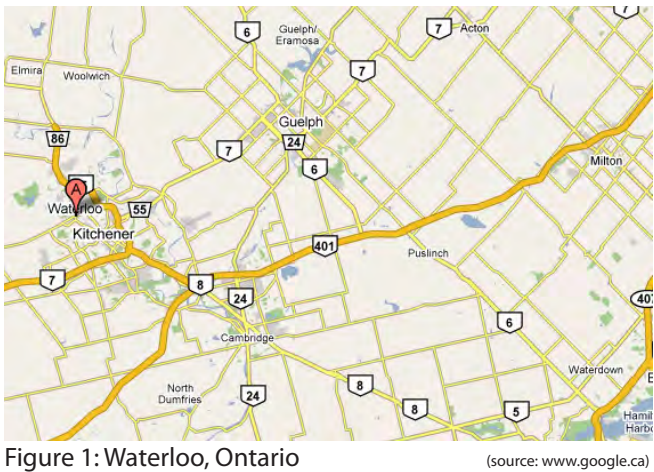


Table 1: Quick Facts - Waterloo vs Kingston

Facts	Waterloo	Kingston
Core Population	120,800 (2006)	117,207 (2006)
CMA Population	451,235 (2006)	152,358 (2006)
Institutions	University of Waterloo Wilfred Laurier University Conestoga College (Waterloo Campus)	Queen’s University Royal Military College St. Lawrence College
Major Institution	University of Waterloo	Queen’s University
Location of Institution	Approx. 2km to downtown	Approximately 1.5km to downtown
Enrolment at Institution	Full-time Students: 22,503 Part-time Students: 3,200 Total Students: 25,703	Full-time Students: 17,360 Part-time Students: 2,080 Total Students: 19,440
Type of Student Residences	Townhouses (2 bedroom for families, grads and undergrads) Suite Style (2, 3 and 4 person) Dorm Style (Singles & Doubles)	Apartment Style Dorm Style (Singles, Doubles & Triples)
Number of Residence Spots	6,300 spots (5,100 on-campus)	3,854 spots

Built Form

A Physical Design Plan was established by the City to conserve and rehabilitate the built heritage of the neighbourhoods, and to develop attractive, pedestrian-oriented streetscapes. It was recommended that the City review the existing Site Plan Review Guidelines to include Urban Design Guidelines and create an ‘urban’ setting along identified Nodes and Corridors, and maintain a ‘suburban’ setting in the lower-density neighbourhoods.

One program successful in improving the aesthetics of Waterloo’s commercial areas is the Uptown Façade Program, where the City offers low-interest loans to businesses looking to improve the facades of their buildings.

History of Town-Gown Relations

Currently, the City of Waterloo, Conestoga College and both universities jointly fund the Off-Campus Advisors Program to help new students integrate into the near-university neighbourhood. The program provides students with information about expected behaviour and by-laws in effect, and program liaisons act as first contact in resolving any disputes that arise.

The Project Safe Semester program run by the Waterloo Regional Police has been in place for the past three years. It is a one-month enforcement strategy that increases police presence in the Universities Neighbourhoods area. The proactive strategy begins with a campaign to raise awareness of existing by-laws, and reminds students of the fines associated with excessive noise and garbage, illegal parking and other violations.

Policies and By-laws

Within the Universities Neighbourhoods Plan, there are areas planned for high, medium and low intensity use. One of the primary recommendations of the Plan is to review the Height and Density policies of the City in order to encourage more student housing in areas of high intensity near the Universities, and to discourage the conversion of low density housing to student rental housing in areas of low intensity. The Plan identifies potential Nodes and Corridors for intensification, where high-density, mixed-use Nodes are connected by medium to high density Corridors. It is recommended that zoning along these corridors be changed to permit mixed-use and residential development, as opposed to strictly commercial development.

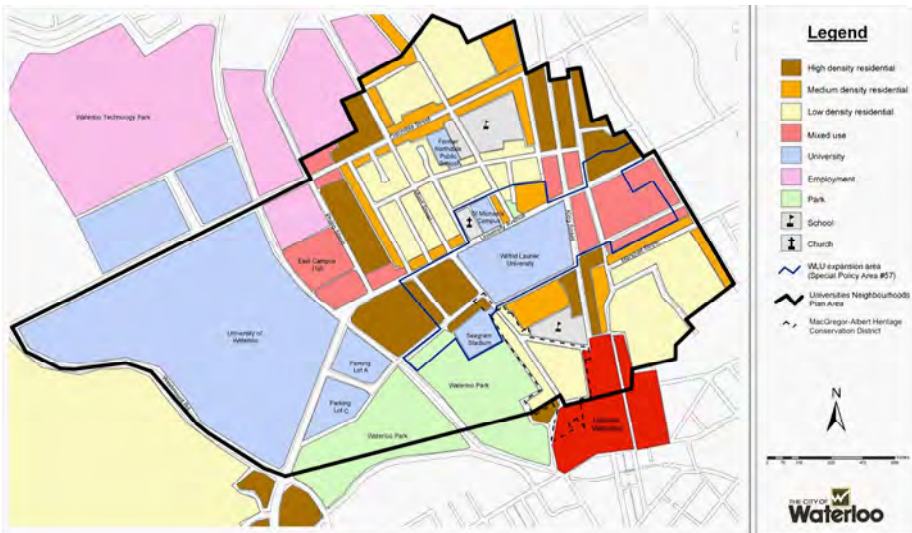


Figure 3: Nodes and Corridors (Currie, Dan. (October 15, 2002))

Under the Plan, the City also decided to continue to restrict ‘duplexing’ or the development of second units or accessory apartments in low-density residential areas near the Universities.

The City of Waterloo also initiated the Lodging House Program in 1986 in order to license buildings designed for residential occupancy where a proprietor offers units for hire to more than three other persons. In order for a license to be granted, the property must conform to the Ontario Building, Fire and Electrical Safety Codes, as well as the City Property Standards and Maintenance By-laws. Operating without a license could result in a fine of up to \$5,000. The licensing of lodging houses is currently being challenged.

The City has also undertaken proactive by-law enforcement to reduce conflict between the lifestyles of students and permanent residents, whereby property standards and parking enforcement officers patrol the neighbourhoods on a regular basis.

Role of City, Private Developer and University

The City of Waterloo has played a primary role in shaping the development of the Universities Neighbourhoods area. The City has consulted with students, permanent residents, and the Universities to analyze existing policies as well as the effects of introducing new policy.



Relevance - Lessons Learned

Through the introduction of new policy, the City of Waterloo has been able to concentrate the development of higher-density housing targeted at the student population in more suitable districts. Furthermore, education campaigns and by-law enforcement strategies have been adopted by the City and Universities as measures to alleviate the tensions between students and permanent residents in lower-density residential neighbourhoods.








Appendix 6

Summary Chart: Recommendations and Key Issues

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Appendix 7 Appropriate Built Form and Location

			WILLIAMSVILLE CORRIDOR	NORTH BLOCK	QUEEN'S STREET CORRIDOR	CAMPUS EXPANSION AREA	DIVISION STREET CORRIDOR	WEST CAMPUS & FORMER PRISON LANDS	ST. MARY'S OF THE LAKE HOSPITAL	ARTERIAL CORRIDORS ¹	CONNECTOR CORRIDORS ²	STABLE NEIGHBOR -HOODS ³	NODES	LOCAL STREETS
MEDIUM INTENSIFICATION (1.0-2.0 FSI)		MID RISE MIXED USE	●	●	●	○	○	●	○	◐	○	○	●	○
		LOW RISE APARTMENT	●	●	●	○	○	●	◐	◐	◐	○	●	○
LOW INTENSIFICATION (Maximum 1.0 FSI)		STACKED HOUSING	○	○	●	●	●	◐	●	●	●	◐	◐	○
		ROW HOUSING	○	○	●	●	●	◐	●	●	●	◐	◐	○
		SEMI DETACHED HOUSING	○	○	●	●	●	◐	●	●	●	◐	◐	○
LIMITED INTENSIFICATION (Maximum .5 FSI)		SINGLE DETACHED	○	○	○	●	◐	○	○	◐	◐	●	○	●
		SECONDARY BUILDINGS	○	○	○	●	◐	○	○	◐	◐	●	○	●

1. King Street arterial corridor is considered a stable neighbourhood and is appropriate only for low density intensification.

2. Union Street connector is considered a stable neighbourhood and is appropriate only for low density intensification.

3. Stable neighbourhoods front local streets

● – Appropriate

◐ – Moderately
Appropriate

○ – Not appropriate

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Appendix 8

Built Form Profiles

Mid-Rise Mixed-Use Apartments



Description

A Mid-rise Mixed-Use building is a type of development that combines residential, commercial, and/or office uses, within the envelope of a single building. Midrise buildings are typically four to six storeys in height.

Benefits

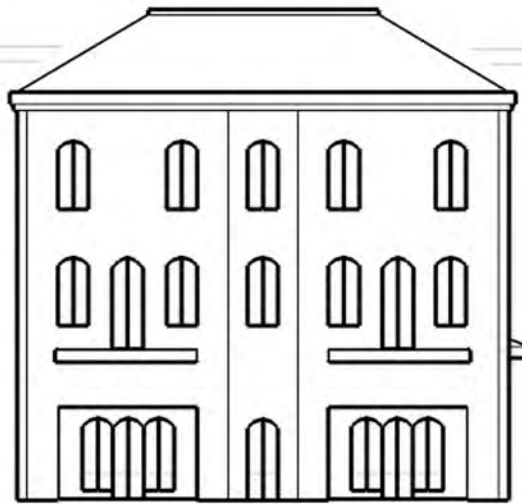
A mixed use building will most commonly be located in the downtown area of a local community, ideally associated with public transit nodes.

Retailers located at grade have the assurance that there will always be customers living right above them and residents have the benefit of being a short distance away from amenities, places of work, and entertainment.

Kingston Example



Low-rise Apartment Buildings



Description

A Low-rise Apartment building is a type of development that is usually less than four storeys in height and usually contains no elevators. Low-rise buildings can be completely residential or mixed-use.

Benefits

Low-rise apartment buildings can be located in almost all neighbourhood settings, from general urban to suburban. Low rise apartments are usually comparable in height to other low density housing types, which makes them good candidates for starting intensification, as their form does not detract from the surrounding neighbourhood context.

Kingston Example



Duplexes, Triplexs & Quadplexes



Description

A Duplex is a type of development comprising two units on two different floors. The term duplex can also be extended to three-unit and four-unit buildings, or they can be referred to with specific terms such as triplex, fourplex or quadplex.

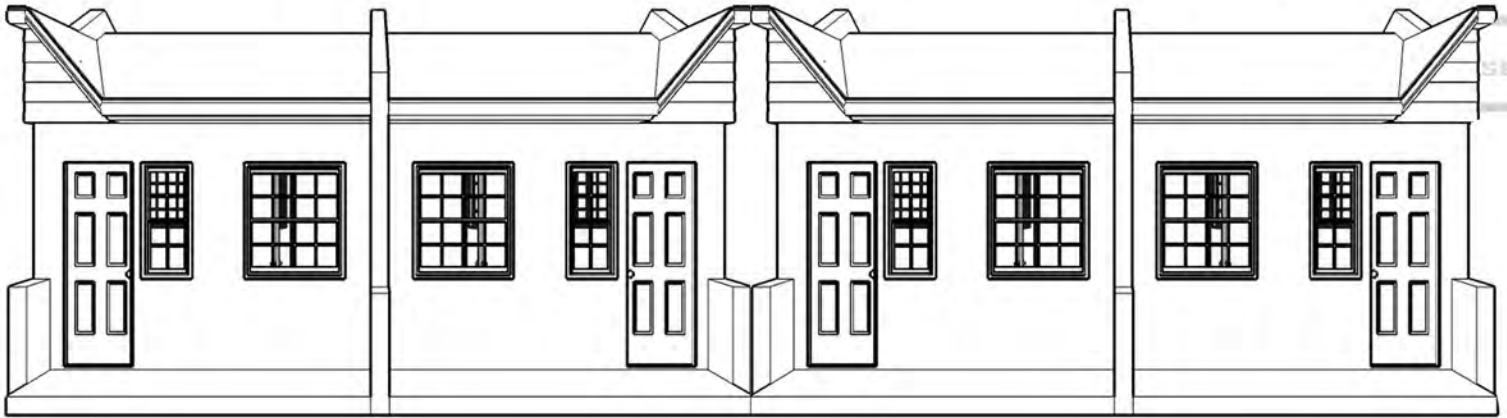
Benefits

Duplex development can intensify the density of a neighbourhood without necessarily changing its built form. Single family homes can be easily converted into duplexes and triplexes which appear from the outside as exactly the same as a single unit.

Kingston Example



Row Houses



Description

Rowhousing, also called Terraced Housing, is a type of development where the individual houses lining a street share adjacent walls in common and have a continuous stretch of roof.

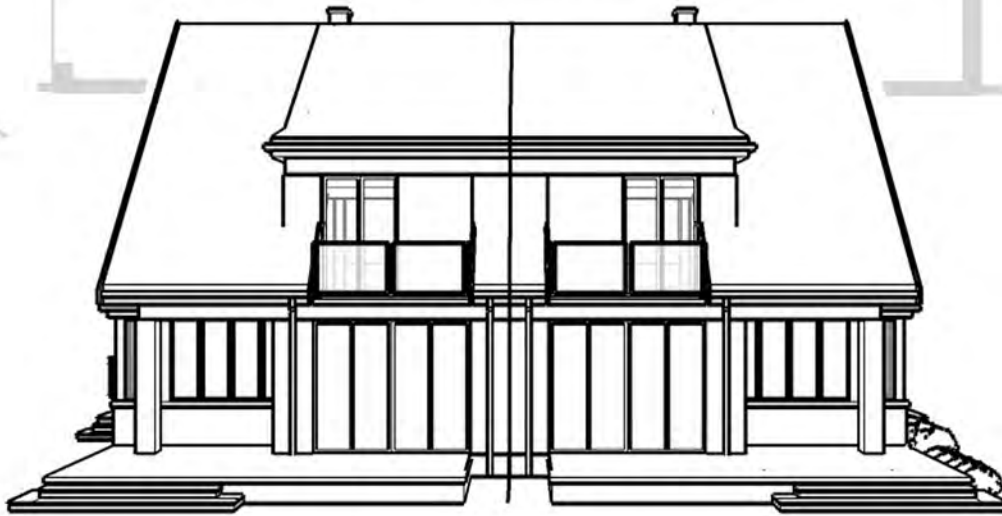
Benefits

Rowhousing often produces very eclectic, unique, and vibrant built forms in a neighbourhood. Over time row houses become styled and coloured differently from one another which creates a very interesting architectural spectacle. Rowhousing assists intensification by packing together many units onto separate narrow lots.

Kingston Example



Semi-Detached Houses



Description

Semi-Detached housing is a type of development that consists of pairs of houses built side by side as units sharing a party wall and usually in such a way that each house's layout is a mirror image of its twin.

Benefits

Semi-Detached housing is very similar to the form of single family units, which makes it a very compatible form for intensification in low-density neighbourhoods. The semi-detached home also consumes less land than single family units, which provides more opportunities for green space in the neighbourhood.

Kingston Example



Single Detached Family Homes



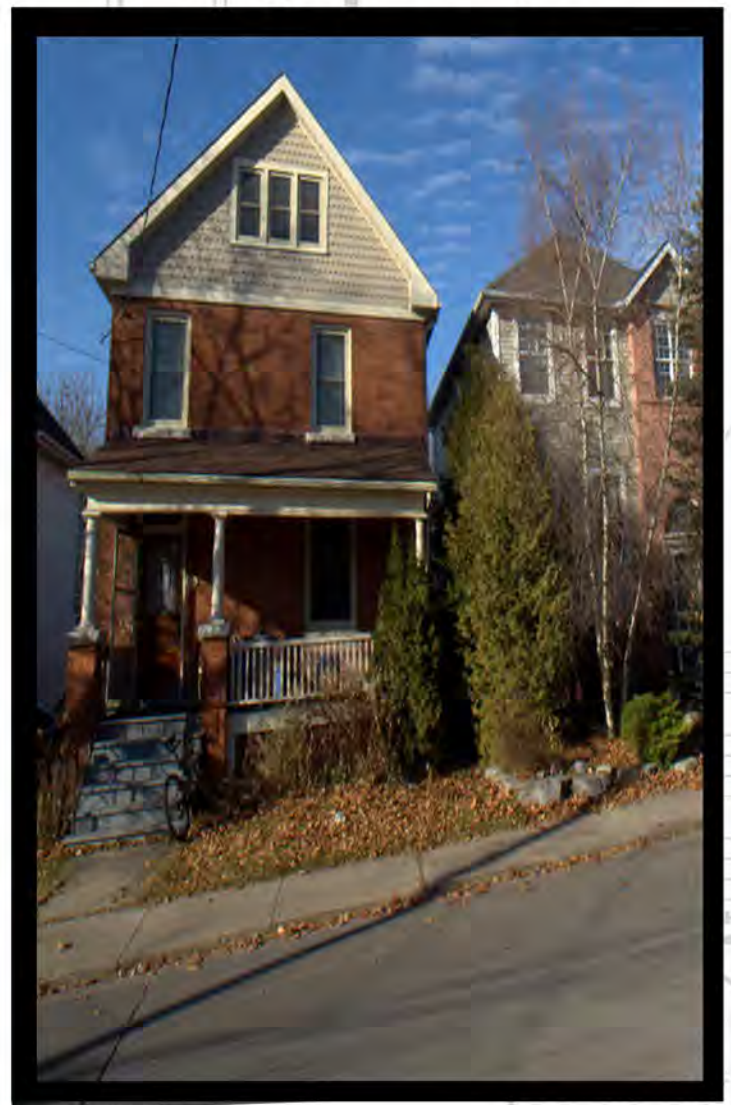
Description

A Single Detached Family Home is a free standing building, on its own lot, and is occupied by one family. Single family units are the most prevalent type of built form in most North American low density neighbourhoods.

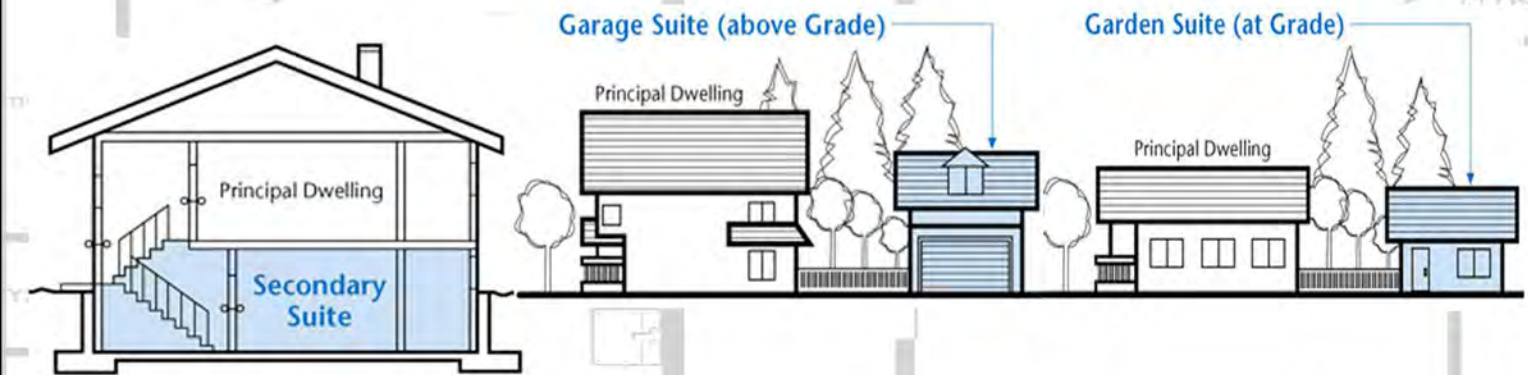
Benefits

Single Family units are excellent candidates for infill development. This building type fits into almost any neighbourhood context and usually complies with existing zoning regulations. Single family unit infill development can assist intensification over time, as infill development becomes more tight, single units are converted to Semi-Detached and Row Houses.

Kingston Example



Secondary Suites



Description

A Secondary Suite is a separate dwelling inside or accessory to a single detached house with separate cooking, sleeping and bathroom facilities. Secondary Suites are also known as Garage Suites, Garden Suites, and Granny Flats.

Benefits

Secondary suites provide affordable rental accommodation and can be developed relatively quickly compared to other forms of rental housing. Also, secondary suites do not necessitate obvious changes to the built form of a home, which makes them ideal candidates for intensification efforts across all types of neighbourhoods.

Kingston Example



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APPENDIX 9 - *Princess Street & Tower Street*

This Mid-Rise Mixed Use concept model is located close to the corner of Princess and Tower Streets. The site is located on the Williamsville corridor which is a main arterial road with access to many amenities.

This concept model draws from several recommendations:

#1) The building is an appropriate built form, as there are existing high rise apartments in the neighbourhood and the site is located in the Williamsville corridor, which is identified as an area suitable for higher forms of intensification with an FSI of 1.0 – 2.0.

#3) The building is sensitive to the surrounding structures; context and a mid-rise mixed use building is a recommended built form.

APPENDIX 9 - College Street & Park Street



This three storey Low-Rise Apartment concept model is located close to the corner of College and Park Streets. This is primarily a low density neighbourhood, but there are several other low-rise apartments located nearby. In addition, the site is located close to the Williamsville corridor which is a main arterial road with access to many amenities.

This concept model draws from several recommendations:

#1) The building is an appropriate built form, as there are existing low-rise apartments in the neighbourhood. Also it is located in close proximity to the Williamsville Corridor, for which the report recommends an FSI of 1.0 – 2.0.

#3) The building is sensitive to the surround context and a low-rise apartment building is a recommended built form.

APPENDIX 9 - Queen Street & Sydenham Street



This two storey Row Housing concept model is located on the corner of Queen and Sydenham Streets. This is a mixed use neighborhood containing numerous building types. It is located on a collector street and is close to the downtown core.

This concept model draws from several recommendations:

- #1) The building is an appropriate built form, as there is existing row housing in the neighbourhood. Also it is located on the Queen Street corridor, for which the report recommends medium residential intensification with a maximum FSI of 1.0.
- #3) The building is sensitive to the surrounding context and a row housing is a recommended built form.

APPENDIX 9 - Earl Street & Barrie Street



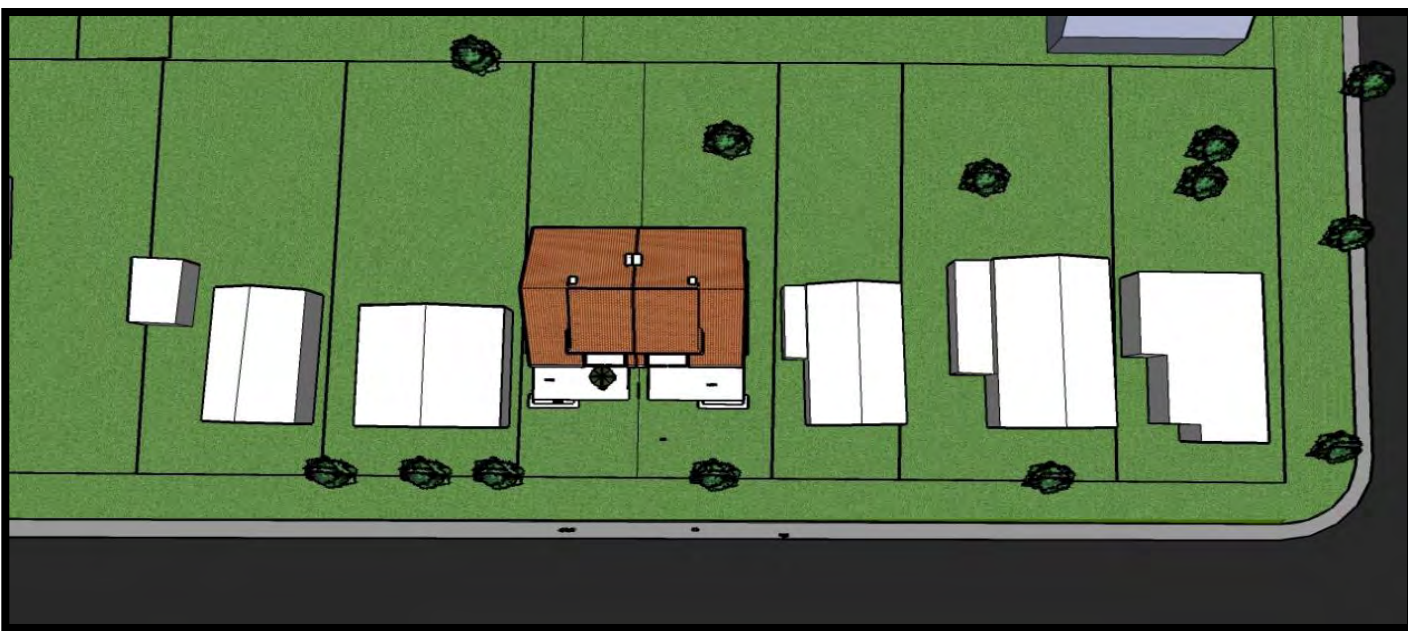
This Stacked Housing concept model is located on Earl Street, immediately north of Queen's University. This is primarily a low density neighbourhood with heavily converted, poorer quality, single detached housing, stacked and row housing. The site is close to Barrie Street, which is a collector street with access to many amenities.

This concept model draws from several recommendations:

#1) The building is an appropriate built form, as there are existing stacked housing units in the neighbourhood. Also it is located in the Near University Expansion Area, for which the report recommends low intensification. With a maximum FSI of 1.0.

#3) The building is sensitive to the surrounding context and a stacked housing building is a recommended built form.

APPENDIX 9 - *Albert Street & Union Street*

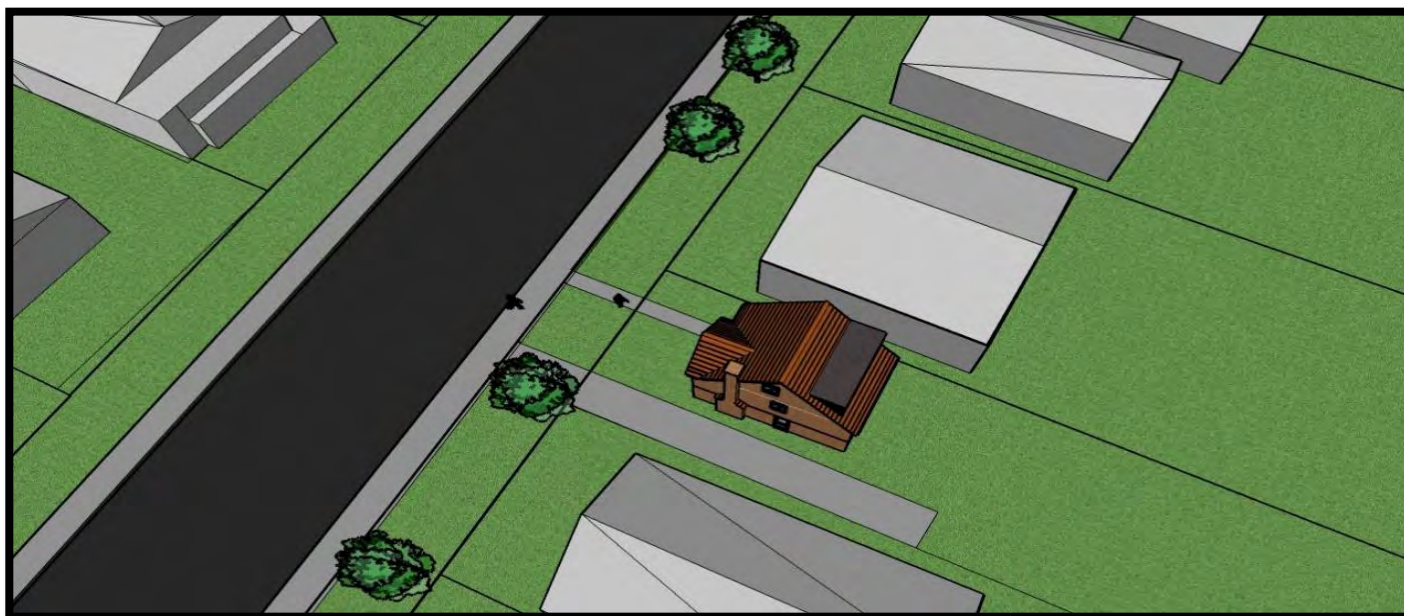


This two-storey Semi-Detached concept model is located close to the intersection of Albert and Union Streets. This is a low density neighbourhood close to Queen's University, where many existing single family homes are being converted into "Student Monster Homes."

This concept model draws from several recommendations:

- #1) The building is located on a local street, for which the report recommends semi-detached housing with a maximum FSI of 0.5 as an appropriate built form.
- #3) This building type is appropriate for the neighbourhood context and is an attractive home for any type of potential resident, student or non-student.

APPENDIX 9 - *Albert Street & Union Street*



This two-storey Single Detached concept model is located on Albert Street on a hypothetically severed lot. This is a low density neighbourhood close to Queen's University and the Union street collector

This concept model draws from several recommendations:

#1) The building is located on a local street, for which the report recommends single detached housing with a maximum FSI of 0.5 as an appropriate built form.

#3) This building type is appropriate for the neighbourhood context and is an attractive home for any type of potential resident, student or non-student.

In addition, this built form can lead to the gradual intensification of the neighbourhood, as additional units can be added to the rear of the building in the form of secondary building.

APPENDIX 9 - Collingwood Street & Couper Street



This two-storey Secondary Building concept model is located close to the corner of Collingwood and Couper Streets. This site is in a low-density neighbourhood in close proximity to Queen's University.

This concept model stems from several recommendations:

#1) This Secondary Building is located on a local road, for which the report identifies accessory units as an appropriate built form. In addition, this Secondary Building is located in close proximity to an informal laneway, which gives the homeowner the potential to provide parking access for the suite resident.

#3) This is a good example of a Secondary Building that fits both the context of the neighbourhood and the site of the primary residence. In comparison to a dormer addition, the garden suite provides separate cooking, sleeping and bathroom facilities, which makes it an attractive option for any type of potential resident.