

Acknowledgements

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- Planners
- Councillors
- Members of the Committee of Adjustment

Queen's University

- Undergraduate & Graduate Students
- AMS Representative
- SGPS Representative
- Town-Gown Relations
- Campus Planning
- Housing and Hospitality Services

Community

- Citizens
- Neighbourhood Associations
- Rental Property Association
- Rate Payers Association
- Landlords

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Project Team



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(Credit: Niall Oddie)

The members of the 2009 Land Use Project Course are second year graduate students at the School of Urban and Regional Planning at Queen's University, Kingston, Ontario. This report reflects the research findings and opinions of the students in this course. It does not necessarily represent the position of the School of Urban and Regional, Queen's University, City of Kingston nor any other agencies, organization or individuals involved in this study.

Table of Contents

Executive Summary.....	i
Acknowledgements and Participants.....	vii
Table of Contents.....	ix
List of Figures.....	xi
List of Tables.....	xv
Introduction.....	1
1.0 Kingston Analysis.....	5
1.1 Built Form.....	5
1.2 History of Town-Gown Relations	8
1.3 Policies & By-Laws.....	9
1.4 Role of City, Private Developer & University in Housing Students	9
1.5 Review of Past Studies.....	10
1.6 Conclusions Drawn.....	20
2.0 Policy Framework and Analysis	23
2.1 Key Documents.....	23
2.2 Secondary Documents	31
2.3 Conclusions Drawn.....	33
3.0 Stakeholder Analysis	37
3.1 Interviews	37
3.2 Residential Intensification Workshop	41
3.3 Conclusions Drawn.....	52
4.0 Precedent Case Studies	55
4.1 Case Study Framework.....	56
4.2 Conclusions Drawn.....	60
5.0 Recommendations and Implementation	63
5.1 Location	63
5.2 Built Form.....	66
5.3 Policy Development	75
5.4 Enhancing Relationships and Communications Between Stakeholders	78
5.5 Implementation.....	82

Conclusion	87
Works Cited.....	91
Appendix 1: Justification for Study Area Boundaries	97
Appendix 2: Detailed Policy Inventory	99
Appendix 3: Sample Stakeholder Interview Questions	119
Appendix 4: Intensification Workshop.....	123
Appendix 5: Precedent Case Studies Catalogue	125
Appendix 6: Summary Chart: Recommendations and Key Issues.....	147
Appendix 7: Appropriate Built Form/Location.....	151
Appendix 8: Built Form Profiles.....	153
Appendix 9: Concept Models	169

List of Figures

Figure 1 (Exec. Summary): Map of the study area delineated for the report	i
Figure 2: Typical house and permitted maximum potential building envelope	ii
Figure 3: Precedent case studies from around North America	iii
Figure 4: Map showing potential intensification locations	v
Figure 1 (Intro): Study Area Boundary	2
Figure 1.1: An example of Student Housing in the near-university neighbourhoods	6
Figure 1.2: An example of a hosing conversion in the near-university neighbourhoods	6
Figure 1.3: Number and location of off-campus undergraduate student residences within a 0.5, 1.0, and 1.5 km radius	7
Figure 1.4: Number and location of off-campus graduate students within a 0.5, 1.0, and 1.5 km radius	7
Figure 1.5: Percentage of students that can be housed in on-campus accommodations at various post-secondary institutions	17
Figure 2.1: Official Plan Land Use Designations	24
Figure 2.2: Zoning surrounding Queen's University	26
Figure 2.3: Typical Building and Lot in Zone A, with Maximum Potential Building Envelope	28
Figure 2.4: Out-of-context apartment buildings in Sydenham Ward	29
Figure 2.5: Upper Storey Setbacks, as defined by By-Law No. 96-259	30
Figure 2.6: Potential Intensification Areas	35
Figure 3.1: Proposed development on Frontenac Street	39

Figure 3.2: House with multiple additions creating a “monster house”	39
Figure 3.3: Intensification Workshop on October 20, 2009	41
Figure 3.4: Local amenity in the neighbourhood	42
Figure 3.5: City Park- Parks were viewed as an asset by stakeholders	42
Figure 3.6: Example of infill sensitive to neighbourhood context	43
Figure 3.7: Possibility of property assembly on Princess Street	43
Figure 3.8: Harkness Hall, a good example of complementary and higher density built form on Earl Street	44
Figure 3.9: Second storey addition in scale with surrounding neighbourhood	44
Figure 3.10: Furniture recycling in support of Habitat for Humanity	45
Figure 3.11: Identified Locations within the Study Area for Intensification	47
Figure 3.12: Existing building and proposed adaptive reuse development	49
Figure 3.13: Existing building and proposed conversion development	50
Figure 3.14: Existing building and proposed underutilized lot redevelopment	51
Figure 3.15: Existing building and proposed infill development	51
Figure 4.1: Precedent case study locations	55
Figure 5.1: Map showing potential intensification locations	67
Figure 5.2: Appropriate forms of housing	69
Figure 5.3: Example of single detached unit with multiple additions	70
Figure 5.4: West Village Suites, Hamilton	77
Figure 5.5: Conceptual model of Semi-Detached dwelling in study area	84
Figure 5.6: Conceptual model of Low-Rise apartment building in study area	84

Figure A2.1: Zoning Map 17 (north-east study area)	110
Figure A2.2: Zoning Map 18 (east-central study area)	110
Figure A2.3: Zoning Map 19 (north-central study area)	111
Figure A2.4: Zoning Map 20 (north-west study area)	111
Figure A2.5: Zoning Map 26 (central study area)	111
Figure A2.6: Zoning Map 29 (south-west study area)	112
Figure A2.7: Zoning Map 31 (south-east study area, including Sydenham Ward)	112
Figure A4.1: Activity 1- Intensification rotational stations	123
Figure A4.2: Activity 2- Design charette	124
Figure A4.3: Activity 1- Discussion on where intensification should be located	124
Figure A4.4: Activity 2- Design charette for an internal conversion development	124

List of Tables

Table 1: Implementation Summary of Recommendations by Stakeholder and Timeframe	vi
Table 1.1: List of supporting reports and discussion papers	10
Table 1.2: DRR Recommendation 11 Status	12
Table 1.3: DRR Recommendation 12 Status	13
Table 1.4: DRR Recommendation 13 Status	13
Table 1.5: DRR Recommendation 14 Status	14
Table 1.6: DRR Recommendation 15 Status	14
Table 1.7: DRR Recommendation 16 Status	14
Table 1.8: DRR Recommendation 17 Status	15
Table 1.9: DRR Recommendation 18 Status	15
Table 1.10: DRR Recommendation 19 Status	15
Table 1.11: Queen's University enrolment numbers	16
Table 1.12: Summary of 'Queen's Residences Accommodation Preferences Survey 2002' results	19
Table 3.1: Types of Key Stakeholders Interviewed	37
Table 4.1: Precedent Case Studies	55
Table 4.2: Summary of 'built-form' approaches undertaken in precedent case studies	57
Table 4.3: Summary of town-gown relations in precedent case studies	58
Table 4.4: Summary of policies and by-laws implemented in precedent case studies	59
Table 5.1: Implementation Summary of Recommendations by Stakeholder and Timeframe	85

Table A2.1: Zoning By-Law No. 8499	103
Table A2.2: Zoning By-Law No. 96-259	104
Table A2.3: Amenity Space per Number of Bedrooms	105
Table A2.4: Net Densities in Zone B1	108

Introduction

Context and Opportunities

Kingston, Ontario, a medium-sized city of 117,200 (Statistics Canada, 2006), is home to a number of higher educational institutions, most notably Queen's University. The City government has long felt that significant issues have existed with respect to residential accommodation in the areas close to the University's Main Campus (the "near-university neighbourhoods"). These have largely been caused by the University's continuous expansion over the past several decades, which has occasionally strained town-gown relations. As a result, both the City and the University have undertaken a considerable number of studies on the topic student accommodation. The City's Adopted Official Plan envisions that growth over the next 20 years will focus on growth through approved secondary plans, other vacant lands, and most significantly residential intensification within the existing urban boundary. The City's intent is for residential intensification that will accommodate a variety of people to take place throughout Kingston's urban boundary. This is in line with the City's goal of becoming one of the most sustainable cities in North America, a core principle of the City's recently-adopted Official Plan. The confluence of these two objectives represents a unique opportunity for a residential renaissance in the City's central neighbourhoods.

The project team, comprised of eight graduate students from the School of Urban and Regional Planning at Queen's University, has been retained by the City of Kingston to determine how best to pursue these twin goals. The purpose of the study, therefore, is to answer:

"How should intensification take place in Kingston's near-university neighbourhoods?"

Three further questions arise from this opportunity statement, and are each critical in shaping the direction and recommendations of this report.

- *Where* should intensification take place, both in terms of location and proximity to amenities, employment areas, and other attractions?
- *What* forms of intensification should take place, with respect to built form, compatibility with surroundings, density, and diversity in terms of people and tenureship?
- *Who* are the key stakeholders in the intensification process, and what should their roles and relationships be?

Study Area

The neighbourhoods examined by this report are depicted below in Figure 1 as the “study area”. This area is based primarily upon neighbourhoods that are within a 20-minute walk of the centre of Queen’s University’s main campus. Also included in the study area are properties owned by Queen’s University that are immediately adjacent to the 20-minute walking boundary, such as West Campus (labelled on the map as 1), the An Clachan housing complex (2), and the Innovation Park campus (3). A full justification for the study area boundaries can be found in Appendix 1.

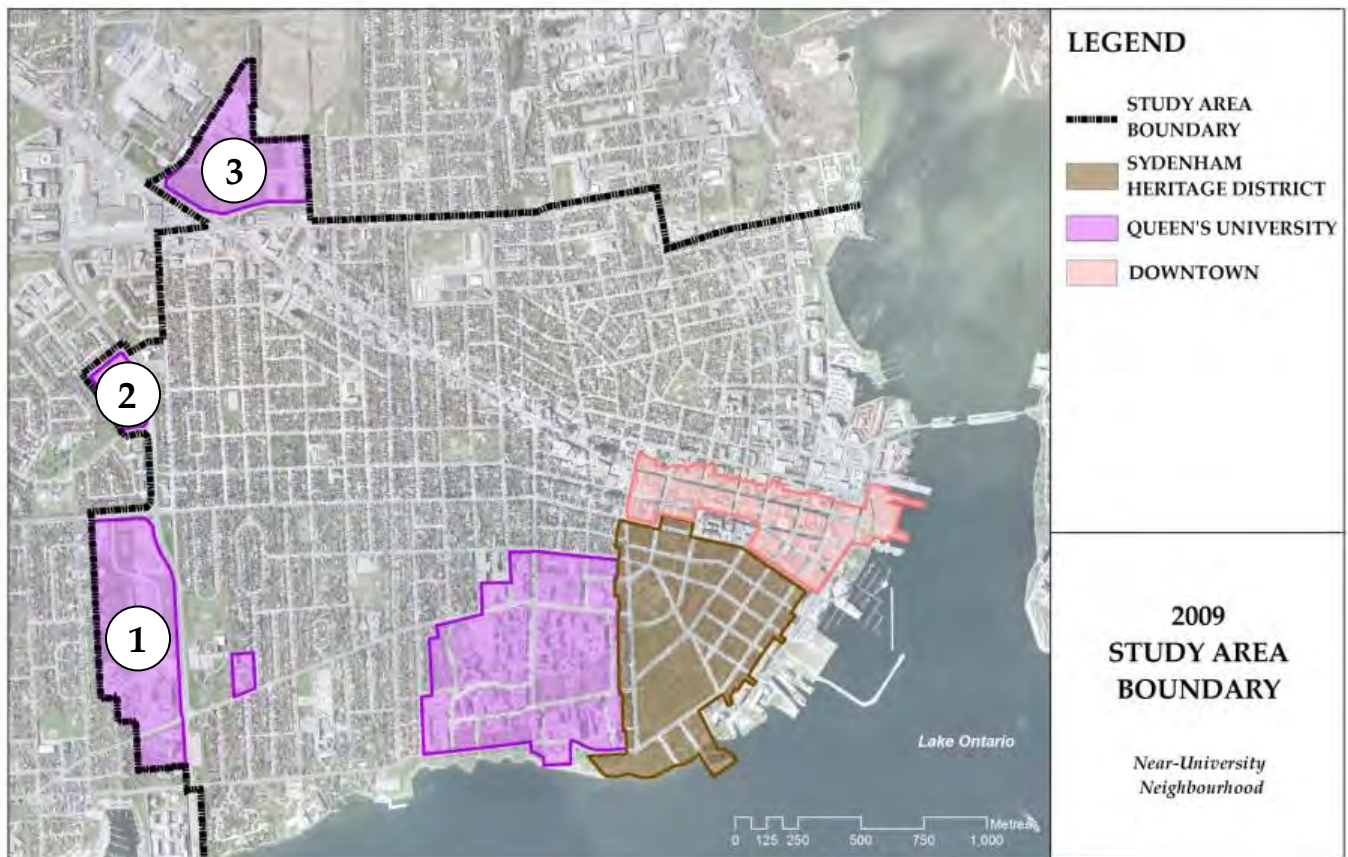


Figure 1: Study Area Boundary (Data source: City of Kingston)

Methods

The project team employed a variety of methods to analyze the issues. First, a comprehensive review of the policies and studies related to residential accommodation issues in Kingston was undertaken. This examination led to the creation of an in-depth analysis of what these studies argued were the issues facing the City. This analysis was undertaken together with an analysis of the policies and studies related to

residential intensification in Kingston, primarily the 2009 Official Plan and the Zoning By-Laws that govern growth and development in the City.

To complement the above policy reviews, a limited consultation process was conducted with relevant stakeholders. This consultation took two forms: a series of twelve in-person interviews with individuals conducted over a two-week period, and a design workshop held on October 20th, 2009. The issues and opportunities raised by the stakeholders, coupled with the policy analysis, provided the project team with a firm grasp of the issues facing residential growth in the near-university neighbourhoods, and a sense of the opportunities that exist for the future.

In addition to the policy review and analysis, several communities that could serve as examples of “best practices” were identified and analyzed. Nine communities of various sizes with medium-sized universities were chosen by the project team. These cities are facing, or have faced, similar issues as Kingston with respect to student accommodation and residential intensification. Information from the case study locales was gathered in a number of ways, including interviews with local officials, Internet research, and site visits to several of the precedent communities. The case studies can provide Kingston with a number of interesting precedents to follow in terms of the built form that residential intensification can take, how best to improve town-gown relations, and what policies and by-laws could aid in resolving issues raised by stakeholders.

Definition of “Intensification”

For the purposes of this report, the project team adopted the definition of intensification from the City of Kingston Adopted Official Plan, which states that it is:

“the development of a property, site or area at a higher density than currently exists through:

- a) redevelopment, including the reuse of brownfield sites;
- b) the development of vacant and/or underutilized lots within previously developed areas;
- c) infill development; and,
- d) the expansion or conversion of existing buildings.” (City of Kingston, 2009: 12)

Report Structure

This report has five chapters. The first chapter analyzes the current conditions in Kingston’s near-university neighbourhoods. This analysis is organized into four main themes: built form, town-gown relations, policies and by-laws, and the respective roles of the City, the University, and the private developer. The second chapter examines the policy framework governing intensification in the study area. The main policies examined were the 2009 Adopted Official Plan, and the two Zoning By-Laws applicable to the study area.

Several policies and studies applicable to specific parts of the study area, or to specific aspects of intensification, were also examined. Chapter three outlines the results of the stakeholder consultation process. Stakeholders' concerns fell into several broad categories, including the concern that intensification primarily referred to an increase in the amount of student housing, the belief that built form of intensification projects must be compatible with the surrounding neighbourhood, and the fact that Queen's University must play a greater role in the housing process. The fourth chapter examines the initiatives undertaken by the precedent case study communities, using the same four-theme framework used to analyze the existing Kingston context.

The final chapter of the report presents our 21 recommendations. The recommendations are organized into five goals:

- Residential intensification should occur throughout the study area in various degrees of intensity. Appropriate forms of intensification should be focused near nodes, transit corridors, and employment areas that are capable of handling greater densities;
- Residential infill development and conversions should be comprised of a variety of housing forms, styles, and types to accommodate the diverse needs of all residents;
- On and off-campus student housing will include a variety of forms, types, and ownership structures to accommodate the diverse needs of students;
- Planners will be provided with adequate tools to ensure that residential intensification occurs in a manner that enhances the built and social environment of the near-university neighbourhoods; and
- The City and Queen's University will play leadership roles in facilitating communication between stakeholders involved with the residential intensification process.

1.0 Kingston Analysis

Institutions of higher learning and research have significantly influenced the history and development of the City of Kingston. The city is home to three major universities and colleges: St. Lawrence College, the Royal Military College of Canada, and Queen's University. The downtown area is also home to two major teaching hospitals: Kingston General Hospital, and Hotel Dieu Hospital.

Since the founding of Queen's University in 1841, the City has had to accommodate a growing student population. During the 1950s and 1960s, the historic houses in the Sydenham Ward area between Queen's and the downtown were in poor condition, with many converted to boarding houses. This area was proposed for substantial urban renewal in planning studies of the area (Stephenson and Muirhead, 1960; Wylie and Ufnal, 1970), and the city adopted a Zoning By-Law that permitted the entire historic area to be replaced with apartment buildings. However, Kingston's attitude towards heritage preservation improved in the 1970s, and many of the older boarding houses were renovated and returned to families and retirees. Since that time, community demographics have shifted towards a more equal mix of students and permanent residents. Coincidentally, property standards improved, and both residents and municipal officials became eager to restore the unique aesthetic features of the local housing stock. Today Sydenham Ward has some of the highest property values in Kingston (Bray et al., 2009). While Sydenham Ward still contains many student tenants, the main off-campus housing area switched to the blocks north and west of the University in the 1970s.

Today, over three quarters of the Queen's University full-time student population lives within 1.5 kilometres of its Main Campus (as depicted in Figures 1.3 and 1.4). This concentration of students has noticeably changed the character and built form of the neighbourhoods surrounding the University's main campus. The following section will provide information on the type of built form typically found in Kingston's near-university neighbourhoods, town-gown relations, current policies and by-laws which will be further discussed in Section 2.0 (Policy Framework and Analysis), as well as a summary of past studies completed by either the City or the University.

1.1 Built Form

The built form within Kingston's near-university neighbourhoods is quite diverse. The housing stock consists of several types of buildings including small apartment blocks, rowhouses, semi-detached, and single-family homes (City of Kingston, 2003; see Figure 1.1). Most houses in the near-university neighbourhoods are two to three stories in height, and there are very few mid-rise apartment buildings. Many of the buildings in these neighbourhoods are older and were designed in the Victorian and Georgian era styles. Some houses have been formally designated as heritage properties by the City of Kingston (Bray et al, 2009).



Figure 1.1: An example of Student Housing in the near-university neighbourhoods

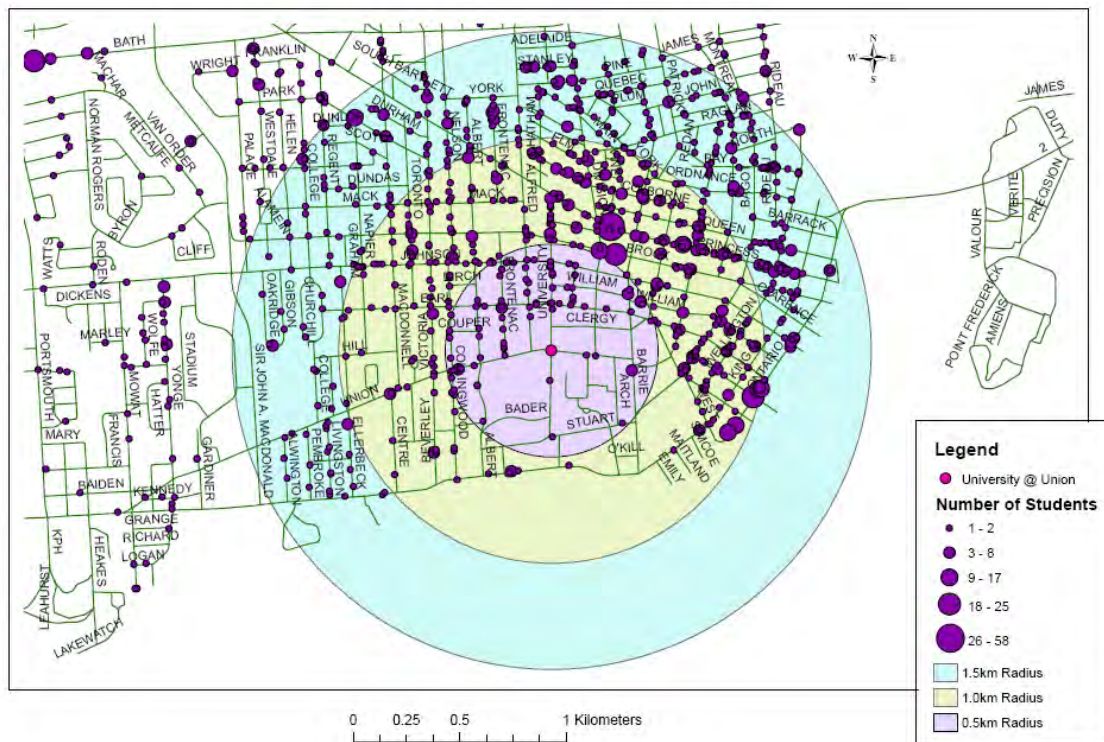
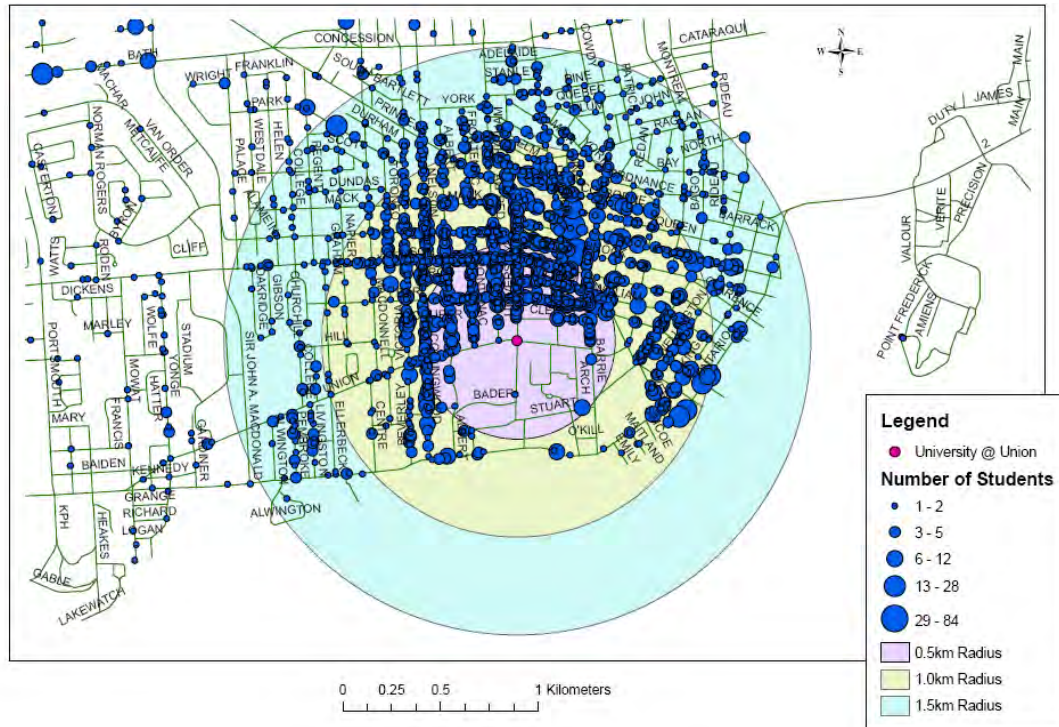
(Credit: Adrian Brett)



Figure 1.2: An example of a housing conversion in the near-university neighbourhoods (addition to a former single family home)

(Credit: Adrian Brett)

The urban design of the near-university neighbourhoods is notable for its fine-grained block development. The lots in the neighbourhood are deep and narrow, with front setbacks of no more than 5 metres. This often results in a large proportion of vacant land behind the houses. Many property owners have taken advantage of this situation by converting houses in the near-university neighbourhoods to student rental houses with large additions to maximize the number of bedrooms on each lot (City of Kingston, 2006; see Figure 1.2). These conversions include additional levels, dormer additions, and large rear additions. Some student houses with excessive bedroom additions have become colloquially known in the near-university neighbourhoods as “student monster homes” (City of Kingston, 2003). Conversions of single-dwelling homes to multi-unit student homes began in the university district during the early 1970s. The rate of housing conversions accelerated during the 1990s, but slowed after 2000 due to pressure from community members and municipal planners who became concerned about the compromised character and quality of housing in the near-university neighbourhoods (Statistics Canada, 2009). In 1990 to 1992, the City wrote its Student Accommodation Review, proposing restrictive planning rules to limit new conversions. While the City never acted on this report, its release did set the tone for expectations of future development. The McBurney Park and Sydenham Ward areas both show the potential for near-university neighbourhoods with a high quality of life.



Above: Figure 1.3: Number and location of off-campus undergraduate student residences within a 0.5, 1.0, and 1.5km radius.

Below: Figure 1.4: Number and location of off-campus graduate student residences within a 0.5, 1.0, and 1.5km radius. (Credit: Queen's University, Dean of Student Affairs, 2008)

1.2 History of Town-Gown Relations

The nature of relations between the City of Kingston and Queen's University varies depending on the given issue. The City and University have worked together on public space beautification projects, such as tree planting along Aberdeen, Johnson, and King Streets. Both parties agree that property standards in the near-university neighbourhoods should be higher, and that landlords should be held accountable for buildings that have been neglected. However, controversy has arisen in the past over determining who should pay for a properly-maintained district around the University. Residents have suggested that Queen's purchase more off-campus student housing and maintain higher property standards than are currently practiced by tenants and landlords. However, the University's strategic plan is focused upon research and education, and the provision of student housing is primarily planned for first-year undergraduate students coming from outside Kingston (Queen's University, 2006; Queen's University Campus Planning, 2002).

Queen's University has, for the most part, been dependent upon the private sector to provide the majority of student housing. Ban Righ Hall, the first residences, opened in 1925, and on-campus housing expanded rapidly in the 1960s to accommodate the Baby Boom generation. In 1973 Queen's had 3337 residence beds, which housed 36% of the full-time enrolment (Gordon, 1973). In the past 36 years, the university's enrolment has increased by 88% to 17,368, but only 773 new residence beds were added by purchasing Waldron Tower in 1988 and building Watts and Leggett Halls, which opened in 2003. As a result, only 21% of the student population is accommodated in on-campus residences in 2003. Almost all the university's enrolment growth has been absorbed by private off-campus housing as nearly all the on-campus residence spaces must be reserved for first year students arriving from beyond the Kingston area (Gordon, 1979).

Off-campus students have risen from roughly 5,500 in 1973 to approximately 13,500 today, an increase of approximately 8,000 students. Therefore, at an average of 4-5 students per unit, approximately 1,600-2,000 units of housing have been converted or added for student use. The abolition of Ontario's Grade 13 in 2002 compounded the off-campus housing problem.

Unfortunately, past behaviour by students (including poor maintenance of front lawns, limited garbage and recycling disposal, and noise pollution) has created a culture of mistrust between students and permanent residents of the near-university neighbourhoods. The unsanctioned street party associated with Queen's Homecoming now embodies the fears of non-student residents of both concentrating students in specific parts of the city and spreading them out into neighbourhoods that have not traditionally included many students (Burns, 2009).

1.3 Policies & By-laws

The City of Kingston Official Plan and Zoning By-Law define the near-university neighbourhoods as areas that are appropriate for one and two dwelling homes. There have been several planning reports on student accommodations prepared by the City since 2003. However, the City has no special zoning ordinances or by-laws governing student housing (City of Kingston, 2003; 2007). However, the Property Standards By-Law adopted in 2005, which governs the maintenance of items such as doors, windows, and exterior walls of buildings, and the overall structural soundness of all properties, amongst other factors. Recently, work has been done on the Sydenham Ward Heritage Conservation District, as well as modifications to various zoning regulations, and development of a variety of housing-related programs by Queen's University. Results have been mixed, as there are still many outstanding requests for variances by landlords within the study area. One of the most successful neighbourhoods within the study area for maintaining a cohesive mix of students and families, and also vernacular architecture, is Sydenham Ward. Some residents have suggested expanding the proposed heritage designation westward as a way of curtailing the neglect of student housing and encouraging better maintenance by absentee landlords (Bray et al., 2009). Further information regarding relevant policies and By-Laws can be seen in Section 2.0 Policy Framework.

1.4 Role of City, Private Developer & University in Housing Students

The City of Kingston manages a complaint-driven property standards enforcement team that has the power to warn or punish landlords over a variety of offences regarding both the interior and exterior of dwelling units. The City also provides essential services, such as garbage and recycling pick-up, street cleaning and snow removal that assist in the maintenance of property standards (City of Kingston, 2009). However, the primary housing providers in the near-university neighbourhoods are private sector developers and landlords. Absentee landlords maintain the majority of rental properties in the vicinity of the Queen's University campus. Some are unfortunately known for their low housing standards, avoidance of maintenance issues, and for deferring maintenance costs to tenants. In some cases, students have alleged that landlords have discouraged them from complaining to authorities about property standards. However, a number of Kingston landlords have also been recognized for their role in providing high-quality, affordable and safe housing to the rental market (Queen's Journal, 2009).

The vast majority of Queen's University students come from outside Kingston. This results in added pressure for the University to provide sufficient on-campus and off-campus housing. The school provides dorm-style residences for first-year (and increasingly upper-year) undergraduates, graduate students and exchange students on two campuses. The school also has suite-style housing in two graduate residences and

owns many houses surrounding main campus, which are allotted to students by lottery. The University currently has no plans to increase its number of on-campus residence spots or diversify its residence types. Its current long-term plan is to rebuild the interiors of its oldest residences, and to demolish buildings that do not reflect the school's current planning priorities (Queen's University Campus Plan, 2002).

There is also a student-led housing co-operative that provides affordable housing within the near-university neighbourhoods. Science '44 Housing Co-op provides bedrooms based on four- or eight-month memberships to approximately 150 students across 20 houses. Co-op houses contain multiple bedrooms, but are known to be better maintained than traditional rental housing properties, because student members are required to assist with maintenance. Hence, due to the nature of the co-op membership agreement, students are more likely to feel emotionally invested in their properties, and to follow social expectations regarding maintenance (Science '44 Co-op, 2008).

1.5 Review of Past Studies

The City of Kingston has been attempting to manage the effects of a rising student population in the residential neighbourhoods surrounding Queen's University for over 30 years. During this time, both the University and the City have conducted several surveys, written a number of reports, and have worked with various neighbourhood associations to improve the quality of off-campus student housing, provide accommodation options, and strengthen relationships between long-term residents and Queen's students. The following section summarizes the challenges associated with off-campus housing that have been identified in the earlier reports and discussion papers, and provides statistics and information to profile the current situation. Table 1.1 lists the reports that have been summarized in this section.

Table 1.1: List of supporting reports and discussion papers

Title	Written by	Date
Student Accommodation Discussion Paper	City of Kingston	October 2007
Housing Options and Issues for Queen's University Students	Queen's University	August 2001
Queen's Student Affairs Department Market Research: Survey Design & Analysis of Queen's Residences Accommodation Preferences Survey	Queen's University	April 2002
Accommodation Location Patterns of Queen's Students	Queen's University	Summer 2008

1.5.1 Student Accommodation Discussion Paper, 2007

The Student Accommodation Discussion Paper was reported to the Planning Committee in October of 2007. The purpose of the paper was to discuss vacancy rates and rental accommodation options for both

undergraduate and graduate students in the City. Even though student accommodation vacancy rates were found to be higher than those for downtown Kingston as a whole, the supply of student rental housing was seen as inadequate for the additional forecasted enrolment of students in graduate programs at Queen's University. The Downtown Residential Review (DRR) was the primary report referenced in this paper; more specifically, the current status of the short- and long-term recommendations suggested by the DRR Working Committee in August of 2003. Furthermore, the discussion paper touched on the number of applications for intensification-related projects that were submitted to the Committee of Adjustment between January 2003 and July 2007. The last sub-section summarizes on- and off-campus student housing options and preferences that were presented to the Planning Committee based on several precedent case studies and surveys undertaken by the City and the University.

1.5.1.1 Downtown Residential Review (DRR) Recommendations

In 2002, the City's Planning Division established the DRR Working Committee, represented by individuals from Queen's University, St. Lawrence College, the community (including residents, renters, landlords, and developers), and City Staff whose purpose was to provide guidance on planning and development issues surrounding residential intensification. The DRR Working Committee's mandate arose from a surge of development applications that proposed out-of-scale additions that impacted the character of the near-university neighbourhoods. The DRR Working Committee's study area was identified as the area within a 20-minute walking radius of Queen's Main Campus. In the original DRR Report entitled 'Discussion and Recommendations on Residential Intensification Issues in Downtown Kingston Neighbourhoods', the committee presented ten short-term recommendations and nine mid-term recommendations. The first nine recommendations suggested amendments to Zoning By-Law No. 8499, of which seven had been implemented and two had been put on hold.

The following is a summary of the amendments that were made to Zoning By-Law No. 8499:

Recommendation 1: Existing dormer provisions were clarified by providing additional detail, such as setbacks and size requirements, to allow for architectural and aesthetic detailing.

Recommendation 4: A definition for 'Private Amenity Area' was added to Zoning By-Law No. 8499 as Section 4.2A to ensure that every residential dwelling has a designated interior common area.

Recommendation 5: Amenity area requirements for multi-unit dwellings with two to four bedrooms for all forms of intensification were reduced for Zone B. Furthermore, a provision was included requiring multi-unit buildings to comply with the amenity area calculations.

Recommendations 6 & 7: Bicycle Parking Area was defined and the parking requirements of one bicycle parking space per dwelling unit for multiple family dwellings in Zone B was added to Zoning By-Law No. 8499.

Recommendation 8: The existing provision in order to prohibit the creation of additional floor area or dwelling units within existing multi-unit dwellings located in Zone A was clarified.

Recommendation 9: The definition of 'Family' was amended to read as follows: "one or more persons residing together and comprising a single domestic household, sharing all areas of a dwelling unit."

Recommendation 10: An additional condition of approval to Committee of Adjustment decisions was enacted to ensure that built development is in accordance with approved drawings.

The following is a summary of the amendments that the City staff did not recommend proceeding with at that time:

Recommendation 2: Provide an area calculation to create an "upset limit" on the footprint size of a proposed addition. This recommendation was not approved because the depth and area calculations are not comparable units of measurement that can be used in the same provision.

Recommendation 3: Limit the number of bedrooms per residential unit to that typically associated with standard residential dwellings by defining "Dwelling Unit". This recommendation was not approved as further research was required before the number of habitable rooms/bedrooms in relation to the number of dwelling units permitted in a residential zone can be defined.

The report also discusses nine recommendations that were intended to address mid-term issues identified by the DRR. The recommendations are listed below with their status as of October 2007 when the 'Student Accommodation Discussion Paper' was presented to the Planning Committee and their current status update as of November 2009.

Recommendation 11: Development of Urban Design Guidelines, Streetscape Guidelines, and Infill Guidelines for the former City of Kingston's residential neighbourhoods. Also, assessment of the City of Cambridge, Massachusetts' Dormer Design Guidelines for possible implementation in Kingston.

Table 1.2: DRR Recommendation 11 Status

Status at time of Report (October 2007)	Current Status (November 2009)
Kingston's Planning & Development Department planned on assigning staff resources for the development of Urban Design Guidelines in 2008 after a portion of the budget was allocated to this project. Furthermore, after reviewing the dormer design guidelines, it was determined that they were not appropriate for Kingston given the architectural features common to the area.	The Planning and Development Department is currently working on developing Kingston's Urban Design Guidelines for residential intensification for low and medium density housing.

Recommendation 12: Continuation of the designation program of heritage buildings and expansion of the program to include the designation of heritage parks and districts, all being designated under Parts IV and V of the Ontario Heritage Act.

Table 1.3: DRR Recommendation 12 Status

Status at time of Report (October 2007)	Current Status (November 2009)
Between 2002 and 2007, there were significant changes to the Ontario Heritage Act and the Provincial Policy Statement regarding cultural heritage designation and value. Furthermore, the City of Kingston hired a full-time Heritage Planner to assist the Kingston Municipal Heritage Committee with their designation program.	The Old Sydenham Heritage Area Heritage Conservation District Study was completed earlier this year by Bray Heritage. Only 3 blocks of the Study Area were assessed in detail as it was not possible to assess all 500 properties within the study area given time and budget constraints. Therefore this task will be an ongoing project in order to complete the inventory. The Official Plan also identifies a number of other potential Heritage Districts and corridors that should be acknowledged. Furthermore, since 2007 the City of Kingston hired an additional planner to work on heritage applications.

Recommendation 13: Research and review of licensing systems in other Ontario municipalities such as Waterloo and Guelph for the licensing of lodging houses and determination of whether or not this is appropriate for the City of Kingston.

Table 1.4: DRR Recommendation 13 Status

Status at time of Report (October 2007)	Current Status (November 2009)
On January 1, 2007 the Municipal Statute Law Amendment Act, 2006 gave municipalities permission to "license any business or activity that is considered appropriate in pursuing the public good." A joint City of Kingston and Queen's Working Committee decided that it would be most beneficial to investigate the licensing of lodging houses recommendation through a dedicated report.	The City Planning Staff had reviewed what Oshawa was doing regarding landlord licensing to get a better understanding of whether or not this would be appropriate for the City of Kingston. However, a report by the City of Kingston and Queen's University Working Committee was presented to Council earlier this year and recommended that no action be taken in regards to licensing at that time.

Recommendation 14: Research and review of the minimum distance separation requirement between rental accommodations in the City of Waterloo's Lodging House By-Law.

Table 1.5: DRR Recommendation 14 Status

Status at time of Report (October 2007)	Current Status (November 2009)
This recommendation was not supported by City Planning Staff as a minimum distance separation requirement between rental accommodations would not support the City's affordable housing initiatives and future intensification strategies. Therefore there was no need to research and review the City of Waterloo's Lodging House By-Law for minimum distance separation between rental accommodations.	The City Planning Staff still believe that a minimum distance separation requirement between rental accommodations would not support affordable housing initiatives and future intensification strategies.

Recommendation 15: Examination of the potential of relaxing the current regulations limiting habitation of basements and cellars in order to provide additional accommodation in Kingston's housing stock.

Table 1.6: DRR Recommendation 15 Status

Status at time of Report (October 2007)	Current Status (November 2009)
The City of Kingston planned to discuss the topic of accessory apartments during the Official Plan review.	In October of 2008 a report to Planning Committee was completed by the Planning and Development Department titled 'Kingston Model for Action – Affordable Housing Supply Review of Second Suites in the City of Kingston'. This report provides information from several other municipalities regarding the permission of second suites or accessory apartments. Also, a further report regarding second suites is to be prepared to address this issue.

Recommendation 16: Review of implications of the development of units in the back of existing lots, as well as the implications of severing lots for this purpose. Also, the identification of appropriate forms of infill is required.

Table 1.7: DRR Recommendation 16 Status

Status at time of Report (October 2007)	Current Status (November 2009)
The Planning Staff reiterated that the current Official Plan had policies to ensure that the development of centre blocks are compatible with adjacent uses and provide adequate access and privacy for adjacent residents. In addition, urban design guidelines would further facilitate the development of infill housing that is appropriate and sensitive to the existing neighbourhoods.	The new Official Plan, which is still waiting for approval by the Minister, also contains policies that help ensure that the development of centre blocks are compatible with adjacent uses and provide adequate access and privacy for adjacent residents. This issue will also be addressed in Kingston's new Urban Design Guidelines for residential intensification for low- and medium-density housing.

Recommendation 17: Investigation and creation of a concept plan for the geographic location bounded by Princess Street, Barrie Street, Clergy Street and Alfred Street, also known as 'Area 8'.

Table 1.8: DRR Recommendation 17 Status

Status at time of Report (October 2007)	Current Status (November 2009)
This recommendation was not supported as the Campus Expansion Area makes up a portion of 'Area 8' and therefore it would be necessary to develop a secondary plan. Both the City and Queen's University, as well as a professional urban designer, would need to play key roles in developing a concept plan for the area. A budget allocation was to be requested in 2008 for this initiative.	This report, Residential Intensification in Kingston's Near-University Neighbourhoods, along with the development of the residential intensification Urban Design Guidelines will be used to inform any future work on the 'Area 8' concept plan.

Recommendation 18: Establishment of a City Design Review Panel to review development proposals and policies.

Table 1.9: DRR Recommendation 18 Status

Status at time of Report (October 2007)	Current Status (November 2009)
The City staff acknowledged that a City Design Review Panel would be an asset in reviewing development proposals and policies. However, it was necessary to first develop urban design guidelines in order to standardize evaluation criteria for proposed developments.	No further action was taken.

Recommendation 19: Establishment of a short-term committee made up of community stakeholders to discuss and provide recommendations on issues such as Property Standards, By-Law Enforcement and Licensing, etc.

Table 1.10: DRR Recommendation 19 Status

Status at time of Report (October 2007)	Current Status (November 2009)
As of 2007, the City of Kingston employed four full-time Property Standards Officers. At the end of each school year during the move out period, the Property Standards Officers focus their efforts in the near-university neighbourhoods surrounding Queen's.	There has been no change.

1.5.1.2 Analysis of Committee of Adjustment Applications

The Student Accommodation Discussion Paper also analyzed Committee of Adjustment applications in order to evaluate demand for residential intensification in the near-university neighbourhoods between January 2003 and July 2007. The near-university neighbourhoods were identified as those within a 20-minute walk from Queen's University campus. It was found that during that time period, 16 applications were submitted for the addition of a dwelling unit to an existing residential property or construction of a dwelling unit on a severed lot; 32 applications were submitted for residential building additions; and an additional 15 applications were submitted for residential building additions that would incorporate new bedroom(s).

1.5.1.3 On-Campus and Off-Campus Student Housing Options

On-campus and off-campus student housing options were also briefly discussed in the Student Accommodation Discussion Paper written for the Planning Committee.

Enrolment has been steadily increasing since the 1990s at all three post-secondary institutions in Kingston, particularly at Queen's University, which has the largest full-time student population. The following table provides Queen's enrolment numbers for 2006 and 2008:

Table 1.11: Queen's University enrolment numbers

Queen's University	2006	2008	Change 2006-2008
Full-time undergraduate	13,378	14,100	722
Full-time graduate	2,902	3,260	358
Total Full-time	16,280	17,360	1,080

Since Queen's has the largest full-time student population as compared to Kingston's other post secondary institutions, it generates the largest demand for off-campus student housing in the City. Furthermore, the Royal Military College (RMC) provides government-subsidized dormitory accommodations for their students on campus, and a large proportion of St. Lawrence College students are permanent residents of Kingston. Areas near St. Lawrence College have been impacted to a lesser extent in terms of the housing tenure rather than additions or alternations to the existing buildings. Therefore, the neighbourhoods surrounding Queen's University have been most affected by the increase in student accommodations through conversions and additions to existing single-family dwellings. Ninety-four percent of full-time students live independently from their family, either on campus, off campus in rental units, or own their own house. In 2007, Queen's University provided approximately 4,800 spots in residence and other University owned housing. In 2009, there are over 5,000 students living in University-owned on-campus accommodations, approximately 21% of full-time students. Figure 1.5 shows the percentage of students that can be housed in on-campus accommodations for major post-secondary institutions in Canada.

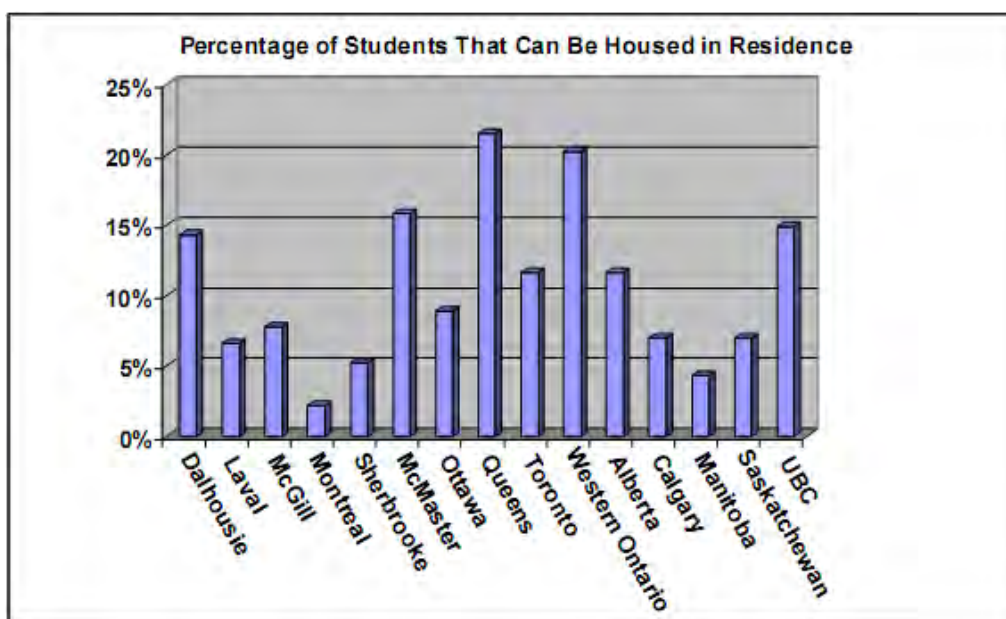


Figure 1.5: Percentage of students that can be housed in on-campus accommodations at various post-secondary institutions (Source: Queen's University, 2008)

Over the past few years, Queen's University has conducted several surveys concerning off-campus housing. These surveys generally focused on type and location preferences of rental housing, as well as inspection services for rental units listed with Queen's Apartment and Housing Services. The results were similar to past studies in that students preferred affordable, high quality accommodations within close walking distance to Queen's main campus. However, location distance from Queen's main campus was seen as a priority, as students said they would sacrifice quality in order to be close to main campus. Furthermore, younger undergraduate students were more willing to live with more people, whereas older undergraduate and graduate students preferred to live alone or with only one other roommate.

There are several programs offered by Queen's University that provide assistance to students searching for off-campus accommodations. These programs include Queen's University Apartment and Housing Services, Queen's University Alma Mater Society and the Queen's University Town-Gown Relations Office. The Queen's University Apartment and Housing Service provides listings for both University-owned and privately-owned rental units. Furthermore, a program where landlords can voluntarily have their rental units inspected using the City of Kingston's Property Standards By-Law has been established. The incentive for landlords to participate in this program is that once a unit passes inspection, it can be advertised on the listing service using the 'inspected' designation and the landlords are granted the right to use a termination agreement where leases are based on a twelve-month period with no month-to-month option. The Queen's University Alma Mater Society addresses off-campus student housing quality through the Student Housing Committee. This is accomplished through various programs and services, including free property inspections by the Student Property Assessment Team, 'housing talks' for students transitioning between

living on-campus to living off-campus, resources such as the (now defunct) ghettohouses.ca website (a publically accessible forum where tenants could comment and rate their rental accommodations), and general information through related links, handbooks and student-led advising services. Finally, the Queen's Town-Gown Relations Office provides information on being a good neighbour both as a student and as a long-term resident. This is a year-round service that includes delivery of information packages in September to student houses regarding garbage collection schedules, recycling practices and emergency response procedures, an annual educational campaign, and general advising and conflict mediation between students, or between students and landlords.

1.5.2 Housing Options & Issues for Queen's University Students, 2001

In August 2001, due to the impending double cohort of students graduating high school, a short discussion paper was prepared by Queen's University on the topic of 'Housing Options and Issues for Queen's University Students'. The paper reviewed housing trends and issues, investigated the availability of adequate off-campus housing and identified opportunities to increase housing supply for Queen's students. In light of this report, two new residences, Leggett Hall and Watts Hall, were built in 2003; they now house approximately 548 students.

In 2001, about 4,500 students lived in residences owned and operated by Queen's University, while approximately 10,000 students lived off-campus in rental units. Even though the number of students living off-campus has increased by approximately 5,000 students, the number of available residences spots has only slightly increased. Queen's guarantees all first-year students a spot in residence, and therefore very few spots are left for upper-year and graduate students. As a result, the trend after first year is for students to move off-campus into shared rental units, often single-detached dwellings. However, as students progress in their undergraduate studies, they move from larger shared rental units to units with only one or two other roommates, causing a high rental turnover rate within the near-university neighbourhoods. As a result, property standards are compromised, thus leading to increased tension between long-term residents and students in the area.

The report identifies the areas north and east of Main Campus as the neighbourhoods where student housing is most concentrated. However, in the 1990s there was a shift in the growth pattern, and the east side of campus saw a decrease in the number of student tenants as families moved back to that neighbourhood. Since many amenities and services are located to the north and northeast of campus, most students want to live between Kingston's downtown and Queen's University, so that they are within walking distance of both destinations. The report concluded that the desire to live in this area is so strong that students will often accept substandard accommodation in order to live within the neighbourhood.

The report also analyzed the 2001 Queen's University Off-Campus Housing Survey, and found that students' ideal living conditions were unfurnished accommodations in a 4 to 5 person unit, located within a

10 minute walk from campus. The most interesting fact, however, was that the majority of students rated living in a single-detached house as their preferred dwelling type.

1.5.3 Queen's Student Affairs Department Market Research: Survey Design & Analysis of Queen's Residences Accommodation Preferences Survey 2002

This report analyzed the results of Queen's Residences Accommodation Preferences Survey conducted in the spring of 2002. The survey targeted undergraduate students in second year or higher, as well as graduate students, with a total of 515 respondents divided almost equally between the two groups. The survey asked questions related to a student's current living conditions, as well as their preferred or ideal living situation. The table below summarizes the results of the survey. Please note that this is a small sample size, therefore results may not be entirely accurate.

Table 1.12: Summary of 'Queen's Residences Accommodation Preferences Survey 2002' results

Criteria	Respondents	
	Undergraduate	Graduate
Current Conditions		
Satisfied with living accommodations	86%	84%
Dissatisfied with living accommodations	14%	16%
Top 2 Reasons for dissatisfaction	1. Quality 2. Cost	1. Quality 2. Cost
Living within a 5 minute radius	40%	18%
Living in privately-owned accommodations	10%	12%
Living in University-owned accommodations	90%	88%
Structural type of dwelling lived in by majority	Single-detached homes	Low-rise apartments
Living in shared accommodations	90%	38%
Proportion of respondents by tenure	Renting (98.5%) Owning (1.5%)	Renting (94.5%) Owning (5.5%)
Preferences		
Preferred living in areas within 5 minute radius	80% ranked it 1st	68% ranked it 1st
Structural type of dwelling preferred by majority	Single-detached homes	Single-detached homes
Preferred number of roommates	2-3 roommates (41%) 5-6 people (27%)	No roommates (38%) 1 roommate (27%)
Top 3 factors in selecting accommodations	1. Within walking distance to campus; 2. Available on-site laundry; 3. Located close to amenities.	1. Within walking distance to campus; 2. Located close to amenities; 3. Available on-site laundry.

1.5.4 Accommodation Location Patterns of Queen's Students 2008

This report was developed by Queen's University: Dean of Student Affairs in order to identify accommodation location patterns of Queen's students. As expected, most students reside around the Main Campus of Queen's University. The study found that almost 25% of undergraduate students lived within a 0.5 km radius (or 7 minute walk) of University Avenue and Union Street; almost 72% lived within a 1.0 km radius (or 13 minute walk); and approximately 83% lived within a 1.5 km radius (or 19 minute walk). Furthermore, the study found that only about 5% of graduate students lived within a 0.5 km radius (or 7 minute walk) of University Avenue and Union Street, approximately 42% lived within a 1.0 km radius (or 13 minute walk) and 65% lived within a 1.5 km radius (or 19 minute walk). These results support previous reports and surveys stating that undergraduate students tend to live closer to campus with a larger number of roommates, whereas graduate students prefer to live in one to two bedroom units and therefore often live further away from campus. Figures 1.3 and 1.4 show the number and location of undergraduate and graduate student residences within a 0.5, 1.0, and 1.5km radius. It is noted that the undergraduate students are concentrated close to campus, especially the north and west, while the graduate students are more evenly dispersed among the near-university neighbourhoods, with little concentration in the area north of campus.

1.6 Conclusions Drawn

The current conditions of Kingston's near-university neighbourhoods were analyzed by examining four elements: the type of built form typically found in the areas around the University, existing town-gown relations, current policies and by-laws, as well as, the role of the City, the private developer and the University. Furthermore, precedent reports and studies completed by the City and the University were summarized in order to understand that increasing student accommodations off campus have significantly impacted the neighbourhoods surrounding Queen's University.

Key Findings

- Decades of unplanned intensification in Kingston have impacted the character and built form of the near-university neighbourhoods.
- Challenges of intensifying the study area include maintaining the diversity of housing stock, increasing density on lots with little frontage, and providing sufficient amenities to support the population density, all while maintaining the residential feel of the neighbourhoods.
- There have been many independent reports published by key stakeholders, including Queen's University and the City of Kingston, with little collaboration between these parties.
- For both graduate and undergraduate students, being within walking distance to campus, being in close proximity to amenities, and the availability of on-site laundry are the top three factors in selecting accommodation.

2.0 Policy Framework and Analysis

For the recommendations of this report to be effective, it is necessary to understand the policy framework that governs the study area. This section will review the relevant policies and studies prepared by the City of Kingston and Queen's University that have direct effects upon residential intensification efforts within the study area. This section begins by examining and analysing the essential policies that most affect intensification and residential development within the City, particularly the macro-level policies of the City of Kingston's Official Plan, and the micro-level regulations of the Zoning By-Laws that apply within the study area. The section will then look at intensification-related policies for specific areas, as found in documents such as the Queen's University Campus Plan and the Old Sydenham Heritage Area Heritage Conservation District Study. A more thorough inventory of the detailed policies from the documents examined below is attached to this report as Appendix 2.

2.1 Key Documents

2.1.1 Adopted Official Plan, City of Kingston, 2009

Prior to 1998, what is now known as the City of Kingston was in fact three separate municipalities: the City of Kingston, Kingston Township, and Pittsburgh Township. In 2009, the City completed the process of consolidating and updating the three former Official Plans into a single document that governs future growth on a municipality-wide basis. The adopted Official Plan has the primary objective of "[helping] citizens and business owners learn about and implement the critical elements of sustainable living, thereby transforming the City of Kingston into one of the foremost sustainable cities on the continent" (City of Kingston, 2009: 21). Given this goal, numerous aspects of sustainability are promoted throughout the Official Plan, including residential intensification.

The majority of the land within the study area is designated as Residential, with significant sections classified as Institutional, Central Business District and Main Street Commercial lands. The study area also contains several Open Space designations and a small number of District Commercial pockets (see Figure 2.1). Due to the variety of land uses and greater building densities, the study area is one of the most diverse sections of Kingston with respect to building types and uses.

Section 2.4.5 of the Official Plan states the City's intent to increase the net residential density within the urban boundary to a minimum of 23.5 dwelling units per net hectare. Greater densities (approximately 75 dwelling units per net hectare) are being sought in particular sections of the study area, particularly the Princess Street corridor, the Central Business District, the area surrounding the Kingston Shopping Centre, and at the edges of neighbourhoods (Official Plan Section 2.3.2). Section 3.3 of the Official Plan elaborates

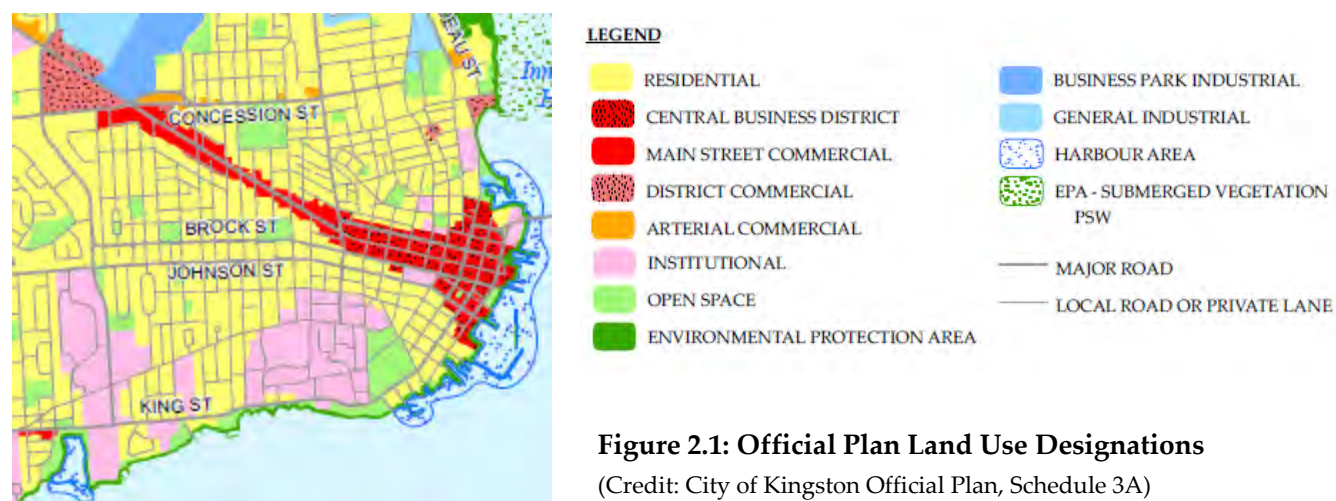


Figure 2.1: Official Plan Land Use Designations

(Credit: City of Kingston Official Plan, Schedule 3A)

upon the types of intensification referenced in Official Plan Sections 2.3.2 and 2.4.5. Official Plan Section 3.3.8 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 edges of existing neighbourhoods, near transit routes and community facilities, and along corridors such as Princess Street in the Williamsville neighbourhood. Official Plan Section 3.3.7 permits infill development, provided that certain conditions are met. For example, the building type must be compatible with its surroundings and must not have significant adverse effects upon its surroundings, the structure must adhere to the built form regulations set out in the relevant Zoning By-Law, and a heritage impact statement must be submitted in historically-sensitive areas such as Old Sydenham Ward (see Section 2.2.5 of this report, page 32). Official Plan Section 3.3.9 permits conversion of a single dwelling unit into multiple dwelling units, subject to similar criteria as infill development.

While the City actively promotes residential intensification in the above policies, it also recognizes that infill, conversion and density increases may not be appropriate in all neighbourhoods. One of the City's goals, per Official Plan Section 2.6, 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). Thus, intensification is preferred in areas of transition, and less preferred in stable neighbourhoods (as outlined by Official Plan Section 3.3.6). Ultimately, new development must be compatible with the existing neighbourhood (per Official Plan Section 2.7), and must avoid adverse impacts upon the surroundings. Compatibility can be achieved through an increased emphasis upon urban design, enforceable through site plan control review, Zoning By-Laws, or urban design guidelines.

Several sections of the Official Plan make reference to the role that Queen's University plays in the City's overall growth and development. Queen's is recognized by the Official Plan as a distinct community of interest, dispersed throughout the City. As such, cooperation between Queen's and the City is necessary so that such matters as student housing, servicing and development proposals are handled in a way that minimizes adverse impacts upon the surrounding neighbourhood (Official Plan Section 3.5.13). Official

Plan Section 3.3.D.10 acknowledges that student accommodation may not be appropriate in all areas, and is reinforced by Official Plan Section 3.3.D.12, which requires that student accommodation be designed and built to be viable for a broader rental market. Queen's is encouraged to use and construct low-density buildings on its property, so long as the character of heritage buildings (if present) is maintained, and certain design criteria are adhered to (Official Plan Sections 3.5.14 and 3.5.15). Future growth of Main Campus is restricted to the areas immediately to the north, instead of the stable residential neighbourhoods immediately to the east and west (Official Plan Sections 3.5.17 and 3.5.18).

Residential intensification is widely promoted in the recently adopted Official Plan, as it has the primary objective of transforming Kingston into one of the most sustainable cities on the continent. The Plan has done a good job of identifying where intensification would be appropriate, both in terms of the location and context of the surrounding neighbourhood, and the types of intensification that are favoured. However, as shall be explored below, the existing Zoning By-Laws may be the greatest barrier to implementing the policies and objectives of the Adopted Official Plan. They were drafted with different planning principles in mind, and thus will likely be difficult to adapt in their current state to the sustainable vision of the current Official Plan. Zoning By-Law No. 8499, which governs most of the study area, has been revised several times in the significant period since its 1975 implementation. Zoning By-Law No. 96-259 (implemented in 1996) is based upon more modern planning principles. However, both documents require significant revision in order to reflect the goals and policies of the adopted Official Plan, a process that is currently under way through the current process to create a new Zoning By-Law.

2.1.2 Zoning By-Laws, City of Kingston

The City of Kingston has yet to consolidate its pre-amalgamation Zoning By-Laws into one comprehensive set; as a result, five separate By-Laws govern growth and built form within the city. Two of these By-Laws are relevant to this analysis; the majority of the study area is governed by By-Law No. 8499, with the exception of downtown and inner harbour areas, which are under the jurisdiction of By-Law No. 96-259. The City is currently working to create a new Zoning By-Law to reflect the recently-adopted Official Plan. This process will be crucial to the provision of residential intensification within the study area, and should seek to incorporate modifications that allow intensification to occur more easily in the most desirable form. One potential role for this study would be for its recommendations to influence and assist that process.

2.1.2.1 Zoning By-Law No. 8499

Zoning By-Law No. 8499 is the primary By-Law that governs built form in the study area. Thus, it influences residential intensification on the "micro" scale, insofar as it governs where and what types of intensification may be applied. The By-Law defines the characteristics of, and regulations for, a number of specific zones within the City, nine of which can be found within the study area (notwithstanding the areas covered by Downtown and Harbour Zoning By-Law No. 96-259; see Section 2.1.2.2). The majority of the

study area is located within Zones A, B and E, with smaller sections located in Zones A2, A4, A5, B1, B3, C, and E1. Figure 2.2 depicts the zoning in the area immediately surrounding the Queen's Campus; zoning maps for the rest of the study area may be found in Appendix 2, Section A2.2.10. In addition, there are a number of site-specific policies in place within the study area; however, these are exceptions to the existing regulations and are not in place throughout the entire area. Of the 95 site-specific policies found within the study area, 32 are intensification related (i.e. permission of mixed uses, or greater permitted density). A comparison chart of zone-specific policies is depicted in Table A2.1 in Appendix 2.

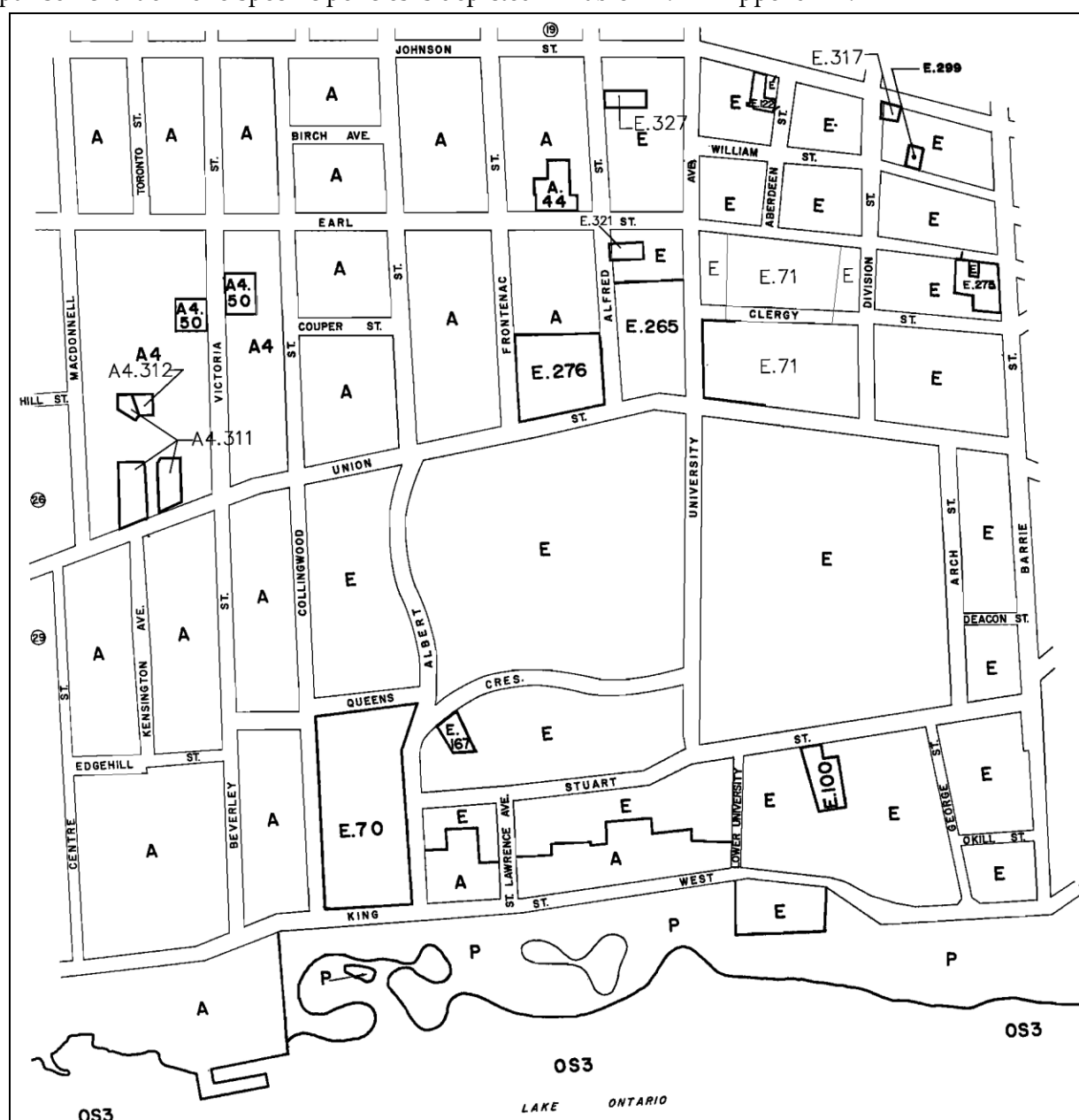


Figure 2.2: Zoning surrounding Queen's University

(Credit: City of Kingston, Zoning By-Law No. 8499)

Regulations throughout all zones affect the types of intensification permitted under By-Law No. 8499. All habitable dwellings must front directly onto a public street, and must not be located behind another habitable dwelling on the same lot (By-Law No. 8499, Section 5.22). Conversions from single-unit dwellings to multiple-unit dwellings are generally permitted in most zones in the study area (with the exception of Zones A2, B1 and B3), provided that sufficient parking is available, that the conversion take place entirely within the existing building structure and envelope, a minimum lot area per dwelling unit formula is adhered to, and that a minimum amount of floor space per bedroom is provided (By-Law No. 8499, Sections 5.23 and 5.23A). In order to ensure some common areas within a one- or two-dwelling structure (e.g. a living or family room), no less than 10m² of private amenity space must be provided (By-Law No. 8499, Section 5.26A).

Zone A (One- and Two-Family Residential) allows for low-density residential neighbourhoods, comprised primarily of single- and semi-detached buildings. As much of the near-university neighbourhood to the north and west of the Queen's campus is located within Zone A, many recommendations with respect to residential intensification are reflected in its regulations. Net residential density is not controlled explicitly in Zone A; this is done implicitly through lot sizes and the number of dwelling units per lot. Built form is controlled through building heights (a maximum of 10.7 metres at the roof summit, or 7 metres from ground level to the bottom of the roof gable [By-Law No. 8499, Section 6.3(f)(ii)]), depth requirements (the average of the two abutting buildings, unless constrained by minimum rear yard requirements [By-Law No. 8499, Section 6.3(g)(ii)]), and floor space index (the floor space index of 1.0 throughout Zone A indicates that a building's maximum gross floor area may be equivalent to the size of the lot it is built upon [By-Law No. 8499, Section 6.3(h)(ii)]). By-Law No. 8499 also makes provisions for a number of like residential zones, in which small sections of the study area are located; however, many of the specific policies most relevant to residential intensification in Zone A are absent in these zones.

Zone B (Three- to Six-Family Residential), in which much of the residential area to the north and east of the Queen's campus is located, allows for medium density residential neighbourhoods comprised of a variety of building types. These can include one and two-dwelling structures, subject to the provisions of Zone A, and thus subject to the intensification policies noted above. The maximum net residential density is set to 69 dwelling units per net hectare (By-Law No. 8499, Section 13.3(h)), and the maximum building height is 12.0 metres (approximately four storeys [By-Law No. 8499, Section 13.3(a)]). Like Zone A, Zone B has several like zones for multiple-family residences. The most crucial to the study area is Zone B3, which acts as a "buffer" neighbourhood between the higher densities and larger buildings of Zone C along the Princess Street corridor in the Williamsville neighbourhood, and the lower-density Zone A in the rest of that neighbourhood. Existing single-dwelling houses are considered to be non-conforming uses, and the maximum residential density is equivalent to that of the adjacent Zone C (123 dwelling units per net hectare [By-Law No. 8499, Section 16.3(f)]).

Zone C (Central Business District Commercial) allows for a variety of commercial development types, in order to create a “main street” commercial district along the Princess Street corridor in the Williamsville neighbourhood, from Division Street to Bath Road. While Zone C emphasizes commercial uses similar to those of the Central Business District, as outlined in By-Law No 96-259, residential buildings with three or more dwelling units are also permitted, at a maximum density of 123 dwelling units per net hectare (By-Law No. 8499, Section 20.3(h)).

Zone E (Special Educational and Medical) allows for the larger built forms required by educational and medical institutions, in this case Queen's University and Kingston General Hospital. Several residential uses are permitted in Zone E, including one-and two-dwelling structures (subject to the provisions of Zone A, and thus subject to the intensification policies noted above), residences operated by the Sci'44 Co-Operative (subject to the provisions of Zone B), and the on-campus residences operated by Queen's. Given the size of the buildings required by such institutions, very few built form controls exist, though on the Queen's main campus, buildings generally do not exceed the height of the Grant Hall clock tower due to an older campus planning regulation (since repealed).

Perhaps the greatest issue of By-Law No. 8499 with respect to residential intensification is that it prohibits, or makes difficult to implement, the appropriate types of intensification as desired by stakeholders (such as secondary suites and row housing), while permitting or facilitating the type of residential development that is seen as detrimental or out-of-context by Kingstonians (particularly large extensions and “monster homes”; see Section 3.1.2 of this report).

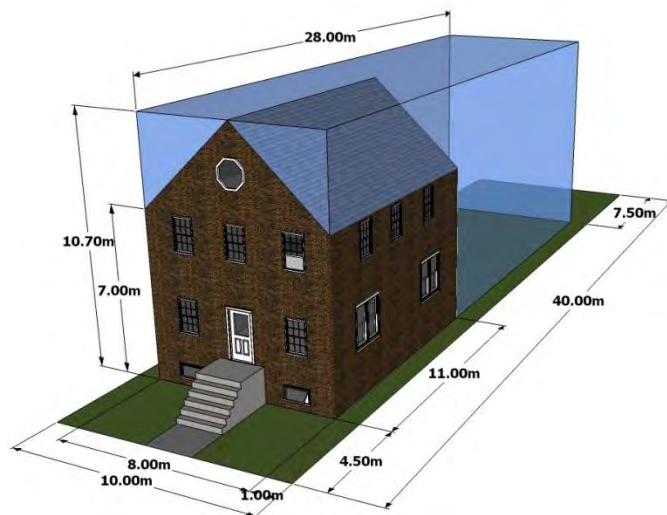


Figure 2.3: Typical Building and Lot in Zone A, with Maximum Potential Building Envelope

(Credit: Andrew C. Morton)

Figure 2.3 depicts a typical house and lot in the area northwest of the Queen's campus, along with the maximum potential building envelope permitted within that zone (Zone A). It must be noted, however, that several Zoning By-Law provisions prohibit structures that utilize the entire building envelope. The typical lot in that area is approximately 400 square metres (10 metres wide by 40 metres deep); the typical footprint for a house there is approximately 88 square metres (8 metres wide by 11 metres deep). Given that the maximum lot coverage permitted in Zone A is one-third of the lot, an additional rear extension of approximately 45 square metres (8 metres wide by 5.66 metres deep) can be accommodated given the rear- and

side-yard requirements; this may be constrained further in specific cases as maximum building depth may not exceed the average building depth of the main structures on the two adjacent lots. Taking these restrictions into account, the maximum building footprint permitted upon such a lot is 133.33m². Three

habitable floors of this size are permitted by the floor space index of 1.0 in Zone A, given the approximate lot size of 400m². Assuming that half of the floor space (200m²) would be dedicated to circulation and common areas (including the 10m² private indoor amenity space provided for by the Zoning By-Law), this would allow for a maximum of 13 bedrooms of 15m² apiece (3 metres by 5 metres) within a single-dwelling structure upon a typical lot. Were the figure for private amenity space to be used as the bedroom floor space amount (10m²), 20 bedrooms could be legally placed within that same structure.



Figure 2.4: Out-of-context apartment buildings in Sydenham Ward (Credit: Andrew C. Morton)

At the same time, types of intensification that are considered to be more of a “fit” with the community are made somewhat difficult to achieve by the existing Zoning By-Law. The proposed Old Sydenham Ward Heritage Conservation District is currently zoned B, for multiple-family dwellings. This is a legacy of the 1970 Sydenham Ward Urban Renewal Scheme, which sought to largely replace the district’s poor-quality buildings with structures designed in the Modernist tradition; while elements of this scheme are reflected in the 1975 Zoning By-Law, the scheme fell out of favour soon thereafter. In practice, however, the zoning means that while it is simple under By-Law No. 8499’s provisions to construct larger, out-of-context buildings that are set

back far from the street (see Figure 2.4), it generally requires a number of zoning variances to build a structure that is compatible with its surroundings.

Compatible types of intensification are also made difficult by the provisions in Zone A, as well. While smaller rear “kitchen-tail” extensions that fit within the building envelope are permitted (subject to maintenance of rear and side yard restrictions and floor space index restrictions), developers may be reluctant to construct smaller additions, as a greater amount of revenue can be derived from much larger extensions also permitted by the Zoning By-Law. In the study area, row housing is currently explicitly permitted only in Zone B1, which comprises only a very small section of the study area; it is implicitly permitted in Zones B and B3 as a multiple-unit structure. Rear-lane and rear-lot housing are effectively prohibited throughout the study area, given the requirement that all habitable structures must have frontage upon a public thoroughfare, and cannot be located to the rear of an existing habitable structure on the same lot. Construction of second suites in the basements of existing structures would be infeasible in many cases, given that the basement levels in much of the housing stock are classified as cellars given that they are more than 50% below grade, and as such cannot be used for habitable rooms. Moreover, creation of a second dwelling unit on an A- or E-zoned lot would require a larger minimum lot area than is generally found within the study area (740m²). Finally, the lack of controls on the number of bedrooms in a unit, coupled

with the prohibition on structures with more than three dwelling units throughout much of the study area, means that it is easier for developers to construct single-unit buildings with 20 bedrooms, rather than accommodate that number of bedrooms within several units on the same lot.

2.1.2.2 Downtown and Harbour Zoning By-Law No. 96-259

In 1996, Zoning By-Law No. 8499 was superseded by By-Law No. 96-259 in the downtown and inner harbour areas, in order to implement the City of Kingston's then-current Official Plan, and to better address development and growth pressures in the Central Business District. The area covered by By-Law No. 96-259 falls primarily within Zone C1 (Central Business System); a detailed table of that zone's regulations may be found in Appendix 2 as Table A2.2. While this zone is primarily for commercial properties, it does allow for mixed commercial/residential developments, provided that the entire ground floor is commercial. The built forms of the CBD are extremely dense, given the permission of 100% lot coverage; however, no floor area ratio is specified in the By-Law. Residential density is controlled instead through density restrictions (123 dwelling units per net hectare, per By-Law No. 96-259, Table 7.2), and height limitations. Four storeys (17 metres) are permitted at the build-to line (generally at the edge of the public right-of-way), with two further storeys (8.5 metres) permitted if set back from the rest of the building along an angular plane (per By-Law No. 96-259, Section 7.2.2.1; see Figure 2.5, below). Residential conversions are permitted in structures erected prior to By-Law No. 96-259's implementation, provided that commercial is retained at grade, and that no enlargement of the external structure take place. Like the area covered by By-Law No. 8499, all buildings must be built upon a lot that abuts a public street (By-Law No. 96-259, Section 5.23.6), thus precluding the possibility of intensification through rear-lot housing; By-Law No. 96-259 goes further by permitting only one habitable building per lot (By-Law No. 96-259, Sections 5.1.3 and 5.25).

By-Law No. 96-259 influences residential intensification through supportive provisions currently in place. Certain sites are identified through the specific zone categories where an increase in density or number of building storeys is permitted; this provides specific opportunities for residential intensification throughout the downtown core. There are, however, also opportunities to modify specific provisions within the By-Law. These modifications may help to further promote residential intensification within the existing built form, and may include the allowance of more than one building per lot and

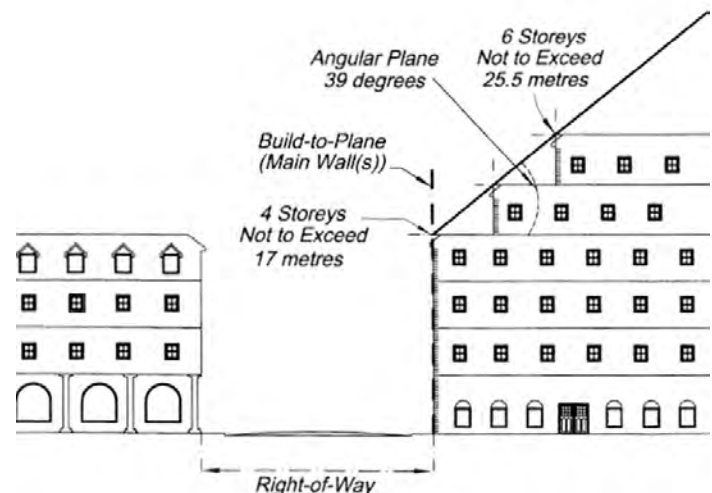


Figure 2.5: Upper Storey Setbacks, as defined by By-Law No. 96-259

(Credit: City of Kingston)

increased density along the entire downtown corridor. It should be noted, however, that outside of the North Block (see Section 2.2.6 of this report), little opportunity for large-scale redevelopment currently exists, which in concert with the existing restrictions on multiple habitable structures per lot restricts the extent to which residential intensification can take place within the area covered by By-Law No. 96-259 (per Section 5.25 of the By-Law). Moreover, multiple structures may not be possible, or indeed necessary, given the permission of 100% lot coverage, and the fact that many of the current structures on lots take advantage of this regulation.

2.2 Secondary Documents

2.2.1 Campus Plan 2002, Queen's University

The Queen's University Campus Plan provides limited insight into the basic direction and built form of the University's future growth, including the possibility of increased University-operated housing accommodations. Through the use of mid- and long-range goals, the plan recognizes opportunities with infill and new construction to provide more diverse and intensified campus housing. While this plan identifies locations and forms of possible intensification, it was noted that the plan has little concern for the effects and feasibility of the intensification options proposed. The plan was developed in 2002; since this time, the Queen's campus has been drastically transformed. This has included the acquisition of multiple properties such as the former Prison for Women and a portion of the J.K. Tett Performing Arts Centre, as well as the construction of two on-campus residences. A new Campus Plan is currently being developed, which will hopefully provide a more accurate roadmap for the future growth and redevelopment options of the campus, including the accommodation of the students on- and off-campus.

2.2.2 Kingston Transportation Master Plan, 2004

This plan seeks to reduce the modal share of the private automobile through the growth and development of the City's transportation network. Residential intensification through this plan is promoted in the form of location, whereby densities should be focused around transit stops and nodes. In the study area, this translates to intensification being concentrated along streets such as Princess and Union. Higher densities in these locations would provide individuals with a greater opportunity to use the available public transportation, allowing accommodations located throughout and beyond the study area to be more desirable.

2.2.3 City of Kingston Urban Growth Strategy, 2004

The Urban Growth Strategy is a plan that focuses on where and how the forecasted growth in the City should occur up to 2026. It works together along with the Transportation Master Plan, Official Plan, and Zoning By-Laws to encourage growth within the existing serviced boundaries. The plan promotes residential intensification within the urban area, and more specifically to locations within this area such as transportation corridors, commercial nodes, and brownfield sites. To allow for modest levels of intensification, changes to the Zoning By-Law are also discussed, such as promoting multi-unit dwellings where only single-detached dwellings are currently permitted.

2.2.4 Downtown and Harbour Area Architectural Guidelines Study, 2007

The report was developed to assist the City with assessing development proposals in the downtown and harbour area. By providing guidelines for what is considered to be good infill, residential and mixed use developments, and what will complement the surrounding built form and streetscape. The promotion of desirable architectural characteristics of residential intensification allows for the character of the downtown and harbour area to be retained, through the provision of appropriately scaled developments constructed with high quality materials.

2.2.5 Old Sydenham Heritage Area Heritage Conservation District Study, 2009

The report, completed by Bray Heritage, recommended that the area bounded by Barrie, King, and Johnson Streets, and the waterfront, be designated a Heritage Conservation District under Section V of the Ontario Heritage Act, based upon historic, visual, physical, and legal factors. Intensification in this area could be prove difficult, given that all properties would be subject to site plan control, even with infill or conversion developments. This designation may limit the extent and form of the residential intensification that can occur, but will help to preserve the character of the area, which residents have deemed important (see Section 3.1.2 of this report for further detail).

2.2.6 North Block Redevelopment Strategy, 2009

The North Block study examines the area bounded by Wellington, Place D'Armes, Ontario and Queen Streets, and promotes both residential and commercial intensification. The proposal of the removal of height restrictions promotes residential intensification through the process of building upwards, while protecting the view corridors as defined by the Official Plan. In the area defined by the study, the

developments would be new construction, thereby providing a range of opportunities for dwelling types and configurations, including the provision of amenity space. This redevelopment strategy could have a significant positive impact on residential intensification in the area if implemented.

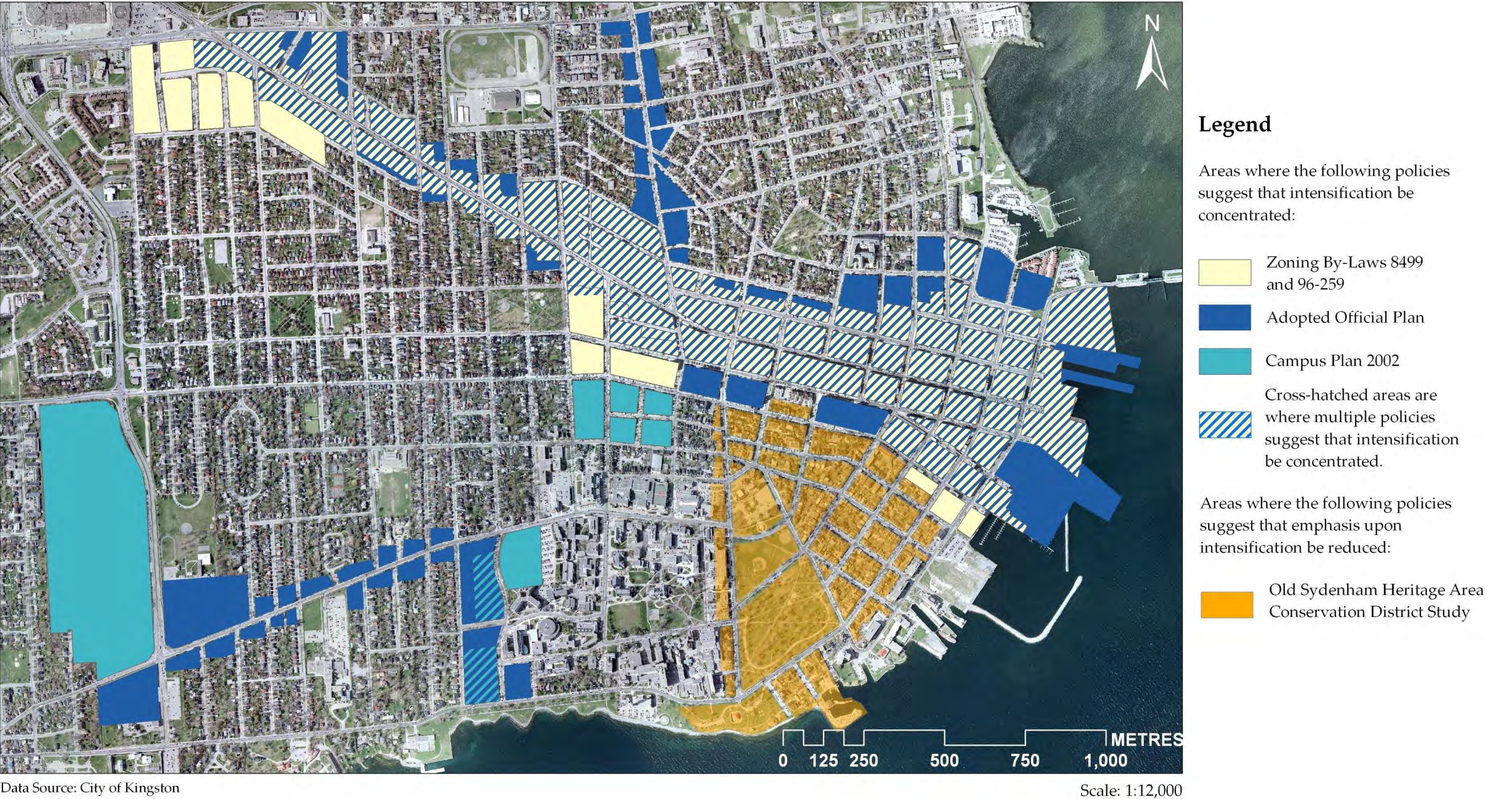
2.3 Conclusions Drawn

All levels of policy, from the Official Plan and Zoning By-Laws to the Queen's University Campus Plan, must complement and be integrated with each other to promote the ideal form and location for residential intensification in the areas close to the Central Business District, the hospitals, and the Queen's campus. A map of the areas depicted as appropriate for intensification as defined by the documents discussed in this chapter, is attached here as Figure 2.6. With the Zoning By-Laws being consolidated and updated, an opportunity presents itself for existing policies to reflect more modern planning ideals, fostering the development of more sustainable neighbourhoods that accommodate a more diverse group of individuals.

Key Findings

- The Official Plan considers residential intensification to be a primary method of accommodating the City's population growth to 2026, so long as it is done in a compatible fashion.
- While Zoning By-Law No. 8499 has been modified to reduce some incompatible forms of intensification, its provisions still allow for other incompatible forms.
- Moreover, the Zoning By-Law's provisions make compatible intensification such as row housing and garden suites difficult to achieve without considerable amounts of variances.

Figure 2.6: Potential Intensification Areas



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3.0 Stakeholder Analysis

In order to get a better sense of the complex issues involved with respect to residential intensification in Kingston, the project team consulted with a variety of community members. It was hoped that by consulting with a variety of individuals involved in, and affected by, the residential intensification process, this report's recommendations could address, as accurately as possible, the concerns of the community. These consultations took two forms: a series of one-on-one, in-person interviews; and a design workshop held on October 20th, 2009. This section outlines the issues that community members believe the topic raises, and provides suggestions on how best to pursue intensification in the near-university neighbourhood.

3.1 Interviews

Over the course of two weeks in October, the project team conducted twelve in-person interviews with individuals identified as key stakeholders in the residential intensification process. Table 3.1 lists the key stakeholders that were identified and interviewed. The participants represented a broad range of interests, and included residents and members of neighbourhood associations located within the study area; City of Kingston staff, including councillors of affected districts; representatives from Queen's University; and individuals from Queen's University undergraduate and graduate student populations. The interviews were conducted in a semi-structured manner to ensure participants were able to offer their insight on topics relevant to our research.

Table 3.1: Types of Key Stakeholders Interviewed

City of Kingston	Queen's University	Community
<ul style="list-style-type: none">• Planners• Councillors• Committee of Adjustment	<ul style="list-style-type: none">• Undergraduate and Graduate Students• AMS Representative• SGPS Representative• Town Gown Relations• Campus Planning• Housing and Hospitality Services	<ul style="list-style-type: none">• Citizens• Neighbourhood Associations• Rental Property Association• Rate Payers Association• Landlords

The contents of this section will discuss the following five topics that were identified as being most common amongst the interviews:

1. Concern that intensification equals student housing
2. Built form
3. Greater Tools for Planners
4. Appropriate Locations
5. Increased Role of Queen's University

These topics were not only selected due to the frequency of their discussion, but also the degree to which they were discussed.

3.1.1 Concern that Intensification Equals Student Housing

Numerous stakeholders showed concern that when our study made reference to residential intensification, it was perceived to be solely related to an increase in the number of students living in the area. While not necessarily true, certain individuals felt that this, along with the behavioural issues associated with students, is the prime issue related to intensification. A significant number of students currently live in rental housing in the near-university neighbourhood. Certain blocks consist entirely of students and others with a mixture of both owners and students. Housing intensification in areas that already consist entirely of students was thought to only compound the issue, and not assist in improving upon the current situation.

As mentioned by a number of stakeholders, a relatively small number of students in a neighbourhood were viewed as an asset, as they are young and intelligent individuals that can bring life to the area. Achieving an ideal balance between the number of renters and owners in a block can create a desirable neighbourhood, where everyone can live in a so-called harmonious state. Once a certain ratio has been reached, a "tipping point" that cannot be precisely identified, the rental units appear to overtake the neighbourhood, and the remaining owners are essentially forced to move out as they are overwhelmed by the quantity of students and their particular lifestyle. This has created tension in neighbourhoods, as some owners have been identified as living in the area for an extended period of time and do not wish to move due to the increasing number of rental units. Once this point has been reached, new families, young singles and couples, graduate students, and retired individuals will typically not move in due to the lifestyle concerns and it is very difficult to reverse the process. The houses may have physical changes in the number of bedrooms and the additional income generated by rental units can substantially increase the value of the house, creating affordability issues for families. Therefore preserving and restoring the balance between rental and ownership properties is crucial in the eyes of some for having a successful neighbourhood.

3.1.2 Built Form

The built form that intensification projects take is another key concern identified by the stakeholders. The most common argument was that the types of intensification currently seen within Kingston tend to cater to students, rather than a diverse cross-section of the community. Large-scale projects with considerable numbers of dwelling units and bedrooms per dwelling unit were not considered to be ideal. Most stakeholders specifically mentioned a recently proposed four and one-half-storey, 58-unit development on Frontenac Street immediately north of Princess Street to be out of context with its neighbourhood due to its massing and location within a largely residential neighbourhood (see Figure 3.1). It was felt that the neighbourhood's character would be destroyed. This development was considered to be inappropriate because of the *intensity* of use since it was proposed that most units contain 4 to 6 bedrooms.



Figure 3.1: Proposed development on Frontenac Street
(Credit: williamsville.ca)

Houses with a considerable number of bedrooms per dwelling unit, appropriately named 'monster houses', were also largely condemned by stakeholders. This building type was deemed inappropriate for three reasons: (1) their incompatibility with the surrounding built form due to the construction of large dormers and extensions completed with out-of-context materials; (2) their incompatibility with family neighbourhood, as many felt that single-purpose student housing would upset the social mix of the neighbourhood; and (3) the extreme difficulty in converting them back into single-family housing (see Figure 3.2 as an example). To alleviate these concerns, it was suggested by several stakeholders that limiting the number of bedrooms per dwelling would be a better intensification "fit" for the community; however, this is hindered by the Zoning By-Law (see Section 3.1.3, "Greater Tools for Planners", below).



Figure 3.2: House with multiple additions creating a "monster house"
(Credit: University of Western Ontario Student Presentation)

This type of development also tends to minimize the amount of available common space within a dwelling in order to provide as many bedrooms as possible; the provision of common space was seen as crucial by several participants. Accessory dwelling units, or "mews" housing, were suggested by several stakeholders as a more desirable form of intensification that would bring about the goal of intensification without disturbing the building fabric or existing housing stock, especially if the main unit

remains owner occupied. However, several issues were raised, such as servicing and lack of street access, parcel assembly, and zoning issues since the existing Zoning By-Law for the study area makes rear-lot construction extremely difficult.

3.1.3 Greater Tools for Planners

A number of stakeholders consulted felt that existing planning tools do not necessarily readily permit “desirable” types of intensification. A primary concern with intensification projects is that they tend to look out-of-place relative to their surroundings, which could be rectified by design guidelines recommending built forms and materials similar to those of the surrounding neighbourhood. It was also felt that the Zoning By-Law’s requirements enticed developers to build to the lowest possible required standards, thus creating out-of-place buildings that further highlighted the need for design guidelines. Moreover, several stakeholders indicated that Zone A’s permission of only one- or two-family dwellings meant that developers looking to intensify a neighbourhood would only be permitted to do so through out-of-context additions, including the addition of more bedrooms to existing units. It was argued that allowing more dwelling units per lot or building would permit the same degree of intensification; this would provide flexibility in terms of catering to a more diverse group of inhabitants.

3.1.4 Appropriate Locations

The geographic setting of intensification is of important concern to community stakeholders. Given its ample space in the form of parking lots and closed businesses, the Princess Street corridor in the Williamsville area was a commonly-cited location for possible intensification, as were areas along Queen Street and the North Block, a five-block area immediately north of the downtown core near the Cataraqui River. The region directly north of the University, bounded by University, Barrie and Brock Streets also appeared as a preferred intensification location, given its proximity to campus and amount of underutilized parcel space. Some stakeholders presented the idea that intensification should occur throughout the entire urban area, and not just within walking distance of the University; it was felt that intensification should not be student specific, but rather should provide a range of housing options for the entire community. There was strong concern that intensification should not occur in established, stable neighbourhoods, such as those immediately west of the main campus. Queen’s West Campus and the former Prison for Women were also identified as candidates for intensification, given the abundance of space and proximity to existing transit corridors. (See Figure 3.11 in Section 3.2.1.4, “Where Should Residential Intensification Be Located?”)

3.1.5 Increased Role of Queen’s University

The lack of leadership and initiative of Queen’s University in addressing the provision of on and off-campus housing was a common theme in the interviews. The University student population has expanded

considerably without parallel expansion of on-campus accommodations in recent decades. There is a strong concern that the University has merely downloaded housing responsibility to the City of Kingston and private sector developers, and does not put a priority on such responsibility. The present campus plan is seen by some stakeholders to be out of date and too general in regards to identifying future housing locations and policies and should be revised for clarity and to reflect the current conditions and goals of the University.

3.2 Residential Intensification Workshop

Building upon the team's interest in obtaining input from relevant stakeholders on residential intensification, a workshop was organized for the afternoon of October 20th, 2009 (see Appendix 3). In an attempt to ensure that all twenty one attendees had equal opportunity to participate in discussions and



Figure 3.3: Intensification Workshop on October 20, 2009

(Credit: Dorothy Belina)

share their opinions, they were divided into four smaller groups. The stakeholders were asked to participate in two activities designed to obtain input on specific aspects of intensification in Kingston as seen in progress in Figure 3.3. During the first half of the workshop, groups were asked to cycle through four activity stations, each of which focused on a specific aspect of the intensification process. The results from these stations are discussed in Section 3.2.1. The second half of the workshop was a charette exercise that asked each participant group to design an intensification project for an area of opportunity that currently exists within the study area. The results from this portion of the workshop are discussed in Section 3.2.2.

3.2.1 Stakeholder Rotation Activity

3.2.1.1 Assets and Challenges of Intensification

The objective of this portion of the workshop was to have the participants identify the assets and challenges present in the existing near-university neighbourhood. In producing recommendations the aim is to preserve the assets and minimize the challenges identified. A number of assets and challenges that were commonly recognized by each participant group are discussed in detail below.

Assets

Accessibility to local amenities and the Central Business District was identified as being an important aspect of the neighbourhood. Being in close proximity to corner stores, grocery stores, and community facilities creates a neighbourhood feeling, with a local example shown in Figure 3.4. Closely related to this is the walkability and bikeability of the neighbourhood. With having amenities and commercial centres in such close proximity, individuals have the opportunity to access them by walking or cycling. A neighbourhood oriented in this fashion relies less on the automobile, thus catering to a more sustainable lifestyle. Also promoting this type of lifestyle is the use of public transit, which was identified as being an asset, as numerous routes pass through the neighbourhood and the University campus. Moreover, both Queen's University and St. Lawrence College students are already provided with a transit pass for year-round use.

Physical attributes of the neighbourhood, such as the quantity and quality of open space, were seen to be beneficial. Open areas provide additional amenity space for individuals that may not have much in their residence, as well as a place for individuals and groups to meet and interact (seen in Figure 3.5). Complementing the open space is the built form; it was noted that there is some diversity in housing types and styles that possess desirable architectural features. Having a neighbourhood with unique buildings gives it character and makes it enjoyable to walk around and experience.

Challenges

The lack of quality housing was recognized as being a challenge, from the aesthetics to the structural integrity; as mentioned by several individuals, as many of the dwellings have had little routine maintenance completed over their lifespan. Closely related to this, the daily maintenance and upkeep of the properties was identified as an ongoing issue. Garbage and recycling are constantly littering the lawn and spilling onto neighbouring properties. As well, failure to provide general maintenance of yards such as mowing the grass, can lead to unsightly dwellings. Regardless of whether these items are dealt with by the landlord or tenant, they need to be considered.



Figure 3.4: Local amenity in the neighbourhood

(Credit: Flickr.com)



Figure 3.5: City Park - Parks were viewed as an asset by stakeholders

(Credit: Flickr.com)

The lack of parking in the neighbourhood has proven to be another ongoing challenge as there are major employers in the neighbourhood that continually grow, but do not provide significant additional free parking in the process. Intensification within the neighbourhood could put greater pressure on public parking availability, and thus cannot be ignored. Further study would need to assess the exact demand for on-site parking.

At a broader scale, finding the ideal balance between the number of renters and permanent residents, where everyone can live amongst each other in a good social mix, is an aspect recognized as needed to preserve the existing neighbourhood. The housing types should be diverse in nature with rental units integrated with owner-occupied housing throughout different neighbourhoods, not those just surrounding the University.

3.2.1.2 Built Form Examples from Other Municipalities

This station focused on obtaining participants' opinions on various types of built form that have been used in other municipalities and their appropriateness for development in Kingston. Participants were asked for their opinions on examples of three forms of intensification: redevelopment of existing sites, development of vacant or underutilized lots, and internal conversion of dwellings to incorporate additional units.

Participants at the workshop generally felt that redevelopment within the near-university neighbourhood represented a good form of intensification, with some qualifications. The most frequently-cited qualification, brought up by the majority of participants, was that redevelopment would be best located in "appropriate" locations – areas that are currently underdeveloped and that are served frequently by transit. It was felt by several participants that sufficient opportunities exist in such areas to convert underutilized space into income-generating properties, and thus meet the goal of increased net residential density. Another qualification cited by several



Figure 3.6: Example of infill sensitive to neighbourhood context (Credit: City of Starkville, MS)



Figure 3.7: Possibility of property assembly on Princess Street (Credit: Corey Wilson)

participants was that redevelopment must be sensitive to the neighbourhood context, both in terms of scale and design as seen in Figure 3.6. Concerns raised regarding redevelopment included increased noise, particularly in mixed-use areas such as the Princess Street corridor in the Williamsville area, and the need for diverse types of residential redevelopment projects.

Participants saw development on vacant and underutilized lots to be somewhat of a challenge in the near-university neighbourhood, with numerous constraints and few positives identified. The neighbourhood is significantly averse to intensification, thus making it difficult to create a market for the product. This observation was manifested in the expressed fear that such infill in the near-university neighbourhood would lead to “ghetto-style” developments. It was also seen as challenging to assemble many individual properties in order to bring about such intensification, especially with respect to the significant land values in certain parts of the study area, particularly the Princess Street corridor in the Williamsville area (seen in



Figure 3.8: Harkness Hall, a good example of complementary and higher density built form on Earl Street (Credit: Niall Oddie)



Figure 3.9: Second storey addition in scale with surrounding neighbourhood (Credit: Adrian Brett)

Figure 3.7). However, infill using context-sensitive design was seen as beneficial; compatibility of scale, shape and finishing was seen as crucial to the success of such developments. Harkness Hall, as seen in Figure 3.8, was cited as a good example of a complementary, higher density built form. Other requisite factors for successful infill included limiting building footprints and reducing front yard setbacks to maintain back yards for socializing, as well as, ensuring that sufficient communal and community space was present.

Workshop participants' opinions were generally mixed on residential conversions; the general consensus was that enough bad precedents existed in Kingston to create wariness against future conversions. Many participants were strongly opposed to “monster houses”, and massive additions such as large dormers and rear building extensions. Several of the developers

and landlords present felt it difficult to consider such additions as their future value down the road cannot be foreseen; moreover, they felt that these types of single-purpose units reduced the building's flexibility. However, several of the participants were in favour of conversions, provided they were not out of scale, and were constructed in a manner reflecting the rest of the neighbourhood's built form, as seen in Figure 3.9. For example, rather than large rear extensions, smaller "kitchen-tails" of one to two storeys were suggested, with an appropriate number of bedrooms. One final point raised was whether or not the neighbours of a property where such "out-of-scale" conversions were to take place would have the right of veto over a particular conversion project, given the potential for an impact upon their own property values.

3.2.1.3 Policy Precedent Examples from Other Municipalities

This station involved discussion and analysis of policies related to residential intensification that have been implemented in several municipalities across North America and their appropriateness in Kingston. A different policy was discussed with each of the four groups, and stakeholders were encouraged to provide reasons why such a policy would be either desirable or undesirable for Kingston.

The first policy topic involved issues with incentives, grants and programs, particularly St. Catharines' downtown residential intensification grant program. 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. Stakeholders found this desirable as it could attract extra tax income for the City and new downtown activity, and would be a less-risky investment than commercial properties. However, several reasons why it would be undesirable were raised, including the high cost of conversion or rehabilitation, few opportunities for further developments, the perception that the area is already too noisy or rowdy, opposition to dispersing the student population if student housing is removed from the market, and inflated land values around Queen's University that make investment unattractive. A condition for success was that the policies must be implemented in neighbourhoods that aren't already entirely owner-occupied or student rentals.



Figure 3.10: Furniture recycling in support of Habitat for Humanity (Credit: harvard.edu)

The second policy topic explored property standards issues; specific policies were derived from London, Ontario regarding the provision of dumpsters surrounding the campus, and St. Catharines' distribution of "good neighbour" guides. It was suggested that Kingston could locate dumpsters around the near-university neighbourhood so that students can dispose of garbage there any time of the day; moreover, a partnership could be established with the March of Dimes and the Salvation Army, who could pick up

donated household items as shown in Figure 3.10. However, the point was raised that the dumpster program had been implemented in the past, but was removed as it was “too successful” – dumpsters had to be staffed for safety reasons, and any temporary waste transfer station had to be approved by Ontario Ministry of the Environment; it was considered more effective to place the onus on tenants and landlords. Any additional policies regarding property maintenance may not prove beneficial as they might give absentee landlords more motivation to scare tenants into not reporting violations. The latter policy, from St. Catharines, regarding “good neighbor” guides was dismissed, as it was felt that such guides were rarely read by students.

The third policy topic, zoning issues in near-university neighbourhoods, examined London, Ontario’s limit on the number of bedrooms per dwelling unit. An existing demand established by students for houses with a greater number of bedrooms, coupled with an established record of city zoning efforts have proven ineffective at preventing variances, OMB appeals, and further additions to existing student properties in Kingston. Concern was also expressed regarding the wide range of bedroom sizes within dwelling units with no logical relationship to rental rates, and similarly with the provision of interior amenity space, where some units have very little to none, but is not reflected in the rental rate.

The final policy topic explored parking policy proposals, particularly Syracuse, New York’s decision to set a maximum number of parking spaces per dwelling. Stakeholders felt that such regulations could be focused upon certain neighbourhoods that have not already had rear yards paved over for parking, do not depend on parking for businesses, or require more space for bicycles. Minimum parking requirements could be reduced to one-half space per dwelling unit, and rear yards already paved over could be converted into car- or bike-sharing lots, or providing space for secure bike sheds. Other suggestions to alleviate parking issues included sharing parking lots between properties, licensing on-street parking (which is currently being tested in the Old Sydenham Ward area), building secure public lots, reducing the buyout cost of cash-in-lieu of parking, and increasing outdoor minimum amenity space requirements.

3.2.1.4 Where Should Residential Intensification Be Located?

The final station asked participants to discuss possible locations for residential intensification within the study area. For each group, a map of the study area was provided; participants were then asked to circle locations they felt would benefit from, or at least be suitable for, residential intensification. The results from this exercise were interesting, with differing views as to where intensification should occur within the study area boundary; while all groups agreed that certain areas were suitable for intensification, each group proposed locations not identified by the other groups, as shown in Figure 3.11. The areas of common and individual interest will be discussed in greater detail below.

Common Interest Areas

Each of the four groups immediately identified the Princess Street corridor as an area that would be suitable for residential intensification through mixed-use developments. Most groups focused primarily on the section of Princess Street from Division Street to Bath Road, referred to as the Princess Street corridor in the Williamsville area, as the central target for development, as Princess Street east of Division is already relatively dense. In terms of built form, it was proposed that this corridor could accommodate buildings of moderate height.



Figure 3.11: Identified Locations within the Study Area for Intensification

(Data Source: City of Kingston)

The second area that was highlighted by all groups is located just north of Queen's University main campus, generally bordered by University Avenue, Brock, Barrie and Earl Streets. Both the adopted Official Plan and Campus Plan 2002 identify this area as a future expansion area for the University. Participants proposed that this area was composed primarily of student housing and buildings of poor structural integrity. When the time comes for these structures to be replaced, the participants felt that these structures should be replaced with buildings that could accommodate a greater number of people.

The third area that was discussed by all groups is the area of Queen's West Campus and the former Prison for Women. Opinions differed on the type of intensification that would be appropriate for the site, but

nonetheless, the area was mentioned by all four groups as a location that, when developed, should incorporate intensified residential accommodation either through residences or townhouses.

Individual Interest Areas

There were several areas that were only identified by a single group as appropriate for residential intensification. The scope of these areas ranged from the entire City, to corridors along arterial roads, to specific properties. One group noted that residential intensification should not be directed to specific areas of the City; rather, intensification should be implemented throughout the entire urban boundary, provided it is sensitive to the surrounding fabric. Another group thought that the corridor along Division Street from Highway 401 south to Queen's University should be intensified with mixed-use developments and higher residential densities to act as a gateway to the University. Yet another group saw the potential to develop parts of the Memorial Centre grounds with townhouses along Concession Street. The final group proposed that the entire length of Queen Street would be an appropriate location to incorporate residential units atop a commercial ground floor.

3.2.2 Workshop Design Charette

3.2.2.1 Adaptive Reuse

This exercise involved the adaptive reuse project of the former No Frills grocery store on Bagot Street, converting the existing vacant commercial space to residential. With this type of intensification, it was deemed important to provide the neighbourhood with the amenities that it once had, therefore resulting in the idea of a mixed use building. Providing ground floor commercial space would produce activity on the street, creating a livelier, more animated space.

The physical form and aesthetics were important as it was noted that the building should fit in with the built form of the surrounding neighbourhood. Given that this was an adaptive reuse project, the footprint of the building was limited to the existing structure; thus, intensification opportunities were largely limited to an increase in height by two or three storeys above the existing one-storey building. However, this presented the concern that the development should respect the height of the surrounding neighbourhood; this was balanced by the need for the development to provide enough dwelling units to be economically feasible. Such a development would also have to keep with the character with the surrounding neighbourhood; it was suggested that the rooftop should reflect the form of the dwellings around it by having a multiple peaked rooftop. The provision of outdoor amenity space required creativity, as the building envelope encompassed nearly the entire site. Demolishing a portion of the rear structure allowed for rear yard amenity space including a deck and vegetated area with seating that could be shared by the tenants of the building. Providing additional amenity space for each unit could be achieved by setting the additions back, allowing for balconies and terraces. Parking was provided by the existing supply for the prior use, and was

an economical option compared with developing an underground parking structure. Figure 3.12 shows a visual representation of the workshop results from Station1: Adaptive Reuse Development.



Figure 3.12: Existing building and proposed adaptive reuse development
(Credit: Dorothy Belina)

3.2.2.2 Internal Conversion

This exercise involved the hypothetical conversion of a vacant seven-bedroom house on Union Street into a multiple-unit dwelling. Participants argued that the difficulty in constructing separate entrances, stairwells, kitchens and amenity areas within the existing envelope would make conversion extremely difficult. The possibility of intensification through the construction of large rear extensions and dormers was quickly dismissed, as it was felt that the Victorian building facade should be preserved; such extensions would also be out of context with the surroundings, and if copied by the adjacent houses would create privacy and sunlight issues for all units on the block. After considerable discussion, it was decided that intensification should be pursued through the construction of rear-lot housing along the rear lane. This would require some parcel assembly and severances; the laneway would also likely require improvement and assumption by the City. The building would be designed in a similar fashion, and use similar materials as the surrounding buildings in order to maintain and enhance the neighbourhood context. A low-profile built form, one and one-half to two storeys, would prevent the rear-lot housing from overshadowing the other buildings on the lot. Additional parking would not be provided, given the proximity to transit, services, employment and recreation; it was recognized that this could limit the types of residents that would inhabit

the development. Figure 3.13 shows a visual representation of the workshop results from Station 2: Internal Conversion.

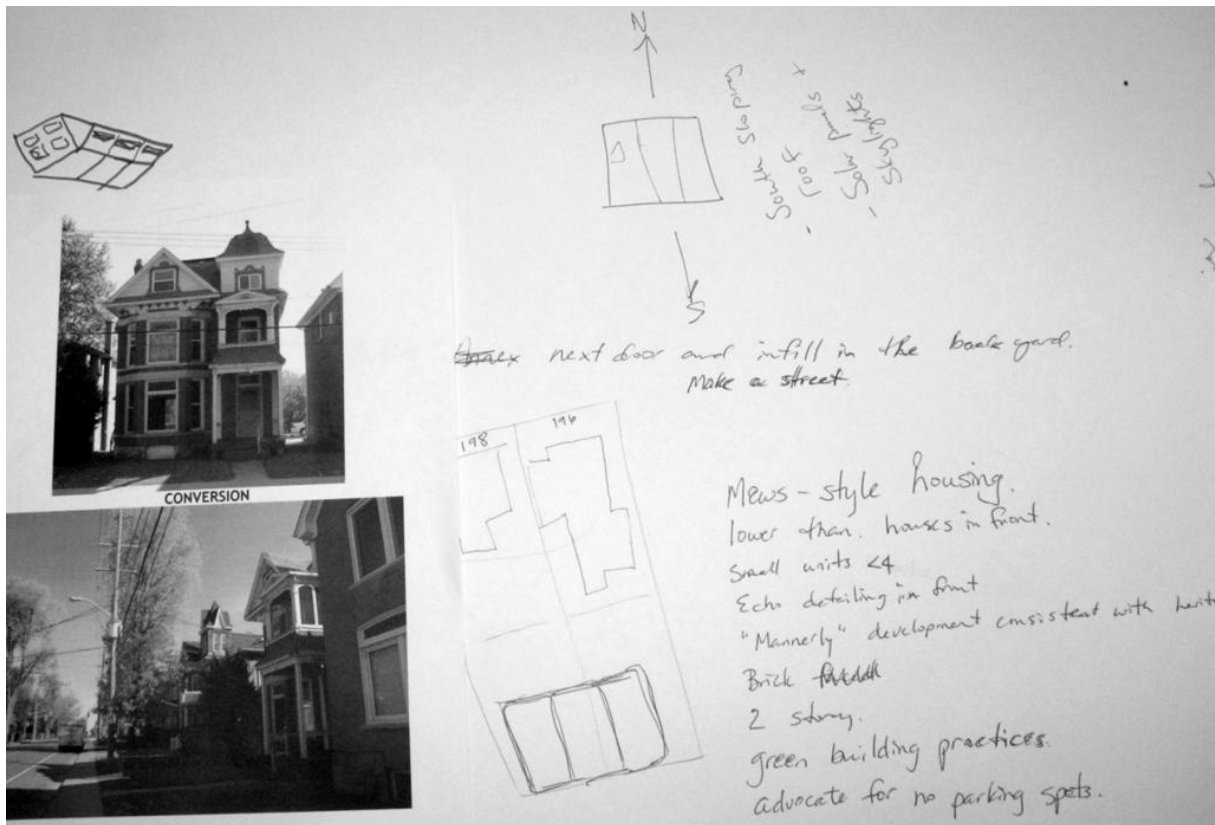


Figure 3.13: Existing building and proposed conversion development

(Credit: Dorothy Belina)

3.2.2.3 Underutilized Lot Redevelopment

This exercise involved the development of a vacant lot on Princess Street, the former National Car Rental lot at Albert Street, which appeared simple on the surface as underutilized lots can be occupied by a number of different development types. The group decided that underutilized or vacant lots, especially those closer to downtown, should be developed into mixed-use developments. Furthermore, a public service anchor would be required to create interest in the development. With these points in mind, a mixed-use development, ideally four storeys in height, was envisioned. Different-sized residential units would be located above office space, commercial/retail space and ground level parking. The building would abut the sidewalk to create an inviting frontage for retail units. The building would have large windows on the first level, and be constructed of brick, similar to the existing building fabric in the area. Ideally, this development would cater to a variety of individuals in the rental market including students, seniors, young professionals and new families. Figure 3.14 shows a visual representation of the workshop results from Station 3: Underutilized Lot Redevelopment.

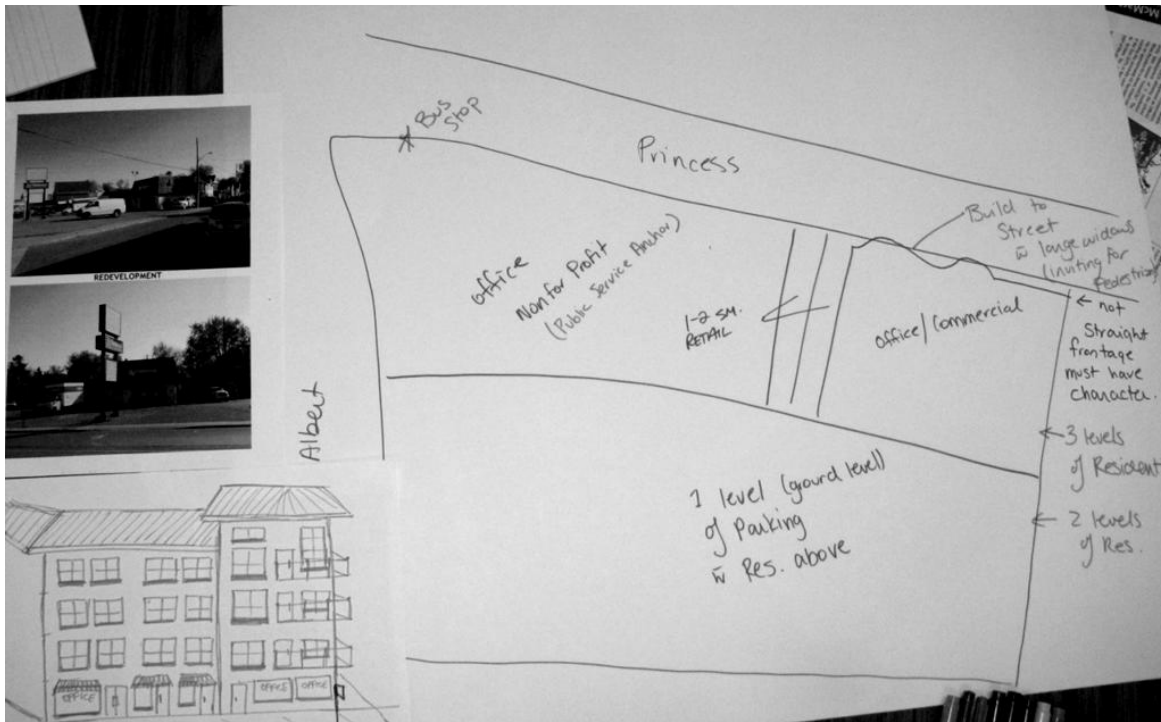


Figure 3.14: Existing building and proposed underutilized lot redevelopment
(Credit: Dorothy Belina)

3.2.2.4 Infill

This exercise involved the hypothetical severance of a large parcel on Albert Street, upon which an infill building would be constructed in an effort to increase density. Concerns raised during this process included the blocking of sunlight to neighbouring buildings, appropriate setbacks, the presence of mature street trees interfering with driveways, building aesthetics, parking and compliance with the existing Zoning By-Law. The final design included a two-storey single-family dwelling set back considerably from the street in an attempt to maintain sunlight exposure to the neighbouring buildings, to preserve the mature street tree, and to take



Figure 3.15: Existing building and proposed infill development
(Credit: Dorothy Belina)

advantage of the elongated nature of the parcel. Construction materials were to reflect a neighbouring stucco single-family dwelling. Parking would be provided via either an enclosed ground-level garage or an on-street parking permit. It was considered that given the proximity to existing transit routes, the infill might not require parking; however, the absence of adequate parking may create a building that appeals only to students. The exercise highlighted the difficulty of building an infill development on a very narrow and deep parcel of land, especially in respect to sunlight exposure and parking. Such an infill project would also require significant zoning variances in relation to setbacks. Figure 3.15 shows a visual representation of the workshop results from Station 4: Infill Development.

3.3 Conclusions Drawn

The purpose of this report is to propose practical solutions to the residential intensification issues that have been affecting the near-university neighbourhoods for decades. In order for the report's recommendations to accurately address these issues, it is necessary to understand the opinions and concerns of the stakeholders in the process. The valuable insight provided by community stakeholders during the individual interviews and workshop activities will play a crucial role in guiding this document's recommendations. Without this input, the report's recommendations may not adequately address the views of all stakeholders.

Perhaps the most resounding point brought up by stakeholders is the fact that residential intensification should cater to a broad cross-section of the community, rather than simply to students. Previous studies have focused largely upon issues related to student housing, which has created the sense in the eyes of some stakeholders that the City prefers a particular segment of the community to the exclusion of other community members. This view is reflected in a number of the above suggestions – that intensification should be spread throughout Kingston, and that dwellings should be flexible to a variety of uses. This is also closely related to the belief held by a number of community members that Queen's University could play a greater leadership role with respect to housing issues. Considerable importance must be placed upon the needs and wishes of all community members, in order to create a liveable, vibrant community for all Kingstonians.

Key Findings

- The built form should cater to a diverse cross-section of the community by providing fewer bedrooms in each unit, while respecting the context of the neighbourhood in terms of scale and design.
- Intensification should be focused to collector and arterial streets, Queen's University West Campus, and the area located north of Queen's University main campus generally bordered by University Avenue, Brock, Barrie and Earl Streets.
- It is important to preserve and restore the balance between the quantity of rental and ownership properties in the neighbourhoods.
- The existing planning tools such as Zoning By-Laws should be updated as they do not readily permit desirable types of intensification.
- Queen's University should play a greater leadership role in off-campus housing issues.
- A number of policies focusing on incentives and grants, property standards, and zoning were identified from other municipalities, and could prove beneficial were they to be implemented in Kingston.

4.0 Precedent Case Studies

As part of the literature review completed prior to developing recommendations for intensification in Kingston's near-university neighbourhoods, a Precedent Case Study Catalogue was completed and contains nine North American examples. The university towns included in the catalogue were chosen because they exemplify neighbourhood characteristics similar to those in Kingston's near-university neighbourhoods. Furthermore, these Canadian and American cities have faced or are currently facing similar issues as Kingston in providing adequate and high-quality student accommodations through intensification, while maintaining diverse near-university neighbourhoods. The case studies illustrate strategies, policies, and built projects that can serve as a model for the City of Kingston. By investigating how these types of developments were incorporated into near-university neighbourhoods in other cities,



Figure 4.1 – Precedent case study locations

we can begin to understand and see how these strategies can be potentially applied to Kingston. Figure 4.1 shows a map of each case study's location, with the majority of the examples coming from Southern Ontario and the eastern United States. A full description of each case study can be found in Appendix 4.

Table 4.1: Precedent Case Studies

Municipality	Core Population	Major Institution	Student Population
Kingston, Ontario, CA	117,207 (2006)	Queen's University	19,440
Ann Arbor, Michigan, USA	114,000 (2000)	University of Michigan	41,042
Burnaby, British Columbia, CA	216,340 (2006)	Simon Fraser University	30,313
Hamilton, Ontario, CA	502,560 (2006)	McMaster University	27,010
Ithaca, New York, USA	29,287 (2000)	Cornell University	20,273
London, Ontario, CA	350,000 (2006)	University of Western Ontario	33,541
Starkville, Mississippi, USA	21,869 (2000)	Mississippi State University	17,824
St. Catharines, Ontario, CA	131,990 (2006)	Brock University	17,006
Syracuse, New York, USA	140,660 (2000)	Syracuse University	19,084
Waterloo, Ontario, CA	120,800 (2006)	Waterloo University	25,703

In order to articulate the significance of each precedent example, each case study is divided into sub-sections to highlight the most relevant facts about each city's approach to student housing and development around their university campus. Each of the chosen case studies exemplify certain neighbourhood characteristics similar to those in Kingston's near-university neighbourhoods. They illustrate strategies in their policies and by-laws, partnerships and town-gown relations, as well as development projects that can serve as a model for the City of Kingston. The case studies highlight the different roles of universities, cities, and private developers, and the approaches each have taken in providing adequate student housing. The recommendations chapter will draw on these approaches by suggesting what aspects of these case studies could be transferable to Kingston's near-university neighbourhoods.

4.1 Case Study Framework

Each precedent case study begins with a general introduction to the city under analysis, and makes reference to the city's socio-economic conditions, history, and population. Furthermore, every case study lists the major post-secondary institutions hosted in the city, including the number of full and part-time students and the number of residence rooms provided by the university. These statistics are presented in a table to allow comparison between the precedent case study and the City of Kingston when considering the role each university plays in providing student housing. Each case study then provides information under the sub-headings of Built Form, History of Town-Gown Relations, Policies and By-laws, Role of City, Private Developer and University, and concludes with a short paragraph on the case's relevance to Kingston. The following section will describe the general information contained under each of the subheadings, as well as a small summary table of actions taken, with respect to built form, town-gown relations and policies and by-laws, by stakeholders in other cities across North America. For more information, please refer to Appendix 4 for the Precedent Case Studies Catalogue.

4.1.1 Built Form

The built form section of each case study focuses on relevant examples of intensification in student neighbourhoods and other areas near the university. These development examples demonstrate design principles and practices that could be incorporated into the intensification of the study area. The built form analysis includes descriptions of lot patterns, locations of buildings on lots, building massing, transportation (pedestrian, bike, car, mass transit), descriptions of non-residential uses and mixed-use buildings, principles of sustainable design, and some analysis of how built form has influenced the community and other development proposals within the city. Furthermore, this section considers the type of intensification strategy that has taken place in the city, whether it be intensification by infill, by redevelopment of a brownfield or underutilized site, by conversion of a land use to residential, or by conversion through the expansion or transformation of an existing residential property. Table 4.2 summarizes the initiatives undertaken by other municipalities with respect to built form.

Table 4.2: Summary of 'built-form' approaches undertaken in precedent case studies

Location	Action Taken
1. Ann Arbor, MI	Medium- to high-rise developments house students, which allows the use of single family dwellings to return to families.
2. Burnaby, BC	Mid-rise, mixed use buildings make up much of the built form in the area, with retail at grade and residential units above.
3. Hamilton, ON	The construction of a nine-storey, mixed use development (by a private developer) catering to student amenities along a major arterial has proven to be highly successful.
	The University is investigating off-campus housing opportunities and options by identifying suitable locations for medium and high-rise apartment units.
	The City has implemented policies limiting building height and floor area to ensure compatibility with scale, type, and form of adjacent properties.
4. Ithaca, NY	Form-based urban design guidelines have been developed for building heights, set-backs and facades. The guidelines also include a parking and transportation management framework and a master plan for two pedestrian-oriented commercial streets.
5. London, ON	The University developed additional upper-year and graduate residences to accommodate 2,000 students.
7. St. Catharines, ON	The City has developed and implemented urban design guidelines.
9. Waterloo, ON	The City has implemented urban design guidelines.
	The City has also created a University Neighbourhoods Plan, which identifies where intensification should occur through a 'nodes and corridors' approach.
	City has made efforts to restrict secondary suites and accessory units and directs intensification to appropriate areas.

4.1.2 History of Town-Gown Relations

The history of town-gown relations provides insight into the quality of relations between the city and university. Significant events, either positive or negative, that affect relations between each city and university are examined. This section also explores relations between residents and students and how town-gown relations have influenced the city and the university in regards to common planning issues, such as student housing, transportation, and community policing. Finally, this section considers the role that formal partnerships between the city and the university play in influencing town-gown relations and student housing. Table 4.3 summarizes the initiatives undertaken by other municipalities with respect to town-gown relations.

Table 4.3: Summary of town-gown relations in precedent case studies

Location	Action Taken
1. Ann Arbor, MI	Established department of Community Relations at the University.
	The University has become an equal provider of services with the City. Both are involved in recycling/waste disposal planning, public transit planning, providing parking garages and community policing.
	City projects are undertaken by university students as partial fulfillment of their degrees. Example: The School of Business and the School of Urban Planning completed a neighbourhood redevelopment plan.
2. Burnaby, BC	Simon Fraser University Community Corporation owns 'UniverCity' lands, but leases portions of the land to private developers. Relationships are formed between the University and private developers.
3. Hamilton, ON	Off-campus housing office only promotes units that are to code.
	Home owners association works with realtors to ensure that families move into the neighbourhood instead of local developers seeking to rent the rooms.
4. Ithaca, NY	University is partnering with the municipality to create a transportation master plan, secondary plan, and zoning by-laws.
5. London, ON	Partnerships have been formed between the City and local academic institutions to improve communication with residents.
	The University and Fanshawe College established Housing Mediation Services, which is jointly funded by the student councils and the City.
	The University funds enhanced police and garbage collection during peak periods.
6. Starkville, MS	Private developer took initiative to build new housing units.
7. St. Catharines, ON	Established the Task Force on Student Housing Committee to identify local issues related to student housing and provide possible strategies and actions.
	Student Housing Liaison Committee provides a forum for sharing information regarding student living and involvement in the community.
	Brock University Off-Campus Living Services website is considered an important tool in establishing town-gown relations and understanding among students and residents.
8. Syracuse, NY	The City and University have recently become less tolerant of poor student behaviour and poor property maintenance by landlords. The University holds students to the Code of Conduct off campus as well.
	University Hill Corporation was established by all the educational and medical entities on University Hill to provide a forum for dialogue between the City, landlords and residents.
9. Waterloo, ON	The major academic institutions have created an Off-Campus Advisors Program to help students integrate into the near-university neighbourhoods.
	Waterloo Regional Police increase patrols at the beginning of semesters and during peak periods.
	The City has set out distance separation restrictions between lodging houses and requires licensing.
	City has undertaken proactive parking, noise, and property standards by-law enforcement in near-university neighbourhoods.

4.1.3 Policies and By-laws

The policy and by-law section looks at the role of regulation on intensification in student neighbourhoods, whether the intensification is planned or unplanned. This section examines details on policies approved or proposed by universities regarding on-campus and off-campus housing and related student behaviour. It also examines city by-laws on property standards, parking, land-use, density, and the built form of housing in near-university neighbourhoods. Lastly, it looks at the roles of planning documents such as campus plans, secondary plans, official plans, regional economic development plans, and design guidelines in shaping planning and development for the near-university neighbourhoods. Table 4.4 summarizes the initiatives undertaken by other municipalities with respect to town-gown relations.

Table 4.4: Summary of policies and by-laws implemented in precedent case studies

Location	Action Taken
2. Burnaby, BC	UniverCity and the City of Burnaby have set out requirements for sustainable building features through zoning by-laws. Zoning by-laws permit secondary suites (or “flex suites”).
3. Hamilton, ON	Undertaking of a “community strategy” for neighbourhoods surrounding the University focusing on student housing, town and gown relations, parking enforcement, by-laws and property standards. McMaster Campus Master Plan is integrated into the Official Plan. Secondary Plans have been developed to encourage families to remain in the area surrounding the university by providing schools, parks and day care centres. As most cities, the City has introduced policies limiting building height and floor area to ensure compatibility with scale, type, and form of adjacent properties. Investigating de-conversion incentives for families moving back into student areas.
4. Ithaca, NY	University has partnered with the municipality to create a transportation master plan, a secondary plan, and zoning by-laws.
5. London, ON	The City is proactive in ensuring noise and nuisance by-laws are enforced. The City has implemented stricter floor space indices to control dwelling sizes and has implemented bedroom limits to restrict unit sizes. The City has implemented a rental housing licensing by-law.
7. St. Catharines, ON	City provides financial incentives for residential conversion and adaptive reuse projects, through the implementation of a Community Improvement Plan.
8. Syracuse, NY	The City has ordinances specific to different neighbourhoods. The City requires landlords to apply for special permits to convert single-family dwellings into non-owner occupied rental houses.
9. Waterloo, ON	The City offers low-interest loans to businesses improving façades through an Uptown Façade Program. The City has set out distance separation restrictions between lodging houses, and requires licensing. City has undertaken proactive parking, noise, and property standards by-law enforcement in near-university neighbourhoods.

4.1.4 Role of the City, Private Developer and University

This section explores the role and history of each city in regulating land use and property standards in student neighbourhoods. It also examines the role of the university in housing students, staff, and faculty and provides examples of the university's influence on off-campus development. Lastly, it discusses the role of private developers in planning, renovating and constructing buildings in near-university neighbourhoods. The extent to which cities, private developers, and universities play a role in residential development varies amongst the nine case studies. However, in order to create diverse near-university neighbourhoods and provide an adequate amount of quality student accommodation options, all three parties need to be fully engaged.

4.1.5 Relevance to Kingston, Ontario

This section provides a summary and review of the key sections that most relate to Kingston. It assesses the overall relevance of each case study to the issues being discussed in this report and highlights ideas that could be adopted – as well as scenarios that could be avoided – and addresses appropriate strategies for intensification that could be implemented or encouraged in Kingston. Comparable core populations, densities, active downtowns, and similar issues and pressures in near-university neighbourhoods were the factors considered when choosing the precedent case studies. Each of the nine case studies were chosen because they all have some relevance to Kingston and provide lessons that can be used as the City and the University try to resolve the pressures of off-campus student accommodations in the near-university neighbourhoods.

4.2 Conclusions Drawn

Many university towns are experiencing similar concerns as those currently being experienced in Kingston regarding student accommodations and the lack of diversity in near-university neighbourhoods. It is important to realize that without the involvement of the City, private developers and the University, it is very difficult to address these issues. All three parties play a key role in creating diverse near-university neighbourhoods and providing an adequate amount of quality student accommodation options. It is vital that a multi-strategy approach is undertaken that addresses built form, town-gown relations, as well as related policies and by-laws.

Key Findings

- Cities, private developers and universities all play key roles in creating diverse near-university neighbourhoods and providing an adequate amount of quality student accommodation options.
- A multi-strategy approach is required in order to ensure compatible built form, strong town-gown relations, implementation of effective policies and by-laws, as well as adequate involvement of key players such as the City, the private developer and the University.
- Design Guidelines are an effective way of controlling development in certain areas and ensuring that it is compatible with the surrounding areas.

5.0 Recommendations and Implementation

The intent of this report is to establish where and how residential intensification should occur in Kingston's near-university neighbourhoods and the roles of stakeholders in these neighbourhoods. It is recognized that the residential intensification process in Kingston is complicated, partly due to the number of stakeholders, and partly due to the length of time the process has had to evolve. The project team acknowledges that the intensification process cannot be improved with recommendations targeting only one particular issue. To improve the process, recommendations must be drafted that target all areas of the intensification process: appropriate location, built form, policy development and stakeholder relationships.

Each subsection consists of goals, rationale, precedents, and recommendations. The goal establishes the parameters of a solution to a problem identified earlier in this report. Each goal is rationalized and supported by one or more relevant examples from a precedent case study. The associated recommendations were drafted to specifically address the key issues presented at the end of the preceding chapters, as summarized in Appendix 6. The recommendations have been designed to be implemented together as a plan to achieve the given goal. Implementation of these recommendations will rely on the cooperation of several stakeholders.

5.1 Location

Many concerns regarding intensification revolved around the idea of 'appropriate' location. Through research presented in Chapter 2 and stakeholder feedback discussed in Chapter 3, the following goal and accompanying recommendations identify locations that have been deemed appropriate for intensification.

5.1.1 Goal: *Residential intensification should occur throughout the study area in varying degrees of intensity. Appropriate forms of intensification should be focused near nodes, transit corridors, and employment areas that are capable of handling greater densities.*

Rationale: As cited by the stakeholders in Chapter 3, it is crucial that intensification take place throughout the entire city. However, not all types of intensification are appropriate for all locations. Stakeholders also insisted that neighbourhoods retain their defining characteristics. Earlier reports on intensification in

Kingston, reviewed in Chapter 1, and the analysis of the Official Plan in Chapter 2, identify corridors and specific areas, such as the North Block, which are appropriate for more intensive redevelopment. But as planning literature indicates, higher density development does not require high-rise towers. Planning literature also indicates that higher density forms of intensification should occur near existing amenities, employment lands, and transit corridors (Leung, 2004; Hodge & Gordon, 2008).

Therefore, it is fundamental that Kingston's overall density be increased while directing larger developments to areas targeted for higher density intensification and smaller developments to areas targeted for lower density intensification.

Precedents: In order to reach this goal, guidance for these recommendations was drawn from policies and programs from Starkville, Mississippi and Ithaca, New York. These towns have experienced degrees of success in directing intensification toward targeted areas.

Recommendation #1: The City of Kingston should consider focusing intensification along specific corridors, and in specific areas and nodes. These areas are identified in Figure 5.1.

- i. **Arterial Corridors** – Sir John A. Macdonald Boulevard, Concession Street, Johnson Street, Brock Street and Division Street are identified in the Official Plan as the major arterial corridors in the study area. The high-traffic volume, presence of transit routes and daily amenities on many of the corridors provide opportunities for additional medium residential intensification.
- ii. **Connector Corridors** – Palace Road, Union Street, Victoria Street, Alfred Street, York/Ordnance Streets, Montreal Street, Rideau Street and Ontario Street are identified as the connector corridors in the study area. The high-traffic volume, presence of transit routes and daily amenities on many of the corridors provide opportunities for row housing, duplex/triplex, semi-detached housing and single detached infill intensification.
- iii. **Williamsville Corridor** – This area of Princess Street, located between Bath Road and Division Street, contains numerous greyfields (abandoned retail properties) and is in close proximity to existing amenities, employment destinations, and public transit routes. Mid-rise buildings with ground floor retail are appropriate forms of intensification for this corridor.
- iv. **Queen Street Corridor** – Proximity to downtown amenities, employment, and transit routes create many opportunities for residential development in this area. Existing single family detached homes could provide conversion opportunities and row housing could be used to infill underutilized space along this corridor. Spaces also exist for mixed-use buildings of at least four storeys.

- v. **Division Street Corridor** – Division Street provides a natural gateway into the heart of the study area from the region's primary transportation corridor, Highway 401. The proximity to amenities, employment destinations, and transit routes provide Division Street with many opportunities for increasing intensification with row housing, conversions, duplex/triplex and semi-detached housing. In addition, mixed use buildings with retail at grade are appropriate at major intersections.
- vi. **Nodes** –For the purposes of this report, the major intersections of Division & Princess Streets, Bath Road & Princess Street, Victoria & Princess Streets, Union Street & Sir John A Macdonald Boulevard, and Johnson Street & Sir John A Macdonald Boulevard have been identified as nodes. These nodes presently have an abundance of amenities (or potential for more) and land suitable for employment destinations, and are situated on transit routes or at transit hubs. Medium intensification such as mid-rise, mixed-use buildings are an appropriate form of intensification for these areas because they are located at the focal points of existing residential areas.
- vii. **Local Streets** – Low traffic local street networks are present throughout the study area and provide access into stable neighbourhoods. These areas are appropriate for limited intensification such as single-detached dwellings infilled onto vacant or severed lots and the construction of secondary buildings/units.
- viii. **North Block** – Proximity to downtown amenities, employment, and transportation routes create many opportunities for residential development in this area. Different concepts explored by the City of Kingston envision buildings of up to 15 storeys constructed on this space, with retail at ground level. However, building heights in the range of six to nine storeys may be more appropriate given the existing heights of nearby buildings.
- ix. **Campus Expansion Area** – Identified on Schedule 13 of the Official Plan as a Special Policy Area the Campus Expansion area is bounded by Johnson Street, Barrie Street, Earl Street and University Avenue. This area is close to existing facilities, employment/institutional lands, public transit, and green space. Intensification such as row housing, semi-detached dwellings, single detached infill, garden suites and stacked housing are suitable for this area.
- x. **West Campus, Former Women's Prison, and the An Clachan Apartments** – The large open spaces here offer many diverse opportunities for different forms of intensification. The existing high-rise John Orr Tower sets a precedent for similar high-rise developments on this space. The junction of Union Street and Sir John A. Macdonald Boulevard is a potential node for future mid-rise, mixed-use intensification should the University purchase the abutting Corrections Canada property or intensify its presently-owned properties. Another node for future mid-rise, mixed use development is on the northern corner of the West Campus lands near the junction of Sir John A. Macdonald Boulevard and Johnson Street.

- xi. **St. Mary's of the Lake Hospital** - Future intensification in this area should consider the character of the surrounding neighbourhoods with single-detached, duplex and row housing being the most suitable types of built form. Queen's University should also consider purchasing the land for student housing.

Recommendation #2: The City should promote intensification in areas with buildings of poor structural integrity and limited heritage value.

Buildings that are of poor structural integrity and limited heritage value will require costly renovations or repairs to remain habitable. There may be greater benefit to the City if these structures were demolished, provided they are not culturally or historically significant, or used to house marginalized individuals or groups. In their place, new, more energy-efficient and less ecologically-harmful buildings could be constructed, capable of providing housing for a greater number of people. The redevelopment should be compatible with the existing fabric, and should conform to the forthcoming Urban Design Guidelines. The Campus Expansion area is an example of an area that fits the recommendation description.

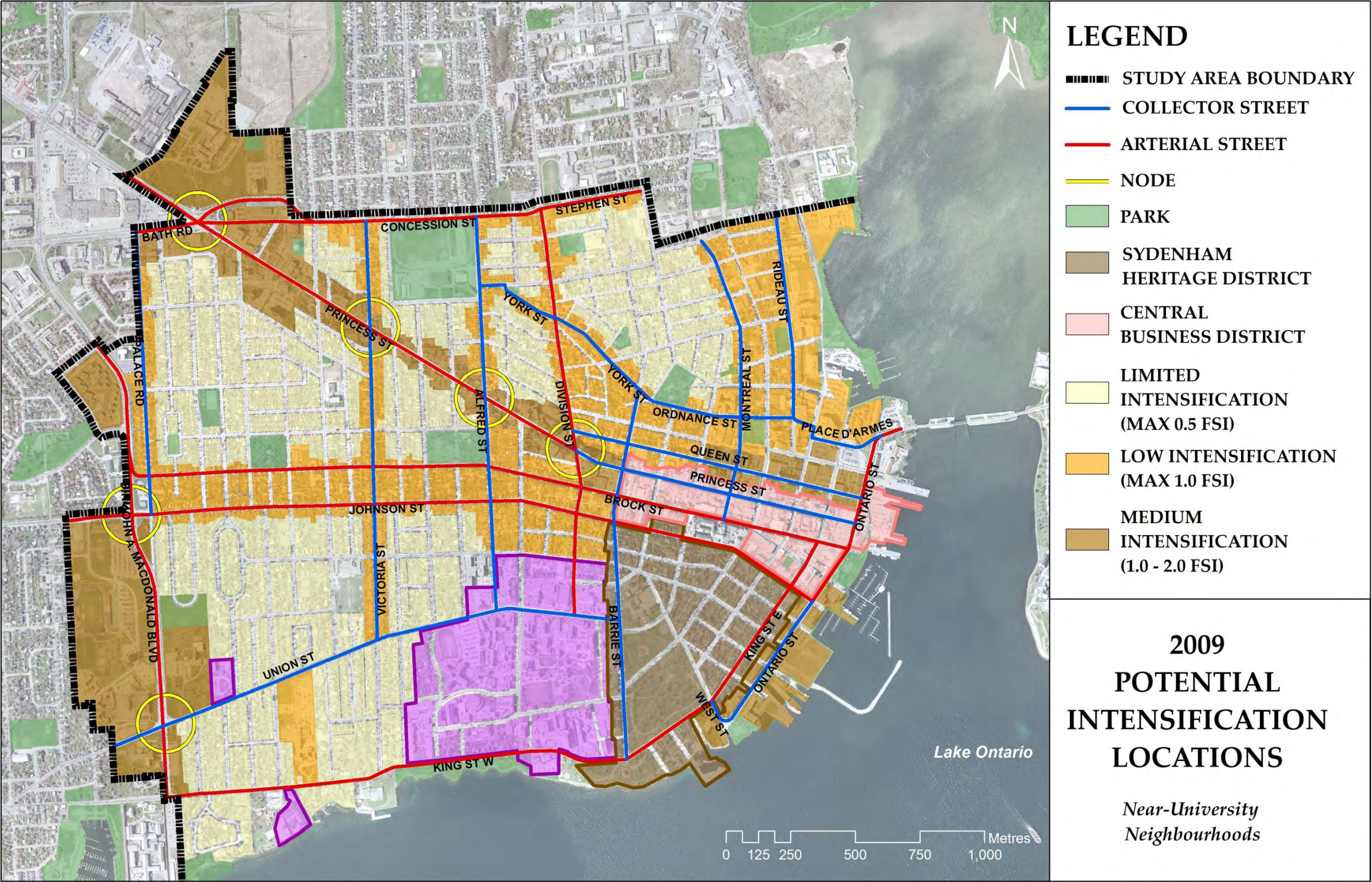
5.2 Built Form

Built form refers to the type, size, density, and style of the buildings within the study area, and how they interact with surrounding land, structures, and public space. Concerns about built form were expressed and identified prominently throughout the research process. The following goals and recommendations target these concerns to ensure that built form promotes proper diversity, compatibility, and intensification within the near-university neighbourhoods.

5.2.1 Goal: Residential infill development and conversions should be comprised of a variety of housing forms, styles, and types to accommodate the diverse needs of all residents.

Rationale: As cited by existing reports reviewed in Chapter 1, the analysis of the Official Plan in Chapter 2, and identified by the stakeholders in Chapter 3, there exists a substantial need to provide a variety of housing types in Kingston. According to planning literature, having different types of people living in a neighbourhood encourages vitality and inter-personal engagement. In order to accommodate a variety of people, efforts must be made to ensure a variety of housing options are available. Specific concerns were expressed that residential intensification was primarily occurring in one form, conversions from single family dwellings to a single rental unit with a large number of bedrooms. This form of intensification does not provide a variety of housing options and thus does not attract a diverse mix of residents to these neighbourhoods.

Figure 5.1: Map showing potential intensification locations



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	Kingston Example	Building Type
MEDIUM INTENSIFICATION Between 1.0 - 2.0 FSI		MID-RISE MIXED USE
		LOW-RISE APARTMENT
LOW INTENSIFICATION Maximum 1.0 FSI		STACKED HOUSING
		ROW HOUSING
		SEMI- DETACHED
LIMITED INTENSIFICATION Maximum 0.5 FSI		SINGLE- DETACHED INFILL
		SECONDARY BUILDINGS

Precedents: This goal stemmed from the Starkville, Mississippi precedent case study. The Cotton District has a mix of single bungalows, semi-detached houses, row houses, duplexes, triplexes, and mid-rise apartment buildings, all on the same block. Even though, the Cotton District is a student-oriented area, it is shared with seniors, university alumni, and faculty who also like the vibrancy of the neighbourhood.

Recommendation #3: The City should consider types of built form that reflect the level of intensification appropriate for each neighbourhood.

Intensification, either by way of extensions, conversions or construction of new dwellings in the near-university neighbourhoods must be sensitive to existing built form in the area, as described in Chapter 1. This recommendation identifies the types of built form most appropriate for the study area. Figure 5.2 depicts a list of appropriate built forms for the various density categories. For more complete descriptions of each building type, refer to Appendix 8. Additionally, Appendix 7 provides a matrix detailing the type of built form that is appropriate for areas identified for intensification.

Figure 5.2: Appropriate forms of housing

Recommendation #4: The City of Kingston should strictly regulate new residential construction, additions, and conversions to ensure an appropriate number of bedrooms per unit through a progressive scale tool.

This recommendation addresses concerns of residents voiced in Chapters 1 and 3. The conversion of many existing single dwelling units to “monster houses” has resulted in off-campus dormitory-style residences within the neighbourhoods immediately surrounding Queen’s University (an example of which is seen in Figure 5.3). Many of these dwellings have had rear-yard or dormer-style additions in order to increase the number of rentable units and/or bedrooms, and thus the profitability.

This recommendation aims to limit the size of the additions that individuals are permitted to add on to an existing dwelling, as well as, the number of bedrooms in new dwelling units. Implementing this provision would serve two immediate benefits to the neighbourhood.

First, dwellings with an excessively high number of bedrooms appeal primarily to a limited portion of the rental market, undergraduate students, and therefore reduce the diversity of neighbourhood’s housing stock and residents. Limiting the number of bedrooms that an individual is permitted to add to an existing structure or build within a new structure would help ensure the area remains accessible to a broad variety of prospective residents.

Second, limiting the number of bedrooms that an individual is permitted to add to an existing dwelling unit or build within a new dwelling unit, keeps local home ownership more affordable. Each additional bedroom increases the value of a dwelling by tens of thousands of dollars. In fact, a house with ten bedrooms could inflate the land’s value by well over \$100,000 (mls.ca, 2009). When added to the cost of renovating a house to be habitable by non-students, these additional costs reduce affordability for long term single-family buyers.

The City would need to undertake a study to justify the specific number of bedrooms that would be appropriate to add to an existing structure or to allow in newly constructed dwelling units. One option is to regulate the number of bedrooms on a progressive scale, similar to that proposed by the Downtown Residential Review (2003). For example up to six bedrooms may be permitted in a single dwelling unit, up to four bedrooms may be permitted per unit in a two-unit dwelling, and a maximum of three bedrooms may be permitted per unit in buildings that contain three or more units.



Figure 5.3: Example of single detached unit with multiple additions.

(Credit: Niall Oddie)

Both Kingston and London have faced similar problems related to single dwelling houses being converted to high-capacity student housing. The City of London implemented a policy of setting a maximum number of 5 bedrooms permitted per dwelling-unit. Since passing this extremely broad and restrictive policy, London is now considering revisions to incorporate a progressive scale because developers have been constructing new dwellings and converting existing dwellings to accommodate five bedrooms per unit, regardless of the number of units within the structure.

Recommendation #5: In updating the Zoning By-Law, the City of Kingston should place greater emphasis on using the floor-space index (FSI) as one possible tool to ensure appropriate residential intensification.

As identified in Chapter 3, several stakeholders presented concerns regarding the built form of current residential intensification projects within the near-university neighbourhoods. These stakeholders opposed large-scale additions that were not compatible with the surrounding structures. Since the current zoning by-laws permit this form of intensification, the City has no planning-based justification to intervene in such undesirable development.

Even though the floor-space index was originally used to regulate additions to buildings, the City of Kingston's new Zoning By-Law should create FSIs for all residential zones that balance the degree of intensification anticipated, and that is appropriate for a given area. As Chapter 2 noted, the current FSI of 1.0 in Zone A permits development that is unpopular with stakeholders. To ensure future development is compatible with existing development in this area, the FSI value should be reduced to allow limited intensification, however, the floor-space indices of existing nearby buildings should be considered. Desirable areas for intensification, as indicated in Figure 5.1, should have a higher FSI than what is currently permitted. To determine how using the FSI would affect untested areas, the City should study differences between current conditions and potential new conditions with the change in FSI requirements corresponding to particular areas identified for medium, low and limited intensification.

Recommendation #6: The City should remove certain restrictions on height, area, buffers, and parking requirements to allow more home-owners to construct secondary buildings.

Secondary buildings are additional buildings that occupy the same lot as a larger primary building, but are much smaller in relative size. Encouraging development that is compatible with the surrounding neighbourhood requires new buildings and additions to be to scale of adjacent houses. Secondary buildings are much smaller than primary dwellings and therefore can accommodate one or two additional bedrooms without overwhelming the footprint of the primary dwelling. Allowing secondary buildings also increases the affordability of owned and rented housing. By permitting home owners to rent out the additional dwelling space, additional income is generated to pay mortgages, as well as, small rental units are added to the local housing stock. Both advantages enhance housing and demographic diversity.

Kingston's current Official Plan and Zoning By-Law restrict the construction and/or renovation of secondary buildings to existing or new structures. Such restrictions include limiting duration of use, requiring

residency of property owner, defining minimum lot size, height, setbacks from building and lot edge requirements, defining frontage requirements for rear-lot consents and maximum total unit area, as well as, requiring minimum parking spaces per unit. These restrictions add many costs to new construction or renovation of accessory dwellings.

The City should remove certain restrictions on height, area, buffers, and parking requirements to allow more home-owners to construct secondary buildings in the study area. In fact, new secondary buildings should be encouraged near employment zones and transit corridors because these areas already have access to transportation. Building secondary buildings is a good method of reaching the City's density targets established in the Official Plan, while maintaining the built character of the neighbourhood, as it increases the number of affordable rental properties without large-scale development.

Implementing this recommendation will involve the City amending several provisions to the existing Zoning By-Law. These may include: appropriate standards for permitting units as of right; built form of primary dwellings; location-based restrictions; "grandfathering" units built under Bill 120; servicing capacity; lot frontage; floor area restrictions; the difference between primary and secondary unit; amenity areas; façade regulation; driveway access; and parking requirements. When implemented, owners of secondary buildings should be encouraged to register the buildings with the City by not penalizing owners for having previously illegal dwellings and making the process as inexpensive as possible, given the cost of running the program. For ease of understanding, secondary units within primary dwellings should be differentiated from secondary buildings.

Recommendation #7: The City of Kingston's maximum off-street parking requirements should be applied to the entire study area and enforced through the new Zoning By-Law.

Across the study area, back yards are being paved over to create rentable off-street parking surfaces. These surfaces eliminate useful space for outdoor amenity areas, opportunities to construct secondary buildings, space for natural vegetation and wildlife to thrive, and permeable ground for natural water drainage. Providing excessive parking spaces in the study area, where most residents commute by foot, bike and bus is unnecessary and perpetuates a car culture in Kingston. Car cultures damage the city's physical and social environment. Syracuse, New York successfully implemented a similar recommendation in the area surrounding its university. As an expansion of a recent amendment to the Official Plan's policies on low-density residential areas, single-unit dwellings should be permitted no more than two parking spaces, regardless of the presence of a secondary building, while multi-unit dwellings should be permitted no more than one parking space per unit.

5.2.2: Goal: *On and off-campus student housing should include a variety of forms, types, and ownership structures to accommodate the diverse needs of students.*

Rationale: When one mentions the term “student housing”, they usually refer to rented houses or apartments. Often these student dwellings have been subjected to structural or aesthetic neglect because the landlords, responsible for the properties, know students prioritize proximity to campus over quality of housing, as discussed in Chapter 1. Failing to preserve the unique aesthetic and functional value of student housing is the fault of all stakeholders and will only further degrade the quality of off-campus living. Therefore, the City, Queen’s University, and landowners must work together to end the negative stigma associated with student-oriented housing in the near-university neighbourhoods. One strategy is to build and organize entities that meet the diverse physical and social needs of students, creating ownership regimes that simulate home ownership which encourages care for physical property.

Precedent: Syracuse, New York faced similar problems of ailing student housing stock concentrated in a small part of its city. The municipality partnered with Syracuse University and the University Hill Corporation to create a community plan that helped students move into long-unoccupied areas and a new on-campus residence, with the intent to bring students closer to downtown and main campus.

Recommendation #8: If Queen's University constructs new forms of student housing, it should build smaller residences, apartments, row houses, and mixed-use buildings. The projects could be funded by renting space within the buildings for retail, commercial, non-student residential, or non-profit sector uses.

Queen’s University should provide a wide variety of residence options to accommodate the needs of the diverse student body. Many universities from the precedent case studies offered a variety of housing arrangements to attract upper-year undergraduates and graduate students to live on campus. For example, Syracuse University offered a mix of dormitory and apartment style accommodations for a variety of student budgets and amenity needs. Queen's University should encourage more upper-year undergraduate students to live on campus, by providing them with the amenities required to be independent, such as a full kitchen and common areas. These accommodations should also contain low student-to-amenity ratios, while preserving the camaraderie that makes residence life enjoyable and useful in developing social skills. Harkness International Hall and the graduate residence in the John **Deutsch** University Centre are good examples of on-campus housing options for upper-year undergraduate and graduate students at Queen’s University. New developments should be modeled after these residences.

Apartments with ground-floor amenities, such as retail and social spaces can also act as transitional housing in order to help students learn skills for independent living while living in the Kingston community. Hamilton’s case study provides an example of this type of built form which has been highly popular among the university students. Such high-quality mixed-use development in Kingston could be built in areas

targeted for intensification, such as the Princess Street corridor in the Williamsville neighbourhood. Additionally, if rent was subsidized to increase affordability, it could force private landlords to improve the quality of their dwellings in order to remain competitive in the local rental housing market.

This recommendation should only be implemented if Queen's University increases full-time enrolment or decides to house more students on campus. If approved, this recommendation should be defined in a new Campus Master Plan and follow all existing university planning policies. Subject to relevance, consultation with other stakeholders should take place before any new construction occurs.

Recommendation #9: Queen's University and the City of Kingston should support existing cooperative housing organizations and promote the creation of additional organizations supporting unconventional home ownership structures.

Following the positive property maintenance example set by the Science '44 Student Housing Co-op, the City and University should support their effort and provide incentives to organize other such organizations off-campus. These may include housing co-ops and alternative ownership structures such as non-profit housing corporations and national or international themed housing organizations. Establishing such entities can make intensification more attractive because the elimination of individual profit motive permits participants to pay attention to other attributes such as property standards and quality of life.

Recommendation #10: Queen's University and/or the City of Kingston should purchase ailing residential properties, rehabilitate them, and sell them back to responsible land-owners.

Some of the residential properties in the study area are in such poor condition that landlords either cannot afford or refuse to pay to restore them to habitable condition. Queen's University, interested private citizens or organizations, and the City of Kingston should combine resources to establish a non-profit residential development corporation with a mandate to purchase deteriorating houses, renovate them, and sell them back to landlords deemed responsible by the corporation. Any profits made from the sale of the property would be used to renovate other properties. Homes most likely to be purchased would be those in the worst state of disrepair, those with very low amenity space, and those at the edges of student and non-student areas to act as examples for future single-family dwelling conversions to rental housing. The re-sold, renovated houses would provide better quality housing for students and non-students alike.

5.3 Policy Development

This section concerns macro-level policy initiatives that will take more time to implement than the previously-mentioned recommendations. The following recommendations aim to provide additional tools for planners to regulate and promote desirable forms of development within the study area.

5.3.1 Goal: Planners will be provided with adequate tools to ensure that residential intensification occurs in a manner that enhances the built and social environment of the near-university neighbourhood.

Rationale: The multitude of studies conducted on residential intensification in Kingston since the mid - 1970s (outlined in Chapter 1) are evidence that planners have historically not been provided with the tools to adequately deal with intensification and its associated issues. Since many of the recommendations made by the D.R.R. to amend Zoning By-Law No. 8499 were presented to City Council for approval in 2006, controversial intensification projects are still being proposed or have been built in the study area. As discussed in Chapter 3, a common theme that emerged during the stakeholder interviews was that planners were in need of more tools to promote good residential intensification. Currently, the only such tool that City of Kingston planners have is the Zoning By-Law, which actually permits controversial large additions while restricting desirable forms of intensification such as rowhouses, and fails to stop developments appealed to the Ontario Municipal Board. This tool does not allow planners to control the appearance of the building. Planners need access to a variety of tools to ensure that residential intensification occurs in suitable locations and occupies appropriate types of built form.

Precedent: Drawing from the case studies of St. Catharines, Ontario; Hamilton, Ontario; London, Ontario; and Ithaca, New York, the following recommendations are proposed to ensure planners have a variety of tools available when dealing with residential intensification proposals.

Recommendation #11: Ensure that the Urban Design Guidelines that have recently been commissioned by the City of Kingston, accurately define appropriate intensification opportunities and are presented in the form of an easy-to-read guide book to educate developers and residents alike, on the designs, styles and materials permitted within the near-university neighbourhoods.

The creation of Urban Design Guidelines that accurately define the structural and aesthetic features that development applications should possess will address concerns raised in Chapter 3 that many intensification projects are out of scale and character with the existing neighbourhood fabric. These guidelines should be detailed as to address the appropriate materials, architectural styles, and type of built forms that are appropriate, thus ensuring that future development is compatible with the given existing neighbourhoods.

Further, these Guidelines should not only be used to educate developers on how they should build, but the residents of Kingston regarding what the city deems “appropriate”, clarifying what is desired in new proposals. A guidebook that summarizes the main points regarding residential intensification and what is considered to be appropriate by the City should be written so as to be understandable by residents and developers and made available via the internet and at City Hall.

The municipalities of St. Catharines, Ontario; Waterloo, Ontario; and Ithaca, New York have developed urban design guidelines, similar to those being commissioned by the City of Kingston. Each city had a different experience developing and approving their guidelines. The experience of each municipality should be reviewed in greater detail to reduce any implementation difficulties in Kingston.

Recommendation #12: The City of Kingston should consider implementing a Community Improvement Plan to help facilitate large scale residential intensification in priority intensification areas (see Figure 5.1).

By developing Community Improvement Plans (CIP), municipalities are able to offer incentives to assist with the completion of specific tasks that would benefit the greater community. Given that residential intensification can provide several benefits to communities, including a reduction in urban sprawl, mass transit supportive populations and land uses, and urban revitalization, the City of Kingston should implement a CIP for sections of the near-university neighbourhoods appropriate for large-scale intensification. Development proposals located along the Princess Street corridor in the Williamsville neighbourhood, along transportation routes and at the major nodes, as identified in Figure 5.1, should qualify for CIP assistance as these areas are appropriate for the largest relative scale of intensification.

Real estate and land developers are responsible to their investors and share-holders, who demand that their projects be financially viable. Municipalities can attract development to a particular area by providing incentives that serve to reduce the costs, and thus increase the profits of projects. These incentives can include a variety of forms such as a reduction in minimum parking requirements for lots near alternative transportation options, and assistance with land assembly and the development approval process to reduce the project's completion timeline.

The most effective way for CIPs to attract developers is to offer financial incentives to developments that satisfy intensification targets. These incentives can target certain parts of the project and be implemented in increments. A possible example would be a short or medium-term deferral of development-related charges. Depending on the size of the development, these fees can accumulate to tens of thousands of dollars; a reduction or elimination of this fee can entice developers. One common criticism of this option is that the City often ends up paying these charges out of the general tax revenues. Another incentive that could be offered would be low-interest loans issued to developers working within the CIP study area for projects meeting specific criteria. The City of Waterloo has used this approach in the past to stimulate revitalization of facades in neglected areas. Yet another form of financial incentives that may be offered could be adopted from the City's existing CIP for brownfield redevelopment. This strategy repays developers portions of their

property taxes over a period of time to offset additional costs incurred from developing on a site that may be more expensive or have other constraints.

There are a variety of financing options and the City should explore these options in greater detail to ensure feasibility. CIPs can be used to facilitate development in areas where the private capital has failed to do so, such as the Princess Street corridor in the Williamsville neighbourhood, identified in Figure 5.1.

Providing incentives for larger-scale mixed-use developments along the Princess Street corridor in the Williamsville neighbourhood could provide a variety of housing options for a large number of individuals. If portions of the retail space of these mixed-use developments offered services that were of interest to students, the businesses or organizations would increase their visibility amongst an emerging generation of leaders, and these developments may significantly reduce demand for student housing in single-family dwellings in the area immediately surrounding Queen's University.

A private developer constructed a nine-floor mixed use development near McMaster University in Hamilton and leased the retail space to services deemed useful for students (See Figure 5.4). The vacancy rates for both residential and commercial space remain low, providing evidence as to the success of the project. This process has also been successful in Ann Arbor, Michigan where private developers built mid- to high-rise buildings to act as an alternative to living in converted single-family dwellings.



Figure 5.4: West Village Suites, Hamilton

(Credit: www.westvillagesuites.com)

When the City of Kingston approves funds to establish a CIP in the study area, it will have to, in this order, determine the goals of the plan, establish the boundaries of the area, define the appropriate financing options at the City's disposal, and seek public input into the final plan before Council approval.

5.4 Enhancing Relationships and Communication Between Stakeholders

This section of the report recognizes that some of the issues attributed to residential intensification are not related to built form and the construction of additional residential units, but rather a lack of communication between the stakeholders affected by the process. These recommendations focus on enhancing the relationships among the stakeholders through better means of communication and community involvement.

5.4.1 Goal: The City and Queen's University will play leadership roles in facilitating communication between stakeholders involved with the residential intensification process.

Rationale: Queen's University and the City share similar goals in many areas of community involvement and both bear the burden of challenges currently facing the near-university neighbourhoods. In order to efficiently confront these challenges, Queen's and the City should identify as many issues of mutual concern as possible and collaborate on potential solutions. Meeting this objective would ensure that Queen's can deal with on and off-campus related issues and would also provide a common ground for communication between both parties.

Precedent: The city of Ithaca, New York and Cornell University can be viewed as a good precedent for stakeholders working together with the community to accomplish good planning. Recently, the City partnered with Cornell and local residents to develop a secondary plan, urban design guidelines and a parking strategy for a heavily student populated area.

Recommendation #13: Town-Gown relations at Queen's University should be expanded to become a permanent Community Affairs Office, headed by an administrator with decision making power and access to funding.

Perhaps one of the most underutilized and unrecognized strengths of Queen's University are the number of volunteer groups that exist within the student community. Within the University there are many student-organized groups that have the potential, if given the right support and opportunities, to make significant contributions to the broader Kingston community.

Drawing from the precedent set in Ann Arbor, Michigan, the role of the Community Affairs Office would be to liaise between student and volunteer groups within the broader community. The office would assist students, staff, and faculty who are interested in volunteering their services to connect with leaders and organizations in the community. In addition, the office would work to raise awareness about existing student-run programs and groups that are making an impact in the community and actively pursue future partnerships between university and community groups with like-minded goals, e.g., the history students association and the Kingston Historical Society.

The current Town-Gown position is located within the Department of Student Affairs and devotes much of its resources to helping students find adequate off-campus housing by providing them with information on leases, landlords, property standards and respectful community behaviour. While this is a good start at integrating student and non-student populations, additional measures and resources are needed to expand this position to provide non-students with useful information.

Recommendation #14: Queen's University should invite a Planner from the City of Kingston to attend meetings of the Campus Planning and Development Committee.

As previously mentioned, the City and Queen's share both the burdens and benefits of Town-Gown issues. In order to support a partnership mentality between the two entities there should be collaboration in shaping the form and function of the university campus. Matters that affect the University also have a great effect on the city and community. Therefore both parties should have input on the future development and growth of the campus. It is hoped that by inviting a planner from the City of Kingston to attend and contribute to meetings of the Campus Planning and Development Committee, the two entities will be able to communicate and clarify any issues that may arise. Queen's University and the City of Kingston may have different growth plans, but increased communication between the planners for these two parties will help ensure development reflects the visions of the Official and Campus plans.

Recommendation #15: The City of Kingston and Queen's University should create a permanent Town-Gown Committee to deal with issues on a continual, rather than periodic basis.

In 2007, representatives from the City of Kingston and Queen's University formed several working groups to deal with issues of common interest, under the direction of the City of Kingston/Queen's University Steering Committee. The frequency of meetings between group members varied from bi-weekly to bi-monthly, to as needed. These working relationships should not only be continued, but also enhanced, as the City and University should create a permanent Town-Gown Committee with regularly scheduled and publically accessible meetings. The City of Waterloo created a Town & Gown Committee in 1992 to increase communication between municipal and institutional stakeholders. This committee was originally formed to deal with issues related to off-campus housing, but has since been expanded to include safety, transportation, community involvement and campus planning (City of Waterloo, 2009).

As part of this committee, the Mayor of Kingston and the Principal of Queen's University should meet regularly with an agenda that is publicly available and open to presentations of interested parties. Following the precedent of the redevelopment of the Collegetown neighbourhood in Ithaca, a great deal of planning implementation can take place when community leaders work in collaboration. Building a partnership mentality between the City and Queen's at the highest levels of management is an important step in properly dealing with planning projects where both parties have similar goals. In addition, having both leaders meet on a regular basis will ensure that potential problems concerning planning issues can be identified quickly and each party can use their leadership to mobilize their respective organization to mitigate conflicts between the two institutions.

Recommendation #16: Queen's University's Alma Mater Society should create an online housing quality website to make it easier for students to discuss the state of houses and landlords. This could follow the previous example of myghettohouse.ca, although a name change is recommended.

Free and accessible information is a powerful tool for affecting change. One of the best methods for stimulating the improvement of housing quality in the near-university neighbourhoods is to establish a forum where students can advise other students on a range of housing issues. In the past, the AMS ran myghettohouse.ca, which was a survey website based in Kingston that rated properties and landlords in the near-university neighbourhoods on the quality of housing and the level of landlord responsibility. The website is currently offline. Good-quality housing is a key concern of students, and if the AMS revitalized, updated and committed to the long term operation of the site it could prove to be one of the most influential and robust tools against property neglect in the study area. However, to avoid perpetuating the stereotypes of the near-university neighbourhoods the website should adopt a less-stigmatizing name than "myghettohouse" and may consider "mystudenthouse" instead.

Recommendation #17: Neighbourhood associations of the near-university neighbourhoods should be encouraged to include homeowners, landlords, renters, students and non-students as members to ensure full neighbourhood participation.

In order to deal with neighbourhood issues regarding social expectations such as proper lawn maintenance, garbage and recycling disposal, and noise levels, student and non-student residents should promote an open dialogue between each other. One of the best methods for addressing these concerns is through local neighbourhood associations. However in order for these associations to function properly, all parties must feel equally invested. Neighbourhood associations should pro-actively recruit and encourage a diversity of residents to engage in the public discourse. Associations could launch membership drives in the fall of every year by inviting interested individuals to neighbourhood barbeques or parties. Neighbourhoods that are more inclusive are more likely to resolve issues quickly and with minimal confrontation, making the area more attractive for all types of potential residents.

Recommendation #18: The City, University and other organizations should use students as creative and innovative resources to investigate and make recommendations regarding planning and non-planning problems, through community projects for course credit.

Queen's students have the potential to invest the rest of their lives, living and working in the Kingston community. Therefore it would be advantageous to both Queen's and the City to financially support and recognize student projects that have a positive impact on the community. Engaging students not only helps improve issues within the city but also promotes stronger relationships between students, the city, and residents. This report is a great example of the City, Queen's, non-student residents, and students working together towards a common goal. It is proposed that projects that promote interaction between students and other members of the community be encouraged as this will facilitate communication between all

populations. Many of the issues related to residential intensification do not involve built form, but accommodating social differences between individuals. The more interaction the City and Queen's can bring between students and non-student residents, the more these two populations will understand and respect each other, which could reduce tensions surrounding intensification of the near-university neighbourhoods.

Trent University's Centre for Community-Based Education would be an example that the City of Kingston and Queen's University could explore in greater detail. The Centre works with local organizations to prepare projects that students from the University can complete for course credit. The community-based research facilitated by these partnerships strengthens the social, environmental, cultural and economic health of the community by fostering relationships and generating innovative ideas (Trent Centre for Community-Based Education, 2009). Although Queen's University would be the primary stakeholder for this recommendation, as they would need to supervise and evaluate the process, support from the City of Kingston, local businesses, organizations, and students will be required to make the program successful. The City could promote the program by commissioning projects or advertising project opportunities, while local businesses and organizations will be required to develop potential projects for student completion.

Recommendation #19: The City of Kingston, Queen's University and local residents associations should award more prizes based on community leadership, to both students and non-students alike in order to reinforce positive behavior in the community.

Residents who contribute positively to a community should be acknowledged and rewarded for their efforts in an attempt to foster greater community participation. This recommendation is targeted to all stakeholders as everyone benefits from initiatives to improve communities. For instance by highlighting student achievements, Queen's University will not only be improving the perception of its students in the community, but also promoting the ideals of community service. Awarding additional scholarships to students for community service will attract more student leaders to Queen's, motivate more students to get active outside the school, and help remove some negative stereotypes about the effects of students living in nearby neighbourhoods. The City of Kingston and local neighbourhood associations could recognize community leaders, such as responsible landlords and the best student residents within each neighbourhood, as this would promote the actions seen as desirable. This would be a drastic change from Queen's current initiatives which promote the negatives and not the positives; i.e. Golden Cockroach Award. Behaviour seen as beneficial to the community should be promoted, while behavior seen as detrimental to the community should not be rewarded.

Recommendation #20: Queen's University should implement a block ambassador program that promotes involvement and interaction between students and non-students who live on the same block.

Another important aspect of building an inclusive neighbourhood is taking steps to engage its residents. One approach taken by Syracuse University was to implement “block ambassadors” who were paid by the school to be community organizers, supporting social linkages between the students and the neighbourhood, and issuing friendly reminders to students regarding property standards. The block ambassador program would be an excellent implementation tool for ensuring local neighbourhood associations are composed of both student and non-student residents. In addition, the program would help neighbours come together on neighborhood improvement initiatives such as tree planting, public gardens, and other social activities.

Recommendation #21: Queen's University's Accommodation Listing Service should not only promote the 20-minute walking limit from Main Campus, but also the 20-minute bicycle and bus limits as well.

Queen's University's internal culture of living very close to campus promotes a low-emission, healthy active lifestyle, but has also geographically segregated the student population from Kingston's non-student population, perpetuating a bubble mentality amongst students. Queen's University's accommodation listing service advertises a map that shows the 10, 15 and 20 minute walking time zones around main campus. Although this is a useful map, the service should also include maps with the same travel times for bicycles and buses to help disperse the student population and show students who want to live off-campus that they can live further away, for less rent, but with an equally short commute by bike or bus. This may reduce the demand for student accommodation immediately adjacent to the university, thus significantly reducing the demand for dwelling conversions in the near-university neighbourhoods.

5.5 Implementation

The implementation of the 21 recommendations included in this report will require substantial effort from the City of Kingston and Queen's University. Many recommendations require only minor changes to existing policies and could be implemented relatively quickly and simply with administrative approval. Many of the short-term recommendations could be implemented in a timeframe of less than two years. Some recommendations may require further investigation, public consultation, or financial commitments and as a result, are targeted to be implemented over the medium term of two to four years. Depending on the amount of investigation, level of financing or workload of the Planning and Development Department in the future, the remaining recommendations are targeted for longer term implementation, possibly requiring more than five years.

Table 5.1 summarizes the implementation timeframe and the stakeholder targeted for each recommendation. This table differentiates between stakeholders that have primary and secondary responsibilities for the success of each recommendation's implementation. *Primary* stakeholders are those that will play an important role in the initial implementation of the recommendation, while *secondary* stakeholders are those that will play an important role in the success of the recommendation post-implementation. Admittedly, while the majority of these recommendations specifically identify either the City of Kingston or Queen's University as the primary targeted stakeholders, they are not the only stakeholders responsible for implementation. Developers and landlords will play an important role in the successful implementation of many recommendations, particularly those which address the built form of housing and the location of intensification. Similarly, residents and students will play important roles in enhancing relationships and communication between stakeholders. For the recommendations to have their intended effect, the involvement of all stakeholders will be required.

The expected timeframe for implementing each recommendation is also specified in Table 5.1. As before, these timeframes reflect the amount of overall work demanded of each stakeholder. The more ambitious policy directives, such as the updating the Zoning By-Law, and the creation of Urban Design Guidelines and a Community Improvement Plan, will require further investigation and substantial financial and human resources for implementation and thus will require more time. The majority of the recommendations targeted for short term implementation are initiatives meant to improve communication between involved parties, beginning the consultation process for the larger policy recommendations that will require additional research.

To assist the reader in visualizing our recommendations, conceptual models were developed that combine the recommended types of built form from Recommendation #3 with the need to focus intensification to appropriate areas from Recommendation #1. Figure 5.5 is a sample of the conceptual models that have been prepared, and displays how a Semi-Detached Dwelling could be appropriately situated in an existing neighbourhood, while respecting existing scale and character. Figure 5.6 displays how a Low-Rise Apartment may be constructed in an existing neighbourhood, while being sensitive to the scale and nature

of the existing neighbourhoods. The remaining models can be found in Appendix 9, complete with descriptions of their location and a brief explanation as to why they are appropriate for that location.




Figure 5.5: Conceptual model of Semi-Detached dwelling in study area.



Figure 5.6: Conceptual model of Low-Rise Apartment Building in study area.

These models reflect the theoretical type of intensification that would be appropriate for various locations throughout our study area. As the built form profiles found in Appendix 8 show, good examples of each recommended building type already exist in appropriate locations, within the study area. These conceptual models and the recommendations they embody attempt to emphasize the fact that residential intensification can take place in existing neighbourhoods and can be done in a way that is compatible with the built form and scale of the existing structures.

Table 5.1 Implementation Summary of Recommendations by Stakeholder and Timeframe

Implementation Summary of Recommendations by Stakeholder and Timeframe																							
		Recommendations*																					
Legend		Location	Built Form										Policy	Enhancing Relationships and Communication									
●	Primary Target of Recommendation		#1: Intensification Locations	#2: Replace Decaying Buildings	#3: Select Appropriate Building Types	#4: Regulate Number of Bedrooms Per Unit	#5: Emphasize FSI in Zoning By-Law	#6: Reduce Restrictions on Secondary Buildings	#7: Off-Street Parking Requirements	#8: Construct New Forms of Student Housing	#9: Support Co-Operative Housing	#10: Residential Rehabilitation	#11: Urban Design Guidelines	#12: Community Improvement Plan	#13: Queen's Community Affairs Office	#14: Kingston Planner at Queen's	#15: Town-Gown Committee	#16: Housing Quality Website	#17: Encourage Neighbourhood Associations	#18: Support Student Research Projects	#19: Community Leadership Awards	#20: Block Ambassador Program	#21: Promote Bus and Bicycle Distances
◐	Secondary Target of Recommendation																						
○	Not Target of Recommendation																						
Stakeholder	City of Kingston	●	●	●	●	●	●	●	●	○	●	●	●	●	○	●	●	○	●	●	○	○	○
	Queen`s University	○	○	○	○	○	○	○	○	●	●	●	○	○	●	●	●	●	○	●	●	●	●
	Developers and Landlords	◐	◐	◐	◐	◐	◐	◐	◐	○	○	●	●	●	○	○	○	○	●	○	○	○	○
	Residents	◐	◐	◐	◐	◐	◐	◐	◐	○	○	○	○	●	○	◐	○	○	○	●	○	●	○
	Students	○	○	○	○	○	○	○	○	○	◐	◐	○	○	○	◐	○	○	●	●	●	●	○
Timeframe	Short Term (Less than 2 Years)	○	○	○	○	○	○	○	●	○	●	○	○	○	●	●	●	●	●	●	●	●	●
	Medium Term (2 - 4 Years)	●	●	●	●	●	●	○	○	○	○	●	●	○	○	○	○		○	○	○	○	○
	Long Term (At least 5 Years)	○	○	○	○	○	○	○	○	●	○	○	○	●	○	○	○	○	○	○	○	○	○

* Recommendations have been condensed for readability. Full recommendations and detailed description contained in Chapter 5.

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Conclusion

Planning for residential intensification in the near-university neighbourhoods is a complex process. It requires balancing the *craft* of planning theory, case studies, and municipal policies with the *art* of prioritizing the desires of stakeholders and other competing interests. In order to address the complexity of residential intensification, five goals were developed which addressed the research questions outlined at the beginning of the study.

How should residential intensification take place in Kingston's near-university neighbourhoods?

Goal: Planners will have adequate tools to ensure that residential intensification occurs in a manner that enhances the built and social environment of the near-university neighbourhood.

Where should intensification take place, both in terms of location and proximity to amenities, employment areas, and other attractions?

Goal: Residential intensification will occur throughout the study area in varying degrees of intensity. Appropriate forms of intensification should be focused near nodes, transit corridors, and employment areas that are capable of handling greater densities.

What forms of intensification should take place with respect to built form, compatibility with surroundings, density, and diversity in terms of people and tenureship?

Goal: Residential infill development and conversions will comprise a variety of housing forms, styles, and types to accommodate the diverse needs of residents.

Goal: On and off-campus student housing will include a variety of forms, types, and ownership structures to accommodate the diverse needs of students.

Who are the key stakeholders in the intensification process, and what should their roles and relationships be?

Goal: The City and Queen's University will play leadership roles in facilitating communication between stakeholders involved with the residential intensification process.

Decades of unplanned intensification in Kingston have affected the character and built form of the near-university neighbourhoods. In order to begin to address the research questions, thorough background research was conducted through the review of past studies carried out by the City and the University. Even though there have been many independent reports published by key stakeholders, there has been little collaboration between parties. Maintaining diversity of housing stock, increasing density on lots with little frontage and providing sufficient amenities to support the population density were identified in these

reports as the main challenges in intensifying the study area while maintaining the residential feel and character of the neighbourhood.

Existing municipal documents such as the Kingston's Official Plan and zoning by-laws facilitated our understanding of what regulations, guidelines and incentives already exist and what type of intensification is currently promoted in the City. The Official Plan considers residential intensification to be a primary method for the City's growth to 2026, provided that it is compatible with the surrounding neighbourhood. While Zoning By-law No. 8499 has been modified to restrict a number of incompatible forms of intensification, compatible intensification still requires many variances.

Stakeholder input and precedent case studies were essential to the development of the recommendations that addressed the overarching goals. The stakeholders identified the following key issues related to intensification:

- The built form should cater to a diverse cross-section of the community by providing fewer bedrooms in each unit, while respecting the context of the neighbourhood in terms of scale and design;
- Intensification should be focused to collector and arterial streets, Queen's University West Campus, and the area located north of Queen's University main campus generally bordered by University Avenue, Brock, Barrie and Earl Streets;
- The balance between the quantity of rental and ownership properties in the neighbourhoods should be restored and preserved;
- The existing planning tools such as Zoning By-laws should be updated as they do not readily permit desirable types of intensification; and,
- Queen's University should have a greater leadership role in off-campus housing issues.

The precedent case studies provided evidence that cities, private developers and universities all play key roles in creating diverse near-university neighbourhoods and providing an adequate amount of quality student accommodation options. A multi-strategy approach is required to ensure compatible built form, strong town-gown relations, implementation of effective policies and by-laws, and adequate involvement of key stakeholders. The most useful tool for controlling where development occurs and ensuring that it is compatible with the surrounding areas is urban design guidelines. Kingston planners have recognized this need and are currently in the beginning stages of developing urban design guidelines for the municipality.

Finally, 21 recommendations were presented that address the how, where, what and who questions related to the intensification of Kingston's near-university neighbourhoods. Of those recommendations, 11 would take less than two years to implement, 8 would take two to five years to implement and 2 recommendations were identified as long term and would take at least five or more years to fully implement. Location recommendations were considered to be essential in guiding where intensification should occur. Smaller

developments are appropriate on local streets, where higher density intensification should be focused near nodes, transit corridors, and employment areas that are more appropriate for larger developments such as the Williamsville Corridor and Queen Street Corridor. The next set of recommendations focused on built-form by identifying appropriate housing types for achieving the desired density, regulating the number of bedrooms per unit, using the floor-space index as a tool to control intensification, as well as alleviating restrictions on secondary buildings. Furthermore, enhancing relationships and communication between stakeholders was the basis for the final section of the recommendations. These recommendations focused on how the City and the University should facilitate town-gown relations through initiatives that promote collaboration such as having planners from the City of Kingston attend Campus Planning and Development Committee meetings, as well as, creating a permanent Town-Gown Committee at the City to include members of the University. However, none of these recommendations can be implemented without providing planners with adequate tools to ensure that residential intensification occurs in a manner that enhances the built and social environment of the near-university neighbourhood.

In summary, properly planning for residential intensification in the near-university neighbourhoods requires that there is a strong level of communication amongst the stakeholders, while utilizing planning theory and precedents from elsewhere. All these activities occur within the greater context of particular and universal social values, political economies, and the national system of laws and rights. Even though much work has been done on the topic of residential intensification in Kingston, it has only provided the building blocks required to begin addressing the issues related to intensification. The information provided in this report will hopefully serve as a guide to move forward in this initiative. With the right kind of mixed use intensification areas near the university and hospitals can become attractive and diverse neighbourhoods with a high quality of life.

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