

# Executive Summary

## Context

Kingston, Ontario is renowned for its heritage significance and the presence of top Canadian academic institutions, including Queen's University, the Royal Military College of Canada, and two teaching hospitals. Queen's University has a significant presence in the neighbourhoods surrounding the University, due to the number of students and staff that relocate to the City and settle in these neighbourhoods. With the steadily increasing population of students at Queen's University, there is added pressure placed on the surrounding "near-university neighbourhoods" to accommodate the housing needs. With the growing population, once single-family dwellings are being converted and expanded, creating purpose-built student accommodations that are not considered respectful of the neighbourhood context. This has been an ongoing issue for a number of years, with studies being completed by the City of Kingston and Queen's University to best understand how to deal with future residential developments. Residential intensification should accommodate a variety of people throughout Kingston's urban boundary.

## Research Question

This report aims to complement past research endeavours, with the objective of answering:

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

Three further questions related to the above objective were established, and assisted 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?

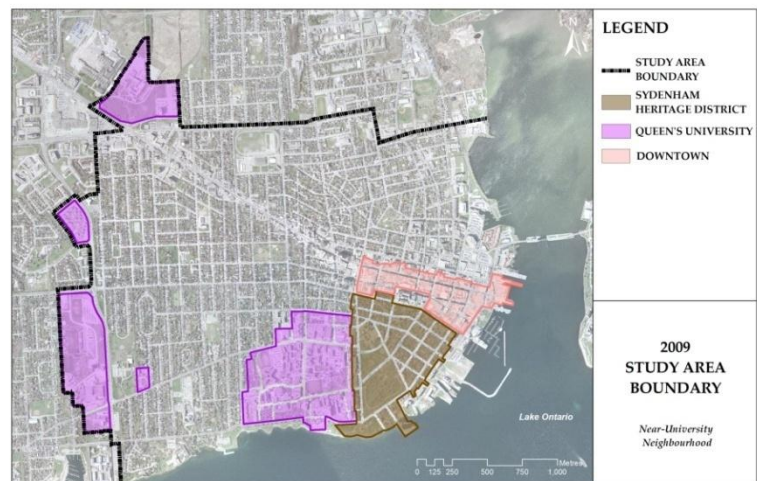


Figure 1: Map of the study area delineated for the report.

## Study Area

The study boundary for the purposes this report was established as the approximated 20 minute walking boundary from Queen's University Main Campus as seen in Figure 1. Also included in the study area are properties owned by Queen's University that are immediately adjacent to the 20 minute walking boundary,

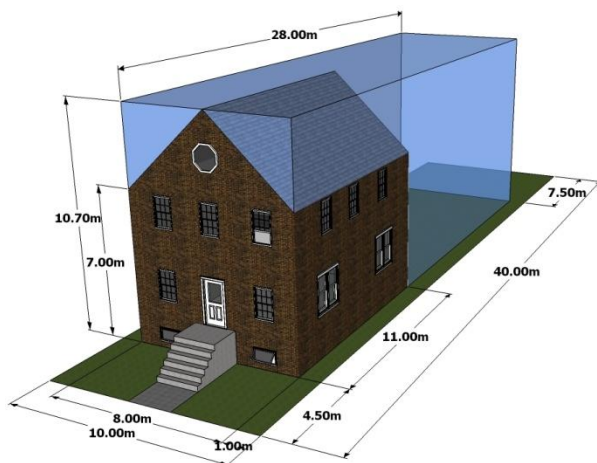
such as West Campus, the An Clachan housing complex at Sir John A. Macdonald Boulevard and Norman Rogers Drive, and the Innovation Park campus at Princess and Concession Streets.

## Kingston Analysis

In analyzing the current conditions of the housing stock in the near-university neighbourhoods, it was found that decades of unplanned intensification in Kingston affected the character and built form of the area. One of the primary issues identified was the nature of the lot dimensions in the study area - deep lots with narrow frontage - which allowed for the development of massive additions into the rear-yard space. Other challenges of intensifying the study area included 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. In addition, this chapter considers the findings from a number of precedent reports and studies undertaken by the City and University, and suggests that collaboration between these parties would be more effective in future endeavours.

## Policy Framework

A significant part of the literature review involved examining policies and studies on residential intensification from a number of actors, primarily the City of Kingston. Key documents were the City's 2009 adopted Official Plan and the two Zoning By-Laws in place throughout the study area.



**Figure 2: Typical house and permitted maximum potential building envelope**

The recently-adopted City of Kingston Official Plan places considerable emphasis upon accommodating population growth through intensification. The City's goal is to increase residential density within its urban growth boundary by 9 percent by 2026. However, the City recognizes that intensification is not appropriate for all neighbourhoods within the City; any intensification that takes place must be compatible with its surroundings, and must take place in an appropriate location.

The Official Plan's forward-looking nature is hindered by the existing Zoning By-Laws governing built form and development within the near-university neighbourhoods. The majority of the study area falls under the jurisdiction of Zoning By-Law No. 8499. The regulations of the primary residential zone permit types of intensification seen as "incompatible" by both residents and the Official Plan, such as large, out-of-place extensions to single-family dwellings, as demonstrated in Figure 2. This figure 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, in specific areas. These provisions include a

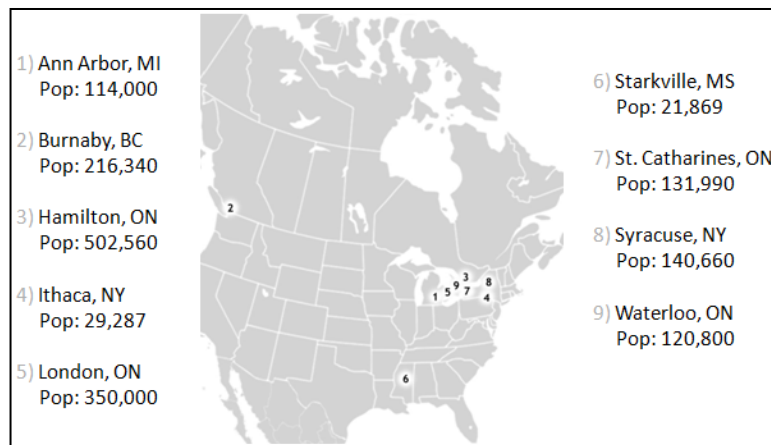
maximum lot coverage of one-third and a maximum building depth which may not exceed the average building depth of the main structures on the two adjacent lots. At the same time, the Zoning By-Law also prohibits – or at the very least makes significantly difficult to construct – the types of intensification desired by stakeholders, such as secondary buildings.

## Stakeholder Analysis

In order to gain a more thorough understanding of the concerns related to residential intensification, and to develop an effective set of recommendations, a group of relevant stakeholders was consulted. The stakeholders consisted of 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 stakeholders were provided with the opportunity to express their views on intensification via in-person interviews, as well as through a design workshop.

## 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. These Canadian and American cities have faced or are currently facing similar issues as Kingston in providing adequate and high-quality accommodations through intensification in their near-university neighbourhoods.



**Figure 3: Precedent case studies across from across North America**

The chosen cases, as seen in Figure 3, exemplify neighbourhood characteristics similar to those in Kingston's near-university neighbourhoods and illustrate how Kingston can incorporate appropriate types of built form, adopt effective policies and encourage different stakeholders to become involved in the process of intensifying the near-university neighbourhoods. These case studies served as the basis of many recommendations produced in Chapter 5.

## Recommendations

The recommendations were made with the objective of encouraging residential intensification in the study area, and balancing the interests of the stakeholders, while applying knowledge gained through research. 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. Each of the 21 recommendations, outlined in this report, address the research questions.

***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.

NB: The potential intensification locations can be seen in Figure 4.

***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.

## Implementation

The recommendations are proposed to be implemented in three different time periods. Several recommendations require only minor changes to existing policies and could be implemented with administrative approval in less than two years. Some recommendations require further investigation, public consultation, or financial commitments and as a result, may be implemented over the medium term of two to four years with the resultant requiring more than five years. The majority of these recommendations identify either the City of Kingston or Queen's University as the primarily targeted stakeholders, but they are not the only stakeholders responsible for implementation. Developers and landlords play an important role in the successful implementation of recommendations focused on the built form and location, while residents and students play important roles in enhancing relationships and communication between stakeholders. For these recommendations to have their intended effect, cooperation between all stakeholders is required.



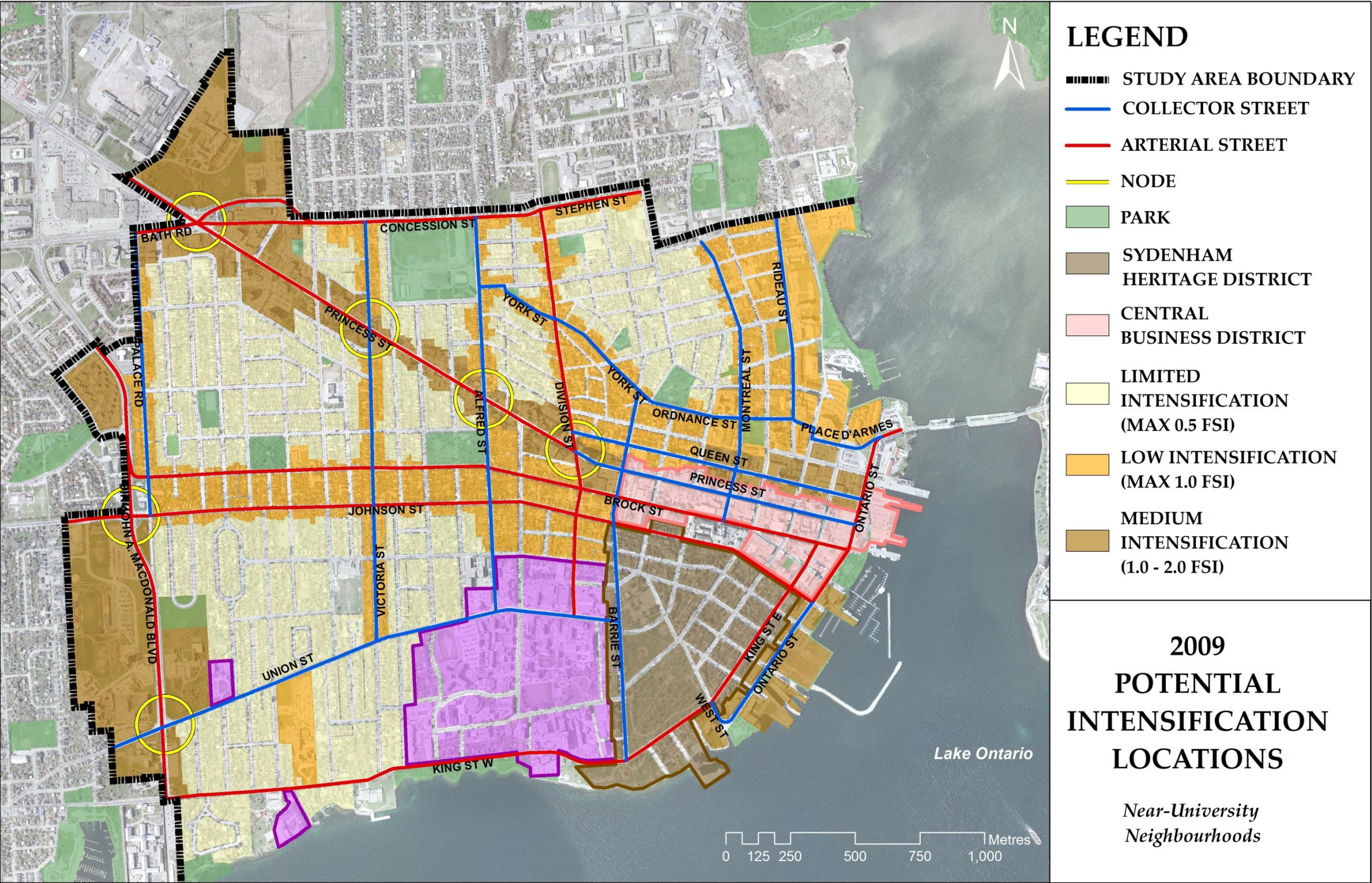


Figure 4: Potential Intensification Locations



Table 1: Summary Implementation Chart showing relationship between each recommendation and targeted stakeholder and expected timeframe

		<div><div><div>●</div><div>Primary Target of Recommendation</div></div><div><div>◐</div><div>Secondary Target of Recommendation</div></div><div><div>○</div><div>Not Target of Recommendation</div></div></div>																							
		<p>Recommendation #1: The City of Kingston should direct intensification to the locations identified on map 5.1</p> <p>Recommendation #2: The City should promote intensification in areas with structures approaching the end of their useful lifetimes.</p> <p>Recommendation #3: Depending on the density and character of the neighbourhood, the City should consider that specific types of built form are more appropriate for certain areas than others.</p> <p>Recommendation #4: The City of Kingston should strictly regulate new residential construction, additions, and conversions to ensure an appropriate number of bedrooms per unit.</p> <p>Recommendation #5: In updating the Zoning By-Law, the City of Kingston should place greater emphasis on using the floor-space index (FSI) as a tool to ensure appropriate residential intensification.</p> <p>Recommendation #6: The City should reduce restrictions on garden suites.</p> <p>Recommendation #7: The City of Kingston should establish maximum off-street parking requirements in the study area.</p> <p>Recommendation #8: Queen's University should construct new forms of student housing, such as smaller residences, apartments, row houses, and mixed-use buildings.</p> <p>Recommendation #9: Queen's University and the City of Kingston should support existing student-run cooperative housing organizations and promote the creation of additional organizations supporting unconventional home ownership structures.</p> <p>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.</p> <p>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 used to educate developers and residents alike on the designs, styles, and materials permitted within the near-university neighbourhoods.</p> <p>Recommendation #12: The City of Kingston should implement a Community Improvement Plan to help facilitate large scale residential intensification in areas suitable for such development.</p> <p>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.</p> <p>Recommendation #14: Queen's University should invite a Planner from the City of Kingston to be present at meetings of the Campus Planning and Development Committee</p> <p>Recommendation #15: The City of Kingston and Queen's University should create a permanent Town-Gown Committee.</p> <p>Recommendation #16: Queen's University's Alma Mater Society should rejuvenate myghettohouse.ca and update the site to make it easier for students to discuss the state of houses and landlords.</p> <p>Recommendation #17: The City of Kingston should encourage neighbourhood associations of the near-university neighbourhoods to include homeowners, landlords, renters, students and non-students as members.</p> <p>Recommendation #18: The City, University and other organizations should use students as creative and innovative resources to solve local planning and non-planning problems.</p> <p>Recommendation #19: Queen's University should give out more awards and scholarships based on community leadership, to both students and non-students alike.</p> <p>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.</p> <p>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.</p>																							
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)	○	○	○	○	○	○	○	●	○	○	○	○	○	○	○	○	○	○	○	○	○	○		