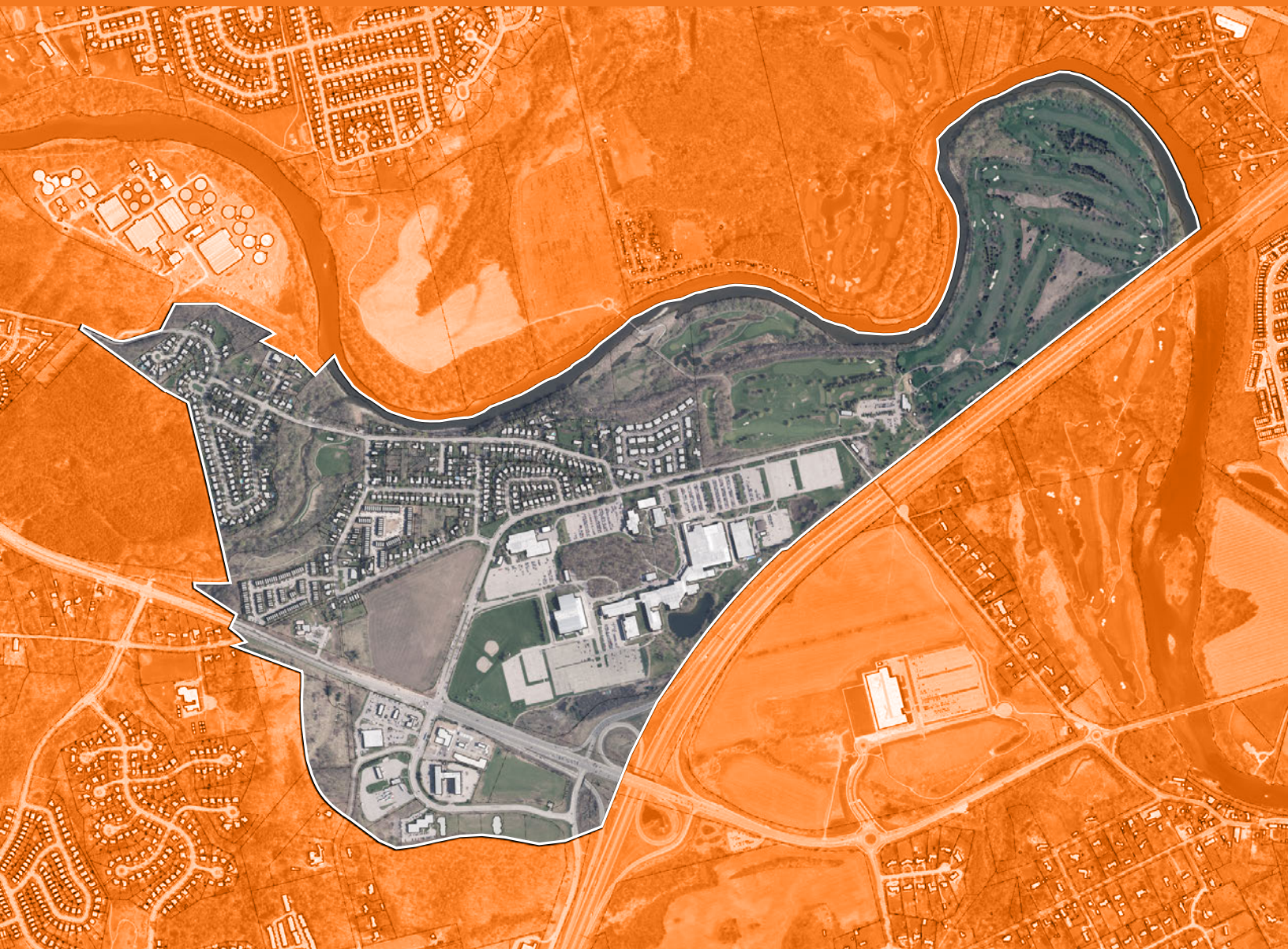


# LOWER DOON LAND USE STUDY



## Final Report

January 29, 2021

 The Planning  
Partnership

Bray Heritage



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Study Area context for the Lower Doon Land Use Study  
 (Map Data: City of Kitchener)





# 1 Introduction

The objectives of the Lower Doon Land Use Study are to:

- Review current issues, zoning and land use designations and policies for the Lower Doon and Conestoga College Node area.
- Examine the planning structure, land use mix and intensity for the lands identified in the study area
- Make recommendations to update the Official Plan Policies, Zoning bylaw regulations and any other planning tools as needed for the lands identified in the study area.

The Lower Doon Land Use Study study area extends from the Grand River, along the north side of Highway 401, to the east side of Homer Watson Boulevard, north along the edge of Homer Watson Park to the south side of the Grand River. The entire area is approximately 233 hectares (574 acres), and includes the Doon Campus of Conestoga College, Doon Valley Golf Course, Willow Lake Park, and approximately 540 houses with some office/commercial uses. In the portion of the neighbourhood immediately adjacent to Conestoga College and east of Willow Lake Park, there are 182 houses outside of the three existing townhouse developments that have 251 units.

This report summarizes:

- Community consultation undertaken over the last year;
- Existing conditions in the study area;
- Who does what with respect to managing housing in the neighbourhood;
- Issues, desired outcomes and possible solutions; and,
- Recommendations.

## 2 Consultation

The study process was organized around three benchmarks to engage the community.

The first benchmark was intended to understand the issues and possible solutions. During November and December 2019 and January 2020, approximately 20 one-on-one conversations were held with residents, landlords and students. The conversations were used to understand the current issues related to housing in the Lower Doon neighbourhood.

The first large format public consultation event was held on February 3, 2020. The consultation event was organized as a workshop with two time slots for people to register for the one that best suited their schedule. Approximately 100 people attended the workshop. The event began with a presentation to provide a full explanation of what the team had learned regarding who was doing what to provide and manage housing in the Lower Doon area, the issues as synthesized from the meetings, and the range of options that might be considered to address each issue. Following the presentation, attendees were invited to share their thoughts on options to address each one of the fifteen issues posted. The workshop results are included in Chapter 5.

The second benchmark was to discuss possible options for the Lower Doon neighbourhood. Given the conditions of working during the Covid-19 pandemic, in person meetings were not permitted. The second public consultation event was held on September 22, 2020 as an online workshop using the GOTO meeting platform. Interested participants were asked to register for one of four time slots. Each session included a presentation describing what we heard in the first workshop and three options to consider for Lower Doon. Approximately 55 people attended the four sessions.

Each session began with a presentation to provide an explanation of the three options to consider. Following the introduction of each option, attendees were invited to share their thoughts. Each of the workshops were recorded and posted to the project's web page at the City of Kitchener.

The third benchmark was to present and receive input on the draft recommendations. A third workshop was held on November 18, 2020 as an online workshop using the GOTO meeting platform. People were asked to join one of two sessions. Each session was used to have a discussion on the recommendations included in Chapter 6 of this report. Both sessions were recorded and posted to the project web page.

Following the third workshop, an opportunity was extended to arrange for a subsequent meeting to discuss questions with respect to any of the recommendations. Two follow up meetings were held on December 8, 2020. Both meetings were facilitated by The Planning Partnership with City staff in attendance.

Summaries of the first two consultation events have been prepared under separate cover and have been posted to the project web page.





Public Consultation #1 (Photo: The Planning Partnership)

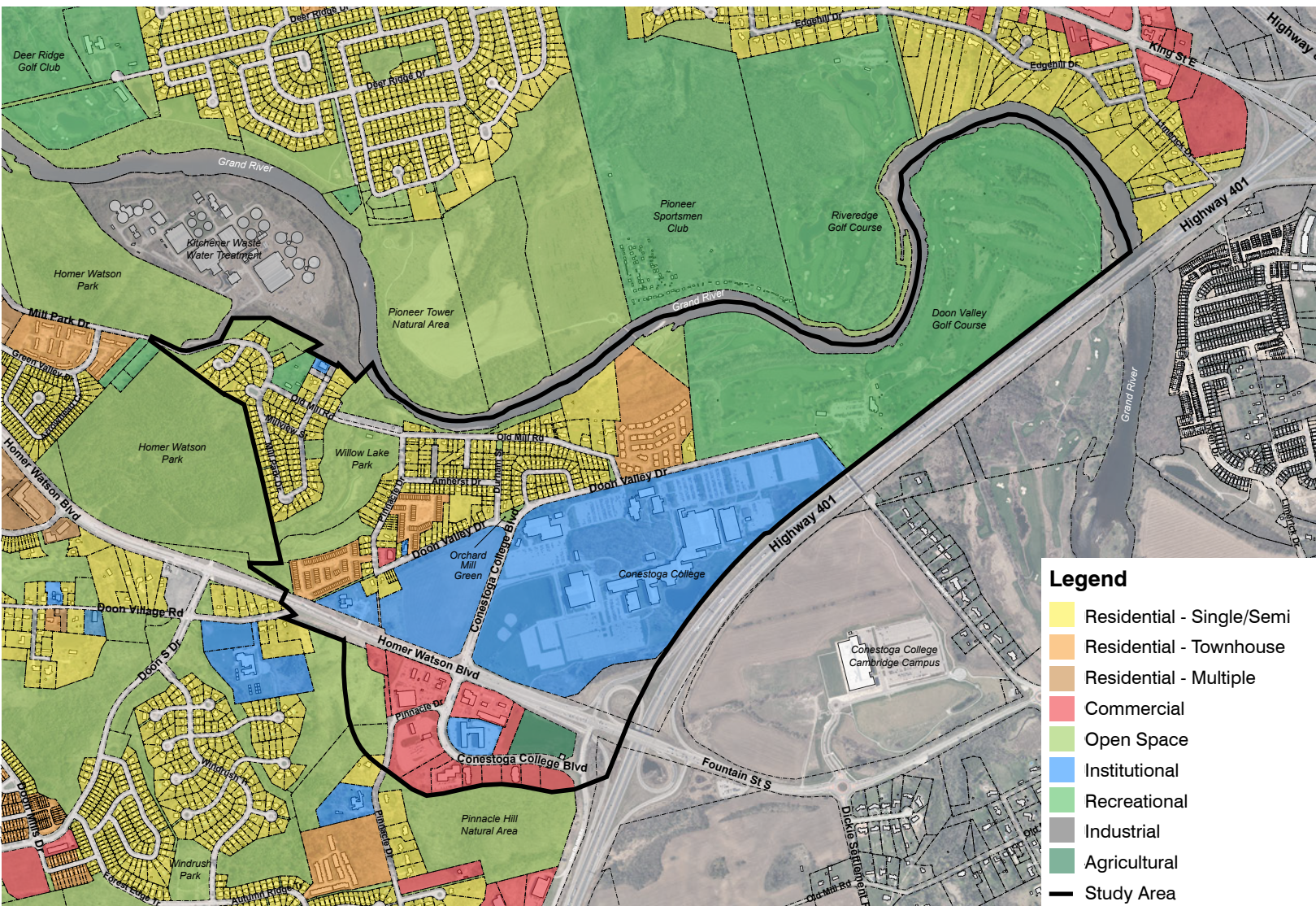


Public Consultation #1 (Photo: The Planning Partnership)



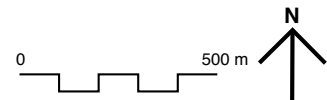
### 3 Existing Conditions

This section sets out the current land use, zoning, natural heritage, cultural heritage, transit service and housing in the Lower Doon neighbourhood.

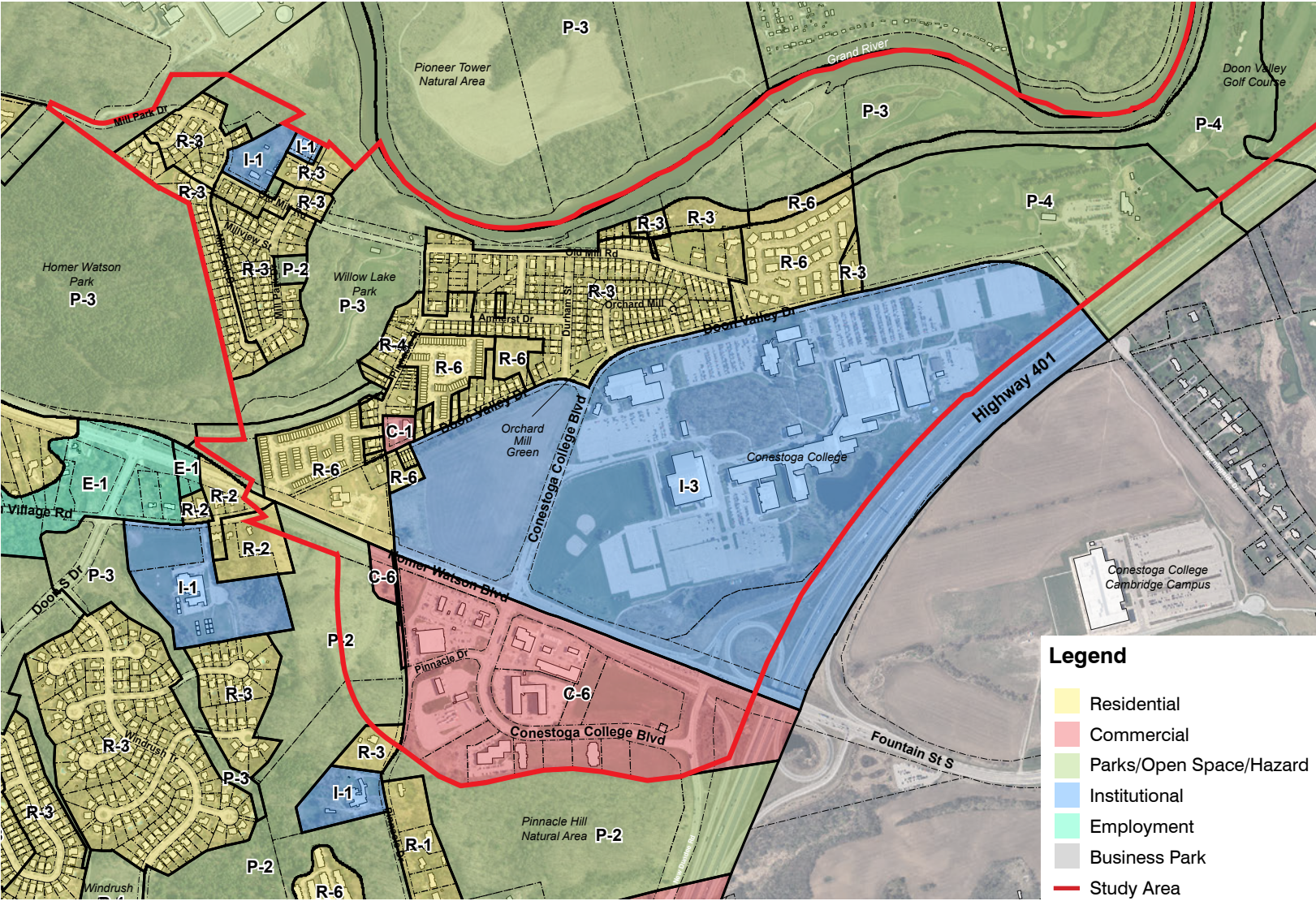


#### Land Use Designations

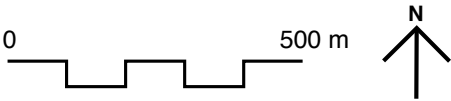
(Map Data: City of Kitchener)



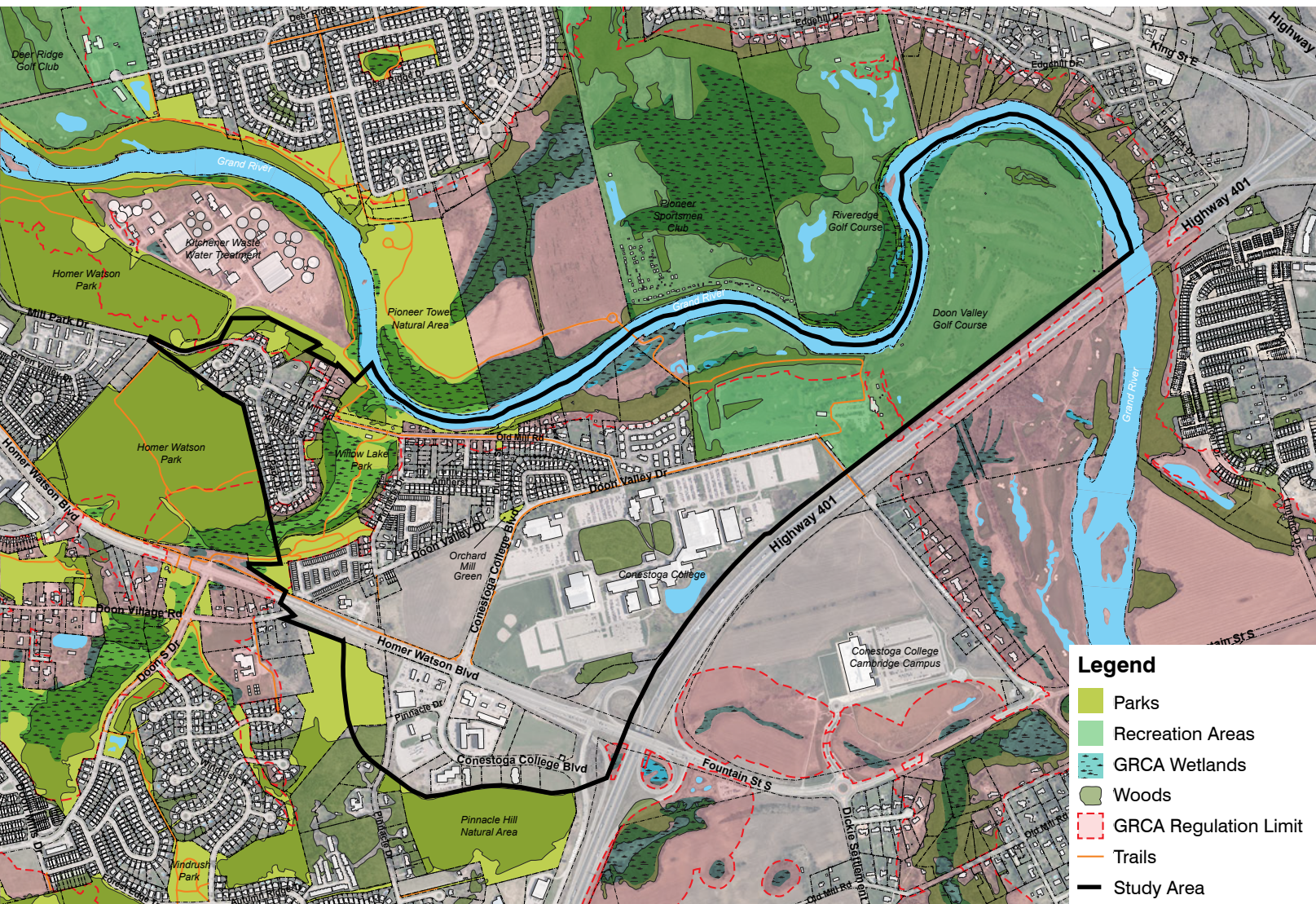




**Zoning (as per Zoning By-law 85-1)**  
(Map Data: City of Kitchener)

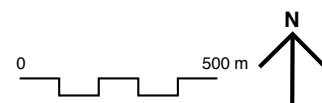




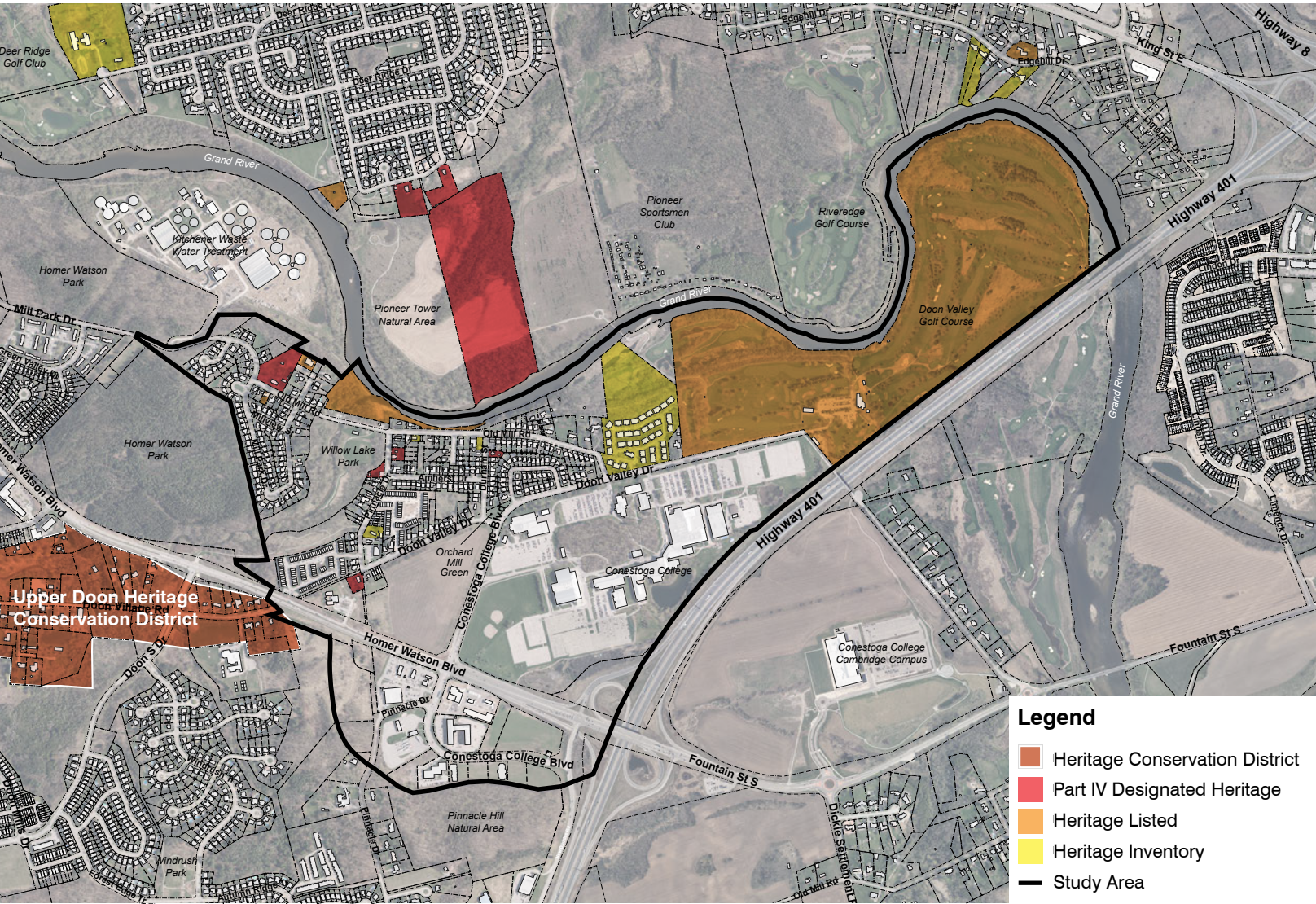


## Natural Heritage

(Map Data: City of Kitchener)



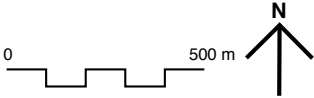




**Cultural Heritage**  
 (Map Data: City of Kitchener)

**Legend**

- Heritage Conservation District
- Part IV Designated Heritage
- Heritage Listed
- Heritage Inventory
- Study Area





## Cultural Heritage

Determination of the Lower Doon study area as a cultural heritage landscape (CHL) is necessary to identify if, and which, conservation measures need to be integrated into the land use planning framework.

A Cultural Heritage Landscape Study was completed in 2014 to establish an inventory of cultural heritage landscapes across the entire City.

The Lower Doon area including Homer Watson Park was identified in the 2014 Cultural Heritage Study as an area that required additional research to determine if it is a significant cultural heritage landscape.

The City retained Stantec Consulting Ltd. to undertake the additional review. Stantec prepared the *Lower Doon and Homer Watson Park Candidate Cultural Heritage Landscape Evaluation* study (September 30, 2019).

The additional review of the Lower Doon area, including Homer Watson Park, resulted in an inventory of 15 potential cultural heritage landscapes.

The landscapes inventoried and evaluated within the study area were predominantly parkland and suburban streetscapes.

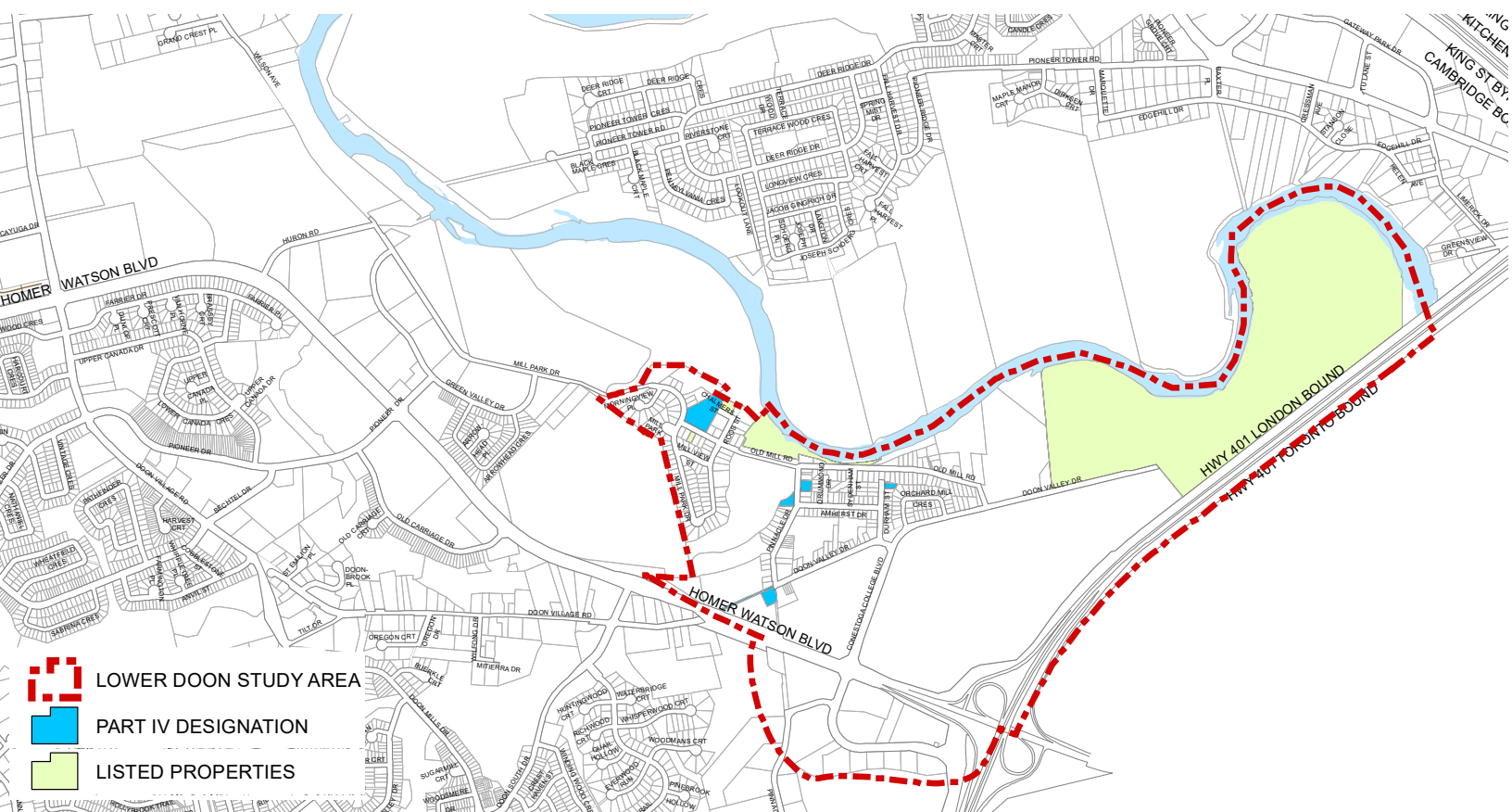
Following evaluation of each of the potential 15 cultural heritage landscapes, the report concluded that the Lower Doon area is not a significant cultural heritage landscape, but 4 cultural heritage landscapes were identified.

A Statement of Significance, including heritage attributes, was prepared for each of the 4 identified cultural heritage landscapes, along with a review of existing conservation measures and recommendations for further conservation measures. The identified cultural heritage landscapes are located on the map on the facing page.

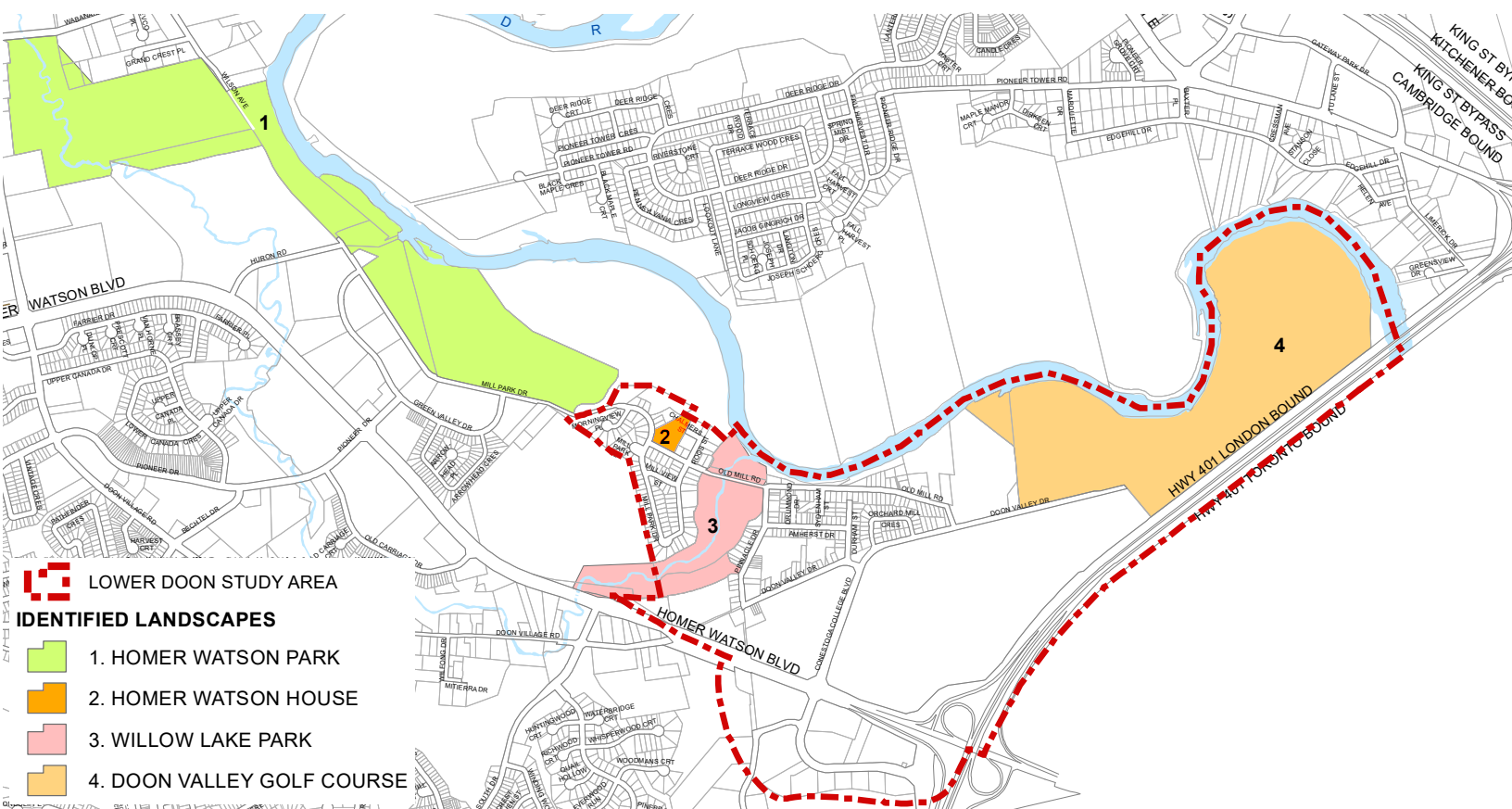


Homer Watson House (Photo: Matt Deres, CC BY-SA 3.0)





City's Existing Heritage Resources map (as per Stantec 2019 report)



City's Identified Cultural Heritage Landscapes map (as per Stantec 2019 report)



Bray Heritage performed a review of the *Lower Doon and Homer Watson Park Candidate Cultural Heritage Landscape Evaluation* study prepared by Stantec (September 30, 2019). The study:

- Examined the Lower Doon area, including Homer Watson Park, identified by City of Kitchener as a potential cultural heritage landscape;
- Inventoried and evaluated 299 properties and 15 landscapes within that area;
- Following evaluation, 4 CHLs identified, 3 of which are in the Land Use study area:
  - Homer Watson House
  - Willow Lake Park
  - Doon Valley Golf Course
- Prepared Statements of Significance for each of these; and,
- Made recommendations for further conservation measures.

Following review of the Stantec study, Bray Heritage conducted a site visit and further research.

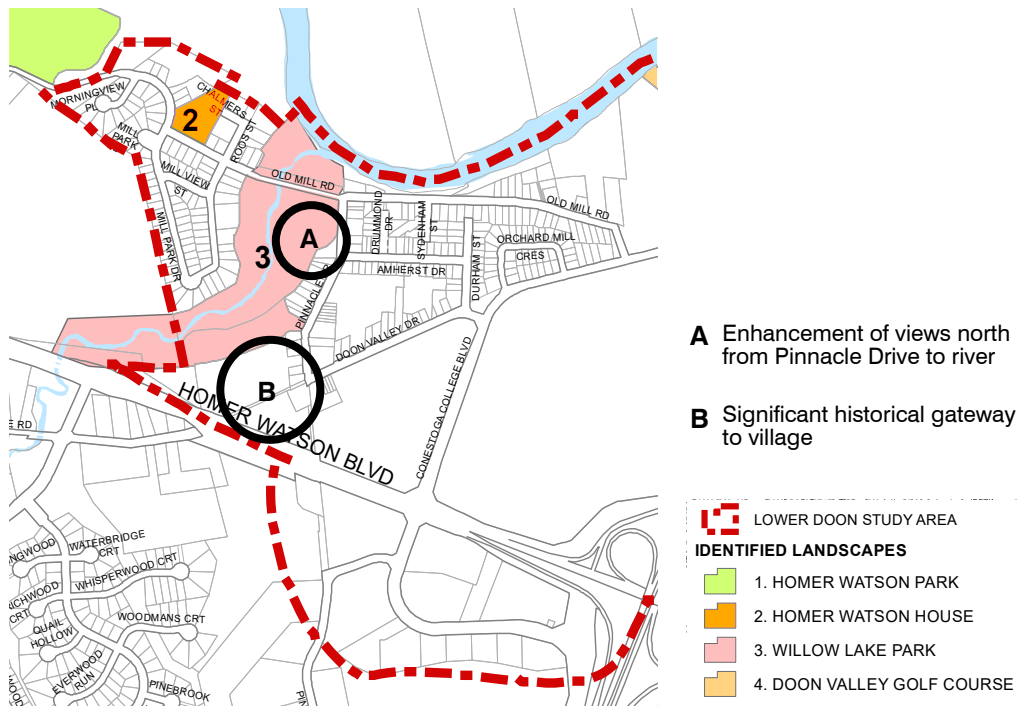
Carl Bray met with City planning and heritage planning staff, the ward councillor and local historian Ms. Haalboom for a walking tour of Pinnacle Drive and Old Mill Road in February 2020. Bray Heritage completed the following tasks:

- Discussed potential cultural heritage resources seen on the tour that merited conservation;
- Photographed streetscapes and properties of heritage interest within the area;
- Met with City planning and heritage planning staff to discuss policy issues and identify sources of historical information relating to history of Doon Village; and,
- Met with the Director of the Homer Watson Museum and Gallery and toured the property.

Following the site tour, Bray Heritage re-assessed the Stantec study and reviewed information supplied by the City, Ms. Haalboom and Homer Watson Museum. This review resulted in the following recommendations:

- 1 Agree that Homer Watson House and Willow Lake Park qualify as CHLs
- 2 Add Pinnacle Drive (from intersection with Amherst Drive north to Old Mill Road) to Willow Lake Park CHL to include this representative streetscape from former village and interpret key aspects of local industrial and social history
- 3 Identify intersection of Pinnacle Drive and Doon Valley Drive as significant historical gateway to village, with potential for re-opening for access south
- 4 Enhance views north from Pinnacle Drive to river
- 5 Further research into village history to identify and conserve other potential cultural heritage resources in the study area





Excerpt of City's Identified Cultural Heritage Landscapes map (as per Stantec 2019 report)



View north along Pinnacle Drive of the Heritage Character Area (Photo: Carl Bray, Bray Heritage)

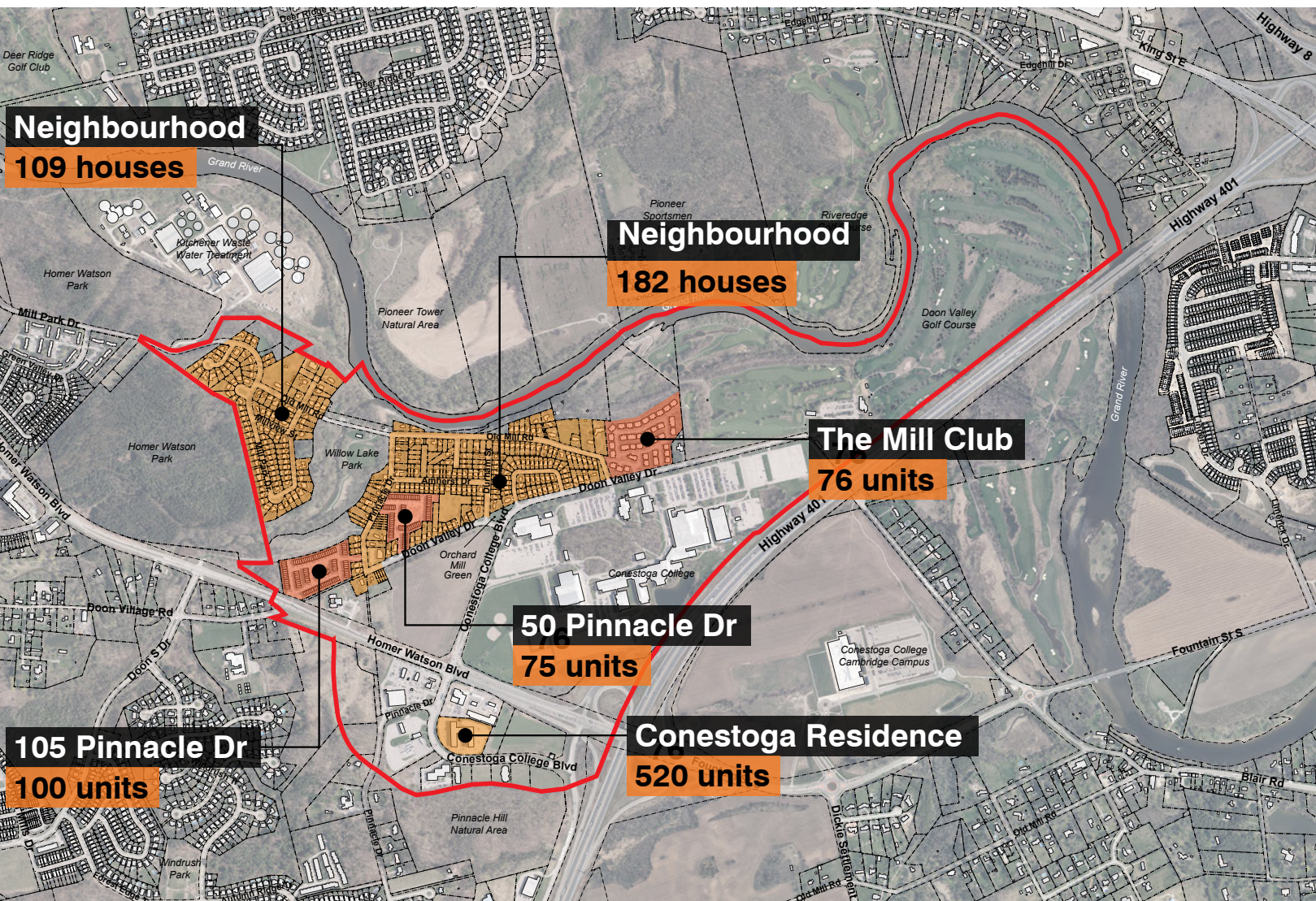


View north from Pinnacle Drive to River (Photo: Carl Bray, Bray Heritage)



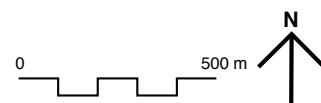
Gateway to village at Pinnacle Dr and Doon Valley Dr (Photo: Carl Bray, Bray Heritage)





## Housing

(Map Data: City of Kitchener)





# 4 Who Does What

In November 2019, the team undertook to determine who does what with respect to managing housing in Lower Doon. Meetings and telephone discussions were held with the City's by-law enforcement, fire inspection, staff responsible for building permits and planning and representatives of Conestoga College.

This section provides a summary of information compiled and shared with the community at the first consultation event held in February 2020.



## City By-Law Enforcement

### **Complaints regarding property standards, lot maintenance, zoning**

**Outdoor complaints** about weeds, snow and ice on sidewalks, garbage

**Interior issues** such as no hot water, no heat, plumbing, bed bugs, etc

**2017** 181 actions by By-law Enforcement to address complaint or issue

**2018** 118 actions by By-law Enforcement to address complaint or issue

**2019** 153 actions by By-law Enforcement to address complaint or issue

By-law officers do not have authority to enter a house unless invited to enter by the tenants.

Only Fire Safety Inspectors have the authority to enter at any time.

### **Current proactive approach, not complaint based response**

Since 2013, By-law officers have gone door to door every fall to introduce themselves to students and homeowners in Lower Doon to let them know what services are offered, make them aware of the by-law rules and provide the City's contact information.

By-law officers have hosted a Welcome Back BBQ for the past 11 years.

By-law Enforcement is a member of the Town and Gown Committee.

Since 2004, By-law officers have worked with the College on the student union run information event on living off-campus. At the information event they offer inspection of housing for anyone who is interested.

## Property standards

There are 6 property standards officers for the entire city.

Since 2009 Officers are in Lower Doon at least 3 days a week, often every day.

## Noise

Since 2009 Officers are in Lower Doon every Friday and Saturday in the evening in September, October and April to deal with noise (and on days like St. Patrick's Day).

Noise complaints have decreased over the past few years. There were 24 noise related calls in 2019.

Officers have the authority to issue \$300 fines to each of the students in the house where excessive noise is occurring.

## Parking

Since 2004 there has been parking enforcement in the Lower Doon area every day.

## Town and Gown Committee

Since 2007, the City's By-law Enforcement Division has led the **Town and Gown Committee**. Committee members include:

- Councillor;
- Representatives from City property standards, police, fire;
- Representatives from Region waste management;
- Representatives from Conestoga College;
- College students;
- Representatives from the Neighbourhood Association; and,
- Landlords.

The purpose of the Town and Gown Committee is to:

- Enhance relationships, communications and policies among College, students, City, police and the community; and,
- Address issues of common concern.

The committee meets 3-4 times a year to coordinate efforts and resources to address issue.





## City Fire Inspection

### Estimates:

**2005** approximately 70 homes used for rental  
**2010** approximately 100 homes used for rental  
**2019** approximately 150 homes used for rental

Each of the City's four fire inspectors have been assigned 2 houses to inspect in Lower Doon.

Each property requires research, preparation of the Order, appearance before the Fire Marshall and, if the decision is appealed, appearance before the Safety Commissioner.

Once the properties go through the process with the Fire Marshall and decisions have been rendered, the next round of houses are assigned. This occurs whenever the decisions have been rendered - it could take a few months or many months.

To put it in perspective, the City has 55,000 residential properties. There are 182 properties in Lower Doon east of Willow Lake Park (excluding the townhouse and condo developments).

### Orders to comply

Orders have been issued for 16 houses to be converted back to their original approved design as set out in the building permit on file. All rules and regulations are required to be met.

### Fire

20 houses have installed the Direct Detect Fire. Houses in the Lower Doon neighbourhood account for about 0.003% of the City's houses.

Those 20 homes accounted for a call volume of 10% of approximately 1300 calls in 2019.



## City Planning

### 1990s-2000

350 Doon Valley Drive condo development (The Mill Club), site plan and construction. Registered as a condo in 2002.

### 2001

Study of Lower Doon relating to housing for Conestoga College students.

### 2001

Interim Control By-law 2001-162 was passed to prohibit lodging houses and new duplexes. The By-law was appealed to the OMB and was upheld.

### 2002

A working group formed with representation from City departments, College, residents, landlords and students from the Lower Doon area.

The working group developed several recommendations that were adopted by Council:

- Zoning By-law amendment (2002-161) and Municipal Plan Amendment (MPA 45) were approved to restrict duplexing in a defined area in Lower Doon.
- Public education, enforcement, parking regulation and establishing relationships among the City, the college and the neighbourhoods.

### 2004

Council report on actions: implementation of the Zone Change and Official Plan Amendment to prohibit new duplexes, review of parking regulations, daily enforcement of parking, working group, education information prepared by enforcement staff and Fire Prevention, liaison between enforcement staff and College.

### 2005

105 Pinnacle Drive received site plan approval in 2005 and construction started in 2006.

### 2015

Official Plan Amendment/Zoning By-law amendment for 69 Amherst Drive to rezone to R-7 with special regulation provision to reduce rear yard setback & off street parking. The OMB did not approve the OPA/ZBA. The decision was appealed. A decision resulted in R-6 zoning which permits multiple dwellings with a special provision that prohibits lodging houses.

### 2016

Zoning By-law amendment for 50 Pinnacle Drive to rezone property from R-3 to R-6. The amendment was approved, construction has been completed and registration as a condo occurred in 2018.

### 2019

Current application is under review for 86 Pinnacle Drive to rezone to R-6 to permit development of a multiple residential dwelling.

### 2019

**This Land Use Study for Lower Doon was initiated, resulting in this report.**



## New Provincial Policy

Provincial policy was updated in 2019 providing important direction for this study. Bill 108 More Homes, More Choices Act (2019) requires municipalities to permit another additional unit – such that three can be permitted. The Bill received Royal Assent on June 16, 2019. Bill 108 changed Section 16(3) of the Planning Act, and is supported by O.Reg. 299/19.

Currently, the properties in the study area that are zoned R-3 (319 U) have been prohibited from being used as duplexes since 2001 – this is contrasted with the rest of the City where duplexes have been permitted in all low density residential zones (except R1) since 1994.

The Planning Act has required all municipalities to permit one additional unit in the main building or an accessory building since 2016 (through Bill 73) – this has for the most part already been implemented in Kitchener, except Lower Doon.

Bill 108 requires municipalities to permit up to three units on a parcel of land, it is up to municipalities to establish the rules under which these additional units can be permitted (such as number of pedestrian entrances permitted, minimum lot width and area and setbacks).

### What is the City doing in response to Provincial Policy?

Kitchener has been working on updating its by-law for a number of years.

For the first additional unit, the only additional requirement will be that there is only one pedestrian entrance.

For the second additional unit (which can be in main building or accessory building) some of the proposed rules developed by the City include:

- minimum lot area shall be 395 square metres;
- minimum lot width shall be 13.1 metres; and,

- minimum landscaped area is 20%

The above rules can be applied in Lower Doon, thereby permitting up to three units on a lot, provided all regulations are met and Ontario Building and Fire Codes can be satisfied.

### Ontario Regulation 299/19 under the Planning Act also states the following:

- A maximum of one parking space for each additional residential unit must be provided, which may be provided through tandem parking;
- Where a Zoning By-law requires no parking spaces for the primary residential unit, no parking spaces would be required for the additional residential units;
- An additional residential unit, where permitted in the Zoning By-law, may be occupied by any person, regardless of whether the primary unit is occupied by the owner of the property; and,
- An additional residential unit, where permitted in the Zoning By-law, would be permitted without regard to the date of construction of the primary or ancillary building.

*"Providing safe and affordable housing for students at Conestoga College and Waterloo's two world-class universities is an important investment in the well-being and long-term prosperity of our community."*

*We welcome the city's planning study in Lower Doon and look forward to the introduction of a new framework that will provide support and protection for both long-term residents and students as Conestoga continues to grow to meet workforce needs."*

*John Tibbits, President, Conestoga College, Kitchener Waterloo Region Record, November 8, 2019*

## Enrolment (Doon Campus)

|                  |                      | 2016F<br>Actual | 2019F<br>Actual | 2021F<br>Estimate |
|------------------|----------------------|-----------------|-----------------|-------------------|
| <b>Full-Time</b> |                      | 8,740           | 12,720          | 11,710            |
| <b>Total</b>     | <b>Domestic</b>      | 7,334           | 6,725           | 6,943             |
|                  | <b>International</b> | 1,406           | 5,995           | 4,767             |
| <b>Share</b>     | <b>Domestic</b>      | 84%             | 53%             | 59%               |
|                  | <b>International</b> | 16%             | 47%             | 41%               |

Table of Enrolment at Doon Campus

## Parking & Transportation

- 3,825 parking spaces on the campus.
- Shuttle bus operates among campuses.
- 6,500 bus passes sold in the Fall term 2019.

## Residence

520 beds in the Conestoga College Residence (at capacity in 2019).

## Initiatives in Place

- Staff in the International Office are trained in providing direction regarding off campus living.
- Housing options on a web page.
- Student union hosts a housing information night.
- Student union offers a legal service students can access for tenant and landlord rights.
- Provide 520 beds in Conestoga College Residence.
- Liaison with the City's By-law enforcement officers.
- Maintain information on student housing through surveys and analysis of the student information database.
- Member of the City's Town and Gown committee.
- Student Rights and Responsibilities Office for support.

## Housing information gathered by International Transition Coordinators:

- Provide housing information related to on-campus housing, off-campus housing and home-stay.
- Monthly tracking of available rental units near each campus. (e.g. a total of 220 rental units advertised near all campuses as of Dec 3).
- A Database of rental units (e.g. landlords/ apartment building contacts) for students to access.
- Housing Tip Sheets for International Students (translated to multiple languages).
- Housing Guide for talking to landlords.
- Housing videos, webinars and website information.



- Short-term Accommodation (e.g. hotels/motels near each campus) with special rate for Conestoga students).

## Ways to share housing Information with international students:

### 1 Pre-arrival Communication

- Webinars (Cost of Living in Canada, Housing Search Strategies & Online Housing Search Coaching, Communicating with Landlords, Landlord and Tenancy Act, Pre-departure Preparation: Packing, Flight, Custom, etc.)
- Individualized email communication and assistance to students for housing
- Weekly pre-departure email communication
- You Tube videos & Social Media Communication

### 2 Airport Welcome Program (In collaboration with 25+ organizations/institutions across the province)

- Housing information available at airport welcome booth at Pearson International Airport and on the Airport Welcome Mobile App

### 3 Emergency

- Posters for Housing Assistance Emergency Contacts, Area hotels, and taxi services at each Campus
- Preferred rates for Conestoga students negotiated with hotels in each campus area
- 24-hour contact for housing support and emergency (email and phone) during holidays.
- Security Services are provided with emergency housing information and contact
- Conestoga College Residence provides emergency housing information, contact and emergency bedding packages
- Reaching out to home-stay organization to explore further short term housing options for students.



## HOUSING CHECKLIST

### ☐ EDUCATE YOURSELF ABOUT HOUSING IN CANADA.

WATCH OUR [PRE-ARRIVAL HOUSING VIDEO](#) FOR HELPFUL TIPS AND READ [THIS DOCUMENT FOR INFORMATION](#) ABOUT WHAT TENANTS (RENTERS) NEED TO KNOW ABOUT THE LAW.

### ☐ DETERMINE YOUR BUDGET.

MOST ROOM RENTALS PERMITTING ONE OCCUPANT COST BETWEEN \$400 AND \$600 PER MONTH.

PLEASE NOTE THAT MOST LANDLORDS DO NOT PERMIT ROOM SHARING IN SINGLE ROOM RENTALS. FOR SHARED ROOMS, MOST TWO-BEDROOM APARTMENTS COST BETWEEN \$1100 AND \$1500 PER MONTH. TWO-BEDROOM APARTMENTS CAN OFTEN BE SHARED BETWEEN FOUR PEOPLE. WE RECOMMEND THAT YOU GET THE PERMISSION OF THE LANDLORD.

### ☐ FIND ROOMMATES.

IF YOU ARE LOOKING FOR A SHARED ROOM, FIND ROOMMATES THROUGH PERSONAL CONNECTIONS. THE ROOMMATE FEATURE ON [WWW.PLACES4STUDENTS.COM](#), OR SOCIAL MEDIA.

THE BRANTFORD CAMPUS HAS AN OFFICIAL FACEBOOK GROUP ADMINISTERED THROUGH THE INTERNATIONAL OFFICE - [HTTPS://WWW.FACEBOOK.COM/GROUPS/INTERNATIONALSTUDENTSBRANTFORD](https://www.facebook.com/groups/INTERNATIONALSTUDENTSBRANTFORD)

PLEASE NOTE THAT THIS IS THE ONLY FACEBOOK GROUP FOR CURRENT STUDENTS THAT IS MONITORED BY THE COLLEGE AND ALL OTHER GROUPS ARE RUN INDEPENDENTLY. PLEASE EXERCISE CAUTION WHEN USING SOCIAL MEDIA.

### ☐ SEARCH FOR RENTAL ADVERTISEMENTS IN YOUR BUDGET.

ADVERTISEMENTS FOR SINGLE ROOM RENTAL (NOT SHARED):

[WWW.PLACES4STUDENTS.COM](#) - SEARCH "CONESTOGA", THEN CLICK THE OPTION FOR YOUR CAMPUS. PLEASE NOTE THAT PLACES4STUDENTS.COM IS BEST FOR THOSE SEEKING SINGLE ROOM OCCUPANCY FOR \$400-\$550. MOST LANDLORDS ADVERTISING A SINGLE ROOM FOR RENT WILL NOT PERMIT SHARING BETWEEN TWO PEOPLE.

ADVERTISEMENTS FOR APARTMENTS AND HOUSES:

[WWW.KIJJI.CA](#) - UNDER "ONTARIO", SELECT THE LOCATION OF YOUR CAMPUS, THE SELECT "REAL ESTATE" AND THEN "APARTMENTS" OR "HOUSE RENTAL". IT IS NOT RECOMMENDED THAT STUDENTS USE KIJJI TO FIND SHARED ACCOMMODATIONS OR ROOM RENTALS.

### ☐ FIND LOCAL TRANSIT.

IN KITCHENER, WATERLOO & CAMBRIDGE YOU CAN USE THE [GRAND RIVER TRANSIT WEBSITE](#) AND [GOOGLE MAPS](#) TO FIND TRANSIT ROUTES. IN BRANTFORD, PLEASE NOTE THAT LOCAL TRANSIT IS AVAILABLE, BUT IT DOES NOT SHOW UP ON GOOGLE MAPS. [SEE A MAP OF BRANTFORD](#) FOR AVAILABLE TRANSIT ROUTES.

### ☐ CONTACT LANDLORDS.

HERE IS AN EXAMPLE:

"HELLO, I AM A STUDENT AT CONESTOGA COLLEGE AND MY FRIENDS AND I ARE INTERESTED IN THIS APARTMENT. I WOULD LIKE TO SET UP AN APPOINTMENT TO VIEW IT, AND I AM AVAILABLE [INSERT DATES]. I MAY BE REACHED AT [INSERT PHONE NUMBER AND EMAIL]."

THANK YOU FOR YOUR TIME AND CONSIDERATION. [INSERT NAME]"

### ☐ READ LANDLORD RESPONSE CAREFULLY.

THE LANDLORD WILL OFTEN OUTLINE AN APPLICATION PROCESS FOR INTERESTED TENANTS. A LANDLORD MAY ASK YOU SOME QUESTIONS, BUT IT IS ILLEGAL FOR A LANDLORD TO ASK YOU CERTAIN QUESTIONS. FOR A LIST OF LEGAL AND ILLEGAL QUESTIONS FOR A LANDLORD TO ASK, [SEE THIS LIST](#). IF YOU HAVE QUESTIONS OR YOU ARE NOT SURE HOW TO RESPOND, PLEASE FEEL FREE TO FORWARD THE MESSAGE TO THE INTERNATIONAL TRANSITION TEAM AT [INTERNATIONALTRANSITION@CONESTOGA.CA](mailto:INTERNATIONALTRANSITION@CONESTOGA.CA) FOR FEEDBACK.

### ☐ ARRANGE VIEWING APPOINTMENT.

IT IS RECOMMENDED THAT YOU VIEW THE RENTAL UNIT IN PERSON, OR HAVE IT VIEWED BY A PERSON THAT YOU TRUST. IF A LANDLORD SAYS THAT THEY CANNOT SHOW YOU THE UNIT IN PERSON FOR SOME REASON (SUCH AS BEING OUT OF THE COUNTRY), THIS MAY BE A SIGN OF FRAUD OR A SCAM. FOR MORE INFORMATION ON HOW TO AVOID SCAMS OR FRAUD, [READ THIS ARTICLE](#). IF YOU ARE VIEWING THE UNIT IN PERSON, TAKE SAFETY PRECAUTIONS AND BRING A FRIEND WITH YOU IF POSSIBLE.

### ☐ MAKE YOUR CHOICE.

WHEN VIEWING THE RENTAL UNIT IN PERSON, YOU MAY TAKE THE OPPORTUNITY TO ASK THE LANDLORD QUESTIONS SUCH AS: WHAT UTILITIES OR APPLIANCES ARE INCLUDED? WHAT IS THE REQUIRED LENGTH OF THE LEASE? HOW MANY PEOPLE LIVE IN THE RENTAL UNIT? IS LAUNDRY ON SITE? ARE THERE FUNCTIONING SMOKE DETECTORS (WHICH ARE LEGALLY REQUIRED FOR FIRE SAFETY)? DOES THE LANDLORD LIVE IN THE BUILDING?

IF THE LANDLORD LIVES IN THE BUILDING, WILL YOU BE SHARING A KITCHEN OR BATHROOM WITH THE LANDLORD? PLEASE NOTE THAT IF YOU SHARE A KITCHEN OR A BATHROOM WITH THE LANDLORD THAT YOUR LEGAL RIGHTS WILL BE LIMITED, AND THE LANDLORD COULD ASK YOU TO LEAVE AT ANY TIME.

### ☐ SUBMIT YOUR APPLICATION.

IF YOU DECIDE THAT THE ACCOMMODATIONS ARE APPROPRIATE FOR YOU, FOLLOW THE APPLICATION PROCESS AS INSTRUCTED BY THE LANDLORD, USING YOUR OWN JUDGEMENT.

### ☐ IF APPLICABLE, SIGN A LEASE.

IF YOUR APPLICATION IS SUCCESSFUL, THE LANDLORD WILL MOST LIKELY REQUIRE YOU TO SIGN A LEASE. READ THE LEASE CAREFULLY, SIGN IT AND SEND IT BACK TO THE LANDLORD. THIS PROCESS CAN BE DONE IN PERSON OR ELECTRONICALLY. IF YOU OR THE LANDLORD ARE NOT SURE ABOUT HOW TO DO THIS, PLEASE EMAIL KENDRA AT [INTERNATIONALTRANSITION@CONESTOGA.CA](mailto:INTERNATIONALTRANSITION@CONESTOGA.CA).

### ☐ PAY LAST MONTH'S RENT. (NOT IN CASH, BUT WITH E-TRANSFER, CHEQUE OR MONEY ORDER)

PAYING WITH E-TRANSFER THROUGH A BANK WILL REDUCE THE LIKELIHOOD OF BEING SCAMMED. RENTAL SCAMS OFTEN INVOLVE WIRE TRANSFERS OR CASH PAYMENTS. ENSURE THAT YOU RETAIN A COPY OF YOUR LEASE.

### ☐ ARRANGE A TIME TO PICK UP YOUR KEYS AND MOVE INTO THE UNIT.

Conestoga College's Housing Checklist

# 5 Issues

Conversations in the early stage of this study were used to identify the primary issues related to housing in the neighbourhood. Fifteen issues were identified and used as the basis for the first consultation event held in February 2020. At this consultation event, participants were asked to confirm what we heard during the initial conversations and to share their thoughts on the desired outcome and possible solutions for each issue. The input provided is transcribed from the note taking templates used at the consultation event. This input helped shape the recommendations included in Chapter 6.

The 15 issues identified are:

## ISSUE 1

**Rental units for students are not safe or legal**

## ISSUE 2

**Too many cars parked on driveways  
Driveways are often widened too much**

## ISSUE 3

**Poor maintenance of houses used for student rental: garbage is left out, lawns not mowed, sidewalks not shovelled**

## ISSUE 4

**Poor behaviour of students disrupt the neighbourhood (noise from parties, vandalism)**

## ISSUE 5

**Unethical and greedy landlords threaten students who complain about conditions**

## ISSUE 6

**Students retaliate to those who lodge complaints against them**

## ISSUE 7

**Too many buses and cars clogs Conestoga College Boulevard/Doon Valley Dr.**

## ISSUE 8

**Heritage attributes/character of the neighbourhood is being affected by high number of student rental houses**

## ISSUE 9

**Addition of sidewalks will impact trees that contribute to the character of the neighbourhood**

## ISSUE 10

**Students are taking up all of the street parking**

## ISSUE 11

**Too many houses are used for student rental, there's no balance with owner occupied houses**

## ISSUE 12

**Not permitted to duplex houses or have lodging houses**

## ISSUE 13

**Conestoga College should take more responsibility for off-campus housing**

## ISSUE 14

**City of Kitchener should take more control to manage off-campus housing**

## ISSUE 15

**It's too much work for owners who live in the neighbourhood to manage the issues of student housing**



# ISSUE 1

## Rental units for students are not safe or legal

### What We Heard

- Rental units are created without building permits. Many houses have never been inspected by fire or city staff
- Rental units do not meet fire and safety requirements. Many bedrooms have 2 or 3 students in them
- Fire inspectors stopped issuing safe housing certificates due to shortage of staff to do inspections
- Student's lives are in danger
- Landlords operate in a lawless environment
- Some rental houses are well managed with clear rules
- Police help with evictions when necessary due to overcrowded houses
- Student housing – over funded fees for the screening and enforcement process
- Screening process funded by landlord
- Requirement for property manager if landlord not in country  
Fee paid for by landlord  
Screening process for property manager  
Protocol for entry
- Tenant handbook
- Landlord accountability
- Landlord protocols to meet requirements - prevent license removal

### Desired Outcome

- Create legal lodging houses – transparent rules/fair
- Duplexes – forced to meet code and requirements
- College provides more housing to their students (use a model where 1st year students are required to live in residence)
- Safe and affordable housing
- Support licensed lodging houses (landlord)
- Reduce current density
- Non-compliant landlords will eventually get caught
- Support licensing of rentals to give landlords ability to control tenants
- Where is the College's business plan being compared to what the City can support?

### Land Use Planning

- Support duplexing as a way of lowering the number of units in houses
- Duplexing makes it safe, for example  
Not overcrowding kitchens – 2 levels with 2 kitchens
- If duplexed from a single detached house, a building permit would be required

### Possible Solutions

#### Management of Housing

- Post non-approved properties
- Legalize density
- Licensing of rental housing
- Licensing of rentals = overcrowding, safety

### Other Comments

- Same regulations for Lower Doon as rest of City
- Zoning should permit higher densities across all properties eg. R6 for all

## ISSUE 2

### Too many cars parked on driveways Driveways are often widened too much

#### What We Heard

- Landlords do not control the number of cars parked in front of houses
- Students park haphazardly in front of houses detracting from the character of the neighbourhood
- Landlords widen driveways to accommodate more cars to make the rental units more desirable, detracting from the character of the neighbourhood
- Can't park on street
- Streets too narrow if on-street parking – students drive too fast

#### Other Comments

- Many (most) landlords see Lower Doon as a money making opportunity. The more the better. This ruins life for taxpaying residents. Not OK.
- There is a double standard in the way the City enforces Lower Doon and it's not fair to students. Parking tickets are issued to students who live on the other side of the bridge in the student areas but cars are parked in their area all day and never get parking tickets.

#### Desired Outcome

- Should be able to park as many cars as a legal driveway allows
- No on-street parking
- Keep existing zoning – students will park on street
- Restrict driveway size to restrict # of cars parked
- Enforcement for cars parking over the edge of sidewalks

#### Possible Solutions

##### Management of Housing

- Planning consideration for number of cars when looking at approvals

##### Land Use Planning

- No backyard parking for lodging houses



## ISSUE 3

### Poor maintenance of houses used for student rental: garbage is left out, lawns not mowed, sidewalks not shovelled

#### What We Heard

- All landlords do not monitor their houses resulting in poorly maintained properties
- Students do not take in garbage, mow lawns or shovel sidewalks – they have no pride of ownership, they don't care about the neighbourhood
- Landlords have no repercussions for renters who do not take in garbage or shovel snow
- By-law enforcement regularly monitors and requests renters to take in/clean up garbage

#### Other Comments

- No comments recorded

#### Desired Outcome

- Higher standards for rental units e.g. Fan evacuation ratings, fire suppression systems

#### Possible Solutions

##### Management of Housing

- No absent landlord
- Legal lodging houses
- College to educate students on fire code/fire alarms, cooking
- Non-renewal of student housing license if property standard infringements

##### Land Use Planning

- Prepare design principles for new buildings to match the neighbourhood

## ISSUE 4

### Poor behaviour of students disrupt the neighbourhood (noise from parties, vandalism)

#### What We Heard

- Students are noisy and disrupt the quiet enjoyment of the neighbourhood
- Lower Doon is a party neighbourhood
- Lack of street lighting
- Litter/garbage/vandalism (roger, bell boxes)
- Lack of consultation by the College with residents
- Lack of street lights
- Speeding, location of bus stops and lights on Doon Valley Dr./Homer Watson

- Set up a by-law booth, police and fire booth info for students
- Mental health booth for info

#### Other Comments

- Consider who you are dealing with. "Teen brain" drives behaviour until early 20's (girls) and mid-20's (boys) – Reduce numbers
- Code of Conduct from College enforced by College

#### Desired Outcome

- No comments recorded

#### Possible Solutions

##### Management of Housing

- Hold College accountable for noise on College property
- Street lights
- Traffic calming
- More accountability for landlords with a monetary impact
- Safe house for students for mental health issues, domestic abuse, etc.

##### Land Use Planning

- More garbage cans everywhere
- Adequate parking
- Annual street party by-law needs a booth
- Leave info at all houses



## **ISSUE 5**

### **Unethical and greedy landlords threaten students who complain about conditions**

#### **What We Heard**

- Landlords threaten students with eviction if they complain about the living standards in the house.
- Students are being forced to live in unsafe conditions
- Some landlords are very responsive to issues and take immediate action

#### **Desired Outcome**

- If landlords operate outside of the regulation of Residential Tenancies Act lose the ability to have license
- Screening process for landlords – initial fee for this process
- Create safe, licensed living conditions
- Student Housing Fees (regulations re. licensing)
- Permit lodging houses

#### **Possible Solutions**

##### **Management of Housing**

- Build purpose-built higher density residential with mixed use in appropriate locations to help release the pressure from the existing housing in Lower Doon

##### **Land Use Planning**

- No comments recorded

#### **Other Comments**

- No comments recorded

## **ISSUE 6**

### **Students retaliate to those who lodge complaints against them**

#### **What We Heard**

- Students vandalize the homes of those who lodge complaints about them
- Residents have no recourse when trying to make sure properties are well maintained and behaviour of students is neighbourly

#### **Desired Outcome**

- If damage occurs by students via vandalism owner/landlord should be responsible for repairs within a specific time frame

#### **Possible Solutions**

##### **Management of Housing**

- No comments recorded

##### **Land Use Planning**

- No comments recorded

#### **Other Comments**

- No comments recorded

## ISSUE 7

### Too many buses and cars clogs Conestoga College Boulevard/Doon Valley Dr.

#### What We Heard

- The new bus hub on the campus is working well, why change it?
- Grand River Transit is adding new terminal and changing the routing, buses will go back and forth on Lower Doon, not through the campus
- Traffic is very heavy and challenging many times a day, especially in September
- Traffic is so heavy people can't get out of their driveways
- Traffic is causing noise and air quality concerns
- If student housing options are reduced in Lower Doon car dependency will worsen with more traffic issues in the neighbourhood

#### Desired Outcome

- Do not increase vehicular traffic throughout the neighbourhood

#### Possible Solutions

##### Management of Housing

- Permit on street parking in spring, summer, fall
- Need for a pedestrian bridge crossing on Homer Watson to make vehicular turning movement better
- More frequent bus service
- Make public transit more accessible/user friendly for all
- Roundabout at College entrance

##### Land Use Planning

- Speed notification signage
- Speed limit down on Homer Watson to 60km/hr (City standard)
- Find location for buses and cars that does not disrupt neighbourhood through increased community traffic
- Parking structure at Homer Watson and Conestoga
- Traffic calming and improved pedestrian environment
- Improved street lighting (at Amherst)

##### Other Comments

- Provide more amenities in neighbourhood (groceries) to reduce car dependency
- Focus on all community members, not just students



## ISSUE 8

### Heritage attributes/character of the neighbourhood is being affected by high number of student rental houses

#### What We Heard

- The Lower Doon neighbourhood has heritage value
- There are many houses of heritage value in the Lower Doon neighbourhood

#### Desired Outcome

- Acknowledgement of evolution of housing – small owner houses, village hotel
- Focus on pre-1900 historical building form
- Treescaped roads
- Raise profile of designated properties

#### Other Comments

- Interpretive plaques to commemorate character of neighbourhood and heritage
- Banners celebrating heritage
- City should explore purchase of property at end of Durham St. to be preserved as open space (adjacent to former Methodist Church)
- Increase neighbourhood beautification

#### Possible Solutions

##### Management of Housing

- Protect existing character of Lower Doon; focus on the story
- Low rise
- Low density

##### Land Use Planning

- Design guidelines
- Diverse setbacks

## ISSUE 9

### Addition of sidewalks will impact trees that contribute to the character of the neighbourhood

#### What We Heard

- The sidewalks being constructed on the roads in Lower Doon will remove all of the mature street trees

#### Desired Outcome

- Move any sidewalk on Doon Valley to the side with the field at present
- Move proposed sidewalk to east side of Pinnacle (avoid trees and old residences) – 50 Pinnacle side
- No sidewalks – not enough space on Pinnacle – opposite of 50 Pinnacle
- Improved street lighting (safety) and pedestrian environment
- Doon Valley sidewalk should be on south side (no impact to properties and maintains street character and landscaping)

#### Other Comments

- Maintain the green space – ecosystems, diversity, etc. – build up not out
- Municipal encouragement of native wild plants – diverse ecology – community driven initiatives
- Ensure new sidewalks meet accessibility requirements and have minimal expansion joints which disrupt comfort level of scooter users

#### Possible Solutions

##### Management of Housing

- Additional sidewalks located without disrupting mature trees (health)
- Narrow the roadways, not the properties

##### Land Use Planning

- Reconsider location for sidewalk
- Build up where buildings are now, not where green space is now

## **ISSUE 10**

### **Students are taking up all of the street parking**

#### **What We Heard**

- Students are parking on the local streets, leaving no room for residents of owner occupied houses to park
- No parking legally allowed on street today

#### **Desired Outcome**

- Structured parking at Homer Watson and Conestoga Road

#### **Possible Solutions**

##### **Management of Housing**

- Permit parking
- More affordable parking at College
- No parking on Pinnacle Drive, or between 8am-6pm

##### **Land Use Planning**

- Enact street parking permitting system for Lower Doon
- Street parking permits per household

#### **Other Comments**

- No comments recorded



## ISSUE 11

### Too many houses are used for student rental, there's no balance with owner occupied houses

#### What We Heard

- There's simply too many students. The neighbourhood was originally built for families. It needs to go back to being a family neighbourhood
- It's not compatible to have student rentals with families
- The City should pass a by-law to ensure only owner-occupied housing.
- The City can have the houses converted back to houses for families

#### Desired Outcome

- Provide additional affordable housing options within neighbourhood
- Permit duplexes within a regulated framework
- Welcome proposals on vacant land to develop purpose-built student housing
- No duplexes
- No lodging houses
- These are not my desired outcomes - Taxpayer

#### Possible Solutions

##### Management of Housing

- Meet and greet with landlords/students/ College and establish regulated standards and codes of behaviour
- Look to province to provide incentives to College to provide/build student housing
- College to acknowledge responsibility in creating pressure in housing for local

community and being proactive in the solution (also in parking lot related traffic)

##### Land Use Planning

- Respect existing heritage and character of Lower Doon
- College to build housing for students
- "Better" balance of demographics – too many students now
- Support 4-6 storey rental apartments along edges of College and along vacant properties that don't overlook existing houses but not in the core of existing neighbourhood

##### Other Comments

- How do you (the City) ensure that existing houses are not being used as "lodging" houses?
- Land use study to be sympathetic to owner-occupied properties

## ISSUE 12

### Not permitted to duplex houses or have lodging houses

#### What We Heard

- The City does not permit duplexes or lodging houses in Lower Doon
- Lower Doon is the only area in the City where duplexes and lodging houses are not permitted
- If duplexes and lodging houses were permitted, the rental houses could be properly designed
- Without approval for duplexes and lodging houses, houses have been converted to 8+ bedrooms all sharing one kitchen
- Landlords have difficulty selling properties because they are not legal
- If the number of bedrooms is reduced, rental will go up making it not affordable for students

#### Desired Outcome

- Reducing the number of people in a lodging house
- Acknowledge the reality of the situation – students will live here

#### Possible Solutions

##### Management of Housing

- No more than 5 or 6 students per house
- License duplexes and third units as well
- Encourage College to build housing and take ownership

##### Land Use Planning

- Permit lodging houses but separate them so that they are not clustered
- Permit small purpose-built housing in key locations

##### Other Comments

- Already many buildings operating as lodging houses
- What can you do retroactively?
- How to limit number of people in unit/ dwelling?
- Licensing for safety would help
- How to deal with tenant rights, landlord rights

## **ISSUE 13**

### **Conestoga College should take more responsibility for off-campus housing**

#### **What We Heard**

- Conestoga College does not care about where their students live
- Conestoga College does little to manage the housing supply for its students
- The problem will only get worse with more international students being admitted.
- The College is adding another 4,000 international students to their current enrolment of international students
- Students have limited funds forcing them to have to live in less than optimal conditions

#### **Desired Outcome**

- Conestoga should develop housing on their own land (the triangle).

#### **Possible Solutions**

##### **Management of Housing**

- Ask College to build student housing or to lend-lease with private sector to build student housing

##### **Land Use Planning**

- City should consider whether parking should be permitted on streets

#### **Other Comments**

- City should not allow garages to be bricked over
- New development should respect character of neighbourhood



## ISSUE 14

### City of Kitchener should take more control to manage off-campus housing

#### What We Heard

- City of Kitchener does nothing to manage rental housing
- City of Kitchener should put policies in place to force owner occupied housing only
- The City has a “complaint-driven” approach to oversight of by-law infractions

#### Other Comments

- City should look at permissions at Homer Watson/401
- City should permit duplexes
- Region should extend LRT to College
- Should be a finite number of lodging houses and separated from each other

#### Desired Outcome

- People should live in a safe house
- Find the right ‘balance’ between student and non-student housing

#### Possible Solutions

##### Management of Housing

- City should consider lodging house permissions for licensing
- City should provide incentives to support construction of housing in area – across Homer Watson too

##### Land Use Planning

- City should use part of Golf Course for housing
- City should look again at Amherst property – can occur if owner re-applies to change zoning

## ISSUE 15

### It's too much work for owners who live in the neighbourhood to manage the issues of student housing

#### What We Heard

- Owner occupied residents do all of the 'policing' of student housing, the City does nothing

#### Desired Outcome

- Reduce/eliminate overcrowding
- Make the rules as clear as possible (driveway rules)

#### Possible Solutions

##### Management of Housing

- Better manage of garbage removal
- City should also license duplexes so that there is some control over number of occupants (suggestion is maximum 8 per dwelling/lodging house)
- Conestoga should take more ownership
- Carpooling incentives by Conestoga
- Identify a designated household leader in lodging house – to volunteer hours

##### Land Use Planning

- Build more housing (Conestoga should) on other side of Homer Watson
- Provide additional access for cars so that they are not using one entrance – access Highway 401

#### Other Comments

- Community improvement plan to provide basis for improving property
- Façade improvement plan – allow for grant to improve low rise
- City should build sidewalks to promote safety
- Encourage Conestoga to remove some parking and replace with housing

# 6 Recommendations

The Lower Doon Land Use Study has resulted in 23 Recommendations in 8 categories. This section describes each recommendation.



**Protect Heritage 6**



**Enhance the Supply Of Housing 4**



**Enhance the Public Realm 2**



**Allow Lodging Houses 3**



**Prepare a Planning Framework 2**



**Role of the College 2**



**Oversee Property Standards 3**



**Role of Lower Doon Residents 1**





## Protect Heritage

Conservation and interpretation of cultural heritage resources in the Lower Doon study area is addressed in Recommendations 1, 2, 3, 4, 5 and 6. These recommendations are based on further research into local history and substantially update and modify the recommendations of the cultural landscape study that Stantec prepared in September 2019.

### Recommendation 1

#### **Identify a Heritage Character Area extending north from the intersection of Pinnacle Drive and Amherst Drive.**

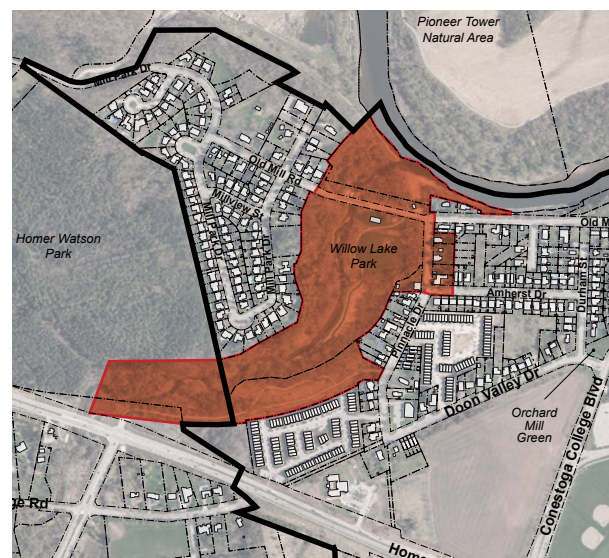
Include a description of the Heritage Character Area in the area-specific policies in the Official Plan for the Lower Doon Neighbourhood.

Recommendations 1 and 2 identify the surviving, largely intact northern portion of Pinnacle Drive as a cultural heritage landscape and recommend its conservation in the Official Plan, in the form of a Heritage Character Area. The Official Plan schedule should be updated to reflect the Pinnacle/Amherst cultural heritage landscape.

With the adjacent Willow Lake Park, this part of Lower Doon provides some of the rural character that was formerly prevalent here, including a mix of building types and sizes, and setbacks. The following is a summary of the history of the Lower Doon area:

- Village of Doon straddles Schneider Creek.
- In early 19th century, the Ferrie family of Scottish immigrants chose this location because the creek provided water to power their mills.
- The Village grew around the mills and, at its height in the late 19th century, supported a variety of industries as well as shops, schools, hotels, churches and a range of housing.
- The railway cut diagonally through Lower Doon in the 1850s and station was located at Pinnacle Drive and Amherst Drive.

- Local industries declined in the early 20th century and Lower Doon became a popular place to swim and cottage at Cluthe family's resort on Willow Lake.
- By the late 1960s, Lower Doon was becoming a bedroom suburb for the region, and the municipality converted the former lake into a public park, next to the ruins of the mill.
- The Village also became famous for its associations with the 19th century artist Homer Watson, whose house and grounds in the village are now a public gallery.



Map of proposed Heritage Character Area  
(Map Data: City of Kitchener)

## Recommendation 2

### **Include a Statement of Cultural Heritage Value or Interest.**

Include a Statement of the Cultural Heritage Value or Interest in the area specific policies of the Official Plan for the Lower Doon Neighbourhood.

- The Upper Pinnacle Drive Heritage Character Area has cultural heritage value because it includes built heritage and cultural heritage landscape resources that represent key characteristics and important periods in the village's evolution.
- The Heritage Character Area includes the former mill pond and mill ruins.
- The Area also includes largely unchanged portions of the Grand River shoreline that influenced Homer Watson's paintings.
- Adjacent properties on Pinnacle Drive provide surviving examples of a former high-quality hotel as well as examples of housing built for mill employees.
- Pinnacle Drive, Amherst Drive and Old Mill Road represent parts of the original village street network and alignments, and abut the location of the former rail line and station.
- The area is associated with two important community members – the Ferrie and Cluthe families – the former for founding the community and milling operation, the latter for taking over the mill and for establishing a regional recreation complex on the former mill pond.
- The area also is likely to have potential for both pre-contact and historical archaeological heritage resources (to be determined by further research).

## Recommendation 3

### **Identify the Heritage Attributes.**

Identify the Heritage Attributes in the area specific policies of the Official Plan for the Lower Doon Neighbourhood.

Prepare draft policies and high level guidelines for conservation and development, including historic views, for the Heritage Character Area.

The interlinked history of Upper and Lower Doon has been noted in the research conducted for this Land Use Study. However, the focus is on Lower Doon and the recommendations for heritage conservation reflect this.

Heritage attributes of the proposed Upper Pinnacle Heritage Character Area are:

- Former mill pond and Cluthe family recreation grounds (Willow Lake Park south of Old Mill Road).
- Ruins of the former mill complex (Willow Lake Park north of Old Mill Road).
- Surviving portions of the Grand River shoreline at the outlet of Schneider Creek.
- Surviving examples of early housing (Nos. 10, 20 Pinnacle Drive, 6 Amherst Drive).
- Surviving example of an early hotel (No. 37 Pinnacle Drive).
- Original street alignment (Old Mill Road, Pinnacle Drive, Amherst Drive).
- Views north from Pinnacle Drive of the Grand River across Old Mill Road.

## Recommendation 4

### Designate key properties.

Recommend designation of Willow Lake Park as a Cultural Heritage Landscape under Section 29, Part IV of the *Ontario Heritage Act*. Conduct further research to determine cultural heritage value of the residential properties noted below.

- Following completion of the Lower Doon Land Use Study, conduct further research to determine the potential cultural heritage value of the following properties inventoried in the Cultural Heritage Landscape Evaluation Report (Stantec 2019):
  - 55, 75 Pinnacle Drive (add the right-of-way of Pinnacle Drive as it extends south to Homer Watson Blvd.).
  - 500 Doon Valley Drive.
  - 1751, 1754, 1763, 1765, 1857 Old Mill Road.

Those currently listed on the Heritage Register should be evaluated for potential designation.

Properties identified above that are currently listed on the Municipal Heritage Register should be evaluated for potential designation. Further research should include an evaluation of these properties using the criteria in O. Reg. 9/06. Listed properties found worthy of designation should be designated, and existing designating by-laws should be updated using this evaluation process, as needed. Properties in the Heritage Character Area not listed on the Heritage Register (10 Pinnacle Drive and 6 Amherst Drive) should also be evaluated for potential designation.

#### Notes:

*Regarding the heritage significance of No. 86 Pinnacle Drive, City of Kitchener heritage staff have confirmed that the property was on the former Heritage Kitchener Inventory of Historic Buildings and was assessed and re-evaluated by staff and a sub-committee of Heritage Kitchener in 2014 to determine whether it merited listing on the Municipal Heritage Register. The result was that the committee did not recommend listing the property on the Heritage Register, thus it currently has no heritage status or protection under the Ontario Heritage Act. The associations with the Gibbons family could be commemorated and interpreted by other means (see Recommendation #6).*

*Regarding the heritage significance of the intersection of Pinnacle Drive and Old Huron Road, the designation by-law for No. 39 Doon Valley Drive (2006-48) includes as a heritage attribute a portion of the Old Huron Road right-of-way that is located within the designated property. The remaining portion of the Road to the north does not appear to be accessible but is still intact and in municipal ownership. See Recommendation #6 for options for interpreting the former Old Huron Road. The importance of the former intersection of Pinnacle Drive and Old Huron Road as shown on historical mapping is also confirmed in the designation by-law for No. 39 which conserves the house and includes its east elevation as a heritage attribute. Interpretation of Pinnacle Drive as it formerly headed west could also be interpreted at this location.*



## Recommendation 5

### Conserve properties on the municipal heritage register.

- Depending on the results of the inventory and evaluation of the potential cultural heritage resources listed above, recommend including the properties on the Municipal Heritage Register and consider designation under Section 29, Part IV of the OHA, as appropriate.
- Prior to considering any applications for alteration or demolition of the properties on the Register (listed or designated), require Heritage Impact Assessments (HIA) for such properties as part of a complete application (to be prepared by a qualified heritage consultant, at the applicant's expense), in accordance with current Official Plan heritage policies (12.C.1.23-28).
- The HIA should be based on evaluations of the properties under O. Reg. 9/06 of the Ontario Heritage Act with (depending upon the results of the evaluation), Statements of Cultural Heritage Value or Interest and lists of heritage attributes and must be prepared to the satisfaction of the municipality and subject to peer review.
- Any proposed project that is subject to a HIA shall have regard for the identified cultural heritage resources and established heritage character.



House on Pinnacle Drive (Photo: Carl Bray, Bray Heritage)



House at Pinnacle Drive and Amherst Drive (Photo: Carl Bray, Bray Heritage)

## Recommendation 6

### **Design and implement heritage interpretation in the neighbourhood.**

Prepare an interpretive strategy for Lower Doon as part of ongoing research into local history and using as a basis the descriptions of cultural heritage resources found in these recommendations.

An interpretive strategy should be developed in collaboration between City staff and residents in Lower Doon.

Components of the heritage interpretation strategy could include:

- Interpretive panels located in the public realm of the Heritage Character Area illustrating and describing the former rail line and station, the former Red Lion Inn, the early streetscape of Upper Pinnacle Drive, and former housing and institutional buildings as well as the former industrial landscape, buildings and structures of the Ferrie mill complex and Willow Lake resort.
- An interpretive panel at the outlet of Schneider Creek describing and illustrating the work and paintings of Homer Watson.
- An interpretive panel and lookout located in the public realm at the intersection of Old Mill Road and Pinnacle Drive to interpret the view of the Grand River valley.

Options could include guided walking tours and pod casts.



*Interpretive signage at Benone Strand, Northern Ireland  
(Photo: Tandem Design)*





## Enhance the Supply Of Housing

### Recommendation 7

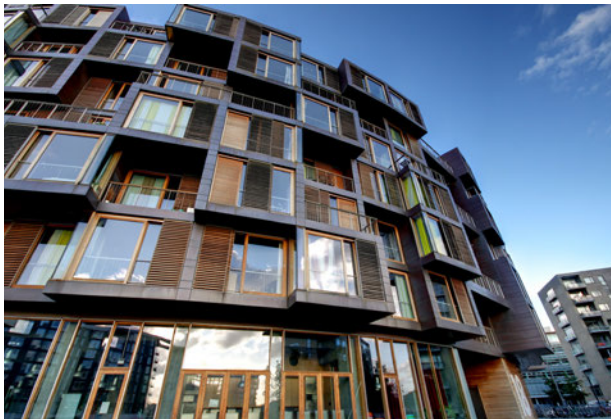
**Promote the development of purpose-built student housing on lands owned by Conestoga College by the College.**



*Foundry Lofts at Brock University  
(Photo: Foundry Lofts)*



*Wesbrook Village at University of British Columbia  
(Photo: Wesbrook Village)*



*Tietgen Kollegiet, Copenhagen Denmark  
(Photo: Andreas Jalsøe CC BY 2.0)*

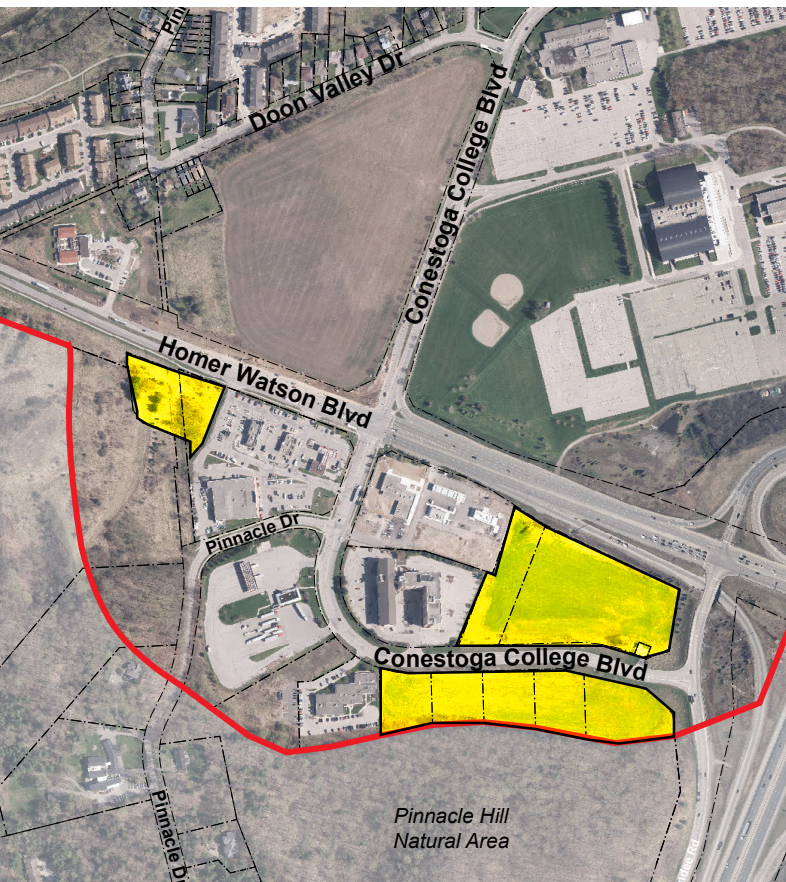


*UniverCity development, Simon Fraser University  
(Photo: SFU Community Trust)*

- City Planning staff should meet with Conestoga College to discuss how the City can help to promote the development of purpose-built student housing on College-owned lands. The meeting(s) will be important to understand the College's Master Plan, opportunities for development, issues, opportunities for partnership with the private sector, etc.

### Recommendation 8

Promote the development of higher density housing and/or mixed use on vacant lands south of Homer Watson through Official Plan and zoning by-law amendments to permit a greater variety of land uses.



Map of vacant lands south of Homer Watson Boulevard  
(Map Data: City of Kitchener)

### Recommendation 9

Permit Additional Dwelling Units, provided all relevant planning policies and regulations of the City are met, and that the relevant requirements of the Ontario Building and Fire Codes can be satisfied.

- The Planning Act has required all municipalities to permit one Additional Dwelling Unit within the main building, or within a detached accessory building since 2016 (through Bill 73) - this has, for the most part, been implemented throughout the City of Kitchener, except in Lower Doon.
- Recent changes to the Planning Act (Bill 197) now require municipalities to permit both an Additional Dwelling Unit within the main building AND an Additional Dwelling Unit in a detached accessory building - such that a total of **three dwelling units can be permitted on a lot.**
- The new legislation in the Planning Act **does not facilitate individual or area-wide exemptions to the permissions** for Additional Dwelling Units, but does allow the municipality to establish regulations for Additional Dwelling Units through the Zoning By-law.
- The City of Kitchener Zoning By-law 2019 identifies the regulations for one Additional Dwelling Unit (Attached) in Section 4.12.1 and for an Additional Dwelling Unit (Detached) in Section 4.12.3, and Section 4.12.3.1. **The provisions for Additional Dwelling Units in those identified Sections of the Zoning By-law are appropriate for application within Lower Doon.**



## Recommendation 10

### **Delete Section 15.D.12.16 of the Official Plan.**

Currently the Official Plan for the City of Kitchener includes policy 15.D.12.16 that states: "Notwithstanding the Low Rise Residential land use designation on the lands located in Lower Doon, duplex dwellings and second dwelling units in semi-detached dwellings will not be permitted." This policy has two key parts:

**First, the prohibition of duplex dwellings.** A duplex dwelling is not a defined residential built form within the City's Zoning By-law 2019-051, and therefore, the prohibition of duplex dwellings in the Official Plan is out of date. Further, it is appropriate for the City to implement the broad permissions for Additional Dwelling Units within, and on lots that accommodate single-detached dwellings, semi-detached dwellings and street townhouse dwellings.

**Second, the prohibition of Additional Dwelling Units (either Attached or Detached) in semi-detached dwellings.** This restrictive policy would not conform to the permissions provided for Additional Dwelling Units in the Planning Act that identifies broad permissions for Additional Dwelling Units within, and on lots that accommodate single-detached dwellings, semi-detached dwellings and street townhouse dwellings.



## Enhance the Public Realm

### Recommendation 11

**Implement additional sidewalks as per the City's ongoing work through consultation with City planning and the neighbourhood, ensuring existing street trees are protected and the character of local streets is protected.**

### Recommendation 12

**Enhance the public space.**

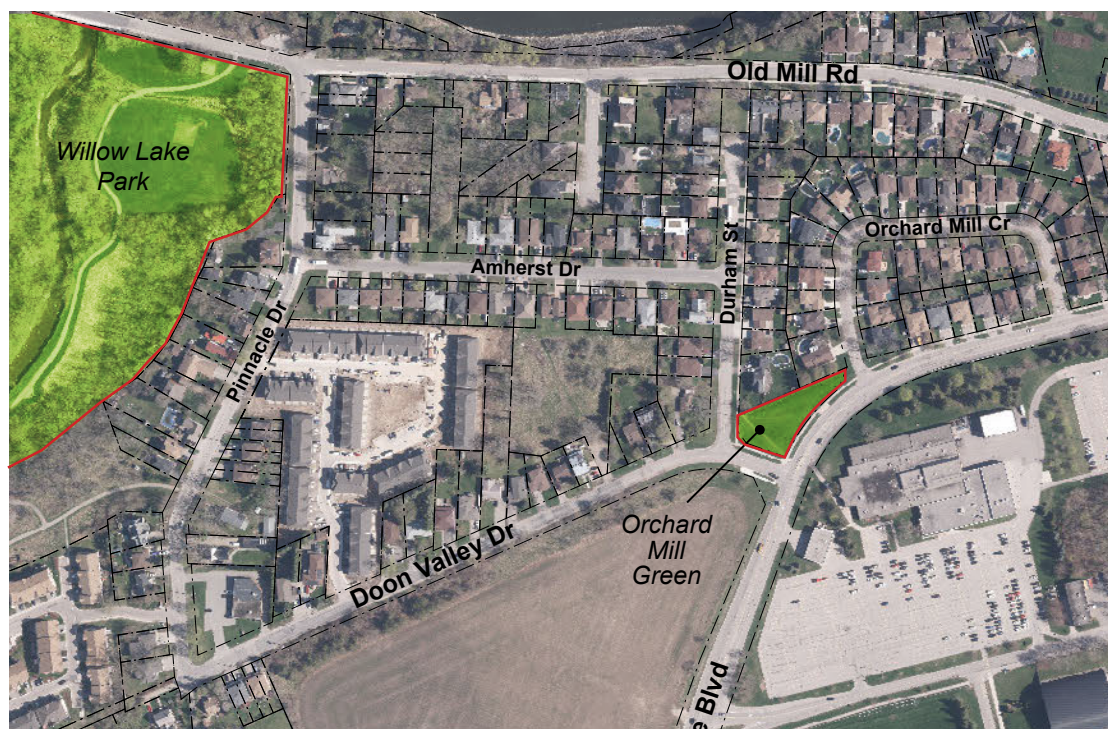
Initiate a neighbourhood design exercise for Willow Lake Park and Orchard Mill Green.

Enhance Willow Lake Park and area with consideration for:

- Heritage Lookout Park;
- Adding Park signage; and,
- Incorporating a heritage plaque telling the story of Lower Doon.

Elements to consider for Orchard Mill Green include:

- Enhanced landscape planting;
- Additional seating;
- An information kiosk; and,
- Interpretive signage.



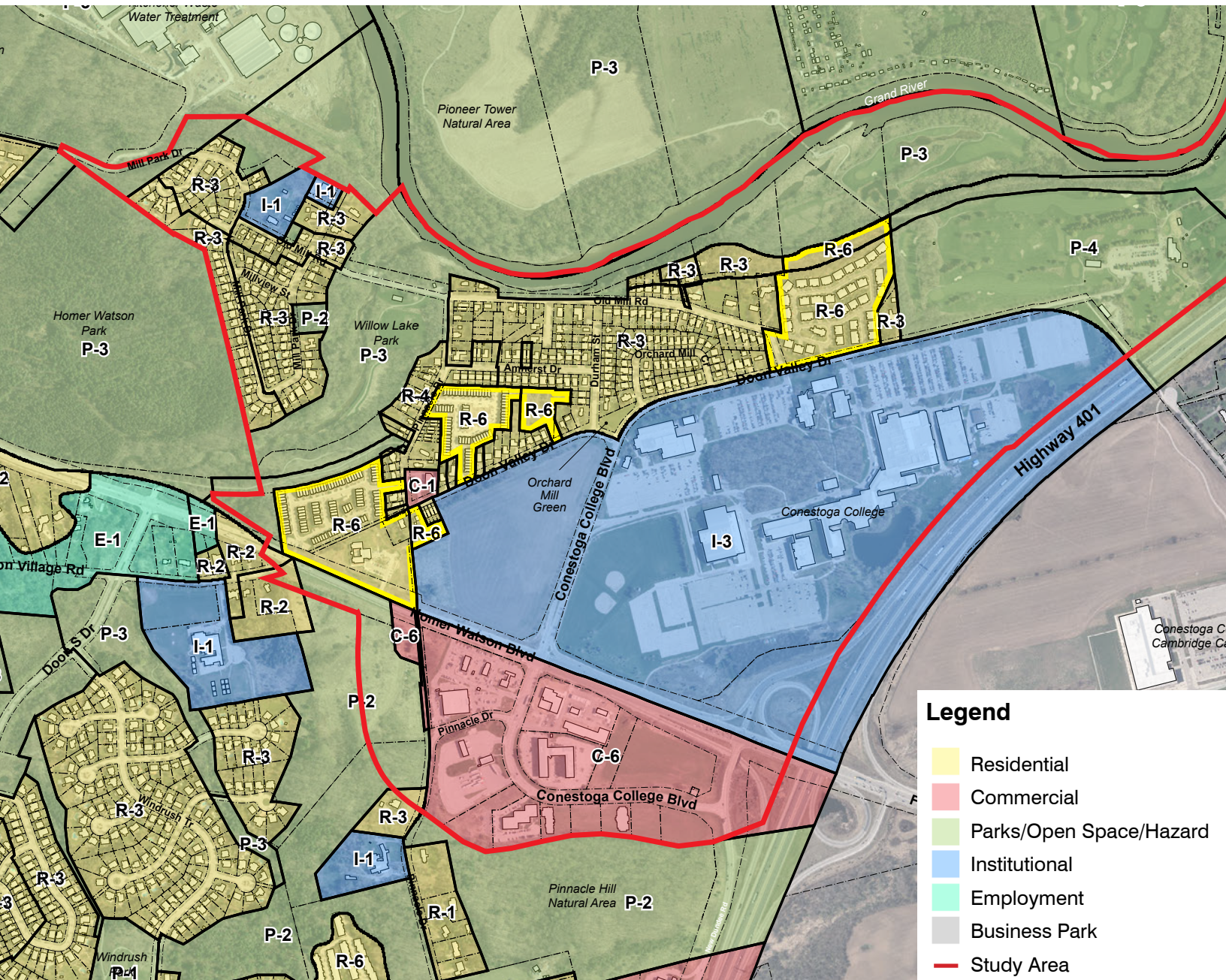
Map of the park at Conestoga College Boulevard and Doon Valley Drive, and Willow Lake Park  
(Map Data: City of Kitchener)





## Allow Lodging Houses

Lodging houses are not permitted in R-3 Zone, unless specifically authorized on a property. Lodging houses are, however, permitted in the R-6 Zone in most parts of the City, except Lower Doon.



Zoning map for Lower Doon area, with the R-6 zones highlighted  
(Map Data: City of Kitchener)



## What the Zoning By-law does and does not do



Regulate housing type

Define locations for dwelling types and scales

Define the amount of amenity space

Define parking

Define the number of permitted bedrooms



Cannot regulate occupancy (the number of people or the relationship to one another)

Cannot regulate tenure (rental versus ownership)

Concern that specifying bedrooms, amenity requirements, unit sizes could impact housing for “protected groups”

Challenge to monitor

### Recommendation 13

#### Permit Lodging Houses in all residential zones in Lower Doon.

The definition of a Lodging House in the City's By-law is as follows:

- “Lodging House – means a dwelling unit where five or more persons, not including a resident owner of the property, may rent a lodging unit and where the kitchen and other areas of the dwelling unit are shared amongst the persons occupying the dwelling unit. Lodging house can include student residences and convents but shall not include a group home; hospital; any small residential care facility or large residential care facility licensed, approved, or supervised under any general or specific Act; or a hotel”...

- Zoning allows the City to license, regulate and govern businesses operating within a municipality. Licensing is also used to require the owner to comply with the Zoning By-law, property standards by-laws, the Building Code and Fire Codes.

Permission of Lodging Houses would be in association with a revised licensing by-law to regulate Lodging Houses (see Recommendation 14).

## Recommendation 14

### Revise the City's licensing by-law for Lodging Houses

The City of Kitchener should revise the Business Licensing By-law with respect to Lodging Houses.

The City's current Business Licensing By-law requires a license to operate a Lodging House. It sets out rules to prohibit increasing the number of units from that on the license, and a requirement to register all occupants and inspection. Licensing can place the onus on landlords to manage their properties in conformity with standards and provides the right for by-law enforcement officers to enter properties for inspections. Without such powers, by-law enforcement officers may only enter a property/unit if the landlord or tenant gives their consent.

The following are a number of considerations when reviewing the Licensing By-law:

- Ensure compliance with the Ontario Building and Fire Codes.
- Limit the number of bedrooms:
  - the cap should be based on the original floor plan of the house, or the existing floor plan if alterations were done with municipal approval, and/or are consistent with other housing in the area.
  - allow for variances for houses that were originally constructed to have more bedrooms than the cap allows.

- Define minimum amenity area requirements inside the house and on the property.
- Minimum distance separations are not appropriate or defensible for any form of housing as they can be considered a form of 'people zoning'.
- Identify provisions relating to garbage and snow removal, maintenance, health and safety standards and parking.
- Require annual inspections of Lodging Houses
- Implement a demerit points system to manage properties which fail to keep up with the licensing requirements.

Minimum separation distances between Lodging Houses has proven to be not defensible as a tool to manage specific types of housing.

### EXAMPLE: Oshawa's demerit point system for licensed properties

**At 7 points** the property owner will receive a warning letter and must attend a meeting with the Director, Municipal Law Enforcement and Licensing Standards to discuss the reasons for the chronic inability to comply with City by-laws and to discuss the possible impacts on their Licence. Failure to attend a meeting with the Director may result in referring the Licence to a Hearing.

**At 15 points** the property owner's licence is referred to a Hearing for review. Any decision regarding a Residential Rental Housing Licence is solely at the discretion of the Hearings Officer.

## Recommendation 15

**Require all owners of housing used as Lodging Houses to obtain licenses to operate.**

### LICENSING RESIDENTIAL RENTAL – CASE STUDIES

#### City of Kingston

- Considered establishing a rental housing licensing by-law three times over the past 12 years.
- Latest consideration at the end of 2018 when Council deferred the proposed rental housing licensing program until the ongoing secondary planning studies and the zoning by-law consolidation were complete.

The City has several other initiatives to manage student housing:

- Queen's University Landlord Contract Program, voluntary program for landlords who have had their units inspected by a third party certified property inspector for compliance with the City's Property Standard By-law and who receive priority placement on the University's listing service.
- Proactive approach to enforcing property standards and noise by-laws.
- Implementation of a nuisance party by-law to give power to the police and By-law enforcement officers to enforce ceasing of nuisance parties and to disperse all non-residents of a property.
- Urban Design Guidelines applicable to new development and redevelopment and additions in existing neighbourhoods.

#### City of Oshawa

- First municipality to implement rental housing licensing in 2005, applies to the neighbourhoods nearest to Ontario University Institute of Technology, a 28 square kilometre area.
- Licensing in reaction to rapid enrolment growth and complaints from neighbours regarding overcrowding, noise, nuisance and parking.
- Licensing regime excludes owner-occupied dwellings with fewer than three tenants, and puts a four-bedroom limit on rental properties (five bedrooms are permitted along one arterial road).
- Bedrooms cannot occupy more than 40 % of the house.
- Four bedrooms was selected as the limit as most of the houses in the area were built as 3-4 bedroom single detached dwellings, which establishes a 'built form' to measure and control the level of intensity of rental residential uses.
- Licenses are subject to annual renewal and the City publishes a list of rental dwellings and License holders receive demerit points for violations and lose their license if they accumulate too many.

Application requirements:

- Proof of ownership
- Floor plans showing bedrooms
- Maintenance and parking plans
- Proof of insurance
- Meet fire safety requirements
- Demonstrate compliance with applicable legislation and by-laws

The City considers the By-law very successful in mitigating the issues that had been identified

There are approximately 600 licensed properties.



## City of Waterloo

- Implemented a licensing system for low-rise rental accommodation in 2011 with three or fewer units, which sets out a maximum of four bedrooms (five if owner-occupied).
- Bedrooms may not occupy more than 40% of the unit (50% when owner-occupied).
- Apartment buildings are exempt as other mechanisms such as site plan approval address similar concerns.
- Licensing requires the owner to ensure the grass is cut, the property is free of waste and snow and ice are cleared within 24 hours; owners must also register a parking and waste and snow storage plan.
- Licensing by-law divides up types of rental units into a number of "Classes" which differentiate based on number of bedrooms, whether it is owner-occupied, whether the unit is temporary, built form and also includes categories for boarding houses, lodging houses or rooming houses.

Application requirements include:

- Proof of ownership
- Proof of insurance
- Criminal Record check
- Functioning heat and air conditioning
- Electrical safety check
- Fire inspection
- Zoning compliance

From 2012-2016 inspections revealed over 700 Fire Code violations, 1,200 electrical system deficiencies and resulted in 350 By-law convictions.

As of 2017, 3,680 rental units were licensed, each with a property maintenance plan, and enforcement has been effective.

## City of London

- Passed rental housing licensing by-law in 2011, applies to any building containing four or less rental units and converted dwellings (including secondary units).
- Rental units in apartment buildings, stacked townhouses or townhouses are exempt, as are owner-occupied units which are being rented for no longer than 12 consecutive months in a 24-month period.
- While the licensing by-law does not specify a bedroom limit, the City's Zoning By-law limits bedrooms to 5 in a dwelling unit.

## City of North Bay

- First implemented a rental housing licensing by-law in 2012, limited to a specified geographical area, in 2016 expanded to be City-wide.
- By-law applies to all rental units, although apartment buildings with four or more units and owner-occupied units with no more than two rental bedrooms are exempt.
- By-law limits the number of bedrooms occupied by tenants to five, although permits variances.

## City of Thorold

- Implemented rental housing licensing in 2018, which applies to all existing and new residential rental properties with four or fewer units; owner-occupied units with up to two rental bedrooms are exempt.
- No limit on the number of bedrooms – however it is intended that the number of bedrooms/habitable rooms per parking space will be regulated by the Zoning By-law.



## Prepare a Planning Framework

### Recommendation 16

#### **Prepare a planning framework for Lower Doon to identify the land use and design framework for vacant/underdeveloped lands in the area.**

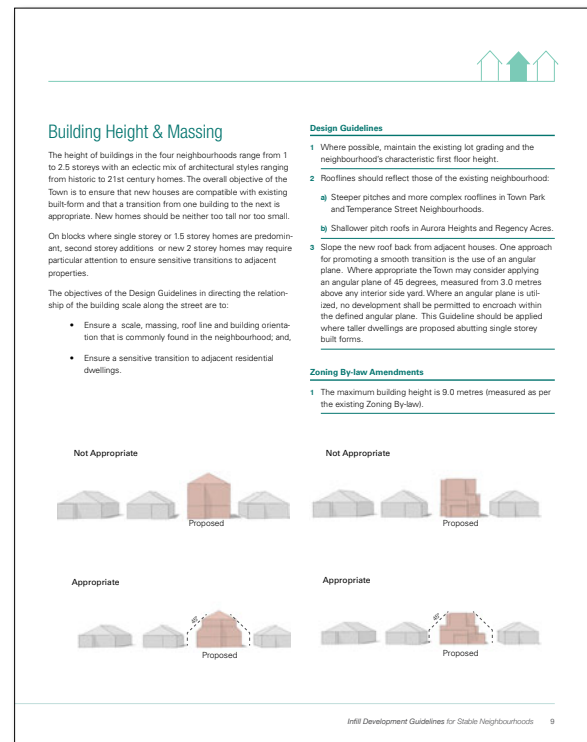
- Prepare a land use and urban design framework for lands in the neighbourhood, in particular vacant lands south of Homer Watson Boulevard and west of Conestoga College Boulevard.
- The planning framework should address the following:
  - Heritage;
  - Land Use;
  - Built Form;
  - Green Space;
  - Transportation; and,
  - Servicing.
- In particular, a description of the Heritage Character Area, a Statement of Cultural Heritage Value or Interest, identification of the heritage attributes and policies for the conservation of cultural heritage resources should be included.
- The planning framework should also include demonstrations of possible development scenarios for the vacant and underdeveloped lands south of Homer Watson Boulevard and west of Conestoga College Boulevard. It should also reflect the master plan for the Lower Doon campus lands.
- The demonstration plans should illustrate the application of the design guidelines (see Recommendation 17). In particular, minimum and maximum setbacks and building heights for infill developments will help to ensure compatible redevelopment. Such provisions can then be included in the Zoning By-law.

The outcome of this work will include an Official Plan Amendment, Secondary Plan, Urban Design Guidelines and a Zoning By-law Amendment.

## Recommendation 17

### Prepare urban design guidelines for the Lower Doon neighbourhood to ensure compatible development.

- Guidelines are a tool used to help direct the appropriate form and character of new development in a particular area. Guidelines are recommended for the Lower Doon neighbourhood to ensure new development is compatible with the nature and character of the area. Compatible does not necessarily mean the same as what exists today.
- Guidelines would define the nature and character of the neighbourhood based on the pattern of lots, streetscape conditions, building form/style and cultural heritage.
- When considering new development, guidelines identify the appropriate area in its vicinity to determine compatibility. The appropriate area depends on the scale of development being contemplated: large scale development requiring land assembly for intensification, demolition and/or redevelopment of an existing house or modifications to an existing house.
- Guidelines provide direction for placement of a building on a lot, building height and massing, landscape treatment, size of front and rear yards, location for driveway access and parking, based on the conditions in the vicinity of the development being contemplated. Guidelines establish the criteria for determining compatible development and inform the zoning by-law provisions and site plan approval. Guidelines will assist City staff in the evaluation of development applications.



Example of Urban Design Guidelines from *Infill Development Guidelines in Stable Neighbourhoods, Aurora*





## Role of the College

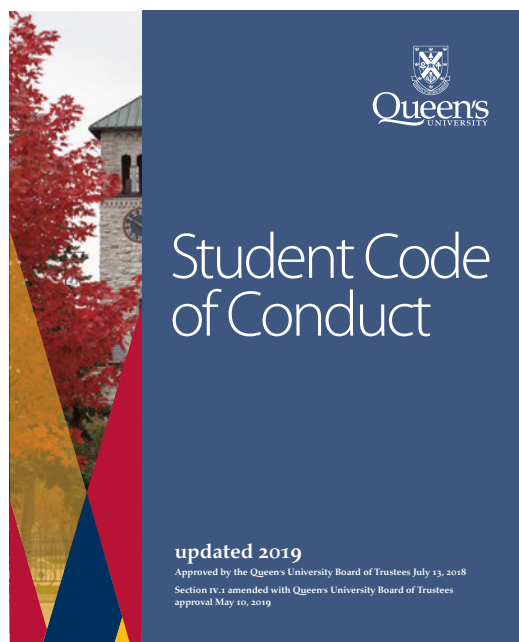
### Recommendation 18

**Request that Conestoga College play an active role in managing student rental in the Lower Doon neighbourhood.**

- Request that Conestoga College list housing available for student rental in the Lower Doon neighbourhood that meets City standards.
- Request that Conestoga College list houses available for student rental in the Lower Doon neighbourhood that are substandard (according to the City of Kitchener) on their housing web page.
- Continue to participate as a member of the Town and Gown Committee.
- Continue to have the Student Union run event on living off campus.
- Share statistics on where Doon campus students live with City.

### Recommendation 19

**Request that Conestoga College prepare a Code of Conduct/Good Neighbour Guide for students living off-campus to complement current College policies.**



Example of Code of Conduct/Good Neighbour Guides



## Oversee Property Standards

### Recommendation 20

#### **Continue to manage behaviour according to current protocols.**

- Continue with focused enforcement of noise by-laws on weekends in September, October and April and on holidays to address noise

### Recommendation 21

#### **Continue to manage properties by implementing the current protocols through Property Standards and Maintenance.**

- Continue to have By-law officers go door to door every fall to introduce themselves to students and homeowners in Lower Doon to let them know what services are offered, make them aware of the by-law rules and provide the City's contact information.
- Continue to host a Welcome Back BBQ.
- Continue to participate as a member of the Town and Gown Committee.
- Continue to work with the College on the student union run information event on living off-campus and offer inspection of housing for anyone who is interested.
- Continue to enforce by-laws with a presence in the neighbourhood at least 3 days a week.
- Continue with daily enforcement of parking regulations

### Recommendation 22

#### **Continue to manage properties through current protocols for Fire Inspection.**



## Role of Lower Doon Residents

### Recommendation 23

#### **Form a neighbourhood association in Lower Doon.**

The City of Kitchener is one of Ontario's fastest growing municipalities, where the population is anticipated to grow significantly. Change will continue to occur.

The Lower Doon neighbourhood has co-existed with Conestoga College for over 50 years. Over the past few decades, the College has evolved with changes to the composition of its student population. The College has considerable lands that are underdeveloped and change should be anticipated.

The neighbourhood may benefit from forming a neighbourhood association welcome to all: residents living in their own homes, residents renting and landlords.

Residents could come together to plan neighbourhood events, to identify and implement improvement projects such as tree planting or interpretive signs and to discuss issues related to housing, transportation, community amenities, etc.

Through the collective efforts of an association, the neighbourhood would have access to grants offered through the City of Kitchener.



# LOWER DOON LAND USE STUDY

