



City of Kingston
Council Meeting
Agenda

Tuesday, September 3, 2024

7:00 p.m.

Council Chamber

Council will resolve into the Committee of the Whole "Closed Meeting" at 5:00 p.m. and will reconvene as regular Council at 7 p.m.

Watch live on the [Kingston City Council YouTube](#) channel.

Pages

1. **Call Meeting to Order**
2. **Roll Call**
3. **The Committee of the Whole "Closed Meeting"**

That Council resolve itself into the Committee of the Whole "Closed Meeting" to consider the following items:

- a. The security of the property of the municipality or local board, and a proposed or pending acquisition or disposition of land by the municipality or local board - Limestone District School Board;
 - b. A proposed or pending acquisition or disposition of land by the municipality or local board - Employment Lands;
 - c. Litigation or potential litigation, including matters before administrative tribunals, affecting the municipality or local board, and advice that is subject to solicitor-client privilege, including communications necessary for that purpose - OLT Appeal - 4085 Bath Road; and
 - d. Labour relations or employee negotiations - Canadian Union of Public Employees (CUPE), Local 109 - Collective Bargaining.
4. **Report of the Committee of the Whole "Closed Meeting"**
 5. **Approval of Addeds**
 6. **Disclosure of Potential Pecuniary Interests**
 7. **Presentations**

8. Delegations

1. Emma Lambert - New Motion 1 - Cricket Field - 32 Bagot Street

Emma Lambert, Tourism Kingston, will appear before Council to speak to New Motion 1 regarding the Cricket Field at 32 Bagot Street.

2. Tori Boshart - New Motion 1 - Cricket Field - 32 Bagot Street

Tori Boshart will appear before Council to speak to New Motion 1 regarding the Cricket Field at 32 Bagot Street.

3. David Gordon - New Motion 1 - Cricket Field - 32 Bagot Street

David Gordon will appear before Council to speak to New Motion 1 regarding the Cricket Field at 32 Bagot Street.

9. Briefings

10. Petitions

11. Motions of Congratulations, Recognition, Sympathy, Condolences and Speedy Recovery

1. Motion of Recognition - Consent Week

Moved by: Councillor Stephen

Seconded by: Councillor Ridge

That Kingston City Council recognize the third week of September as Consent Week. Recognized by many post-secondary institutions and municipalities across Ontario, the timing of Consent Week has been chosen to highlight that, during the first weeks of school, there is a significant increase in sexual violence. Consent is giving permission for something to happen, or agreement to do something, without threat or coercion. Consent is also about setting boundaries, having the freedom to express those boundaries, respecting the boundaries set by others, and being able to accept rejection and move on. The City of Kingston recognizes the efforts of Queen's University to encourage and foster consent culture and encourages all Kingston residents to do the same.

12. Deferred Motions

13. Report Number 76: Received from the Chief Administrative Officer (Consent)

All items listed on the Consent Report shall be the subject of one motion. Any member may ask for any item(s) included in the Consent Report to be separated from that motion, whereupon the Consent Report without the separated item(s) shall be put and the separated item(s) shall be considered immediately thereafter.

1. Proposal to Name a Proposed Private Road David Peach Lane

17

(Report Number 24-210 from the Commissioner, Growth & Development Services)

(See By-Law Number (1), 2024-350)

That “A By-Law to Name the Proposed Private Road at 1173-1177 Montreal Street, City of Kingston, David Peach Lane”, attached as Exhibit B to Report Number 24-210, be presented to Council for all three readings.

14. Report Number 77: Received from the Chief Administrative Officer (Recommend)

1. Briefing - Jamie Cook & Erik Karvinen - Employment Area Lands Review

Jamie Cook, Managing Partner, Watson & Associates Economists Ltd., and Erik Karvinen, Manager, Watson & Associates Economists Ltd., will brief Council on Clause 2 of Report Number 77: Received from the Chief Administrative Officer (Recommend) regarding Employment Area Lands Review.

2. Employment Area Lands Review

26

(Report Number 24-221 from the Commissioner, Growth & Development Services)

That Council endorse the City of Kingston Employment Area Lands Review, dated August 23, 2024, prepared by Watson & Associates Economists Ltd., attached as Exhibit A to Report Number 24-221; and

That the policy recommendations included in Exhibit A to Report Number 24-221 inform the drafting of new policies related to industrial uses in the new Official Plan; and

That the employment land needs requirement, as presented in Exhibit A to Report Number 24-221, inform the more detailed work to be completed as part of the Official Plan project, which will identify the location of future urban boundary expansion lands.

3. Amendment to Development Charges By-Law to Extend Effective Term

195

(Report Number 24-220 from the Chief Financial Officer & City Treasurer)

(See By-Law Number (2), 2024-351)

That the By-Law, attached as Exhibit A to Report Number 24-220, be presented to Council to amend By-Law Number 2019-116, A By-Law To Establish Development Charges For The City Of Kingston, Cited As The "City Of Kingston Development Charge By Law 2019", to delete section 22, which specifies that the By-Law will expire on September 29, 2024.

4. Housing Accelerator Fund Update

203

(Report Number 24-187 from the Chief Financial Officer & City Treasurer)

That Council approve a 2024 budget amendment to increase the Housing Accelerator Fund contribution by \$3,695,000 for a total of \$20,187,200 within the 2024 budget to support several affordable housing and housing-related infrastructure projects within the Housing Accelerator Fund program; and

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That Council delegate to the Chief Financial Officer and Treasurer the authority to reallocate approved Housing Accelerator Fund related funding between programs and initiatives and to replace approved municipal funding with Housing Accelerator Fund monies where required over the three-year CMHC Housing Accelerator Fund eligibility period; and

That Council direct staff to submit a yearly report with information on Housing Accelerator Fund project allocation.

15. Report Number 78: Received from Kingston Heritage Properties Committee

All items listed on this Committee Report shall be the subject of one motion. Any member may ask for any item(s) included in the Committee Report to be separated from that motion, whereupon the Report of the Committee without the separated item(s) shall be put and the separated item(s) shall be considered immediately thereafter.

1. Application for Ontario Heritage Act Approval - 1148 Sunnyside Road

209

(Report Number HP-24-037)

That the application for the property at 1148 Sunnyside Road be approved in accordance with the details described in the application (File Number P18-078-2024), which was deemed complete on July 15, 2024, with said alteration to include the demolition of a wooden garden shed and the construction of a single-storey detached commercial building with associated parking and landscaping; and

That the approval of the application be subject to the conditions outlined in Exhibit A to Report Number HP-24-037; and

That following approval under Section 34 of Ontario Heritage Act and prescribed by Ontario Regulation Number 385/21, the property at 1148 Sunnyside Road continues to have cultural heritage value and no further review or amendment to By-Law Number 2024-124 "A By-Law to Designate the property at 1397 Sydenham Road to be of Cultural Heritage Value and Interest Pursuant to the Ontario Heritage Act" is required.

2. Notice of Intention to Designate under the Ontario Heritage Act

234

(Exhibits A - K to Report Number HP-24-036)

That Council direct staff to serve a Notice of Intention to Designate the property located at 161 Princess Street, known as the Dickson Building, as a property of cultural heritage value or interest pursuant to Section 29 of the Ontario Heritage Act, attached as Exhibit A to Report Number HP-24-036; and

That should no Notice of Objection be received by the Clerk of The Corporation of the City of Kingston within thirty (30) days of the publication of the Notice of Intention to Designate, the Designation By-Law for 161 Princess Street, known as the Dickson Building, attached as Exhibit B to Report Number HP-24-036, be presented to Council for all three readings, and that staff be directed to carry out the requirements as prescribed under Section 29(8) of the Act; and

That Council direct staff to serve a Notice of Intention to Designate the property located at 163-165 Princess Street, known as the Powell Building, as a property of cultural heritage value or interest pursuant to

Section 29 of the Ontario Heritage Act, attached as Exhibit A to Report Number HP-24-036; and

That should no Notice of Objection be received by the Clerk of The Corporation of the City of Kingston within thirty (30) days of the publication of the Notice of Intention to Designate, the Designation By-Law for 163-165 Princess Street, known as the Powell Building, attached as Exhibit C to Report Number HP-24-036, be presented to Council for all three readings, and that staff be directed to carry out the requirements as prescribed under Section 29(8) of the Act; and

That Council direct staff to serve a Notice of Intention to Designate the property located at 167 Princess Street, known as the Powell Building, as a property of cultural heritage value or interest pursuant to Section 29 of the Ontario Heritage Act, attached as Exhibit A to Report Number HP-24-036; and

That should no Notice of Objection be received by the Clerk of The Corporation of the City of Kingston within thirty (30) days of the publication of the Notice of Intention to Designate, the Designation By-Law for 167 Princess Street, known as the Powell Building, attached as Exhibit C to Report Number HP-24-036, be presented to Council for all three readings, and that staff be directed to carry out the requirements as prescribed under Section 29(8) of the Act; and

That Council direct staff to serve a Notice of Intention to Designate the property located at 23 Rideau Street, known as the Rankin-Young Terrace, as a property of cultural heritage value or interest pursuant to Section 29 of the Ontario Heritage Act, attached as Exhibit A to Report Number HP-24-036; and

That should no Notice of Objection be received by the Clerk of The Corporation of the City of Kingston within thirty (30) days of the publication of the Notice of Intention to Designate, the Designation By-Law for 23 Rideau Street, known as the Rankin-Young Terrace, attached as Exhibit D to Report Number HP-24-036, be presented to Council for all three readings, and that staff be directed to carry out the requirements as prescribed under Section 29(8) of the Act; and

That Council direct staff to serve a Notice of Intention to Designate the property located at 25 Rideau Street, known as the Rankin-Young Terrace, as a property of cultural heritage value or interest pursuant to Section 29 of the Ontario Heritage Act, attached as Exhibit A to Report Number HP-24-036; and

That should no Notice of Objection be received by the Clerk of The Corporation of the City of Kingston within thirty (30) days of the publication of the Notice of Intention to Designate, the Designation By-Law for 25 Rideau Street, known as the Rankin-Young Terrace, attached as Exhibit D to Report Number HP-24-036, be presented to Council for

all three readings, and that staff be directed to carry out the requirements as prescribed under Section 29(8) of the Act; and

That Council direct staff to serve a Notice of Intention to Designate the property located at 27 Rideau Street, known as the Rankin-Young Terrace, as a property of cultural heritage value or interest pursuant to Section 29 of the Ontario Heritage Act, attached as Exhibit A to Report Number HP-24-036; and

That should no Notice of Objection be received by the Clerk of The Corporation of the City of Kingston within thirty (30) days of the publication of the Notice of Intention to Designate, the Designation By-Law for 27 Rideau Street, known as the Rankin-Young Terrace, attached as Exhibit D to Report Number HP-24-036, be presented to Council for all three readings, and that staff be directed to carry out the requirements as prescribed under Section 29(8) of the Act; and

That Council direct staff to serve a Notice of Intention to Designate the property located at 29 Rideau Street, known as the Rankin-Young Terrace, as a property of cultural heritage value or interest pursuant to Section 29 of the Ontario Heritage Act, attached as Exhibit A to Report Number HP-24-036; and

That should no Notice of Objection be received by the Clerk of The Corporation of the City of Kingston within thirty (30) days of the publication of the Notice of Intention to Designate, the Designation By-Law for 29 Rideau Street, known as the Rankin-Young Terrace, attached as Exhibit D to Report Number HP-24-036, be presented to Council for all three readings, and that staff be directed to carry out the requirements as prescribed under Section 29(8) of the Act; and

That Council direct staff to serve a Notice of Intention to Designate the property located at 31 Rideau Street, known as the Rankin-Young Terrace, as a property of cultural heritage value or interest pursuant to Section 29 of the Ontario Heritage Act, attached as Exhibit A to Report Number HP-24-036; and

That should no Notice of Objection be received by the Clerk of The Corporation of the City of Kingston within thirty (30) days of the publication of the Notice of Intention to Designate, the Designation By-Law for 31 Rideau Street, known as the Rankin-Young Terrace, attached as Exhibit D to Report Number HP-24-036, be presented to Council for all three readings, and that staff be directed to carry out the requirements as prescribed under Section 29(8) of the Act; and

That Council direct staff to serve a Notice of Intention to Designate the property located at 33 Rideau Street, known as the Rankin-Young Terrace, as a property of cultural heritage value or interest pursuant to Section 29 of the Ontario Heritage Act, attached as Exhibit A to Report Number HP-24-036; and

That should no Notice of Objection be received by the Clerk of The Corporation of the City of Kingston within thirty (30) days of the publication of the Notice of Intention to Designate, the Designation By-Law for 33 Rideau Street, known as the Rankin-Young Terrace, attached as Exhibit D to Report Number HP-24-036, be presented to Council for all three readings, and that staff be directed to carry out the requirements as prescribed under Section 29(8) of the Act; and

That Council direct staff to serve a Notice of Intention to Designate the property located at 25 Richard Street, as a property of cultural heritage value or interest pursuant to Section 29 of the Ontario Heritage Act, attached as Exhibit A to Report Number HP-24-036; and

That should no Notice of Objection be received by the Clerk of The Corporation of the City of Kingston within thirty (30) days of the publication of the Notice of Intention to Designate, the Designation By-Law for 25 Richard Street, attached as Exhibit E to Report Number HP-24-036, be presented to Council for all three readings, and that staff be directed to carry out the requirements as prescribed under Section 29(8) of the Act; and

That Council direct staff to serve a Notice of Intention to Designate the property located at 262 Princess Street, known as the Strand/Tivoli Theatre, as a property of cultural heritage value or interest pursuant to Section 29 of the Ontario Heritage Act, attached as Exhibit A to Report Number HP-24-036; and

That should no Notice of Objection be received by the Clerk of The Corporation of the City of Kingston within thirty (30) days of the publication of the Notice of Intention to Designate, the Designation By-Law for 262 Princess Street, known as the Strand/Tivoli Theatre, attached as Exhibit F to Report Number HP-24-036, be presented to Council for all three readings, and that staff be directed to carry out the requirements as prescribed under Section 29(8) of the Act; and

That Council direct staff to serve a Notice of Intention to Designate the property located at 3566 Boundary Road, as a property of cultural heritage value or interest pursuant to Section 29 of the Ontario Heritage Act, attached as Exhibit A to Report Number HP-24-036; and

That should no Notice of Objection be received by the Clerk of The Corporation of the City of Kingston within thirty (30) days of the publication of the Notice of Intention to Designate, the Designation By-Law for 3566 Boundary Road, attached as Exhibit G to Report Number HP-24-036, be presented to Council for all three readings, and that staff be directed to carry out the requirements as prescribed under Section 29(8) of the Act; and

That Council direct staff to serve a Notice of Intention to Designate the property located at 3748 Sand Hill Road, as a property of cultural

heritage value or interest pursuant to Section 29 of the Ontario Heritage Act, attached as Exhibit A to Report Number HP-24-036; and

That should no Notice of Objection be received by the Clerk of The Corporation of the City of Kingston within thirty (30) days of the publication of the Notice of Intention to Designate, the Designation By-Law for 3748 Sand Hill Road, attached as Exhibit H to Report Number HP-24-036, be presented to Council for all three readings, and that staff be directed to carry out the requirements as prescribed under Section 29(8) of the Act; and

That Council direct staff to serve a Notice of Intention to Designate the property located at 427-429 Victoria Street/136 Mack Street, as a property of cultural heritage value or interest pursuant to Section 29 of the Ontario Heritage Act, attached as Exhibit A to Report Number HP-24-036; and

That should no Notice of Objection be received by the Clerk of The Corporation of the City of Kingston within thirty (30) days of the publication of the Notice of Intention to Designate, the Designation By-Law for 427-429 Victoria Street/136 Mack Street, attached as Exhibit I to Report Number HP-24-036, be presented to Council for all three readings, and that staff be directed to carry out the requirements as prescribed under Section 29(8) of the Act.

16. Report Number 79: Received from the Arts, Recreation & Community Policies Committee

All items listed on this Committee Report shall be the subject of one motion. Any member may ask for any item(s) included in the Committee Report to be separated from that motion, whereupon the Report of the Committee without the separated item(s) shall be put and the separated item(s) shall be considered immediately thereafter.

1. Community Garden Policy Update

292

(Exhibit A to Report Number ARCP-24-006)

That Council rescind the Community Orchard and Edible Forest and Community Garden policies, and approved the Community Gardens Development and Operations Policy, attached as Exhibit A to Report Number ARCP-24-006.

- 17. **Committee of the Whole**
- 18. **Information Reports**
- 19. **Information Reports from Members of Council**
- 20. **Miscellaneous Business**

Miscellaneous Business Items are voted on as one motion.

- 1. **Proclamation - National British Home Child Day**

313

(See Communication 20-608)

Moved by: Councillor McLaren

Seconded by: Councillor Stephen

That as requested by Bonnie Sparrow, Home Children Canada, Kingston City Council proclaim September 28, 2024 to be “National British Home Child Day” in the City of Kingston.

- 21. **New Motions**

- 1. **Cricket Field - 32 Bagot Street**

Moved by: Councillor Amos

Seconded by: Councillor Chaves

Whereas the Cricket Field located at 32 Bagot Street has been utilized by the community for many years and is part of a municipally designated property under *Ontario Heritage Act*; and

Whereas in 2022 following engagement with the Sydenham District Association and the Heritage Kingston, City Council approved improvements to the Cricket Field, including a temporary fence and gates around the outfield to support a national championship tournament in Kingston; and

Whereas the temporary fence around the outfield was intended to be removed post-tournament based on direction from City Council; and

Whereas some members of the community have shared concerns about the removal of the temporary fence as they see value in its retention for future uses, including potential future events; and

Whereas City Council wants to ensure that it maximizes the taxpayers’ investments in community infrastructure;

Therefore Be It Resolved That City Council direct staff to consult with the Sydenham District Association and the Kingston Heritage Properties Committee to identify options that could possibly result in an event based

or permanent outfield fence at the Cricket Field, either through use of the existing temporary fence or a new fence; and

That Council direct staff to consider options for reuse or relocation of the temporary outfield fence should it not remain at the Cricket Field to maximize taxpayers' investment; and

That Council direct staff to leave the temporary outfield fence at Cricket Field until staff report back with options in early 2025.

22. Notices of Motion

23. Minutes

Distributed to all members of Council on August 30, 2024.

That the minutes of City Council Meeting Number 19-2024, held Tuesday, August 13, 2024, be confirmed.

24. Tabling of Documents

25. Communications

Communications received and distributed to Council between August 6, 2024 and August 27, 2024.

26. Other Business

27. By-Laws

That By-Laws (1) through (9), and (13) be given their first and second reading.

That By-Laws (1), and (3) through (13) be given their third reading.

1. A By-Law to Name Proposed Private Road David Peach Lane

A By-Law to Name the Proposed Private Road at 1173-1177 Montreal Street, City of Kingston, David Peach Lane.

Three Readings

Proposed By-Law Number 2024-350

(Clause 1, Report Number 76)

2. A By-Law to Amend City of Kingston By-Law 2019-116 - Development Charges

A By-Law to Amend City of Kingston By-Law Number 2019-116, A By-Law to Establish Development Charges for The City of Kingston (Development Charge By-Law)

First and Second Reading

Proposed By-Law Number 2024-351

(Clause 2, Report Number 77)

3. **A By-Law to Designate the property at 151, 153 & 155 Montreal Street to be of Cultural Heritage Value and Interest pursuant to the Ontario Heritage Act** 317

A By-Law to Designate the property at 151, 153 & 155 Montreal Street to be of Cultural Heritage Value and Interest pursuant to the Ontario Heritage Act

Three Readings

Proposed By-Law Number 2024-352

(Clause 2, Report Number 67, July 9)

4. **A By-Law to Designate the property at 15 & 17 Rideau Street to be of Cultural Heritage Value and Interest pursuant to the Ontario Heritage Act** 321

A By-Law to Designate the property at 15 & 17 Rideau Street to be of Cultural Heritage Value and Interest pursuant to the Ontario Heritage Act

Three Readings

Proposed By-Law Number 2024-353

(Clause 2, Report Number 67, July 9)

5. **A By-Law to Designate the property at 217-221 Princess Street to be of Cultural Heritage Value and Interest pursuant to the Ontario Heritage Act** 325

A By-Law to Designate the property at 217-221 Princess Street to be of Cultural Heritage Value and Interest pursuant to the Ontario Heritage Act

Three Readings

Proposed By-Law Number 2024-354

(Clause 2, Report Number 67, July 9)

6. **A By-Law to Designate the property at 22 Yonge Street to be of Cultural Heritage Value and Interest pursuant to the Ontario Heritage Act** 329

A By-Law to Designate the property at 22 Yonge Street to be of Cultural Heritage Value and Interest pursuant to the Ontario Heritage Act

Three Readings

Proposed By-Law Number 2024-355

(Clause 2, Report Number 67, July 9)

7. **A By-Law to Designate the property at 3250 Quabbin Road to be of Cultural Heritage Value and Interest pursuant to the Ontario Heritage Act** 334

A By-Law to Designate the property at 3250 Quabbin Road to be of

Cultural Heritage Value and Interest pursuant to the Ontario Heritage Act

Three Readings

Proposed By-Law Number 2024-356

(Clause 2, Report Number 67, July 9)

8. **A By-Law to Designate the property at 3857-3889 Seabrooke Road to be of Cultural Heritage Value and Interest pursuant to the Ontario Heritage Act** 338

A By-Law to Designate the property at 3857-3889 Seabrooke Road to be of Cultural Heritage Value and Interest pursuant to the Ontario Heritage Act

Three Readings

Proposed By-Law Number 2024-357

(Clause 2, Report Number 67, July 9)

9. **A By-Law to Designate the property at 790 Front Road to be of Cultural Heritage Value and Interest pursuant to the Ontario Heritage Act** 342

A By-Law to Designate the property at 790 Front Road to be of Cultural Heritage Value and Interest pursuant to the Ontario Heritage Act

Three Readings

Proposed By-Law Number 2024-358

(Clause 2, Report Number 67, July 9)

10. **A By-Law to License and Regulate Short-Term Rentals**

A By-Law to Amend City of Kingston By-Law Number 2021-10, a By-Law to License and Regulate Short-Term Rentals in the City of Kingston

Third Reading

By-Law Number 2024-344

(Clause 2, Report Number 74, August 13)

11. **A By-Law to Establish Fees and Charges Collected by the Corporation of the City of Kingston**

A By-Law to Amend By-Law Number 2005-10 "A By-Law to Establish Fees and Charges to be Collected by the Corporation of the City of Kingston"

Third Reading

By-Law Number 2024-345

(Clause 2, Report Number 74, August 13)

12. A By-Law to Establish a Process for Administrative Penalties

A By-Law to Amend City of Kingston By-Law Number 2020-69 "A By-Law to Establish a Process for Administrative Penalties"

Third Reading

By-Law Number 2024-346

(Clause 2, Report Number 74, August 13)

13. A By-Law to confirm the proceedings of Council at its meeting held on September 3, 2024

Three Readings

Proposed By-Law Number 2024-359

(City Council Meeting Number 20-2024)

28. Adjournment

That Council do now adjourn.



**City of Kingston
Report to Council
Report Number 24-210**

To: Mayor and Members of Council
From: Paige Agnew, Commissioner, Growth & Development Services
Resource Staff: Tim Park, Director, Planning Services
Date of Meeting: September 3, 2024
Subject: Proposal to name a proposed private road David Peach Lane

Council Strategic Plan Alignment:

Theme: 3. Build an Active and Connected Community

Goal: See above

Executive Summary:

A formal request was received by the City from Rogers & Trainor, on behalf of the owner P & P Land Corporation, to consider naming a new private road 'David Peach Lane' in memory of David James Peach, a well-known business owner and entrepreneur within the Kingston community. The private road would be situated within the properties municipally known as 1173-1177 Montreal Street (Exhibit A – Key Map) located east of the intersection of Montreal Street and MacCauley Street. It would be used to provide vehicular access to a new residential development which is currently under review for site plan control (City File Number: [D11-032-2021](#)).

The naming of private roads must comply with the City of Kingston Civic Addressing and Road Naming By-Law Number 2005-98 and emergency service requirements. The by-law states that proposed road names should not duplicate existing road names in the city and should be pleasant sounding, easily recognizable, and capable of clear pronunciation. The by-law also allows for new road names which incorporate the first and last names of individuals where an honour is being given in recognition of an exceptional individual. Staff have consulted with emergency service providers, and they have verified that there are no concerns with the proposed private road name.

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Naming the proposed road David Peach Lane is appropriate and is consistent with By-Law Number 2005-98 and emergency service requirements.

The by-law is being recommended to Council for all three readings to ensure that the proposed private road may be named in a time frame which aligns with the finalization of the site plan control application. This will ensure that the two proposed residential buildings (Exhibit A – Key Map) may be provided with civic addresses, which include the proposed private road name, at the time of building permit issuance.

Recommendation:

That “A By-Law to Name the Proposed Private Road at 1173-1177 Montreal Street, City of Kingston, David Peach Lane”, attached as Exhibit B to Report Number 24-210, be presented to Council for all three readings.

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Authorizing Signatures:

ORIGINAL SIGNED BY COMMISSIONER

**Paige Agnew, Commissioner,
Growth & Development Services**

ORIGINAL SIGNED BY CHIEF

ADMINISTRATIVE OFFICER

**Lanie Hurdle, Chief
Administrative Officer**

Consultation with the following Members of the Corporate Management Team:

Jennifer Campbell, Commissioner, Community Services	Not required
Neil Carbone, Commissioner, Corporate Services	Not required
David Fell, President & CEO, Utilities Kingston	Not required
Peter Huigenbos, Commissioner, Major Projects & Strategic Initiatives	Not required
Brad Joyce, Commissioner, Infrastructure, Transportation & Emergency Services	Not required
Desirée Kennedy, Chief Financial Officer & City Treasurer	Not required

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Options/Discussion:**Background**

A formal request was received by the City from Rogers & Trainor, on behalf of the owner P & P Land Corporation, to consider naming a new private road 'David Peach Lane' in memory of David James Peach, a well-known business owner and entrepreneur within the Kingston community. The private road would be situated within the properties municipally known as 1173-1177 Montreal Street (Exhibit A – Key Map) located east of the intersection of Montreal Street and MacCauley Street. It would be used to provide vehicular access to a new residential development which is currently under review for Site Plan Control (File Number [D11-032-2021](#)).

David James Peach arrived in Kingston in 1995 to visit his older brother and fell in love with the city. David's plan was to open exclusive coffee shops in Toronto, instead he discovered Mr. Milans building on the corner of Princess and King Street (still known as Coffee & Co.). He knew Kingston was going to be his home. After an award-winning renovation that captured the feel of Kingston's historic but modern aesthetic, he opened another shop, then eight more in Canada. David employed hundreds of students over the years.

David then ventured into contracting and home building. He built statement homes in Kingston and southeastern Ontario. As a father of five, David supported dance and sporting activities in the city with both money and time. David passed away in January 2024. Loved by his family, friends and employees, David was an exceptional individual and deserves to be honoured in the city he loved.

Civic Addressing and Road Naming By-Law Number 2005-98

The City of Kingston Civic Addressing and Road Naming By-Law Number 2005-98 has provisions which govern road naming within the city. The by-law states that proposed road names should not duplicate existing road names in the city and should be pleasant sounding, easily recognizable, and capable of clear pronunciation. The by-law also allows for new road names which incorporate the first and last names of individuals where an honour is being conferred, such as through the recognition of an exceptional individual. The naming of the proposed private road 'David Peach Lane' is appropriate and is consistent with By-Law Number 2005-98 and emergency service requirements.

Road Name Impacts

The properties located at 1173-1177 Montreal Street are currently vacant (Exhibit A – Key Map). A proposal has been received through a Site Plan Control application (File Number [D11-032-2021](#)) for the subject property to construct two residential buildings with a total of 170 units. In accordance with the Civic Addressing and Road Naming By-Law, the proposed buildings will be assigned civic addresses off the proposed private road. Emergency services providers were consulted regarding the proposed private road name and have confirmed that naming the proposed private road 'David Peach Lane' would not have an impact on emergency service delivery.

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Signage

If the proposed private road name is approved, private road signs will be required to indicate ‘David Peach Lane’ when the private road is developed. As this is a proposed private road, the property owner will be responsible for the cost of the private road signage.

Public Notice

The City’s Public Notice Policy sets out the minimum notice requirements for naming a private road within the municipality. Notice is required to be published in the newspaper and the City of Kingston website two weeks prior to the Committee or Council meeting at which the matter is being considered.

A notice of intention to name the proposed private road ‘David Peach Lane’ was published in The Kingston Whig-Standard newspaper and on the City of Kingston website on August 20, 2024. At the time of writing this report, there were no concerns raised by the public in opposition of the proposed private road name.

Conclusion

As a business owner and entrepreneur, David James Peach made significant contributions to the Kingston community. The proposed private road name complies with Civic Addressing and Road Naming By-Law Number 2005-98 and emergency service requirements. Therefore, staff recommend that Council approve the attached by-law (Exhibit B to this Report) to name the proposed private road, located east of the intersection of Maccauley Street and Montreal Street, in memory of David James Peach.

Existing Policy/By-Law

The by-law currently governing road naming in the City of Kingston is By-Law Number 2005-98, “A By-Law to Direct the Orderly Addressing of Buildings and Properties and Appropriate Naming of Roads Within the City of Kingston”.

The policy currently in place for the naming of Kingston’s corporate assets, including roads and parks is the “City of Kingston Naming of Corporate Assets Policy”.

Notice Provisions

Notice of Intention to pass a by-law to name a private road is required to be provided in accordance with the City of Kingston Public Notice Policy.

Financial Considerations

The property owner will be responsible for all costs associated with the private road naming, including signage costs.

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Contacts:

Alexandra Dowker, Manager, Service Standards & Data Management, 613-546-4291 extension 3265

Lianne Chu, GIS Coordinator, Planning Services, 613-546-4291 extension 2526

Other City of Kingston Staff Consulted:

This report was circulated internally for review and all comments have been incorporated.

Exhibits Attached:

Exhibit A Key Map

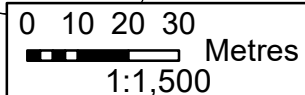
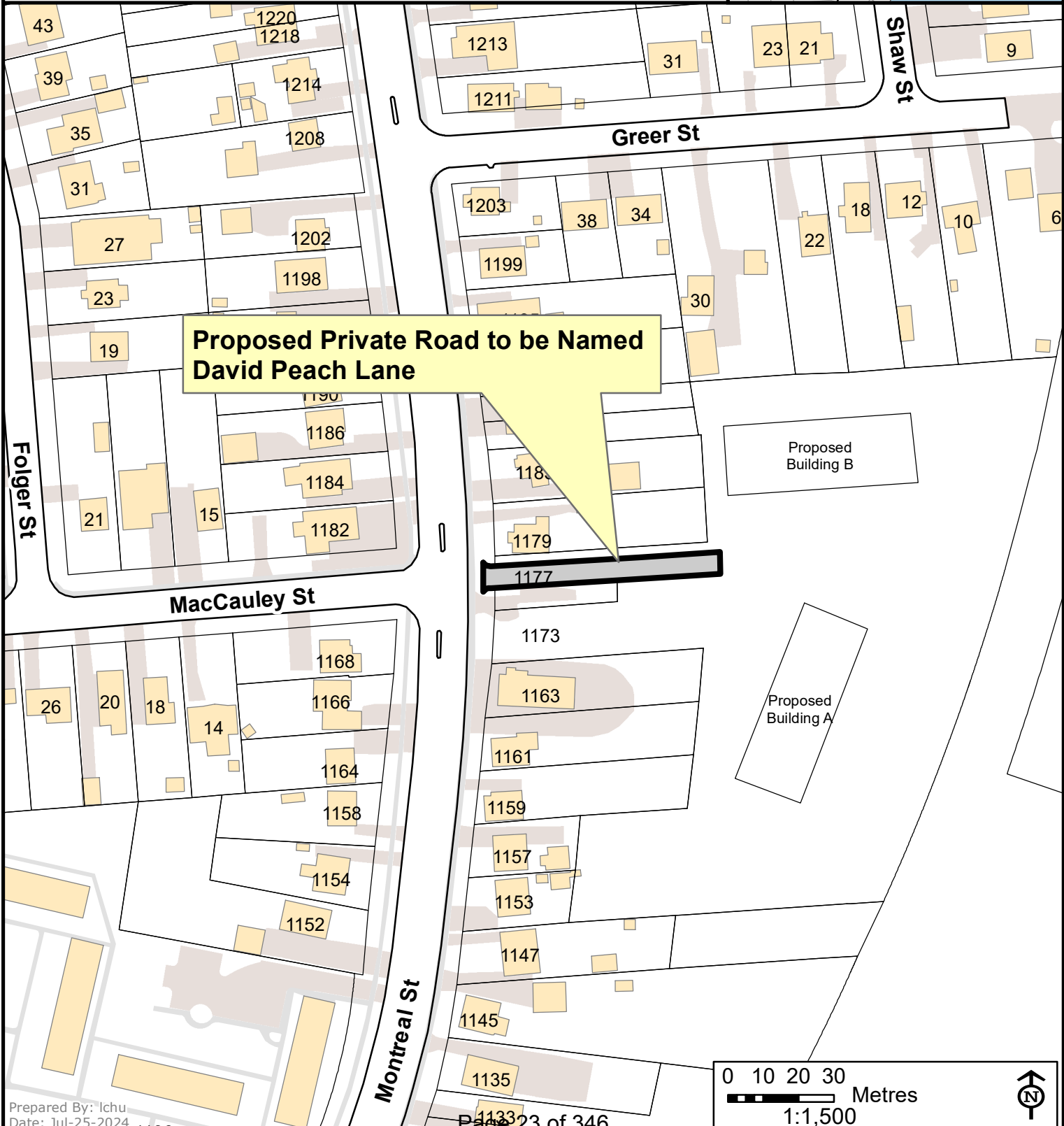
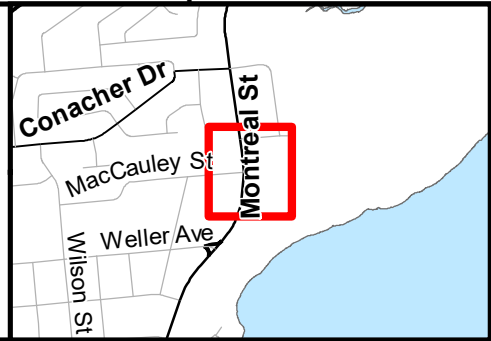
Exhibit B A By-Law to Name the Proposed Private Road at 1173-1177 Montreal Street, City of Kingston, David Peach Lane



Civic Addressing Key Map - Private Road Naming

Address: 1173-1177 Montreal Street
File Number: D20-080-2024

- Proposed Private Road to be named David Peach Lane
- Proposed Buildings



By-Law Number 24-xxx

A By-Law to Name the Proposed Private Road at 1173-1177 Montreal Street, City of Kingston, David Peach Lane

Passed: September 3, 2024

Whereas the *Municipal Act, 2001*, S.O. 2001, c. 27, as amended (the “*Municipal Act, 2001*”) provides that municipalities may pass by-laws respecting highways, which also include all road allowances, streets and lanes shown on a registered plan of subdivision; and

Whereas Council for the City of Kingston has passed and enacted By-Law Number 2005-98 entitled, “A By-Law to Direct the Orderly Addressing of Buildings and Properties and Appropriate Naming of Roads Within the City of Kingston”, in accordance with the *Municipal Act, 2001*; and

Whereas pursuant to section 48 of the *Municipal Act, 2001* a local municipality may name or change the name of a private road after giving notice of its intention to pass the by-law; and

Whereas Council deems it appropriate to pass a by-law under section 48 of the *Municipal Act, 2001*, to name a private road; and

Whereas public notice of Council’s intention to pass this by-law has been published in accordance with the City of Kingston Public Notice Policy.

Now Therefore the Council of The Corporation of the City of Kingston enacts as follows:

1. That the proposed private road to be located on the properties municipally known as 1173-1177 Montreal Street, approximately shown on Schedule “A” attached to and forming part of this by-law, be named ‘David Peach Lane’; and
2. This by-law shall come into force and take effect on the date of its passing.

Given all Three Readings and Passed: September 3, 2024.

Janet Jaynes
City Clerk

Bryan Paterson
Mayor



Schedule 'A' to By-Law Number

Address: 1173-1177 Montreal Street
File Number: D20-080-2024

Proposed Buildings

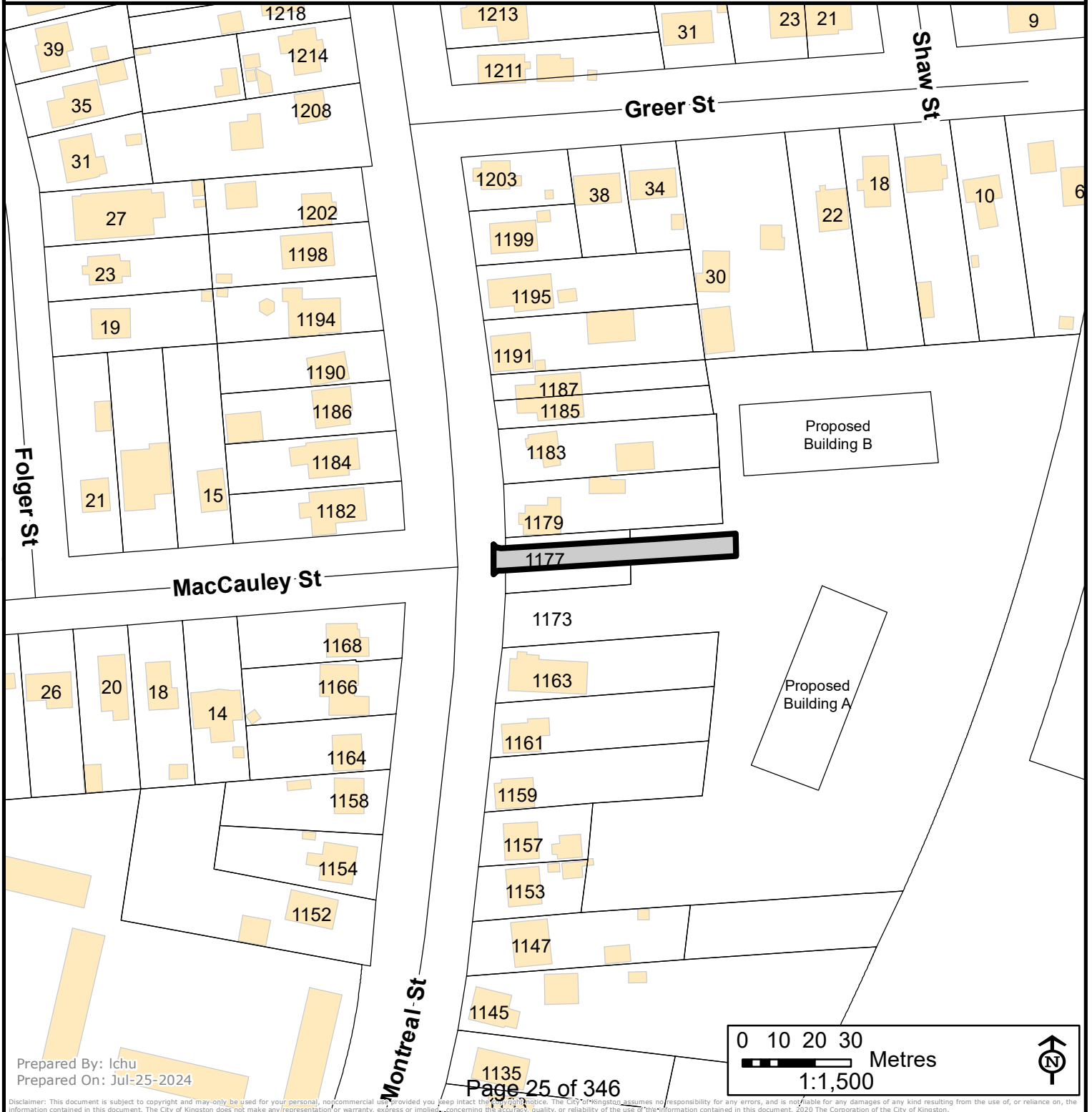
Proposed Private Road to be named David Peach Lane

Certificate of Authentication

This is Schedule 'A' to By-Law Number _____, passed this _____ day of _____ 202_.

Mayor

Clerk



Prepared By: Ichu
Prepared On: Jul-25-2024



**City of Kingston
Report to Council
Report Number 24-221**

To: Mayor and Members of Council
From: Paige Agnew, Commissioner, Growth & Development Services
Resource Staff: Tim Park, Director, Planning Services
Date of Meeting: September 3, 2024
Subject: Employment Area Lands Review

Council Strategic Plan Alignment:

Theme: 2. Lead Environmental Stewardship and Climate Action

Theme: 3. Build an Active and Connected Community

Theme: 5. Drive Inclusive Economic Growth

Goal: 5.1 Ensure an adequate supply of "ready-to-go" employment lands.

Goal: 5.2 Evaluate policies, programs and services to support the use of the airport.

Goal: 5.3 Diversify Kingston's economic base.

Goal: 5.4 Support Kingston's economic competitiveness through workforce development and talent attraction.

Executive Summary:

As a key background study to the City's Official Plan project, an Employment Area Lands Review has been completed by Watson & Associates Economists Ltd. (Watson). The purpose of the Employment Area Lands Review is to guide long-range planning efforts with respect to Employment Areas within the City to the year 2051. Fundamental to this objective is to ensure there is an adequate supply of protected industrial areas located throughout Kingston to accommodate the forecasted employment growth. The conclusions and recommendations

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resulting from this study will inform the industrial land use policies and designations in the City's new Official Plan.

The Employment Area Lands Review is informed by the Population, Housing and Employment forecast endorsed by Council on December 5, 2023, and is accompanied by a series of reports being prepared concurrently by Watson, including a corresponding assessment of the City's future needs for residential and commercial lands, to support the City's new Official Plan project.

The Employment Area Lands Review has been prepared under the purview of the Provincial Planning Statement, 2024 (PPS, 2024), which was issued on August 20, 2024, and will come into effect on October 20, 2024. The PPS, 2024 as well as the *Planning Act* narrows the range of permitted uses within designated Employment Areas to uses that are primarily industrial in nature, including manufacturing, research and development in connection with manufacturing, warehousing, goods movement, associated retail and office, and ancillary facilities. Institutional and commercial uses, including retail and offices not associated with the primary industrial use are no longer included as permitted uses in Employment Areas.

The Province requires municipalities to "protect" Employment Areas from sensitive uses that would potentially hinder the growth of industrial uses and ensure that there is an appropriate supply of these protected industrial areas for projected future employment needs. These areas are protected by legislation and provincial policy, with specified criteria that must be met if a property owner requests a "conversion" to a non-industrial use (under PPS, 2024, this will be called a "removal").

While the Province and Watson use the term "Employment Area" to describe a narrow scope of light, medium and heavy industrial lands, and rural industrial lands, for clarity in this report, staff refer to these lands as "industrial areas", as there are other business uses that provide employment outside of industrial areas such as offices, standalone research and development, professional services and other businesses, and this results in confusion about what is included within the Employment Area term. These other business uses are important to plan for and have traditionally been accommodated within Business Parks due to their functional requirements, so they must also be planned for within the new Official Plan. These business uses will no longer be called "protected" industrial areas as per the updated "Employment Area" definition in the *Planning Act* but have been accounted for in the employment land needs presented in this report.

The complete Employment Area analysis and recommendations prepared by Watson are contained in a report titled "Employment Area Lands Review" dated August 23, 2024, and attached as Exhibit A to Report Number 24-221. The key findings and recommendations of the Employment Area Lands Review are summarized as follows:

- The existing supply of greenfield industrial lands available for development within the urban boundary is insufficient and limits development potential, especially where there is a demand for larger sites. The Employment Area Lands Review concludes that there is a need for the City to consider an urban boundary expansion to accommodate future

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industrial growth. The study identifies the need for an additional 325 gross hectares of land to be included in the urban boundary to adequately accommodate projected industrial area needs, and an additional 80 hectares for other business uses (such as office uses, training, and education, entertainment, wholesale trade, and service repair centres, etc.) that provide employment outside of the protected industrial areas, for a total of 405 gross hectares.

- In identifying potential locations for new protected industrial areas, the report recommends that consideration should be given to designating lands for industrial uses near the Highway 401 corridor.
- The current Official Plan Employment Area policies do not align with the changed *Planning Act* definition or the PPS, 2024 definition for Employment Areas. As such, the report recommends changes to the Official Plan Employment Area policies to be consistent with PPS, 2024.
- Considering the definition change of Employment Area in PPS, 2024 and the *Planning Act*, the City will be required to plan for, and protect, industrial uses based on a more narrowly scoped definition of Employment Area and will be limited to these uses that are primarily industrial in nature or other uses associated or ancillary to the primary use. A key challenge for the City will be the ability to provide an urban structure that will support employment uses outside of protected industrial areas, particularly non-retail commercial and institutional uses (e.g., office uses, training, and education, entertainment, wholesale trade, and service repair centres).
- The report recommends that as part of the new Official Plan, the City review existing development in the established designations of Business Park Industrial and General Industrial that meet the Employment Area definition in PPS 2024, and either group these together into a separate employment designation or add an overlay.
- The City received 25 requests for the conversion of properties located in an existing protected industrial designation to a non-industrial designation to be considered through the Official Plan project, 23 of which are located within the urban boundary, covering a total of 102 hectares. The report includes a review of the potential conversion sites and recommends that approximately 69 hectares be converted to non-employment uses, including business, residential or mixed-use, based on the provincial and local conversion criteria. Final recommendations for these sites are subject to further analysis by staff through the Official Plan project, with recommendations being made at the same time as the new Official Plan as a whole (projected timeline is Q2 of 2026).
- In consultation with staff, Watson has identified additional sites for conversion, as well as selected lands that are currently developed with uses that do not meet the definition of "Employment Areas", as such, they cannot be identified as protected industrial areas in the new Official Plan.
- The report recommends that the City strive to maintain a five-year supply of serviced and ready to develop industrial area lands (by various sizes, zoning, and locations), to allow for proper market functioning.
- The report notes that the private sector is not considered sufficiently strong and economically viable to support large-scale employment land development in Kingston. As

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such, it is expected that the City will need to continue to be the primary developer of industrial areas in Kingston to ensure sufficient market choice to meet forecast demand.

- The report recommends that Kingston's industrial areas and other urban non-residential lands be planned in a manner that aims to promote economic competitiveness, attract employment growth, and maximize employment density and land utilization, where appropriate. The report recommends exploring phasing policies that require the servicing of greenfield industrial areas to be completed prior to, or in parallel with, the servicing and development of Community Area settlement area boundary expansion lands (discussed in Report Number 24-172).
- The report recommends that the City of Kingston develop a comprehensive strategy to form Rural Industrial clusters. The strategy should include locational criteria to guide the establishment and growth of these clusters, as well as a regulatory framework to guide their development and operation, including zoning, land division and environmental protection, among other aspects. The locational criteria should focus on enhancing the diversification of industrial activities, promoting shared infrastructure such as access roads and utility services among clustered parcels, and ensuring servicing efficiency. These clusters would be accommodated on private individual services or private communal servicing. It is also recommended that the City expand the range of permitted industrial uses to include resource extraction and processing, light manufacturing, logistics, agribusiness services, and renewable energy production. Site Plan control for new industrial developments in Rural Industrial areas would ensure that site design, landscaping and infrastructure are compatible with the rural character and existing services.

Watson's scope of work includes providing recommendations on the conversion of industrially designated sites within the urban boundary, as well as an employment land needs assessment. The scope of work does not include providing recommendations on the location of the urban boundary expansion lands. The locations will be reviewed by staff as part of the Official Plan project. The identification of these lands will be done in a manner that supports the protection and enhancement of the natural heritage system, which is one of the seven critical public interests to be met through the new Official Plan project. A new natural heritage study is being initiated by staff which will assist with the identification of the natural heritage features that make up the natural heritage system.

The purpose of this report is to seek Council's endorsement of the Employment Area Lands Review, as it includes foundational background information for the Official Plan project. This report is being presented directly to Council for consideration, as it is in relation to a major policy initiative which will have long-term impacts on land use and economic development in all areas of the City. Staff will take the strategic directions and policy recommendations of the Employment Area Lands Review, as appropriate, to help inform the drafting of new policies related to industrial uses in the new Official Plan. There may be additional policies that are developed by staff and brought forward for Council's consideration through the Official Plan project.

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Recommendation:

That Council endorse the City of Kingston Employment Area Lands Review, dated August 23, 2024, prepared by Watson & Associates Economists Ltd., attached as Exhibit A to Report Number 24-221; and

That the policy recommendations included in Exhibit A to Report Number 24-221 inform the drafting of new policies related to industrial uses in the new Official Plan; and

That the employment land needs requirement, as presented in Exhibit A to Report Number 24-221, inform the more detailed work to be completed as part of the Official Plan project, which will identify the location of future urban boundary expansion lands.

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Authorizing Signatures:

ORIGINAL SIGNED BY COMMISSIONER

**Paige Agnew, Commissioner,
Growth & Development Services**

ORIGINAL SIGNED BY CHIEF

ADMINISTRATIVE OFFICER

**Lanie Hurdle, Chief
Administrative Officer**

Consultation with the following Members of the Corporate Management Team:

Jennifer Campbell, Commissioner, Community Services	Not required
Neil Carbone, Commissioner, Corporate Services	Not required
David Fell, President & CEO, Utilities Kingston	Not required
Peter Huigenbos, Commissioner, Major Projects & Strategic Initiatives	Not required
Brad Joyce, Commissioner, Infrastructure, Transportation & Emergency Services	Not required
Desirée Kennedy, Chief Financial Officer & City Treasurer	Not required

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Options/Discussion:**Background**

As part of the preparation for the Official Plan project, key studies have been initiated by Planning Services to support a long-term growth analysis and urban land needs assessment study. This includes Population, Housing, and Employment Forecast to the year 2051 and an assessment of the long-term urban land needs to accommodate forecast urban development over the planning horizon. A team led by Watson & Associates Economists Ltd. (Watson) was retained to undertake these studies. The analysis, conclusions and recommendations resulting from the studies will inform the residential, industrial, and commercial land use policies in the City's new Official Plan.

The following are the separate, but integrated deliverables:

- Population, Housing and Employment Growth Analysis Study;
- Community Area Land Needs Assessment and Intensification Analysis;
- Commercial Land Needs Review; and
- Employment Area Lands Review.

The Employment Area Lands Review builds upon each of the other deliverables, which together set out the broader planning framework for managing growth to the year 2051, including long-range population trends, housing forecasts by structure type and location, priorities and targets for residential intensification, urban land requirements for "Community Areas" (residential, institutional and commercial uses and the infrastructure and facilities necessary to support these uses) and strategic planning policy recommendations.

At the December 5, 2023, Council Meeting, Council endorsed the Medium Population, Housing and Employment Growth Scenario for the 2021-2051 horizon. Based on this growth scenario, Kingston is projected to grow from 154,100 people in 2021 to a total permanent and student population of 220,900 by 2051, representing 66,800 new residents, 29,300 new housing units and 33,400 new jobs. This forecast will form the basis of the more detailed work to be completed as part of the Official Plan project, as well as other municipal studies and plans, including but not limited to, the Integrated Mobility Plan and the Water and Wastewater Master Plan.

Following Council's endorsement of the growth forecast, Watson completed a Community Area Land Needs Assessment and Intensification Analysis, which was presented to Council on August 13, 2024. The purpose of this analysis was to determine if there is sufficient land in the urban boundary to accommodate forecasted housing growth to 2051 and to provide recommendations on future urban "Community Area" land requirements, which include residential land requirements, institutional, and commercial land requirements, along with land required to accommodate infrastructure such as roads, stormwater management ponds, parks, etc. to support the residential uses ([Report Number 24-172](#)).

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Concurrent with this work, Watson undertook an Employment Area Lands Review (Exhibit A) which focuses on planning for industrial areas within the definition of an “Employment Area” in the Provincial Planning Statement, 2024 (PPS, 2024). The Employment Area Lands Review analysis is intended to be a foundational background study for the new Official Plan. The purpose of the analysis is to determine if there is sufficient land in the urban boundary to accommodate forecasted growth in protected industrial areas, as well as other businesses that have typically been permitted in the City’s employment lands, to the year 2051 and to provide recommendations for future land requirements. The work evaluates existing industrially designated lands, employment conversion requests and employment opportunities in the rural areas. The analysis also includes a comprehensive assessment of current local and regional conditions, including an examination of anticipated non-residential real estate market trends, involving opportunities and disrupters that are anticipated to influence employment growth across Kingston by sector over the next 30 years.

The Employment Lands Review analysis has confirmed that the City has a shortfall of protected industrial area land within the urban area to accommodate forecasted employment growth, and the need for at least 325 gross hectares of additional lands within the urban boundary to accommodate this growth. The land needs for other businesses and uses that have traditionally been accommodated in the City’s industrial lands, such as office uses, training, and education, entertainment, wholesale trade, and service repair centres, etc. has been identified to be 80 gross hectares.

Employment Area Lands Review

The Employment Area Lands Review report is comprised of two components: an Employment Area Technical Analysis and an Employment Area Strategy.

Employment Area Technical Analysis

The Employment Area Technical Analysis includes an overview of provincial policy, a market analysis of regional and local economic and employment growth trends, and an Employment Area land needs analysis.

As noted previously, PPS, 2024 and the *Planning Act* narrow the range of permitted uses within designated Employment Areas to uses that are primarily industrial in nature, including manufacturing, research and development in connection with manufacturing, warehousing, goods movement, associated retail and office, and ancillary facilities. Institutional and commercial uses, including retail and offices not associated with the primary industrial use are no longer included as permitted uses in protected industrial areas. The Employment Area Lands Review has been prepared under the purview of the Provincial Planning Statement, 2024 (PPS, 2024), which was released on August 20, 2024.

The report notes that Kingston’s employment base grew by 12% between 2006 and 2023, increasing from approximately 71,700 to 80,500 jobs. Over the last seven years (2016 to 2023), employment growth averaged 1.1% annually. The fastest growing employment sectors over the last decade were primarily in the services-producing sector, including professional, scientific and

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technical services, health care and social assistance, and educational services. In the industrial sectors, the transportation and warehousing, administrative and support, waste management and remediation services, manufacturing; and construction sectors demonstrated strong employment growth. The study notes the following key industry and labour force trends that are expected to influence growth and development patterns in Kingston over the coming decades:

- Continued disruption of “bricks and mortar” retail, driven by changes in consumer behavior through e-commerce;
- Economic growth related to the logistics sector generated from the growing demand in e-commerce and requirements for regional fulfillment centres to serve the growing provincial population base;
- Increasing use of technology in commercial services leading to alternative platforms to purchase and share products;
- A continued economic recovery in the manufacturing sector, in particular advanced manufacturing;
- Longer-term opportunities and challenges in the manufacturing sector associated with nearshoring, automation, and the rise of artificial intelligence;
- Growing opportunities within the Green Technology sector as Kingston and the surrounding market area transition to a clean energy economy;
- Increased opportunities related to work at home, hybrid work at home/at office work models, and distributed work/learning largely driven by technological innovation and improvements to regional telecommunications; and
- The continued rise of the gig economy as individuals utilize technology to supplement their income in more flexible ways in contrast to traditional work patterns.

The study identifies the need for the City of Kingston to ensure that the amount, type, and location of the City’s established and protected industrial areas are well aligned with these broader trends and the anticipated local market demand.

The City has received 25 requests from private landowners for the conversion of industrially designated lands to another use for consideration through the Official Plan project, 23 of which are located within the urban boundary, covering a total of 102 hectares. The Employment Area Technical Analysis provides an overview of the requested conversions, as well as observations on those conversions based on provincial and local criteria which are detailed in Exhibit A. The sites recommended for conversion to another use are listed in Table 1 below. Where a conversion is recommended, a recommendation as to the type of use that would be appropriate has also been included in Table 1, as follows:

- Residential or mixed use that may include sensitive uses, or
- Business use that does not include sensitive uses. This may include a range of business and commercial uses and compatible light industrial uses.

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Table 1: Employment Area Conversion Requests – Properties Recommended for Conversion

Address	Recommended Use
2886 Creekford Rd.	Commercial/business uses
133 Dalton Ave.	Commercial/business uses
1085 Gardiners Rd.	Mixed use
125 Innovation Dr.	Commercial/business uses
1407 John Counter Blvd.	Commercial/business uses
1180 Midland Ave.	Mixed use
734 Montreal St.	Not designated employment
Site number 360820075 (Purdy’s Mills)	Residential/mixed use
Site number 360820573 (Purdy’s Mills)	Residential/mixed use
925 Princess St.	Mixed use
Roll Number 101108019013650 (Midland Avenue)	Mixed use
Roll Number 101108019013640 (Midland Avenue)	Mixed use
1125 Sydenham Rd.	Partial conversion to residential use

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Address	Recommended Use
1240 Sydenham Rd.	Commercial/business uses

The Technical Analysis component of the study concludes with Kingston’s industrial area land needs. The land needs assessment takes the following matters into consideration:

- Economic growth drivers and long-term industrial growth overlook;
- Planning for existing and future industrial areas within the context of evolving provincial and regional market trends;
- The share of employment growth on industrial area lands over the planning horizon, in accordance with PPS 2024;
- Forecast employment density (i.e. employees per net acre/hectare) on industrial area lands;
- The amount of future growth that can be accommodated within developed industrial areas, where existing industrial area lands are underutilized and have future intensification potential; and
- The amount of long-term vacant industrial area lands within Kingston’s protected industrial areas.

Based on Kingston’s anticipated long-term employment growth, the study concludes that the City will have an insufficient supply of protected industrial areas to accommodate growth through to 2051 and requires a total of 320 gross hectares of additional protected industrial areas as shown below.

- **Employment Land Demand:**
 - Total employment growth within employment lands to 2051 (jobs): 9,700
 - Intensification percentage: 10%
 - Total employment growth adjusted for intensification (jobs): 8,700
 - Net density (jobs per net hectare): 20
 - Net land requirements (net hectare): 440
- **Employment Land Supply:**
 - Employment land supply (net hectare) with potential conversions – with 15% Vacancy adjustment (net hectare): 135
- **Employment Land Needs:**
 - Land area surplus/deficit (net hectare): (305)
 - Gross land area surplus/deficit – 75% net to gross ratio (gross hectare): (405)

The employment land needs is shown in Table 2. Of the total 405 gross hectares of land need identified, 320 hectares are required for the protected industrial areas as defined in PPS 2024, and the remainder for other businesses and uses that have been typically accommodated in the

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City’s industrial areas, such as office uses, training, and education, entertainment, wholesale trade, and service repair centres, etc.

Table 2: Total Employment Land Needs to 2051

Employment Land Needs	Gross Hectares	Percentage Share
Protected industrial areas as per PPS 2024	325	80%
Other uses such as office uses, training, and education, entertainment, wholesale trade, and service repair centres, etc.	80	20%
Total land need to 2051	405	100%

The Technical Analysis recommends that the City consider options for expansion of its employment lands to address the anticipated deficit.

Employment Area Strategy

The Employment Area Strategy component of the study includes strategic directions and policy recommendations for the new Official Plan.

The strategic directions emphasize the following:

- The importance of protecting industrial areas, by recognizing the specific needs of manufacturing and warehousing and logistics uses, such as needing large tracts of land with good access to trade corridors, as well as the required separation distances from sensitive land uses such a residential.
- Strategically planning new protected industrial areas, where, considering the PPS changes, there is a more flexible horizon for planning for growth by providing a minimum of 20 years and maximum of 30 years, with an opportunity to designate additional protected industrial areas beyond the 30-year horizon.
- Industrial areas being a vital component of the land use structure and integral to the local economic development potential.
- The need for the City to ensure that new protected industrial areas are phased in and strategically planned based on the industrial area land needs identified and designed to accommodate the key growth sectors.
- Identifying employment opportunities in the rural area through rural industrial clusters.

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- The need for the City to continue to be involved in industrial area land development for the foreseeable future, though there may be opportunities for public-private partnerships with external parties on select projects.
- The continued promotion of economic development by ensuring there is sufficient supply of marketable, serviced and developable industrial area land to attract employment sectors and business over the planning horizon.
- The development of future industrial areas to accommodate employment growth to 2051 to be undertaken in a sustainable manner, in line with the City's Climate Leadership Plan and Community Energy Plan, as well as the City's Strategic Plan and priorities with respect to climate mitigation, adaption and resilience principles.

The following list provides a selection of recommended Official Plan policy directions. The full list of recommended policy directions is included in Exhibit A.

- Revise the definition of industrial areas in the Official Plan to align with the definition in PPS 2024 and develop policies accordingly to prohibit non-employment uses within the protected industrial areas, as well as transition policies for managing existing lawfully established non-conforming uses such as commercial and institutional.
- Maintain evaluation criteria for industrial area conversion requests to preserve protected industrial areas for future job growth.
- As part of the new Official Plan, review existing development in the established designations of Business Park Industrial and General Industrial that meet the Employment Area definition in PPS 2024, and either group these together into a separate employment designation or add an overlay.
- Prioritize the intensification and efficient use of existing protected industrial areas over conversion, including encouraging the redevelopment and upgrading of underutilized industrial areas to accommodate new industrial and business activities.
- Explore options for expansion of its employment lands to address the deficit of 405 gross hectares by 2051, with consideration to designating available lands near the Highway 401 corridor.
- Maintain a 5-year supply of serviced and ready to develop industrial areas.
- Expand the range of permitted rural industrial uses to include resource extraction and processing, light manufacturing, logistics, agribusiness services, and renewable energy production.
- Consider including policies that implement fast-track approval processes for industrial projects to facilitate quicker project initiation and completion by private developers (for example a potential minor variance framework or the exploration of a community planning permit system).
- Promote public-private partnerships for infrastructure development and industrial park projects, leveraging private investment with public support to enhance infrastructure quality and attract more businesses.
- Plan for new industrial clusters on the 405 gross hectares of new employment lands that are to be introduced, with a comprehensive framework to provide necessary infrastructure.

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- Designate specific parcels within the airport lands for new businesses and industrial areas to facilitate the development of high-tech, innovative businesses and support diverse industrial activities in light of the Airport Highest and Best Land Use Study completed in 2018, and the ongoing Airport Master Plan.
- Encourage compact and transit-supportive industrial areas and communities through initiatives such as sustainable building design, inclusion of green infrastructure and vegetation/greenspace, enhancement of natural features, retrofit existing buildings, transit accessibility, shared parking spaces and supports for electric vehicles.
- Create policy to ensure the availability of high-capacity utilities, including electricity, water and broadband internet, in all industrial areas to attract new businesses and facilitate quick setup, enhancing the region’s industrial attractiveness.

Public Engagement

Interviews with several stakeholders were held in the summer of 2023 to better understand the current state of Kingston’s employment base and future economic opportunities. A public information session was held on April 17, 2024, to present the preliminary technical results of the Employment Area Lands Review. The session was held at INVISTA centre and was attended by 29 members of the public. The session included a presentation by the consultant team followed by a question-and-answer session. A summary of the feedback received at the public information session along with responses from the project team was included as an exhibit to [Report Number 24-172](#).

Next Steps

Following endorsement of the Employment Area Lands Review, Watson will be continuing to work on the Commercial Land Review and the final Growth Analysis study. These will be presented in separate reports at upcoming meetings in September 2024.

Existing Policy/By-Law

This report considers the existing Provincial Planning Statement 2020, and the Provincial Planning Statement, 2024, as well as the current City of Kingston Official Plan and the Official Plan project.

Notice Provisions

None

Financial Considerations

None

Contacts:

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Tess Gilchrist, Senior Planner, Planning Services 613-546-4291 extension 3212

Other City of Kingston Staff Consulted:

Brandon Forrest, Director, Business, Real Estate & Environment

Laura Flaherty, Project Manager, Planning Services

Exhibits Attached:

Exhibit A Employment Area Lands Review, Watson & Associates Economists Ltd.



Employment Area Lands Review

City of Kingston

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List of Acronyms and Abbreviations

C.M.A.	Census Metropolitan Area
CN	Canadian National
EV	Electric vehicle
G.D.P.	Gross domestic product
G.F.A.	Gross floor area
Growth Plan, 2019	A Place to Grow, Growth Plan for the Greater Golden Horseshoe, 2019
O.P.	Official Plan
P.I.C.	Public Information Centre
P.P.S.	Provincial Policy/Planning Statement
S.S.P.	Site-specific policies
SWOC	Strengths, weaknesses, opportunities, and challenges
U.S.	United States

Executive Summary



Executive Summary

Study Overview

The City of Kingston retained a Consultant Team led by Watson & Associates Economists Ltd. to prepare an Employment Area Lands Review as a key deliverable of the Long-Term Growth Analysis and Urban Land Needs Assessment Study.

This report forms a foundational document to guide long-range planning efforts with respect to the management of all Employment Areas within the City to the year 2051. This document is intended to be accompanied by a series of other reports which have been prepared concurrently by the Consultant Team as part of this broader study process to support the City's ongoing Official Plan (O.P.) Project, including an update of the City's population, housing, and employment forecasts, and a corresponding assessment of the City's future needs for residential and commercial lands.

The primary objective of this Employment Area Lands Review for Kingston is to provide a long-term vision that supports a broad spectrum of employment uses over the long-term horizon of the City's O.P., while ensuring that the City continues to develop its Employment Areas in a competitive and sustainable manner. This Review provides a comprehensive assessment of current local and regional conditions on Employment Area lands, and an examination of anticipated non-residential real estate market trends, including opportunities and disrupters that are anticipated to influence employment growth across Kingston by sector over the next three decades.

This report has two major components. The first component, the Employment Area Technical Analysis, includes a market analysis and an Employment Area land needs analysis for the City's Employment Areas. The second component includes an Employment Area Strategy that builds upon the City's past successes and supports the City's key employment sectors and clusters. Strategic recommendations are provided in the Employment Area Strategy to strengthen the City's O.P. policies for Employment Areas and to support the City's competitiveness.

As part of the study process, the Consultant Team engaged with key stakeholders in the community to gain valuable input regarding employment growth drivers by industry sector, as well as current and anticipated market prospects for industrial development in Kingston.



Provincial Policy Context

Employment Area land policies, regulations, and other guiding documents play a key role in directing development activity. To accommodate Kingston's steadily growing economic base, the City's land use planning policies must anticipate the evolving nature of the local and regional economy and reflect the diverse needs of industry and businesses of all sizes over the long term.

The employment growth forecast and land needs analysis, provided herein, was prepared under the purview of the new Provincial Planning Statement, 2024 (P.P.S., 2024), which was issued on August 20, 2024, and comes into effect on October 20, 2024. A key focus of the P.P.S., 2024 is that it recognizes that the approach to delivering Employment Area land needs requirements will vary by municipality and, as such, moves away from a prescriptive guideline-based approach. The P.P.S., 2024 provides a more flexible horizon for planning for urban growth and land needs over a 20- to 30-year planning horizon.

The P.P.S., 2024 includes an updated definition of Employment Area based on the amendment of the *Planning Act* on June 8, 2023. The *Planning Act* was amended under subsection 1 (1) to include a new definition of "area of employment." In accordance with the P.P.S., 2024, permitted uses within Employment Areas include manufacturing, research and development in connection with manufacturing, warehousing and goods movement, and associated retail and office uses and ancillary facilities. The P.P.S., 2024 prohibits residential uses, commercial uses, public service facilities, and other institutional uses from Employment Areas. This includes retail and office uses that are not associated with the primary employment use, and other sensitive land uses that are not ancillary to uses permitted in the Employment Area. The amendment to the *Planning Act* received Royal Assent as part of Bill 97 on June 8, 2023; however, the "area of employment" definition change is still awaiting a proclamation from the Lieutenant Governor before it comes into effect. For the purposes of this report, these protected industrial areas are referred to as "Employment Areas" to ensure clarity and consistency with the P.P.S., 2024.

In light of the definition change of Employment Area, the City of Kingston will be required to plan for, and protect, industrial uses based on a more narrowly scoped definition of Employment Area and will be limited to these uses that are primarily industrial in nature or other uses associated or ancillary to the primary use. A key



challenge for the City will be the ability to provide an urban structure that will support other employment-generating uses outside of Employment Areas, particularly non-retail commercial and institutional uses (e.g., office uses, training, and education, entertainment, wholesale trade, and service repair centres). Traditionally, Employment Areas have been regarded as areas protected for key targeted employment sectors, especially those in the export-based sectors.

Local Policy Context

The City of Kingston O.P. provides policies to protect and preserve Employment Areas for current and future uses. The O.P. policies are designed to promote Employment Areas and to foster a strong and diversified economic base with a range of opportunities for residents. Through O.P. policies, the City intends to maintain a healthy and sustainable employment base by having services and amenities in close proximity. The O.P. policies aim to sustain the viability and efficiency of industrial operations by protecting Employment Area lands from incompatible uses. The O.P. policies support the revitalization of older Employment Areas and facilitate providing and improving infrastructure to create attractive Employment Areas that improve the quality of life of residents.

The existing approved O.P. identifies three land use designations that fall under the general category of urban Employment Area lands: General Industrial, Business Park Industrial, and Waste Management Industrial. The City also has a Rural Industrial designation for lands located outside the Urban Boundary.

It is important to note that the current O.P. Employment Area policies do not align with the changed *Planning Act* definition or the P.P.S., 2024 definition for Employment Areas. As such, changes to O.P. Employment Area policies will be needed in order to be consistent with the P.P.S., 2024.

Macro-Economic Trends Influencing Employment Area Lands Development in Kingston

Kingston's employment base grew by 12% between 2006 and 2023, increasing from approximately 71,700 to 80,500 jobs. Over the seven-year period (2016 to 2023),



employment growth averaged 1.1% annually, which is marginally higher than the average annual employment growth rate across the Province of Ontario as a whole.^{[1] [2]}

Over the past decade, the fastest growing employment sectors were primarily in the services-producing sector, including professional, scientific and technical services; health care and social assistance; and educational services. Of the industrial sectors, the transportation and warehousing; administrative and support, waste management and remediation services; manufacturing; and construction sectors demonstrated strong employment growth during this period.

It is important to recognize that the longer-term population and employment growth potential for the City of Kingston will be heavily dependent on the overall sustained economic growth potential of the Kingston Census Metropolitan Area and the Province of Ontario as a whole. Looking ahead, there are macro-economic headwinds largely related to persistently high inflation and global geopolitical tensions that need to be considered, as they have the potential to impede economic growth over the near term (i.e., next one to two years) within Kingston and the surrounding economic region. Despite these near-term economic headwinds, the long-term economic and housing outlook for Eastern Ontario and Kingston remains positive as the region continues to be attractive to international investment and newcomers alike.

Continued structural changes in the global economy and technological advancements will require municipalities to be increasingly responsive and adaptive to changing industry needs and disruptive economic forces, which have been accelerated by the coronavirus disease (COVID-19) pandemic. There are a number of key industry and labour force trends that are expected to influence growth and development patterns in Kingston over the coming decades. These trends include:

- Continued disruption of “bricks and mortar” retail, driven by changes in consumer behavior through e-commerce;

^[1] Between 2016 and 2023, Ontario’s employment base grew at an annual average rate of 1.0%, compared to the City of Kingston which grew at an annual average rate of 1.1% over the same period.

^[2] Based on Statistics Canada Census data and EMSI Inc./Ontario Ministry of Agriculture, Food and Rural Affairs employment data.



- Economic growth related to the logistics sector generated from the growing demand in e-commerce and requirements for regional fulfillment centres to serve the growing provincial population base;
- Increasing use of technology in commercial services leading to alternative platforms to purchase and share products;
- A continued economic recovery in the manufacturing sector, in particular advanced manufacturing;
- Longer-term opportunities and challenges in the manufacturing sector associated with nearshoring, automation, and the rise of artificial intelligence;
- Growing opportunities within the Green Technology sector as Kingston and the surrounding market area transition to a clean energy economy;
- Increased opportunities related to work at home, hybrid work at home/at office work models, and distributed work/learning largely driven by technological innovation and improvements to regional telecommunications; and
- The continued rise of the gig economy as individuals utilize technology to supplement their income in more flexible ways in contrast to traditional work patterns.

Recognizing these recent structural changes in the macro-economy, there is a need for the City of Kingston to ensure that the amount, type, and location of the City's established and planned Employment Areas are well aligned with these broader trends and the anticipated local market demand.

Ontario's economy is transitioning from goods to services production. The trend towards more knowledge-intensive and creative forms of economic activity is evident across many sectors within both the broader national and provincial economy. Recognizing the recent structural changes in the provincial and regional economy, there is a need for the City of Kingston to ensure that the amount, type, and location of its established and planned Employment Areas are well aligned with anticipated market demand. It is also important that Kingston's Employment Areas are planned and designed to accommodate a broad range of established industrial sectors related to advanced manufacturing, goods movement, construction, utilities, and other emerging industrial sectors. Employment Areas should also offer competitive attributes and supportive infrastructure, urban amenities, and synergies to attract the growing knowledge-based sector.



Over the planning horizon, Kingston is anticipated to experience continued employment growth, building on development trends experienced over the past decade. A broad range of considerations related to demographics, economics, and socio-economics are anticipated to impact future employment growth trends throughout Kingston over the 2021 to 2051 planning horizon. These factors will not only affect the rate and magnitude of growth but will also influence the form, density, and location of non-residential development and land needs.

For Kingston, the industrial sector represents a significant source of employment and economic development in the City. In the coming years, the City will continue to encounter opportunities and challenges concerning the management and marketability of its Employment Areas, particularly as the City responds to wider industry forces and an evolving provincial policy framework. While manufacturing remains vitally important to the provincial economy concerning jobs and economic output, this sector is continually evolving across Ontario. As the economy continues to shift towards knowledge-based sectors, it is important to continue to develop planning policies for accommodating a range of employment uses within the City. Having said that, it is important to recognize the recent provincial policy changes, including the new definition of “area of employment” in the Planning Act (received Royal Assent in June 2023, but has not yet received proclamation) limits the range of employment uses in Employment Areas to primarily industrial uses. As such, it is important that the City plan for an urban structure that provides a range of employment opportunities. It is also noted that P.P.S., 2024 supports this direction with respect to the accommodation of employment outside of Employment Areas to support development of complete communities.

As a result of continuing structural changes occurring in the macro-economy, it is important to recognize that the above-mentioned trends will generate both positive and disruptive economic impacts related to labour force demand; industrial, commercial, and retail space requirements; and long-term residential and Employment Area land needs. Ultimately, this will continue to influence local planning and economic development initiatives which will be increasingly geared to the knowledge-driven economy.

Kingston’s Employment Areas Profile

Kingston has a large and diverse existing Employment Area land base, comprising a diverse range of permissions, including industrial, heavy industrial, business park, and complementary uses such as commercial, restaurants, and hotels, totalling



approximately 720 net hectares (1,780 net acres) of developed land within the City's urban area. A large share of the lands is in proximity to the Highway 401 corridor in the City's northwest and northeast urban areas.

Kingston is home to five existing areas that are designated Employment Areas which were originally developed and then sold by the City. These include the Cataraqui Estates Business Park, the Clyde Industrial Park, the Alcan Business Park, the St. Lawrence Business Park, and the Clogg's Road Business Park. Kingston's other areas that are designated Employment Area lands have been privately developed.

Employment Area lands within Kingston today accommodate a broad range of industrial uses, including manufacturing, distribution/logistics, construction, and transportation. In recent years, the City's Employment Area lands have accommodated an increasing share of commercial (including office) and institutional uses. Major employers located within Kingston's Employment Areas include Invista Canada, Novelis, and Canada Royal Milk.

Kingston accommodated an average of 16,300 square metres (175,451 square feet) of development within the current designated Employment Area lands annually over the 10-year period, largely comprising industrial space, as well as some commercial and institutional building space. Since 2017, development activity has been particularly strong. A large share of this has been associated with new manufacturing-related developments. Over the 2014 to 2023 period, most of the development activity was accommodated on Employment Area lands sold by the City.

Over the 2014 to 2023 period, a total of 65 hectares (161 acres) of Employment Area lands were absorbed in Kingston. Over this period, most of the land absorption was in the Cataraqui Estates Business Park (51%), the St. Lawrence Business Park (28%), and the Clyde Industrial Park (10%).

Kingston has a strong and successful history of municipal Employment Area land development. The City continues to be a key Employment Area land developer in Kingston, assembling and servicing land. Over the 2006 to 2022 period, the City's Employment Area land sales averaged 7 net hectares (17 net acres) per year. The City of Kingston has continued to be the main participant in Employment Area land development in Kingston over the past decade. To achieve its economic and planning objectives and to address future Employment Area land needs over the coming



decades, the role of the City in municipal Employment Area land development is expected to be required for the foreseeable future.

One of the most critical aspects related to the economic competitiveness of Kingston is the marketability and availability of its Employment Area land base relative to the surrounding market area. Kingston's designated vacant Employment Area lands are estimated at 237 net hectares (586 net acres). This includes 105 net hectares (259 net acres) of urban Employment Area lands, which are serviced and ready to develop, comprising both City-owned and privately owned lands.

While the overall availability of serviced and ready to develop vacant Employment Area lands appears sufficient against historical and forecast absorptions trends, market choice is limited with respect to the share that is available for development and sale within City-owned Employment Areas. As previously discussed, Kingston has been the primary source of Employment Area lands through its municipal employment and development program. The City's inventory of municipal Employment Area lands has diminished significantly since 2014 due to strong development activity.

It is anticipated that a share of future employment growth within Kingston may be accommodated within existing developed Employment Areas. Intensification offers the potential to accommodate future employment growth and achieve improved land utilization resulting in higher employment density on developed Employment Area lands. Through a high-level desktop review, 153 hectares (377 acres) of Kingston's developed Employment Area lands were identified as underutilized. Infill and redevelopment of existing developed lands are expected to continue to gradually increase over time.

Investment Readiness and Competitiveness

The City faces several opportunities and challenges concerning the management and growth of its existing and future Employment Area lands in light of the evolving structural changes in the economy and disruptive factors that continue to influence the nature of the economy. One of these challenges relates to macro-economic trends over which the City has limited control. This includes the relative strength of the global economy, international trade policy, and the competitiveness of the Canadian economic base relative to other established and emerging global markets.

In contrast to the above, Kingston has considerable control and ability to position itself positively when considering the City's regional competitive ranking. A major factor



regarding the future competitiveness of the City's economic base relates to the structure, quality, and "readiness" of its Employment Area lands.

From a market choice perspective, one of the most important industrial site selection criteria, which is largely controllable by the City, relates to ensuring that an ample supply of suitable vacant serviced (and serviceable) Employment Area land is available for purchase and absorption. This involves providing a readily available and serviced Employment Area land supply that is well beyond forecast absorption.

Over the next several decades, the City's employment base is anticipated to steadily grow across a broad range of employment sectors. Kingston, however, will be competing to attract and retain these sectors with other municipalities along the Highway 401 corridor and beyond. To accommodate the steadily growing economic base, the City's land use planning policies must anticipate the evolving nature of the local and regional economy and reflect the diverse needs of industry and businesses of all sizes over the long term. To ensure the long-term competitiveness, growth, and diversity of the City's economy, planning and marketing efforts must be geared toward the broader strengths of the City, as well as specific target-sector investment attraction efforts and an adequate supply of quality, development ready Employment Area lands.

Employment Conversions

The current O.P. identifies General Industrial, Business Park Industrial or Waste Management Industrial designated areas as "protected" Employment Area lands in accordance with the current Provincial Policy Statement, 2020 (P.P.S., 2020). Changing the designation of any of these protected Employment Area lands to allow for non-employment uses not permitted for that designation, including residential, mixed-use, and specific commercial uses, is currently considered an Employment Area land conversion under the P.P.S., 2020. Under the P.P.S., 2024, however, conversions will be referred to as removals with the ability to redesignate "protected" Employment Area lands at any time.

The interest to convert designated Employment Area lands to non-employment uses is often driven by higher market and economic potential for commercial and residential development than Employment Area lands development. If not carefully evaluated, the conversion of protected Employment Area lands to non-employment uses can potentially lead to negative impacts on Kingston's economy.



Prior to starting work on this Report, the City received 25 employment conversion requests to be considered for a conversion to a non-employment use through this process. Twenty-three of these sites or applications are within the urban boundary, covering a total area of 102 hectares (252 acres). Following a review of these sites based on the provincial and local criteria discussed in this chapter, it has been recommended that a total of about 69 hectares (171 acres) are recommended to be converted, of which approximately 63 hectares or 156 acres are currently vacant.

In addition to the applications, several additional sites have been identified for conversion to non-employment uses, which increases the total vacant Employment Area lands to be converted to about 77 hectares (190 acres). This land area has accordingly been factored into the Employment Area land needs assessment presented herein.

Kingston Employment Growth Outlook

Future demand for Employment Area lands within Kingston is ultimately driven by forecast employment growth. A broad range of factors, as discussed previously, are anticipated to drive future employment growth in Kingston over the long term. These factors will not only impact the rate and magnitude of growth, but they will also influence the form and density of industrial development and the corresponding demand for Employment Area lands.

There are several factors that indicate economic growth within Kingston over the long term will be relatively strong, building on the economic expansion experienced over the past decade. Key growth drivers include a favourable regional economic outlook, strong regional and local population growth prospects, continued local economic diversification, and municipal competitiveness.

In accordance with the growth projections prepared in the Growth Analysis Study, Kingston's employment base is forecast to reach 113,900 jobs by 2051.^[1] This represents an increase of approximately 42,000 jobs between 2021 and 2051,

^[1] City of Kingston Staff Report to Council, Population, Housing, and Employment Growth Forecast Update to 2051, Report Number 24-016, December 5, 2023. Exhibit A attachment dated November 23, 2023, prepared by Watson & Associates Economists Ltd.



representing an average annual growth rate of 1.5% during this period, based on the current (2023) employment estimate for the City of 80,500.

Population-related employment growth is forecast to account for most of Kingston's employment growth (59%) from 2023 to 2051, followed by employment lands employment (31%) and major office employment (8%), while rural employment growth is expected to be limited (2%). Over the forecast planning horizon, employment growth within the City of Kingston is expected across a wide range of sectors, driven by continued diversification of the regional and local economic base and strong population growth.

Kingston is anticipated to experience strong employment growth in the institutional sector, representing 10,300 jobs (i.e., 31% of total employment growth), largely driven by the need for increased health services, higher education, government facilities, and other institutional facilities (i.e., cultural, religious, schools) associated with population growth. Future demand for commercial employment growth in Kingston is anticipated to also steadily increase (10,300 jobs), accounting for 31% of employment growth. Kingston is expected to experience a significant increase in knowledge-based employment driven by substantial growth in business services, professional, scientific and technical services, and information and cultural industries. A large share of this growth is expected to be in retail, personal services, and accommodation and food services.

The industrial employment base is forecast to increase by 7,300 jobs, accounting for approximately 22% of total employment growth. Significant employment opportunities are identified in sectors related to manufacturing, construction, wholesale trade/distribution, and transportation and warehousing. It is anticipated that the vast majority of the industrial employment growth will be accommodated within Kingston's Employment Areas with a small share accommodated in the rural area.

No fixed place of work employment is anticipated to expand by 2,900 jobs over the forecast period, accounting for 9% of total employment growth in Kingston. In addition to reviewing employment trends by usual place of work, consideration has also been given to the employment outlook in Kingston for employees who work at home. Over the forecast period, work at home employment in Kingston is expected to expand by 2,500 jobs.



Kingston Employment Area Land Needs

Demand for Employment Area lands within Kingston is ultimately driven by the amount and type of future employment growth. A broad range of factors and industry sector prospects, as discussed above, are anticipated to drive future employment growth and land needs within Kingston's Employment Areas through 2051.

Employment Areas are anticipated to accommodate approximately 9,700 jobs over the 2024 to 2051 period, representing roughly 30% of Kingston's employment growth over that period. Based on intensification of 10% and employment density of 20 jobs per net hectare (8 jobs per net acre), Employment Area land demand in Kingston is expected to total 440 net hectares (1,087 net acres) over the planning horizon. In accordance with the net Employment Area land supply adjusted for conversions and land vacancy, Kingston has a supply of 135 net hectares (334 net acres). In accordance with the anticipated Employment Area land demand and supply presented herein, it is forecast that the City will have an insufficient supply of Employment Area lands to accommodate growth through 2051. Kingston has a need for 305 net hectares (754 net acres) or 405 gross hectares (1,000 gross acres) of additional employment lands to accommodate the forecast growth to 2051. This includes 325 gross hectares (803 gross acres) of land for Employment Areas for primarily industrial uses as defined by the P.P.S., 2024. As such, the City will need to consider options for expansion of its employment lands to address the anticipated deficit in employment lands.

Strategic Directions and Policy Recommendations

The primary objective of the Employment Area Lands Review is to provide a long-term vision for Kingston that ensures the City continues to develop as a competitive and sustainable community and is well balanced between future population and employment growth.

As part of this study, the Consultant Team was asked to review the City's O.P. policies with respect to the findings of the land needs assessment, the P.P.S., 2024, and specific themes related to employment, business park, industrial, rural industrial, and airport-related industrial land uses. The following provides policy directions for these various subjects of interest.



Planning for Employment Uses Under a New Provincial Policy Framework

- Under the new definition of Employment Area as per the P.P.S., 2024, municipalities are required to plan for, and protect, industrial uses based on a more narrowly scoped definition of Employment Area and are limited to these uses that are primarily industrial in nature or other uses associated or ancillary to the primary use. For the purpose of this report, these protected areas are referred to as Employment Areas to ensure clarity and consistency with the P.P.S., 2024. For the sake of policy conformity, it is recommended that the City's new O.P. also use similar clarifying language. The City, however, has strived over the years to carefully plan lands for employment and it is important for Kingston to also retain this framework that has served it well. Therefore, existing protected Employment Area lands (based on the definition in the P.P.S., 2020) with uses that do not meet the updated definition of Employment Area should be reclassified from future protected Employment Areas. It is recommended that:
 - The City of Kingston revise the definition of Employment Area in the O.P. to align with the definition provided in the P.P.S., 2024. This alignment will ensure consistency and clarity in the interpretation and application of Employment Area policies.
 - As part of updating the O.P., the City of Kingston review existing development in the established designations of "Business Park" and "General Industrial" that meet the Employment Area definition in the P.P.S., 2024, and either group these together into a separate employment designation or add an overlay on Schedule 3 with policies that align the land uses to those permitted by the P.P.S., 2024. Planned land uses (i.e., lands designated but not yet developed) could then be (re)classified using a similar approach.
 - The City of Kingston maintain O.P. policies related to the protection of employment lands (i.e., restrictions on the conversion of employment lands to non-employment uses) such that these policies are vested in the urban structure of the plan. This will continue the level of protection currently in place and avoid narrowing the protection to only the redefined Employment Area under the P.P.S., 2024.
 - While residential uses are already prohibited in Employment Areas, the City of Kingston should add specific policy language to ensure comprehensive clarity. This includes defining "residential" uses to encompass dwellings, live/work units, retirement homes, and long-term care facilities. This will prevent any potential



ambiguity and ensure consistent enforcement of the prohibition on residential uses in employment zones.

Planning for Employment Uses in an Evolving Economy

The physical characteristics that make Employment Areas successful are changing as a result of the evolving knowledge-based economy. As such, land use planning policies must anticipate the evolving nature of the local and regional economy and reflect the diverse needs of established and emerging industries. As previously mentioned, it is important to recognize that structural changes in the broader economy continue to alter the nature of economic activities in Employment Areas and impact the built form (i.e., siting requirements), integration of uses, and the character of these lands. It is recommended that:

- The O.P. policies anticipate the evolving nature of the local and regional economy (e.g., knowledge-based economy) and reflect the diverse needs of industry and businesses of all sizes over the long term.
- The City of Kingston maintain the current separate designations of Business Park Industrial and General Industrial rather than merging them into a “Light Industrial” or “Industrial Park” designation. The separate designations should reflect the distinct intents and needs of these areas, ensuring appropriate land use compatibility, environmental protection, and economic development. Maintaining these distinctions supports targeted economic growth and effective land use planning, balancing the needs of both light and heavy industrial activities within Kingston’s O.P.
- The O.P. prioritize the development of comprehensive transportation and mobility solutions, including public transit access, cycling infrastructure, and pedestrian pathways, to ensure that industrial areas are easily accessible for all workers.

Protecting Employment Areas

It is considered increasingly important to protect existing Employment Areas because they provide the opportunity to accommodate industrial uses that cannot be easily accommodated in other areas of Kingston. If not carefully evaluated, the conversion of Employment Area lands to non-employment uses can potentially lead to negative impacts on the City’s economy in several ways. Given the potential negative impacts resulting from the inappropriate conversion of Employment Area lands, it is recognized



that there is a need to preserve such designated lands within Kingston for industrial uses. It is also recognized that under some circumstances, an Employment Area lands conversion may be justified for planning and economic reasons, provided such decisions are made using a systematic approach and methodology, as set out herein.

The Province has noted that under the P.P.S., 2024, municipalities would be provided with greater control over Employment Area conversions (now referred to as Employment Area removals) with the ability to remove lands from Employment Areas at any time. Under the P.P.S., 2024, there is a requirement to demonstrate that there is an identified need for the removal and the land is not required for Employment Area uses over the long term. Furthermore, the Employment Area removal requires consideration of the impact of the produced use on the function of the Employment Area and whether existing infrastructure and public facilities can accommodate the proposed use.^[1] It is recommended that:

- The City of Kingston maintain the existing criteria for evaluating conversion requests for the re-designation of Employment Area lands. The land needs assessment conducted for the Growth Study emphasized the importance of preserving Employment Areas for future job growth and the need to carefully manage the conversion of Employment Area lands to other uses. Maintaining the existing criteria for evaluating conversion requests for the re-designation of Employment Area lands will ensure that any proposed conversions are thoroughly assessed and justified, protecting the City's Employment Area land supply. Additionally, the City should implement measures to actively protect Employment Area lands from conversion to non-employment uses. This proactive approach will safeguard the City's capacity to meet long-term Employment Area land needs and support future job growth.

Accommodating Future Growth Within Developed Employment Areas

A share of Kingston's Employment Area lands is underutilized and has future intensification potential. Future redevelopment, expansion, and infill opportunities will continue to grow in Kingston's Employment Areas as they mature and evolve. It is recommended that:

[1] P.P.S., 2024, policy 2.8.2.5.



- Based on findings from the land needs assessment, the City prioritize the intensification and efficient use of existing Employment Area lands over conversion. Policies should encourage the redevelopment and upgrading of underutilized Employment Areas to accommodate new industrial activities.
- The City explore and monitor opportunities for infill and redevelopment in mature Employment Areas. Furthermore, it is recommended that the City promote and encourage the further intensification of Employment Areas, provided that the scale and type of intensification is consistent with the planned function of the area.
- The plan encourage the adaptive reuse of existing industrial buildings and sites to accommodate new industries. This strategy can preserve historical architecture, reduce construction waste, and expedite development processes.

Strategically Plan New Employment Areas

As demonstrated herein, Kingston has an insufficient supply of urban Employment Area lands to accommodate forecast urban land demand in Employment Areas to the year 2051. It is important to recognize that the forecast anticipates a significant amount of employment growth with a spectrum of employment uses and sectors over the long-term horizon. The City will need to ensure that new Employment Areas are phased in and strategically planned based on the Employment Area land needs identified and are designed to accommodate the key growth sectors.

It is critical that Kingston's Employment Areas and other urban non-residential lands are planned in a manner that aims to promote economic competitiveness, attract employment growth, and maximize employment density and land utilization, where appropriate. Phasing policies that require the servicing of greenfield Employment Area lands to be completed prior to, or in parallel with, the servicing and development of Community Area settlement area boundary expansion lands should also be explored. It is recommended that:

- The City explore options for expansion of its Employment Areas to address the deficit of 405 gross hectares by 2051 identified herein. Consideration should be given to designating available lands for employment uses near the Highway 401 corridor.
- Kingston regularly monitor Employment Area land absorption and employment density levels.



- The City strive to maintain a five-year supply of serviced and ready to develop Employment Area lands.
- The City explore phasing policies that require the servicing of greenfield Employment Area lands prior to, or in parallel with, the servicing and development of Community Area settlement area boundary expansion lands.

Identify the Positioning of Airport Lands

The Consultant Team has reviewed the airport policies in the O.P. in light of the Airport Highest and Best Land Use Study completed in 2018, the ongoing Airport Master Plan, and other airport studies. It is recommended that:

- The City of Kingston amend the O.P. to designate specific parcels within the airport lands as Business Park Industrial and General Industrial. This will facilitate the development of high-tech, innovative businesses and support diverse industrial activities.
- The City of Kingston integrate the findings from the ongoing Airport Master Plan into the O.P., focusing on employment uses that leverage the airport's strategic location.

Identifying Employment Opportunities in the Rural Area

It is recognized that Kingston's rural area is an important asset for the City. Following the Consultant Team's review of the proposed initiatives in the report entitled "Rural Kingston Economic Development Strategy: Mobilizing Opportunities for the Greater Kingston Region" (October 2020), it is recommended that:

- The City of Kingston develop a comprehensive strategy to form Rural Industrial clusters, as outlined in the Integrated Economic Development Strategy. This strategy should include the development of locational criteria to guide the establishment and growth of these clusters. The criteria should focus on enhancing the diversification of industrial activities, promoting shared infrastructure such as access roads and utility services among clustered parcels, and ensuring servicing efficiency.
- The City of Kingston encourage the adaptive reuse of existing large industrial sites for new industrial purposes. The Employment Area land needs assessment conducted herein identifies the need for 405 gross hectares of land to be



included in the urban boundary for Employment Area land needs. By repurposing existing structures and infrastructure, Kingston can optimize land use and preserve the rural character, reducing the need for new land development and supporting sustainable growth.

A review of the City's Rural Industrial policies in the O.P. was completed and recommendations on the existing policy framework are provided. Specifically, recommendations are provided on the types of industrial uses that may be appropriate within the rural, privately serviced areas, whether additional land division policies are required, and how to account for large parcel sizes while maintaining an appropriate supply of rural industrial land. It is recommended that:

- The City of Kingston expand the range of permitted industrial uses to include resource extraction and processing, light manufacturing, logistics, agribusiness services, and renewable energy production.
- The City of Kingston introduce a minimum lot frontage requirement (e.g., 60 metres) for new land divisions within rural industrial areas. This ensures that parcels remain large enough to accommodate various industrial activities while maintaining the rural character and allowing for adequate access.
- The City of Kingston implement site plan control requirements for new industrial developments in Rural Industrial areas. This will ensure that site design, landscaping, and infrastructure are compatible with the rural character and existing services. Provisions should include buffering, setbacks, and access management to minimize conflicts with adjacent land uses, thereby promoting harmonious and sustainable development within rural settings.
- The City of Kingston, as part of the strategy to form Rural Industrial clusters, establish a regulatory framework to guide their development and operation. The framework should include clear guidelines on zoning, land division, and environmental protection, among other aspects. The O.P. should be updated to reflect these guidelines and support the implementation of the strategy, ensuring that industrial activities align with the City's overall planning objectives and sustainability goals.

Site-Specific Policy Directions

There are several locations in Kingston where site-specific policies related to either employment or residential land usage apply. A number of these policies are outlined for



further review and additional consideration on their level of appropriateness is provided. Appropriateness is gauged based on how best policies can align to the ultimate strategic direction for the City of Kingston's economic growth potential and evaluating the best land use policies chosen for the target sites given all the other recently implicated provincial Ministry and O.P. policies. A summary of the policy considerations and their associated recommended strategic directions that were chosen are outlined below in Figure ES-1.



Figure ES-1
Site-Specific Policy (S.S.P.) Considerations and Strategic Directions
City of Kingston

Site-Specific Policies to Evaluate and Consider	Recommended Policy Direction and Policy Strategy
<p>Best Employment Use (1): O.P. designation for city-owned lands north of the St. Lawrence Business Park on Highway 15.</p> <p>Best Employment and Non-Employment Use (2): area between Division Street, Highway 401, Montreal Street, and Russell Street.</p> <p>Review Lands (3): identified to fulfill shortages.</p> <p>Review Employment Land Policies (4): in O.P. for appropriateness.</p> <p>Review D-6 Guidelines (5): from the Ministry of Environment, Conservation, and Parks and determine where O.P. policies misalign.</p>	<p>(1) The city-owned lands north of the St. Lawrence Business Park on Highway 15 be maintained as General Industrial with the frontage along Highway 15 as business/commercial.</p> <p>(2) Some parcels within the mentioned Employment Areas are to be retained as employment zones, while some other parcels to be converted in accordance with direction from the North King’s Town Secondary Plan, by applying Strategic Growth policies.</p> <p>(3) Conduct a review of available lands to identify ways to reach the 405 hectares of Employment Area land requirement set by the land needs assessment, also set forth criteria to review these lands.</p> <p>(4) Integrate S.S.P. Area 2 into a cluster grouping with adjacent Employment Area lands; improves operational efficiencies and economic growth.</p> <p>(5) No existing conflicts with Ministry guidelines, continued compliance ensured by robust industrial expansion studies, regular monitoring established, update buffer zone schedules within the Official Plan (e.g., Schedule 11-A Constraint Mapping). Additionally, warning clauses should be added onto residential property deeds for any purchases near sensitive lands.</p>



Role of the Municipal and Private Sectors in Employment Area Lands Development

Kingston has a strong tradition of successful municipal Employment Area land development. From a market demand perspective, the City will need to be involved in Employment Area land development for the foreseeable future, though there may be opportunities to partner with external parties on select projects through public-private partnerships. It is recommended that:

- The City of Kingston include policies that implement fast-track approval processes for industrial projects to reduce bureaucratic delays and to facilitate quicker project initiation and completion by private developers. Additionally, the City should consider the implementation of a Community Planning Permitting System to further streamline and expedite the approval process for industrial developments.
- The City of Kingston establish policies promoting public-private partnerships for infrastructure development and industrial park projects, leveraging private investment with public support to enhance infrastructure quality and attract more businesses.
- The City of Kingston adopt policies to invest in upgrading infrastructure in designated industrial areas, including roads, utilities, and digital connectivity, to make industrial sites more attractive to private developers and businesses.
- The City of Kingston, following the Employment Area land needs assessment findings in the Growth Study, begin planning for new industrial clusters on the 405 gross hectares of new Employment Area lands that are to be introduced. The City should develop a comprehensive framework to provide necessary infrastructure, ensuring these areas are well-equipped to support industrial development and attract private investment.

Climate Mitigation, Adaption, and Resilience Principles

The City of Kingston has undertaken a number of initiatives to facilitate and promote sustainable development, including the City's Climate Leadership Plan and Community Energy Plan. The City's Strategic Plan comprises a number of strategic priorities, including the Lead Environmental Stewardship and Climate Action program. It is imperative for the City to ensure that the planning and development of future Employment Areas is undertaken in a sustainable manner. One of the measures to achieve this is the inclusion of innovative practices in the design and development of



future Employment Areas. The City, through its O.P. policies, should continue to guide and encourage energy efficient and climate resilient development. It is recommended that the City:

- Develop policies to ensure industrial development considers long-term greenhouse gas emission reduction targets applicable to employment and other areas, that support achieving municipal and provincial targets and reflect consideration of the goal of carbon neutral communities.
- Encourage compact and transit-supportive Employment Areas and communities to contribute to these targets through initiatives, such as sustainable building design, inclusion of green infrastructure and vegetation/greenspace, enhancement of existing natural features, retrofit of existing buildings, transit accessibility, shared parking spaces, and supports for electric vehicles.
- Promote efficient industrial clusters based on compatible types of operation, resource requirements, and infrastructure requirement cooperative by-product synergy relationships, or densities to support district energy systems.
- Explore opportunities to attract investment in renewable energy systems (e.g., geothermal, district energy) in Employment Areas.
- Develop new Employment Areas with green infrastructure practices that manage stormwater on site, to limit stormwater run-off and urban flooding in neighbouring areas.

Economic Development Policy Directions

To ensure long-term economic and fiscal sustainability, there is an increasing need for the City of Kingston to maximize opportunities to accommodate growth and strengthen industry attraction and retention. It is important for the City to continue to promote economic development by ensuring there is a sufficient supply of marketable, serviced, and developable Employment Area lands to attract target employment sectors and businesses over the planning horizon. It is recommended that:

- The City of Kingston create a policy to ensure the availability of high-capacity utilities, including electricity, water, and broadband internet, in all industrial zones. This will attract new businesses and facilitate quick setup, enhancing the region's industrial attractiveness.



- The City of Kingston incorporate the recommendations from the Integrated Economic Development Strategy into the O.P., having regard for:
 - Adopting a holistic approach that balances short-term and long-term economic plans;
 - Developing strategic clusters in sectors such as health innovation and sustainable manufacturing; and
 - Enhancing collaboration with key stakeholders and neighbouring communities to align efforts and maximize economic development potential.



1. Introduction

1.1 Terms of Reference

The City of Kingston retained Watson & Associates Economists Ltd. (Watson), in association with Dillon Consulting Limited and urbanMetrics inc. (together referred to as the “Consultant Team”), in January 2023 to prepare a Long-Term Growth Analysis and Urban Land Needs Assessment Study to support the City’s Official Plan (O.P.) Project. This study is being prepared in two phases: Phase 1 (Technical Analysis), and Phase 2 (Strategic Directions).

This report forms a foundational document to guide long-range planning efforts with respect to the management of the City’s Employment Areas to the year 2051. This document is intended to be accompanied by a series of other reports which are being prepared concurrently by the Consultant Team as part of this broader study process to support the City’s ongoing O.P. Project, including an update of the City’s population, housing, and employment forecasts, and a corresponding assessment of the City’s future needs for Residential and Commercial lands.

The primary objective of this Employment Area Lands Review for Kingston is to provide a long-term vision that supports a broad spectrum of employment uses over the long-term horizon of the City’s O.P., while ensuring that the City continues to develop its Employment Areas in a competitive and sustainable manner. This Review provides a comprehensive assessment of current local and regional conditions on Employment Area lands as well as an examination of anticipated non-residential real estate market trends, including opportunities and disrupters that are anticipated to influence employment growth across Kingston by sector over the next three decades.

This Employment Area Lands Review provides a comprehensive analysis of both City-owned and privately owned Employment Area lands within Kingston to ensure that an adequate supply of Employment Area land is designated to accommodate long-term demand. In addition, a key objective of the Employment Area Lands Review is to provide a strategy to further enhance the City’s economic base.

This report has two major components. The first component, Employment Area Technical Analysis, includes a market analysis and Employment Area land needs analysis for the City’s Employment Areas. The second component includes an



Employment Area Strategy that builds upon the City's past successes and supports the City's key employment sectors and clusters. Strategic recommendations are provided in the Employment Area Strategy to strengthen the City's O.P. policies for Employment Areas and to support the City's competitiveness.

1.2 Study Process

As previously noted, the City of Kingston is currently preparing a long-term Growth Analysis and Urban Land Needs Assessment Study as background to its O.P. Project. This includes population, housing, and employment forecasts to the year 2051, and an assessment of long-term urban land needs to accommodate forecast urban development over the next three decades. The study has a number of separate but integrated deliverables, including:

- Population and Housing Growth Forecast to 2051 (including growth allocations by Sub-Area, Water Service and Wastewater Catchment Area);
- Community Area Land Needs and Intensification Analysis;
- Commercial Land Needs Review; and
- Employment Area Lands Review.

The Employment Area Lands Review presented herein builds upon each of the other deliverables outlined above. These other deliverables, provided as part of the City's Long-Term Growth Analysis and Community Area Land Needs and Intensification Analysis Study, set out the broader planning framework for managing growth over the next three decades, including long-range population trends, housing forecasts by structure type and location, priorities and targets for residential intensification, urban land requirements for residential and commercial/mixed-use development and strategic planning policy recommendations.

On December 5, 2023, City of Kingston Council endorsed the Medium Population, Housing, and Employment Growth Scenario to 2051, prepared by Watson.^[5] The Medium Population, Housing, and Employment Growth Scenario forecasts a permanent

^[5] <https://events.cityofkingston.ca/default/Detail/2023-12-05-1900-Regular-Council2/>



and student population base of 220,900 and an employment base of 113,900 by 2051.^[6] Leading to the endorsement of the growth forecast scenario by City of Kingston Council, an in-person Public Information Centre (P.I.C.) was held in June 2023. The Consultant Team and City of Kingston Planning Services Department also engaged with various City departments and external stakeholders over the course of the project. Additionally, the Consultant Team and City of Kingston Planning Services Department also consulted with representatives of Queen's University, St. Lawrence College, and the Royal Military College of Canada in the development of the post-secondary student forecast.

More recently, on April 17, 2024, a second P.I.C. was held in-person to present and discuss the land needs and intensification findings contained in this report, and the preliminary technical results of the Commercial Land Review and Employment Area Lands Review.

1.3 What are Employment Area Lands?

Employment Area lands typically include a broad range of designated lands, including light, medium, and heavy industrial lands, business parks, and rural industrial lands. Employment Area lands accommodate primarily export-based employment, including a wide range of industrial uses (e.g., manufacturing, distribution/logistics, transportation services). The City of Kingston's Employment Area lands in the context of the current O.P. are as discussed in section 2.2.

Employment Area refers to a cluster of Employment Area lands. The Provincial Policy Statement, 2020 (P.P.S., 2020) defines Employment Areas as lands designated in an O.P. for clusters of business and economic activities, including but not limited to manufacturing, warehousing, offices, and associated retail and ancillary facilities. Typically, these areas accommodate export-based activities that cannot be accommodated elsewhere in the municipality due to the need for buffering from sensitive land uses.

^[6] City of Kingston Staff Report to Council, Population, Housing and Employment Growth Forecast Update to 2051, Report Number 24-016, December 5, 2023. Exhibit A attachment dated November 23, 2023, prepared by Watson & Associates Economists Ltd.



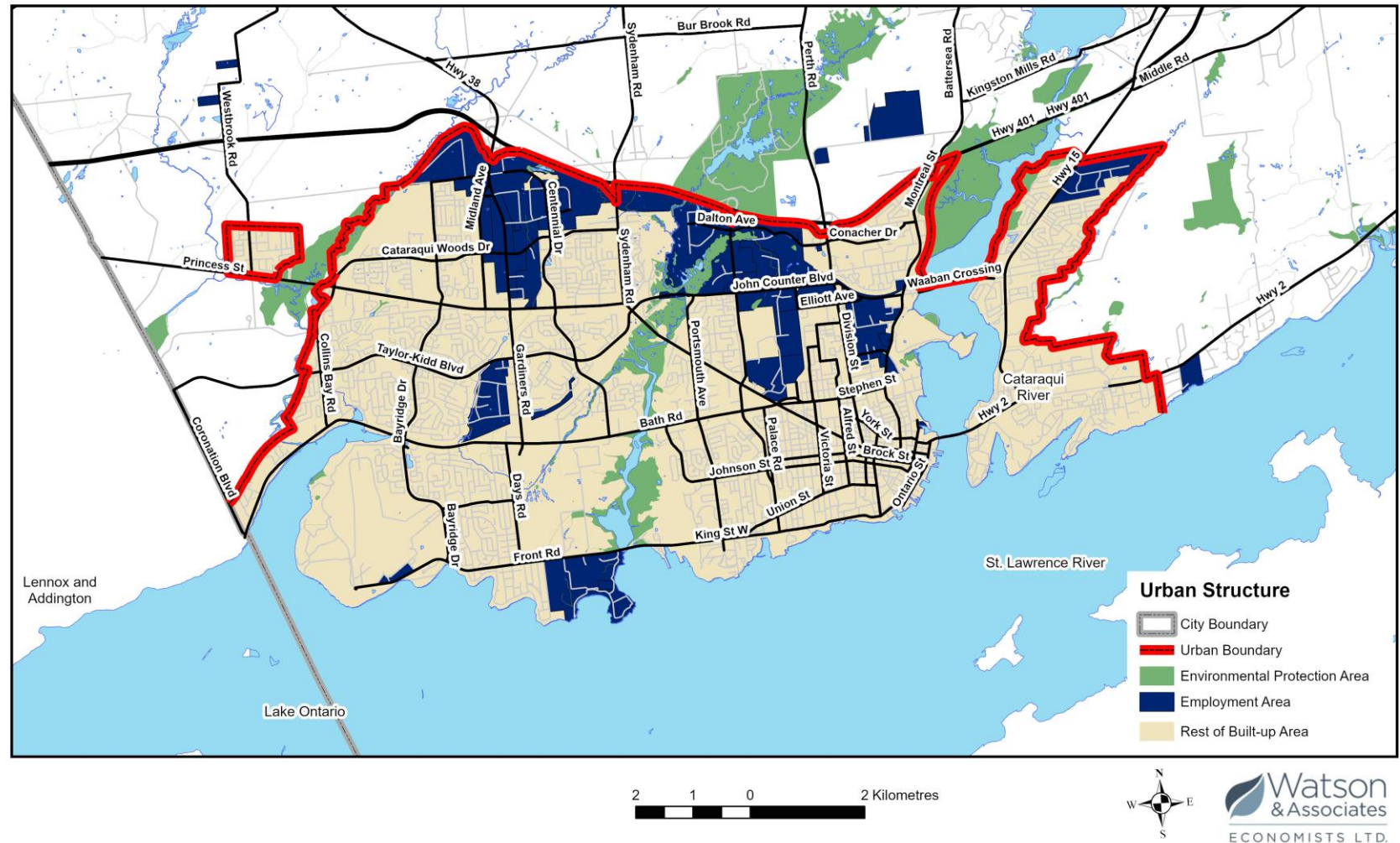
The new Provincial Planning Statement, 2024 (P.P.S., 2024) narrows the range of permitted uses within Employment Areas to comprise uses that are primarily industrial in nature, including manufacturing; research and development in connection with manufacturing; warehousing and goods movement; and associated retail and office uses and ancillary facilities. The P.P.S., 2024 prohibits residential uses, commercial uses, public service facilities, and other institutional uses from Employment Areas. This includes retail and office uses that are not associated with the primary employment use, and other sensitive land uses that are not ancillary to uses permitted in the Employment Area.

As illustrated in Figure 1, there are 15 distinct urban Employment Areas across Kingston comprising a range and mix of employment uses, in accordance with the P.P.S., 2020. Kingston also has rural Employment Area lands located outside the Urban Boundary, which are designated Rural Industrial and Waste Management Industrial in the City's O.P. The developed rural Employment Area lands are largely concentrated along McAdoo's Lane. The City's rural Employment Area lands accommodate general industrial-type businesses, including outdoor storage, warehousing, manufacturing, assembling, and processing. The rural Employment Area lands are privately serviced, which limits their utilization and the uses that can be accommodated.

Kingston's Employment Areas primarily comprise industrial uses and are intended to be developed for light, heavy, and business park industrial uses, limited-service commercial uses, and related uses, in accordance with the P.P.S., 2020. Kingston's Employment Area delineated boundaries and permitted uses are subject to change under the P.P.S., 2024 definition of Employment Areas, discussed in sections 1.3 and 2.1.



Figure 1
City of Kingston
Existing Designated Urban and Rural Employment Areas





Employment Areas form a vital component of Kingston's land use structure and are an integral part of the local economic development potential of the economic region. They are also home to many of the City's largest private-sector employers. Employment Areas contribute towards fostering a diverse economy, which is a key objective of the City's Economic Development Strategy. Through the development of its Employment Areas, Kingston is better positioned to build more balanced, complete, and competitive communities. Development typically accommodated on Employment Area lands generates relatively strong economic multipliers (i.e., spin-off effects) that benefit Kingston directly and indirectly. In addition, Employment Areas typically generate high-quality employment opportunities which can improve local socio-economic conditions (i.e., live/work opportunities). Furthermore, achieving non-residential growth adds to a community's assessment base, which can help support competitive property taxes and stronger municipal service levels. Employment Area land development also tends to produce more positive net fiscal benefits for the community than other types of development (e.g., residential and retail). Thus, a healthy balance between residential and non-residential development is considered an important policy objective for Kingston and the surrounding economic region.

1.4 Stakeholder Consultation

As part of the study process, the Consultant Team engaged with key stakeholders in the community to gain valuable input regarding employment growth drivers by industry sector, as well as current and anticipated market prospects for industrial development in Kingston. The input received is reflected in the municipal competitiveness assessment and growth outlook presented in Chapters 5 and 8, respectively.

2. Policy Context

Employment Area land policies and regulations, and other guiding documents play a key role in directing development activity. To accommodate Kingston's steadily growing economic base, the City's land use planning policies must anticipate the evolving nature of the local and regional economy and reflect the diverse needs of industry and businesses of all sizes over the long term. These policies must also offer a degree of flexibility and nimbleness that allows for relatively rapid responses to unforeseen changes, which can be a critical competitive advantage relative to competing markets.



The following provides a summary of the relevant provincial and local regulatory and policy framework that relates to Employment Areas and Employment Area lands. These policies provide a framework for the analysis and policy directions outlined in Chapter 8.

2.1 Provincial Policy Statement

The employment growth forecast and land needs analysis, provided herein, was prepared under the purview of the new P.P.S., 2024, which was issued on August 20, 2024 and comes into effect on October 20, 2024. The P.P.S., 2024 is intended to simplify and integrate existing provincial policies (A Place to Grow: Growth Plan for the Greater Golden Horseshoe (the Growth Plan, 2019) and the P.P.S., 2020) while providing municipalities and the Province with greater flexibility to deliver on housing objectives.

A key focus of the P.P.S., 2024 is that it recognizes that the approach to delivering Employment Area land needs requirements will vary by municipality and, as such, moves away from a prescriptive guideline-based approach. The following summarizes key highlights of the P.P.S., 2024.

1. Compared to the P.P.S., 2020, the P.P.S., 2024 provides a more flexible horizon for planning for growth by providing a planning horizon with a minimum of 20 years and a maximum of 30 years. As per the P.P.S., 2024, “planning for infrastructure, public service facilities, strategic growth areas, and employment areas may extend beyond this time horizon.”^[7] Based on our interpretation of the P.P.S., 2024, this would suggest that municipalities are to designate land to accommodate growth over a 20- or 30-year period, with the opportunity to designate additional land beyond the 30-year time horizon for Employment Areas.
2. The P.P.S., 2024 includes an updated definition of Employment Area based on the amendment of the *Planning Act* on June 8, 2023. The new definition of Employment Area is more narrowly scoped than under the P.P.S., 2020, allowing only uses that are primarily industrial in nature and only other uses associated or ancillary to the primary use. The *Planning Act* was amended under subsection 1 (1) to include a new definition of “area of employment.” The amendment to the

^[7] P.P.S., 2024, policy 2.1.3, p. 6.



Planning Act received Royal Assent as part of Bill 97 on June 8, 2023. The “area of employment” definition change in the *Planning Act* would require proclamation of the Lieutenant Governor before it comes into effect. In light of the definition change of Employment Area, a key concern for municipalities will be their ability to provide an urban structure that will support other employment-generating uses outside of Employment Areas, particularly non-retail commercial and institutional uses (e.g., office uses, training, and education, entertainment, wholesale trade, and service repair centres). Traditionally, Employment Areas have been regarded as areas protected for key targeted employment sectors, especially those in the export-based sectors.

3. The P.P.S., 2024 requires that all development within 300 metres of Employment Areas shall avoid, or mitigate, potential impacts on the “long term economic viability” of employment uses.^[8] This means that planning for Employment Areas or other uses in proximity to Employment Areas, municipalities must ensure that there is an appropriate transition between Employment Areas and sensitive uses like residential uses. It is also suggested that specific industrial, manufacturing, and small-scale warehousing uses that do not require separation from sensitive land uses are to be encouraged to be located in mixed-use areas or Strategic Growth Areas where frequent transit service is available, outside of Employment Areas.^[9]
4. The P.P.S., 2024 carries forward similar policies on conversions to those provided in the P.P.S., 2023. The Province has noted that under the P.P.S., 2024, municipalities are provided with greater control over Employment Area conversions (now referred to as Employment Area removals) with the ability to remove lands from Employment Areas at any time. Previously, under the P.P.S., 2020, and the Growth Plan, 2019, municipalities were required to review changes to designated Employment Areas during a Municipal Comprehensive Review or a Comprehensive Review. Under the P.P.S., 2024, there is a requirement to demonstrate that there is an identified need for the removal and the land is not required for Employment Area uses over the long term.

^[8] P.P.S., 2024, policy 2.8.1.3, p. 13.

^[9] Ibid., policy 2.1.8.2, p. 13.



5. The P.P.S., 2024 identifies that development within rural areas needs to be assessed within the rural context in terms of the scale of servicing and character.^[10] No further direction is provided with respect to development within existing or new rural Employment Areas. Under subsection 2.2.9.5 of the Growth Plan, 2019, the Province provided a framework for rural Employment Area expansions. The framework identified that the expansion of Employment Areas outside settlement areas on rural lands that were designated for employment uses may only be permitted if necessary to support the immediate needs of existing businesses and if compatible with the surrounding uses.^[11] The P.P.S., 2024 does not carry forward this policy.

As previously noted, as part of Bill 97, the definition of Employment Area has received Royal Assent but will require proclamation before it comes into effect. Upon initial review of these documents, the technical results of this analysis would remain unchanged.

The technical analysis and policy directions presented herein have been prepared in accordance with Bill 185 and the P.P.S., 2024, with the assumption that the new provincial policy framework will come into effect prior to finalizing the broader study.

2.2 Current City of Kingston Official Plan

The City of Kingston O.P. provides policies to protect and preserve Employment Areas for current and future uses. The O.P. policies are designed to promote Employment Areas and to foster a strong and diversified economic base with a range of opportunities for residents. Through O.P. policies, the City intends to maintain a healthy and sustainable employment base by having services and amenities in close proximity. The O.P. policies aim to sustain the viability and efficiency of industrial operations by protecting Employment Area lands from incompatible uses. The O.P. policies support the revitalization of older Employment Areas and facilitate providing and improving infrastructure to create attractive Employment Areas that improve the quality of life of residents.

^[10] P.P.S., 2024, policy 2.5.3.

^[11] A Place to Grow, Growth Plan for the Greater Golden Horseshoe, Office Consolidation, 2020, policy 2.2.9.5, p. 28.



It is important to note that the current O.P. Employment Area policies do not align with the changed *Planning Act* definition or the P.P.S., 2024 definition for Employment Areas. As such, changes to O.P. Employment Area policies will be needed in order to be consistent with the P.P.S., 2024.

The existing approved O.P. identifies three land use designations that fall under the general category of urban Employment Area lands (as defined herein): General Industrial, Business Park Industrial, and Waste Management Industrial. The City also has a Rural Industrial designation for lands located outside the Urban Boundary.

The following provides a brief description of each designation:

- **General Industrial:** lands under this designation are intended to provide convenient locations for manufacturing, wholesale trade, construction, transportation, storage, communications, utilities, and similar uses. These uses are grouped into distinct Employment Areas to foster economic synergy and avoid or mitigate adverse effects on residential uses or other sensitive neighbouring uses.
- **Business Park Industrial:** lands under this designation are intended to provide prominent locations for industrial and industrial-support uses in architecturally treated and finished buildings with a high-quality landscaped setting. These areas promote manufacturing, office, research, and similar employment uses.
- **Waste Management Industrial:** lands under this designation are intended to provide suitable locations and conditions that may involve intrusive levels of noise, odour, dust, and other emissions and may have unsightly visual impacts.
- **Rural Industrial:** lands under this designation are intended to recognize limited areas of industrial development that are generally of a larger scale that serves the local rural community and the agricultural community.

2.3 Other Economic/Planning Studies

2.3.1 *Employment Lands Development Trends and Supply Update, 2021*

Watson was retained by the City of Kingston in 2021 to prepare an Employment Lands Development Trends and Supply Update. The purpose of this assignment was to update key elements of the City of Kingston 2015 Employment Land Strategy Review,



including the urban Employment Area land supply inventory and the assessment of recent development trends on urban Employment Area lands. This review was intended to serve as an interim update to support on-going planning and real estate work ahead of a Comprehensive Review in 2023. The analysis and findings of this study was intended to help support Kingston's new Integrated Economic Development Strategy.^[12]

The study concluded that the City's inventory of municipal Employment Area lands has diminished significantly since 2014 due to strong development activity. As of 2021, Kingston had 45 hectares (110 acres) of City-owned serviced and ready to develop Employment Area land.

2.3.2 Integrated Economic Development Strategy, 2020

The City of Kingston's and Kingston Economic Development's Integrated Economic Development Strategy provides a framework to promote a prosperous and sustainable local business ecosystem that facilitates economic growth and prepares the City for the future.

Kingston's Integrated Economic Development Strategy adopts a cluster approach that prioritizes two key sectors: health innovation and sustainable manufacturing. The cluster approach builds on the unique strengths of Kingston and focuses on multi-level collaboration towards common goals while using resources more effectively. Through the cluster approach, Kingston will be promoted as a Canadian leader in the health innovation and sustainable manufacturing sectors. By developing two strategic clusters in these two sectors, Kingston will be able to retain and grow its employment base, help local businesses sustainably grow, attract investments, and encourage new direct foreign investment opportunities in Kingston.

2.3.3 Integrated Workforce Development and In-Migration Strategy, 2023

Kingston's Integrated Workforce Development and In-migration Strategy is an initiative designed to enhance economic growth, address local labour market needs, and attract talented individuals from around the world. This strategy provides a comprehensive solution to complex challenges and intends to not only strengthen the local workforce

^[12] Integrated Economic Development Strategy, Kingston Economic Development and the City of Kingston, November 2020.



but also position Kingston as a destination for professionals seeking new opportunities. Through targeted marketing efforts, strategic partnerships, and a welcoming approach to immigration, Kingston's Integrated Workforce Development and In-migration Strategy aims to attract and retain individuals who can contribute their skills, experiences, and perspectives to the local industries in Kingston.

2.3.4 Clogg's Road Business Park

The Clogg's Road Business Park is in the Cataraqui Westbrook neighbourhood, and is located south of Highway 401, west of Gardiners Road, north of Creekford Road, and east of Collins Creek. The Business Park comprises east and west parcels known as 2800 Clogg's Road and 3001 Clogg's Road, respectively. The Business Park was previously subject to a Minister's Zoning Order (MZO), the MZO was revoked by the Minister of Municipal Affairs and Housing in April 2024. The Business Park is now subject to the Kingston Zoning By-Law and is designated and zoned Business Park, M1 Zone. The east parcel is serviced. The west parcel is going through a draft plan of subdivision process and is currently unserviced.

2.3.5 North King's Town Secondary Plan Area

The City of Kingston is developing a secondary plan for the North King's Town area to guide growth and development in the area. The northern part of the North King's Town Secondary Plan area includes the Old Industrial Area, which is mainly classified as General Industrial in the Kingston O.P. The area covers 64 net hectares of developed Employment Area land and contains a number of vacant and underused properties, many of which face constraints such as brownfield sites, lack of road access, and connectivity issues. Despite being home to various industrial sectors such as manufacturing, construction, wholesale trade, and public administration, the area's distance from and limited access to Highway 401, and the shortage of serviced and ready to develop industrial lands, limit its potential for industrial development. The area, however, presents opportunities for business park-style development, particularly for office spaces catering to "knowledge-based" industries.

2.3.6 Rural Kingston Economic Development Strategy: Mobilizing Opportunities for the Greater Kingston Region

The Rural Kingston Economic Development Strategy: Mobilizing Opportunities for the Greater Kingston Region (October 2020) identified a number of key initiatives for the



rural area, including support agriculture activities and businesses; promote plan-led Hamlet development; revitalize tourism in the rural area; and develop strategic rural business clusters. To support agricultural activities and businesses, the strategy aims to attract new farmers, encourage local food consumption, foster farming innovation, and explore niche and value-added food production. For hamlet-led development, the strategy includes developing hamlet-based opportunities, promoting concentrated residential development, and attracting commercial residential projects. Tourism opportunities are revitalized through animation and agri-tourism initiatives. Additionally, the development of strategic rural business clusters focuses on encouraging industry-specific business parks and leveraging the proximity to Highway 401 to attract businesses. These initiatives collectively aim to stimulate economic growth and sustainability in Rural Kingston.

3. Regional and Local Economic and Employment Growth Trends

The following provides a brief review of recent macro-economic trends and regional growth drivers that are anticipated to influence future growth trends within Employment Area lands within Kingston.

3.1 Macro-Economic Trends Influencing Employment Area Lands Development in the City of Kingston

3.1.1 *Global Economic Outlook*

In its latest World Economic Outlook, the International Monetary Fund is forecasting global economic growth to increase slightly from 2.9% in 2023 to 3.1% in 2024 and 3.2% in 2025. For advanced economies, economic growth of 1.6% in 2023 exceeded the International Monetary Fund's forecast of 1.5% from its previous October 2023 projections. Looking forward, the outlook has slightly improved from the International Monetary Fund's October 2023 projections, with forecast growth of 1.5% in 2024 and 1.8% in 2025. Global headline inflation is anticipated to fall from 6.8% estimated as of 2023 to 5.8% in 2024 and 4.4% in 2025.

Growth prospects for emerging markets and developing economies are much more varied, but overall have strengthened slightly from the International Monetary Fund's



October 2023 outlook and are noticeably stronger relative to advanced economies with economic growth projections of 4.1% in 2023 and 4.2% in 2024.^[13]

Within the United States (U.S.), real gross domestic product (G.D.P.) grew by a relatively moderate 1.9% in 2022 and by 2.5% in 2023. The G.D.P. is forecast to continue to grow by about 2.1% in 2024 before decreasing to 1.7% in 2025. This outlook is broadly based on assumptions related to anticipated declines in interest rates, declining inflation, a related softening in labor markets, and pass-through effects from earlier and ongoing declines in relative energy prices.

3.1.2 Trends in Ontario Economy in Canadian Context

Similar to the broader Canadian economy, the economic base of Ontario, as measured by G.D.P. output, has shifted from the goods-producing sector (i.e., manufacturing and primary resources) to the services-producing sector over the past several decades. This shift has largely been driven by G.D.P. declines in the manufacturing sector which were accelerated as a result of the 2008/2009 global economic downturn. It is noted, however, that these G.D.P. declines in the manufacturing sector have started to show signs of stabilization over the past few years, both prior to the coronavirus disease (COVID-19) pandemic and through the more recent economic recovery.

Over the past decade, the Ontario export-based economy experienced a rebound in economic activity following the 2008/2009 downturn; however, this recovery was relatively slow to materialize with levels sharply rebounding by 2014, as illustrated in Figure 2. This economic rebound was partially driven by a gradual recovery in the manufacturing sector, fueled by a lower-valued Canadian dollar combined with the gradual strengthening of the U.S. economy.^[14] Provincial G.D.P. growth eased in 2019, largely as a result of a tightening labour market and slowing global economic growth.^[15]

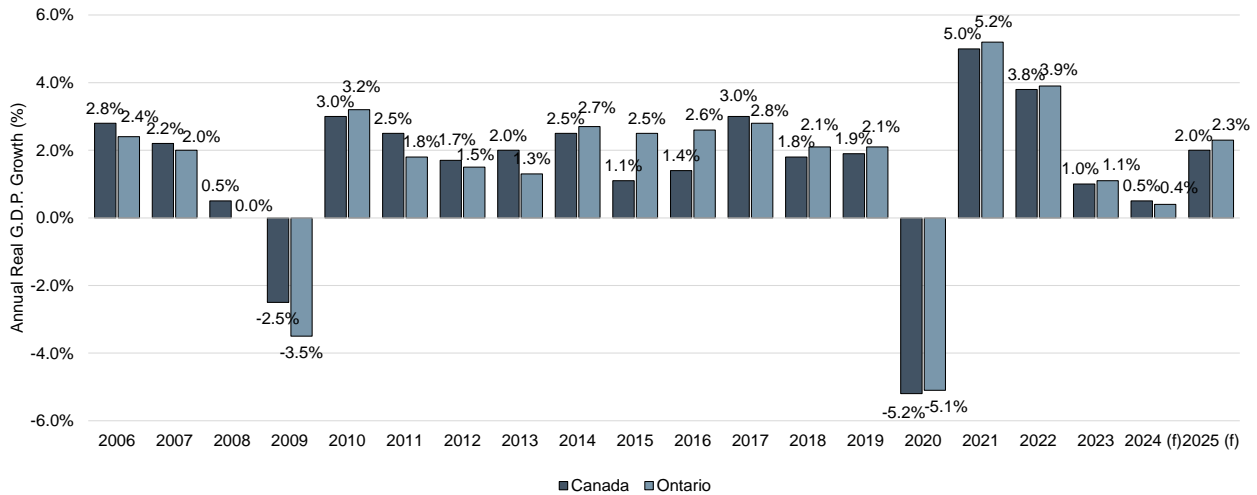
^[13] International Monetary Fund, World Economic Outlook, Moderating Inflation and Steady Growth Open Path to Soft Landing, October 2023.

^[14] Valued at approximately \$0.73 U.S. as of June 2024.

^[15] Provincial Economic Outlook, BMO Capital Markets, January 5, 2024.



Figure 2
Province of Ontario and Canada
Annual Real G.D.P. Growth, Historical (2006 to 2023), and Forecast (2024 to 2025)



Note: 2024 and 2025 are forecast by BMO Capital Markets Economics.
Source: Derived from BMO Capital Markets Economics, Provincial Economic Outlook, January 19, 2024, by Watson & Associates Economists Ltd.

Since being declared a pandemic by the World Health Organization on March 12, 2020, the economic impact of COVID-19 on economic output has been significant. The Canadian and Ontario economy contracted by 5.2% and 5.1%, respectively, in 2020, as illustrated in Figure 2. Economic sectors such as travel and tourism, accommodation and food, manufacturing, and energy were hit particularly hard by COVID-19 social-distancing measures.

Following a sharp national economic downturn in 2020 in response to COVID-19 policy measures, federal economic support and fiscal stimulus, and vaccine rollouts, Canada experienced a sharp economic recovery in 2021 and 2022. BMO Capital Markets has forecast that G.D.P. growth declined to 1.1% in Ontario in 2023 and 1.0% overall for Canada and will further moderate in 2024 to 0.4% for Ontario and 0.5% for all of Canada.

Notwithstanding this recovery, there are growing macro-economic headwinds of which to be aware, that are influencing the economy at the national, provincial, and regional levels. Most notably, persistently high global and national inflation levels have required an aggressive response by central banks to tighten monetary conditions through sharp



increases in interest rates and quantitative tightening.^[16] It is noted that in April 2024, Canada's inflation rate was 2.7%.^[17] Current measures by central banks are anticipated to continue to cool economic output and consumer demand; however, on-going trade disruptions, geo-political conflict, and tight labour conditions continue to aggravate global supply shortages of goods and services. In turn, this somewhat limits the ability of tighter monetary conditions to ease rising inflationary pressures.

Rising public-sector debt due to pandemic response measures and increasing household debt loads resulting from sharp housing price appreciation in many areas of Canada, most notably the Country's largest urban centres, are also a concern. While the national housing market has recently showed cooling signs as a result of higher mortgage rates, rising borrowing costs and upward pressures on rents are further exacerbating challenges associated with declining housing affordability through increases in monthly household carrying costs. These impacts, combined with the broader inflationary concerns outlined above, are increasingly likely to result in potential near-term setbacks in the economic recovery path for Ontario, and more broadly for Canada.

It is important to recognize that the longer-term population and employment growth potential for the City of Kingston will be heavily dependent on the overall sustained economic growth potential of the Kingston Census Metropolitan Area (C.M.A.) and Province of Ontario as of whole. Looking ahead, there are evolving macro-economic headwinds of which to be aware, that are impacting the economic conditions within Kingston and the surrounding economic region. Despite these unintended consequences of COVID-19 and the near-term economic headwinds discussed above, the long-term economic and housing outlook for Eastern Ontario and Kingston remains positive as the region continues to be attractive to international investment and newcomers alike.

3.1.3 Outlook for National and Provincial Manufacturing Sector

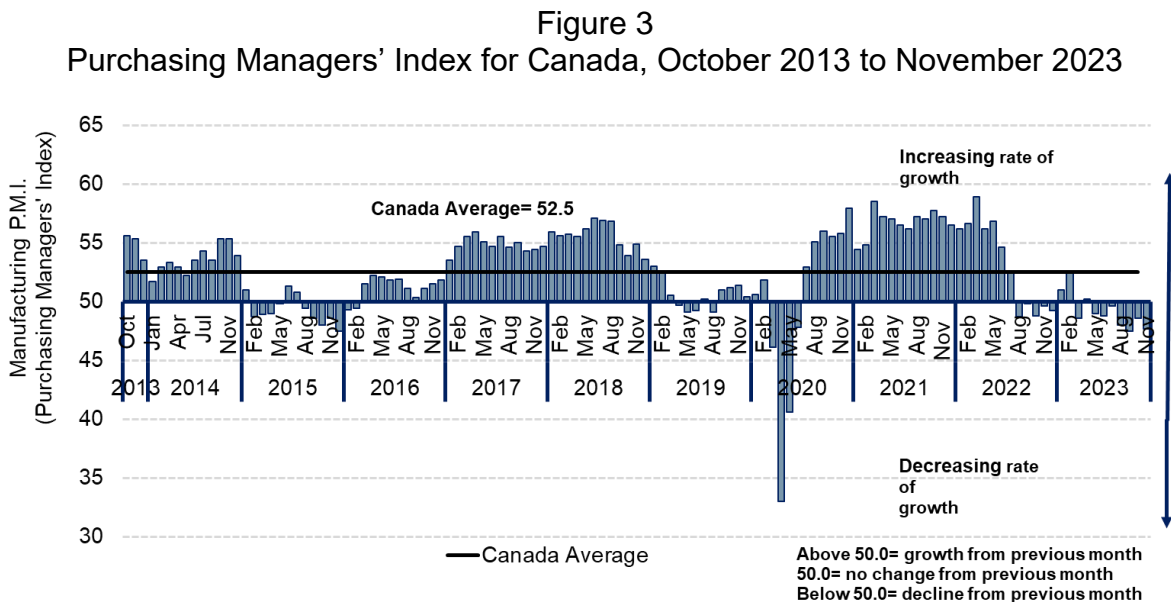
The Purchasing Managers' Index is a prevailing economic indicator for economic trends in the manufacturing and services sectors, which is based on the purchasing managers' market condition outlook and serves as a key measure of the direction of the

^[16] Quantitative tightening is a process whereby a central bank reduces the supply of money circulating in the economy by selling its accumulated assets, mainly bonds.

^[17] Statistics Canada The Daily, Consumer Price Index: May 21, 2024.



manufacturing sector monthly. The Purchasing Managers' Index is a number that ranges between 1 and 100. A Purchasing Managers' Index value greater than 50 represents an expansion relative to the previous month, while a Purchasing Managers' Index value less than 50 represents a contraction. Figure 3 summarizes the Purchasing Managers' Index for Canada between 2013 (October) and 2023 (November). As illustrated in Figure 3, the Purchasing Managers' Index indicated moderate to strong expansion between 2013 and 2021, except in the years 2015, 2019, and 2020 for which the index showed sustained monthly contractions. The Purchasing Managers' Index showed steep contractions in manufacturing at the beginning of March 2020 due to the negative effects of COVID-19 on the global economy, international trade, and the general demand for goods and services. These conditions worsened into April 2020; however, they showed signs of a strong rebound by July 2020 before moderating by July 2022. For the rest of 2022 through November 2023, the index showed sustained contractions in most months. The Canadian Purchasing Managers' Index's average for the entire reference period is 52.5.



Source: HIS Markit Canada, Canada Purchasing Managers' Index, October 2013 to November 2023, summarized by Watson & Associates Economists Ltd., 2023.

As summarized in Figure 4, from 2004 to 2009 the labour force and G.D.P. of Ontario's manufacturing sector decreased significantly. Between 2009 and 2019, however, provincial labour force levels stabilized in this sector, while G.D.P. output steadily increased. Since stabilizing in 2010, labour force levels in the manufacturing sector



have remained relatively steady except for the mid-2020 decline and sharp recovery following the onset of COVID-19.

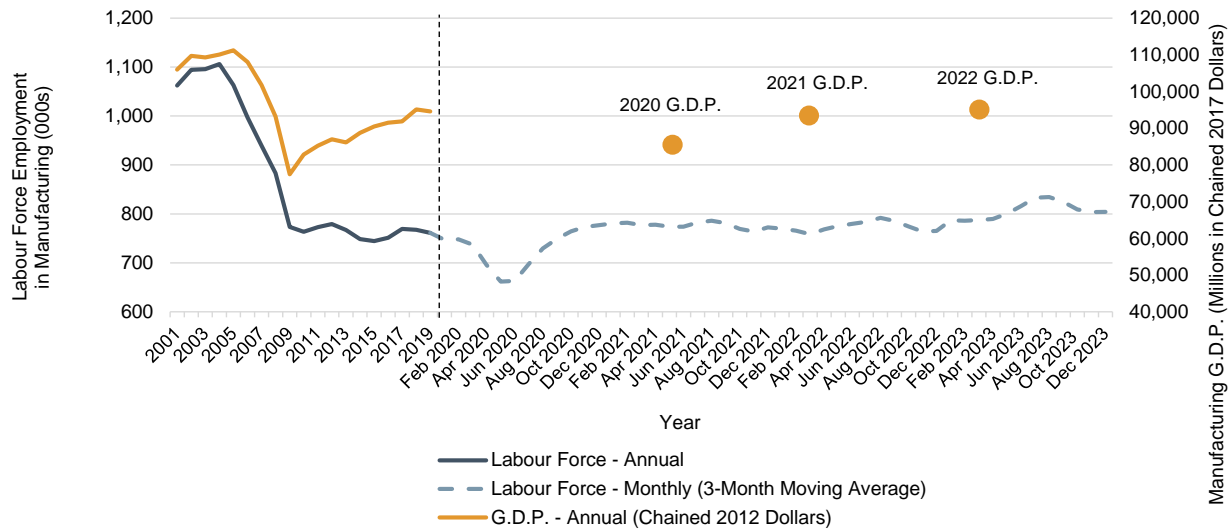
While manufacturing remains vitally important to the provincial and regional economy concerning jobs and economic output, this sector has not represented an employment growth sector at the provincial or regional level over the past several decades. Notwithstanding these structural economic challenges, within the Kingston Census Metropolitan Area the manufacturing sector has experienced a relatively strong recovery over the past decade, increasing from a 2012 labour force of 4,300 to a labour force of 5,400 by 2023.^[18]

While there will continue to be a manufacturing focus in Ontario, the nature of industrial processes is rapidly shifting, becoming more capital/technology intensive and automated, with lower labour requirements. The highly competitive nature of the manufacturing sector will require production to be increasingly cost-effective and value-added oriented, which bodes well for firms that are specialized and capital/technology intensive. As a result of increased technological efficiencies in the manufacturing sector, provincial G.D.P. levels related to the manufacturing sector are anticipated to outpace labour force growth over the next decade, indicating increasing G.D.P. output per employee.

^[18] Statistics Canada Employment by Industry, Census Metropolitan Areas, Annual.



Figure 4
Manufacturing Labour Force Trends in Ontario, 2001 to December 2023



Source: Annual labour force data from Statistics Canada Labour Force Survey, Table 282-0125, 2020 monthly data from Table 14-10-0091-01, and 2021 to 2023 monthly data from Table 14-10-0388-01. Annual G.D.P. data from Statistics Canada Table 36-10-0402-01, by Watson & Associates Economists Ltd.

3.2 Emerging Industry Sector and Labour Force Trends

Continued structural changes in the global economy and technological advancements will require municipalities to be increasingly responsive and adaptive to changing industry needs and disruptive economic forces, which have been accelerated by the COVID-19 pandemic. There are a number of key industry and labour force trends that are expected to influence growth and development patterns in Kingston over the coming decades. These trends include:

- Continued disruption of “bricks and mortar” retail driven by changes in consumer behavior through e-commerce;
- Economic growth related to the logistics sector generated from the growing demand in e-commerce and requirements for regional fulfillment centres to serve the growing provincial population base;
- Increasing use of technology in commercial services leading to alternative platforms to purchase and share products;
- A continued economic recovery in the manufacturing sector, in particular advanced manufacturing;



- Longer-term opportunities and challenges in the manufacturing sector associated with nearshoring, automation, and the rise of artificial intelligence;
- Growing opportunities within the Green Technology sector as Kingston and the surrounding market area transition to a clean energy economy;
- Increased opportunities related to work at home, hybrid work at home/at office work models, and distributed work/learning largely driven by technological innovation and improvements to regional telecommunications; and
- The continued rise of the gig economy as individuals utilize technology to supplement their income in more flexible ways in contrast to traditional work patterns.

Recognizing these recent structural changes in the macro-economy, there is a need for the City of Kingston to ensure that the amount, type, and location of the City's established and planned Employment Areas are well aligned with these broader trends and the anticipated local market demand.

3.3 Planning for the New Economy

Ontario's economy is transitioning from goods to services production. The trend towards more knowledge-intensive and creative forms of economic activity is evident across many sectors within both the broader national and provincial economy. Employment sectors that are anticipated to lead Ontario with respect to economic output and employment growth include financial services, information technology, business services, health care and social services, government, advanced manufacturing, energy, information and cultural industries, education, training and research, agri-business, and tourism.^[19]

3.3.1 Planning for Industrial Sectors

Recognizing the recent structural changes in the provincial and regional economy, there is a need for the City of Kingston to ensure that the amount, type, and location of its established and planned Employment Areas are well aligned with anticipated market demand. It is also important that Kingston's Employment Areas are planned and

^[19] It is important to note that the manufacturing industry experienced a G.D.P. decline in 2020 due to the negative effects of COVID-19 and has been recovering, as illustrated in section 3.2.2.3.



designed to accommodate a broad range of established and emerging industrial uses related to the City's target sectors, including advanced manufacturing, goods movement, construction, and utilities. Employment Areas should also offer competitive attributes and supportive infrastructure, promote employee quality of life, and synergies to attract the growing knowledge-based sector, building on the successes of the Cataraqui Estates Business Park and the St. Lawrence Business Park.

Many of the growing sub-sectors in advanced manufacturing, such as energy, automotive, technology, and clean tech, require integrated operations on larger sites in a "industrial campus" setting, composed of multiple buildings. These integrated facilities often accommodate a combination of office, research and development, warehousing and logistics, and on-site manufacturing.

To address the broad needs of industry, a range of Employment Areas by site size, access, designation/zoning, and surrounding land use are required that will provide significant land area to accommodate mid- to large-scale uses with opportunities for surface parking and future expansion potential. On average, employment density levels for integrated office/distribution and training facilities are much lower than standalone major office developments. Given the unique operational requirements of these facilities, such uses often cannot be accommodated in downtown or mixed-use office settings. In industrial/business parks, high order industrial uses are often positioned at gateway locations (i.e., at major highway interchanges) with direct highway access/exposure and good connectivity to arterial roads.

Continued growth in e-commerce continues to drive demand for increasingly larger, more land-extensive warehousing facilities, generally in greenfield Employment Areas. Across North America, the goods movement industry is continuously evolving at a rapid pace, responding to growing consumer demand and increased expectations with respect to speed of delivery. As discussed below, e-commerce and technological improvements represent the biggest drivers of change in the goods movement industry, powered by the rapid growth of mobile technology.

3.3.2 Planning for Knowledge-Based Sectors

Recent employment growth has been increasingly driven by growth in the knowledge-based or creative class economy, including employment sectors such as advanced manufacturing, professional, scientific and technical services, finance and insurance,



real estate, information and culture, health care and social assistance, and education. With an increasing emphasis on these knowledge-based sectors, major office, flex office, and multi-purpose facilities encompassing office and non-office uses are becoming increasingly dominant built forms.

Workers in knowledge-intensive industries are increasingly demanding accessible and dynamic work environments that promote interaction and innovation. This underscores “place making” as an increasingly recognized and important concept in creating diverse and vibrant workplaces which, in turn, can help attract local population and job growth, provided that other necessary infrastructure requirements are met. This is particularly relevant in compact, pedestrian-oriented, mixed-used environments that integrate office commercial, residential, and other community uses with public open spaces. To address the broad needs of industry, a range of employment and commercial areas by site size, access, designation/zoning, and surrounding land use should be considered within both Employment Areas and Community Areas.

3.4 Kingston Employment Growth Trends

Kingston is home to an estimated 80,500 jobs, as of 2023. The majority (68% or 54,800 jobs) is population-related employment, while 20% is employment land employment, 6% major office employment, and 6% is rural.^{[20] [21]}

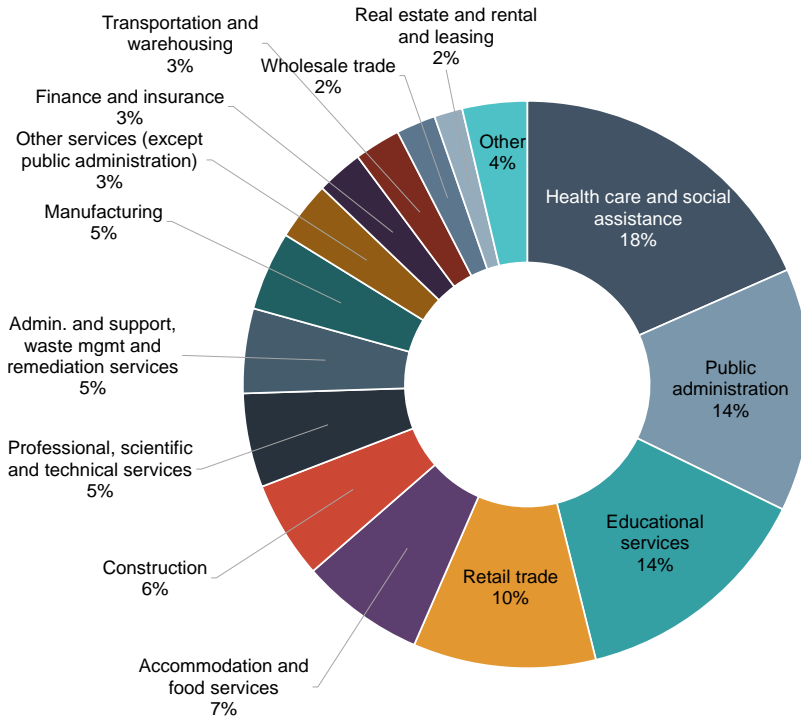
Kingston has a diverse employment base, as illustrated in Figure 5. The largest sector in the City is health care and social assistance, which accounts for 18% of total employment. Other key sectors include public administration (14% of total employment), educational services (14%), retail trade (10%), accommodation and food services (7%), and construction (6%).

^[20] Watson & Associates Economists Ltd. Please note that figures may not add precisely due to rounding.

^[21] Population-related employment includes employment in institutional and commercial sectors such as retail and services that generally serve the local population base; major office employment comprises employment accommodated in free-standing office buildings greater than 1,900 square metres (20,000 square feet); employment lands employment represents jobs accommodated in industrial-type buildings.



Figure 5
City of Kingston
Employment Base by Sector, 2023



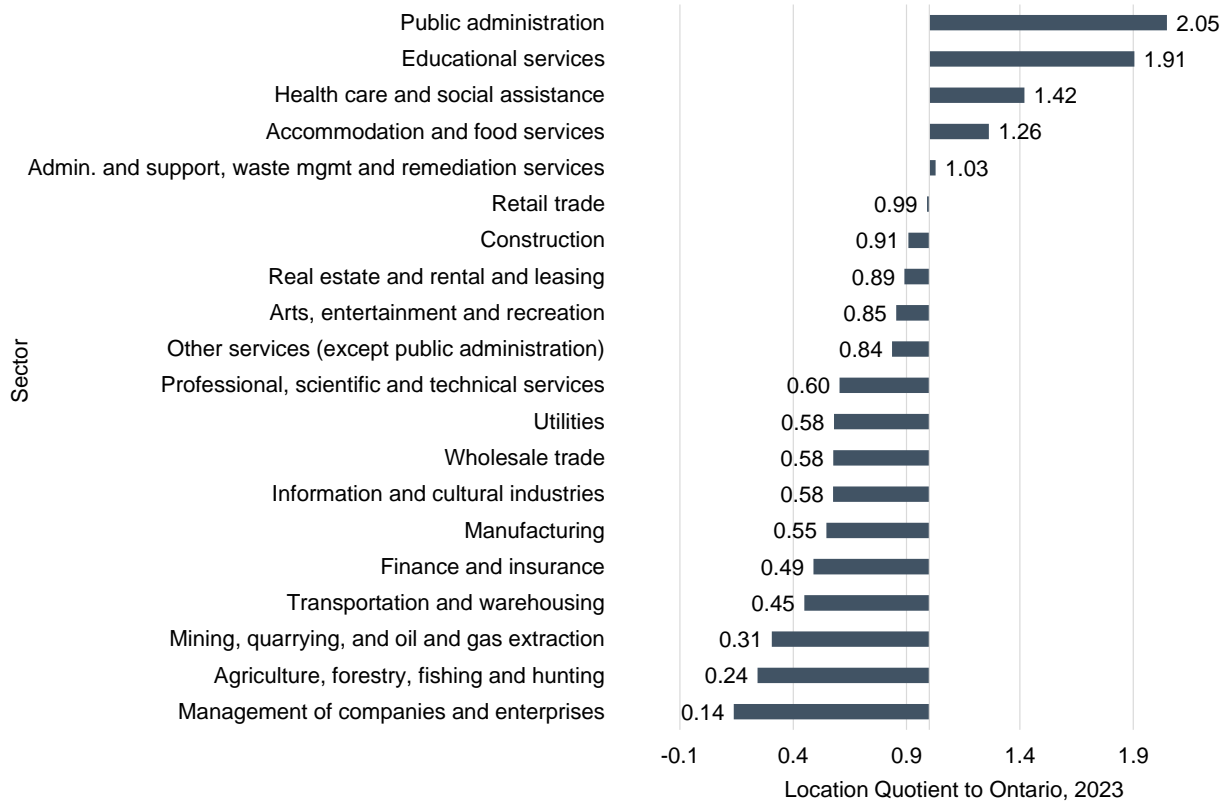
Source: Employment base estimated by Watson & Associates Economists Ltd., 2023

Figure 6 illustrates the strength of employment sectors in the City of Kingston relative to the Province, using Location Quotients.^[22] As shown, Kingston’s economy is largely oriented towards service sectors including public administration, educational services, health care and social assistance, accommodation and food services, and administrative and support, waste management and remediation services. Kingston has a relatively low concentration of industrial sectors, including transportation and warehousing, manufacturing, wholesale trade, and utilities.

[22] A Location Quotient of 1.0 identifies that the concentration of employment by sector is consistent with the broader employment base average. A Location Quotient of greater than 1.0 identifies that the concentration of employment in a given employment sector is higher than the broader base average, which suggests a relatively high concentration of a particular employment sector or “cluster.”



Figure 6
City of Kingston
Location Quotient Relative to Ontario, 2023



Source: Derived from EMSI Inc. data by Watson & Associates Economists Ltd., 2023.

The total employment base for Kingston grew by 12% between 2006 and 2023, increasing from approximately 71,700 to 80,500 jobs, as illustrated in Figure 7. The City’s employment base is estimated to total 80,500 in 2023, having increased by an estimated 5,700 jobs over the 2016 to 2023 period. Over the seven-year period (2016 to 2023), employment growth averaged 1.1% annually, which is marginally higher than the average annual employment growth rate across the Province of Ontario as a whole.^{[23] [24]}

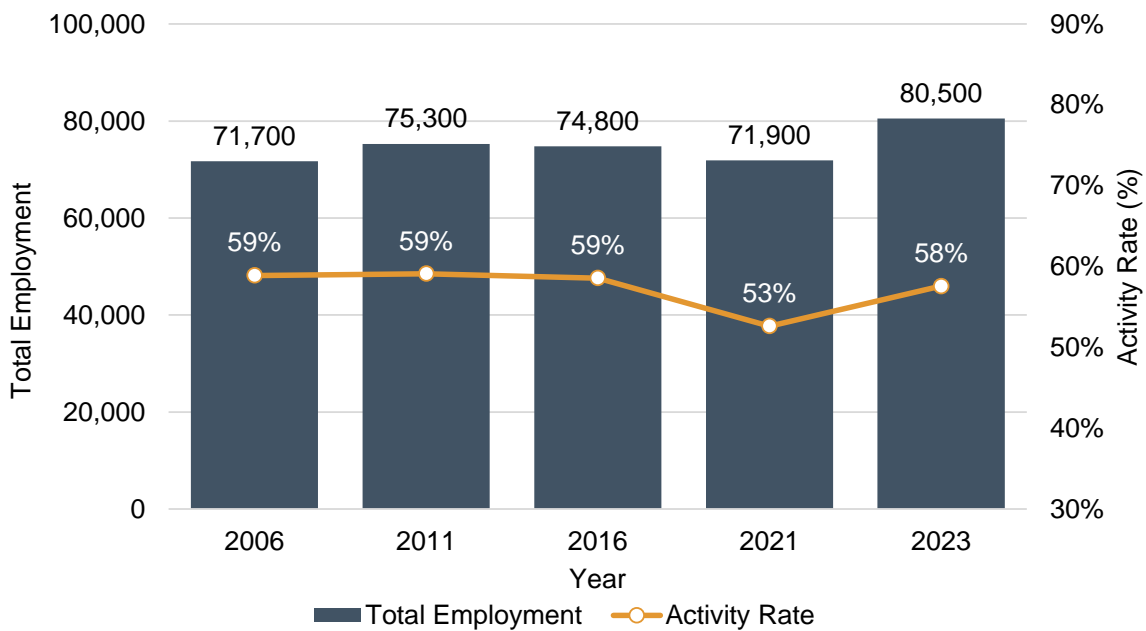
^[23] Between 2016 and 2023, Ontario’s employment base grew at an annual average rate of 1.0% compared to the City of Kingston, which grew at an annual average rate of 1.1% over the same period.

^[24] Based on Statistics Canada Census data and EMSI Inc./Ontario Ministry of Agriculture, Food and Rural Affairs employment data.



As illustrated in Figure 7, over the 2006 to 2023 period, Kingston’s employment activity rate (ratio of jobs to population) declined slightly indicating that the local population base increased faster than the local employment base. The City’s activity rate increased from 53% in 2021 to 58% in 2023.

Figure 7
City of Kingston
Total Employment, 2006 to 2023



Note: Employment figures include work at home and no fixed place of work. Employment figures have been rounded.

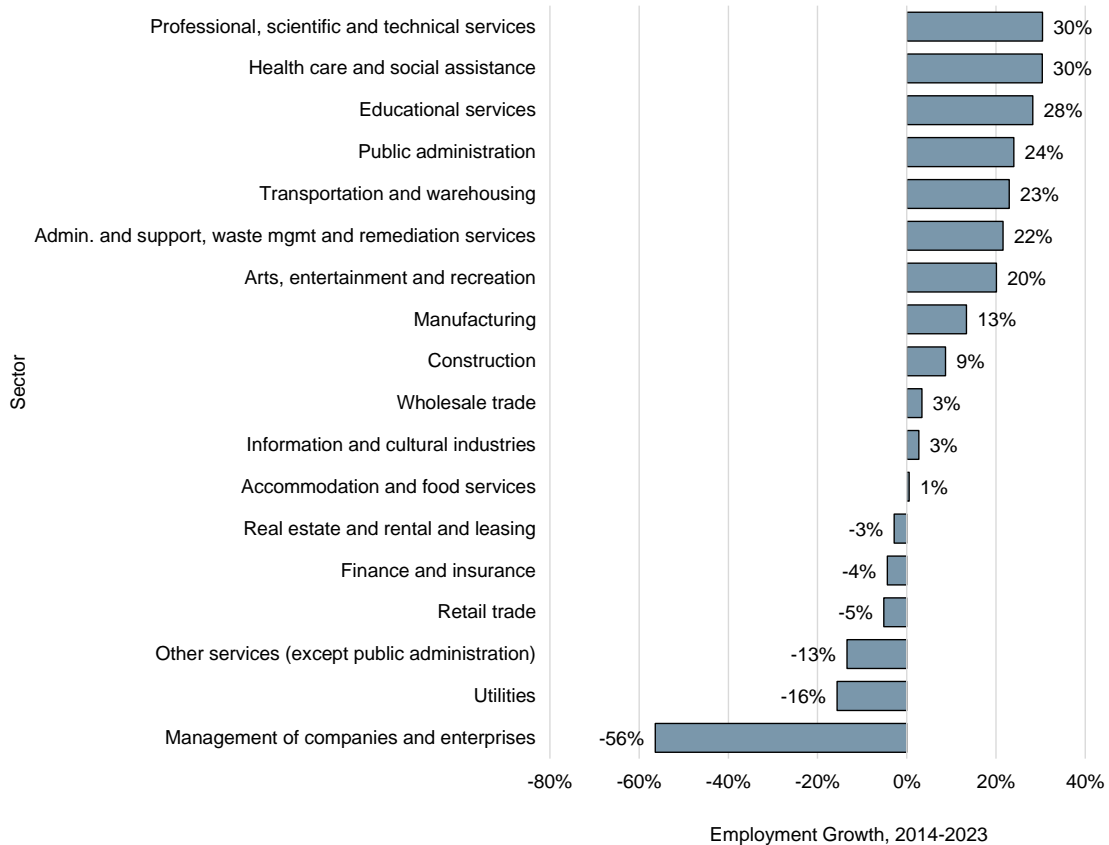
Source: Historical 2006 to 2021 employment figures derived from Statistics Canada Place of Work data. 2023 employment figure estimate by Watson & Associates Economists Ltd. based on EMSI Inc./Ontario Ministry of Agriculture, Food and Rural Affairs employment data.

Figure 8 summarizes employment change by industry sector over the 2014 to 2023 period in the City of Kingston. As shown, the fastest growing employment sectors were primarily in the services-producing sector, including professional, scientific and technical services, health care and social assistance, and educational services. Of the industrial sectors, the transportation and warehousing, administrative and support, waste management and remediation services, manufacturing, and construction sectors demonstrated strong employment growth during this period. In comparison, wholesale trade, information and cultural industries, and accommodation and food services



exhibited more moderate growth, while employment in the management of companies and enterprises, utilities, retail trade, finance and insurance, and real estate and rental and leasing sectors contracted.

Figure 8
City of Kingston
Employment Growth by Sector, 2014 to 2023



Note: Employment metrics include both employees and self-employed.
Source: 2014-2023 data from Ontario Ministry of Agriculture, Food and Rural Affairs, derived by Watson & Associates Economists Ltd., 2023.

3.5 Industrial Space Market Indicators

Coinciding with the recent increase in industrial development activity, vacancy rates have declined to relatively low levels. Kingston currently has 30,844 square metres (332,000 square feet) of vacant industrial floor space, representing an industrial



vacancy rate of approximately 3.6%.^[25] Industrial vacancy has declined significantly since 2014 when it averaged 8.1%.^[26] Kingston's current industrial vacancy rate indicates that there is limited underutilized building capacity in the industrial market.

3.6 Major Office Market

Kingston is home to approximately 124,000 square metres (1.34 million square feet) of major office space^[27] with about 77% located within Central Kingston, 12% in Kingston East, and 11% in Kingston West. Of the total major office space in Kingston, 42% is located within Employment Areas.^[28] Currently, the office vacancy rate in Kingston averages 7%.^[29]

Since 2014, Kingston's major office inventory expanded by approximately 5,155 square metres (55,500 square feet).^[30] Of this development, the new building floor space that was accommodated within Employment Areas is comprised of suburban low-rise buildings. Over the past decade, there has not been any new major office development in Kingston.

Office development and the employment sectors they typically accommodate have certain site-specific requirements, including access to skilled labour, proximity to related industry clusters (companies and public institutions such as universities), access to public transit and major highways, access to on-site amenities/services, and proximity to off-site services. These factors can strongly influence business location decisions for both new development and expansions. Within the Kingston context, the relative

^[25] Watson & Associates Economists Ltd. estimate, March 2023. Vacant space data based on desktop review of active lease listings from Rogers & Trainor Commercial Realty and Cushman & Wakefield.

^[26] DTZ Ltd., May 2014.

^[27] Major office buildings include standalone office buildings 1,860 square metres (20,000 square feet) of G.F.A. or greater.

^[28] Watson & Associates Economists Ltd. estimate.

^[29] Watson & Associates Economists Ltd. estimate, March 2023. Vacant space data based on desktop review of active lease listings from Rogers & Trainor Commercial Realty and Cushman & Wakefield.

^[30] Derived from City of Kingston non-residential building permit data by Watson & Associates Economists Ltd.



importance of these attributes is evolving, which is impacting office development patterns.

Demand for standalone low-rise office, research and development facilities, flex office, and multi-tenant commercial/industrial space is anticipated to continue to account for a growing share of building gross floor area (G.F.A.). A large portion of demand is anticipated to be driven by growth in knowledge-based employment sectors, including information technology, business services, and professional and technical services such as engineering and environmental services, and research and development. Flex office space has become a major trend across many markets in Canada. Flex office space allows occupants flexibility in the use and allocation of space according to operation needs. Tenants of flex office space may include businesses that require a blend of office and industrial site characteristics.

In addition to its broader impacts on the economy, COVID-19 also accelerated changes in work and commerce as a result of technological disruptions which were already taking place prior to the pandemic. Businesses were required to rethink the way they conduct business, with an increased emphasis on remote work enabled by technologies such as virtual private networks, virtual meetings, cloud technology, artificial intelligence and other remote work collaboration tools. These disruptive forces continue to broadly impact the nature of employment by place of work and sector and have a direct influence on office space needs.

3.7 Observations

Over the planning horizon, Kingston is anticipated to experience continued employment growth, building on development trends experienced over the past decade. A broad range of considerations related to demographics, economics, and socio-economics are anticipated to impact future employment growth trends throughout Kingston over the 2021 to 2051 planning horizon. These factors will not only affect the rate and magnitude of growth but will also influence the form, density, and location of non-residential development and land needs.

For Kingston, the industrial sector represents a significant source of employment and economic development in the City. In the coming years, the City will continue to encounter opportunities and challenges concerning the management and marketability of its Employment Areas, particularly as the City responds to wider industry forces and



an evolving provincial policy framework. While manufacturing remains vitally important to the provincial economy concerning jobs and economic output, this sector is continually evolving across Ontario. As the economy continues to shift towards knowledge-based sectors, it is important to continue to develop planning policies for accommodating a range of employment uses within the City. Having said that, it is important to recognize the recent provincial policy changes, including the new definition of “area of employment” in the Planning Act (received Royal Assent in June 2023, but has not yet received proclamation) limits the range of employment uses in Employment Areas to primarily industrial uses. As such, it is important that the City plan for an urban structure that provides a range of employment opportunities. It is also noted that P.P.S., 2024 supports this direction with respect to the accommodation of employment outside of Employment Areas to support development of complete communities.

As a result of continuing structural changes occurring in the macro-economy, it is important to recognize that the above-mentioned trends will generate both positive and disruptive economic impacts related to labour force demand, industrial space requirements, and long-term Employment Area land needs. Ultimately, this will continue to influence local planning and economic development initiatives which will be increasingly geared to the knowledge-driven economy.

4. Kingston’s Employment Areas Profile

4.1 Overview

Kingston has a large and diverse existing Employment Area land base, comprising a diverse range of permissions, including industrial, heavy industrial, business park, and complementary uses such as commercial, restaurants, and hotels, totalling approximately 720 net hectares (1,780 net acres) of developed land within the City’s urban area. A large share of the lands is in proximity to the Highway 401 corridor in the City’s northwest and northeast urban areas.

The City’s rich history in industrial development is rooted in industrial development that was once focused on the City’s waterfront with water and rail connections. After the Second World War, these locations were largely redeveloped for other uses and during the 1950s and 1960s, Kingston experienced greenfield development with large industrial sites including Alcan (now Novelis) and Dupont Canada (now Invista). In the



1970s, the 1980s, and the 1990s, Kingston experienced strong growth in newer suburban Employment Areas, including the Progress Industrial Area, the Clyde Industrial Area, and the Gardiners Road Industrial Area. In the 2000s, new Employment Areas in the Cataraqi Estates Business Park and the St. Lawrence Business Park were developed. A large share of the City's newer Employment Areas are located in proximity to the Highway 401 corridor.

Kingston is home to five existing areas that are designated Employment Areas, which were originally developed and then sold by the City, These include the Cataraqi Estates Business Park, the Clyde Industrial Park, the Alcan Business Park, the St. Lawrence Business Park, and the Clogg's Road Business Park. Kingston's other areas that are designated Employment Area have been privately developed.



The following provides an overview of Kingston's key Employment Areas:

- **Alcan Business Park** is a small Employment Area located next to the Alcan Industrial Area. The Alcan Business Park is home to jobs in office commercial and government services.



- **Alcan Industrial Area** covers a large geographic area bounded by Princess Street to the south, Sir John A. Macdonald Boulevard to the west, Leroy Grant Drive to the east, and John Counter Boulevard to the north. Most of the lands are designated General Industrial, while the lands along John Counter Boulevard are designated Park Industrial.
- **Airport Industrial Lands** are situated south of the airport terminal, bordered by Front Road to the south, Hampton Gray Gate to the east, and Len Birchall Way to the north. These lands are designated as Business Park Industrial, with the intention of supporting economic activities related to the airport and complementary uses.
- **Cataraqi Estates Business Park** is located immediately east of the Gardiners Road Industrial Area (east of Fortune Crescent) and is bounded by a major hydro easement to the south and Highway 401 to the north. The lands in the business park are a combination of Business Park Industrial and General Industrial zoning, accommodating various types of businesses.
- **Clyde Industrial Park**, previously known as the New Industrial Park, is located between John Counter Boulevard in the south, Division Street in the east, Highway 401 in the north, and Little Cataraqi Creek in the west. The park is home to businesses representing a diverse range of sectors such as construction, wholesale trade, transportation, manufacturing, and professional services.
- **Clogg's Road Business Park** is a planned Employment Area located at the northwest corner of Gardiners Road and Creekford Road, adjacent to the Gardiners Road Industrial Area. These lands fall within the Urban Boundary and are predominantly owned by the City. With their advantageous location, the lands hold significant market potential for prestigious employment purposes.
- **Gardiners Road Industrial Area** is a well-established and expansive industrial zone that offers a range of industrial development opportunities. Its prime geographic location, proximity to Highway 401, and easy access via Gardiners Road make it highly marketable. The area is marketable for a broad range of uses, including wholesale trade, distribution/logistics, warehousing and manufacturing.
- **Innovation Park** is a highly marketable and unique space that caters to knowledge-based sectors focused on technology and research. It includes the Modern Niagara building, a 260,000 sq.ft. recently renovated facility which



accommodates various types of businesses, from start-ups to medium-sized firms, with strong ties to Queen's University.

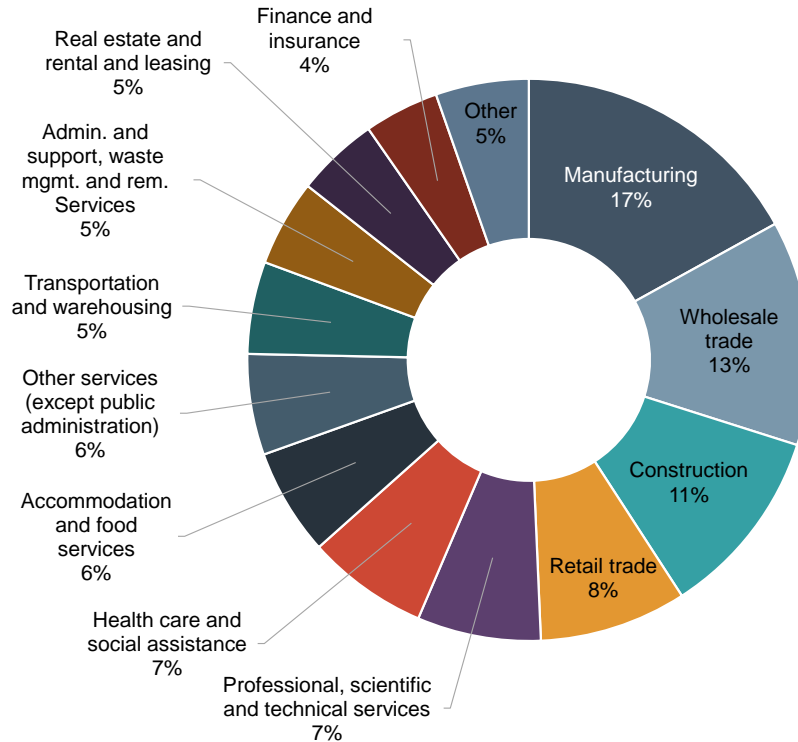
- **Old Industrial Area** is the City's oldest industrial zone, centrally located but with limited ready to develop supply opportunities and restricted access to Highway 401, which hinders industrial development. The area offers limited potential for industrial uses but has opportunities for knowledge-based and office-based sectors.
- **Progress Industrial Area** is bounded by Gardiners Road to the east, the CN rail line to the south, and the west branch of the Little Cataraqui Creek to the west and north. The area is largely built out and accommodates a range of industrial sectors, including construction, manufacturing, wholesale trade, and business and professional services. Most of the lands are designated General Industrial with the exception of lands north of Arlington Park Place which are designated Business Park Industrial.
- **St. Lawrence Business Park** is a highly marketable Employment Area due to its proximity to Highway 401 and the availability of City-owned serviced and ready to develop lands. It has experienced significant industrial development in the past decade and is suitable for various uses, including distribution/logistics, professional, scientific and technical services, business services, and manufacturing.

Employment Area lands within Kingston today accommodate a broad range of industrial uses, including manufacturing, distribution/logistics, construction, and transportation. In recent years, the City's Employment Area lands have accommodated a notable share of complementary commercial (including office) and institutional uses. Major employers located within Kingston Employment Areas include Invista Canada, Novelis, and Canada Royal Milk.

Figure 9 summarizes the share of employment by sector on Employment Area lands in Kingston. The largest sector is manufacturing, which accounts for 17% of the total. This is followed by wholesale trade (13%), construction (11%), retail trade (9%), professional, scientific and technical services (7%), health care and social assistance (7%), accommodation and food services (6%), other services (except public administration) (6%), transportation and warehousing (5%), administrative and support, waste management and remediation services (5%), real estate and rental leasing (5%), and finance and insurance (4%).



Figure 9
City of Kingston
Employment on Employment Area Lands by Sector, 2023



Note: Employment metrics reflect businesses with five employees or greater.
Source: Derived from InfoCanada data by Watson & Associates Economists Ltd., 2023.

Kingston’s Employment Areas, investment readiness, and competitiveness are discussed in further detail in Chapter 5.

4.2 Recent Development Activity

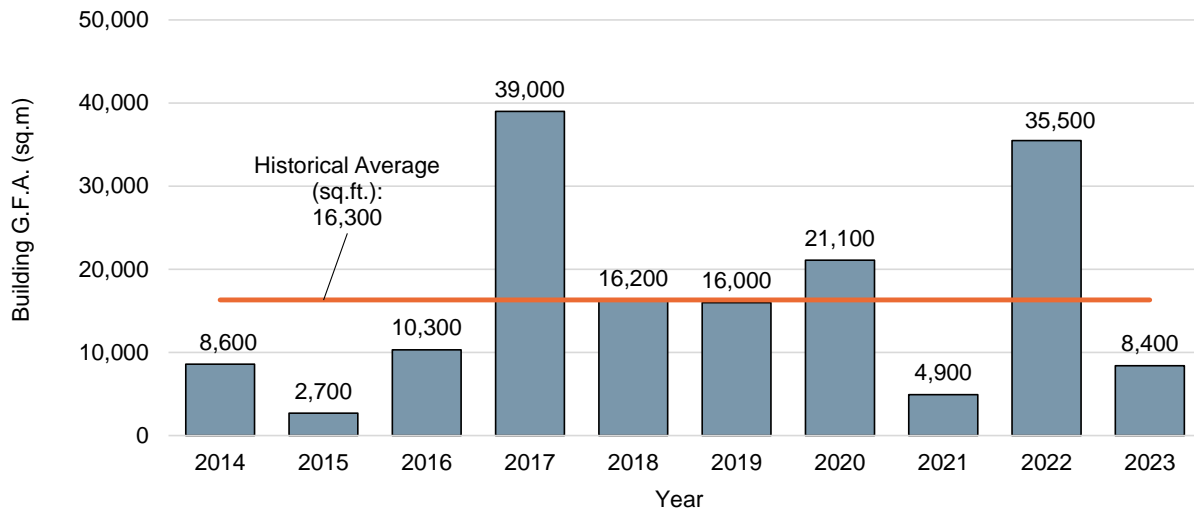
Figure 10 summarizes building construction (new development and expansions) within Kingston’s designated Employment Areas over the 2014 to 2023 period, expressed in building G.F.A. As illustrated, Kingston accommodated an average of 16,300 square metres (175,451 square feet) of development within current designated Employment Area lands annually over the 10-year period, largely comprising industrial space as well as some commercial and institutional building space. Since 2017, development activity has been particularly strong with development activity totalling 141,100 square metres (1.5 million square feet) over the period, an average of 20,100 square metres (277,000



square feet) per year. A large share of this has been associated with new manufacturing-related developments.

Over the 2014 to 2023 period, new construction accounted for 92% of development activity within Employment Areas, compared to 8% for additions/expansions.^[31] During this period, most of the development activity was accommodated on Employment Area lands sold by the City.

Figure 10
City of Kingston
Annual Development Activity on Employment Area Lands, 2014 to 2023



Source: Derived from City of Kingston building permit data by Watson & Associates Economists Ltd., 2024.

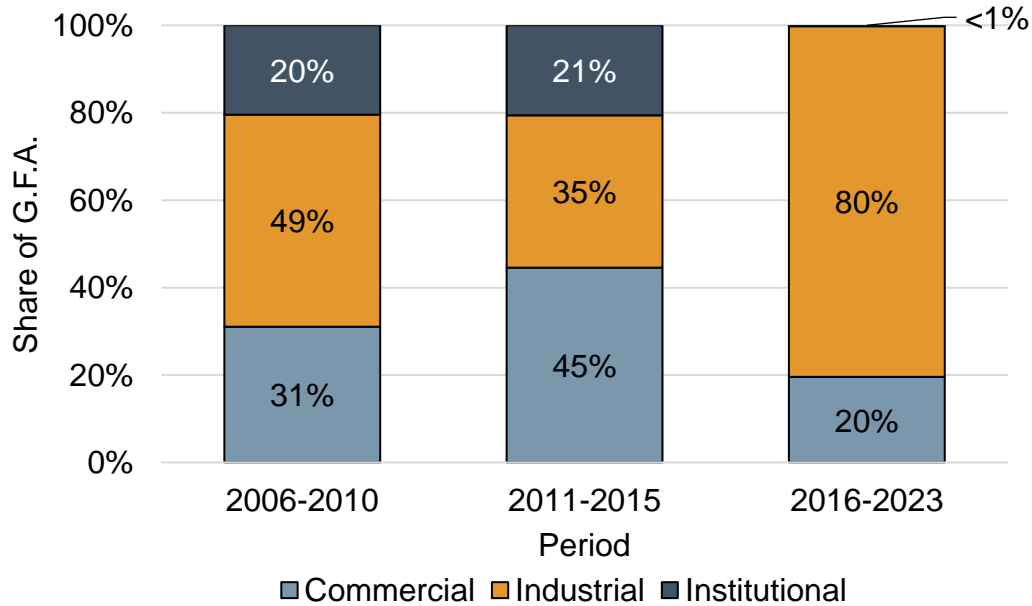
An increasing share of development activity on Employment Area lands is in the industrial sector. As illustrated in Figure 11, over the 2016 to 2023 period, 81% of development on Employment Area lands was within the industrial sector. A large share of the recent industrial development is attributed to the development of two large-scale manufacturing facilities. This is compared to 2006 to 2010, and 2011 to 2015, when the share of development within the industrial sector accounted for 49% and 35% of G.F.A., respectively, with non-industrial development, including community recreational

^[31] Derived from City of Kingston building permit data by Watson & Associates Economists Ltd.



facilities, government buildings, and employment supportive uses representing a relatively large share of development.

Figure 11
City of Kingston
Development Activity on Employment Area Lands by Major Sector

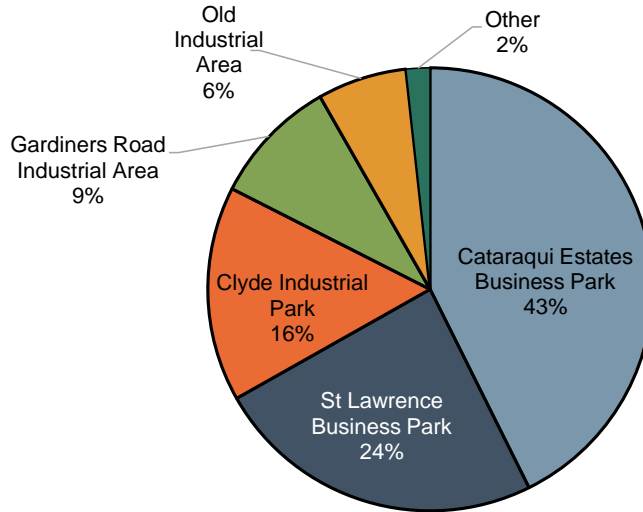


Source: G.F.A. data provided by City of Kingston, derived by Watson & Associates Economists Ltd., 2024.

Over the 2014 to 2023 period, 43% the development within Kingston Employment Area lands was accommodated within the Cataraqui Estates Business Park, followed by 24% in the St. Lawrence Business Park, 16% in the Clyde Industrial Park, 9% in the Gardiners Road Industrial Area, and 6% in the Old Industrial Area, as shown in Figure 12.



Figure 12
City of Kingston
Non-Residential Building Permit Activity on Employment Area Lands
by Industrial/Business Park, 2014 to 2023



Source: Building permit data from City of Kingston, derived by Watson & Associates Economists Ltd., 2024.

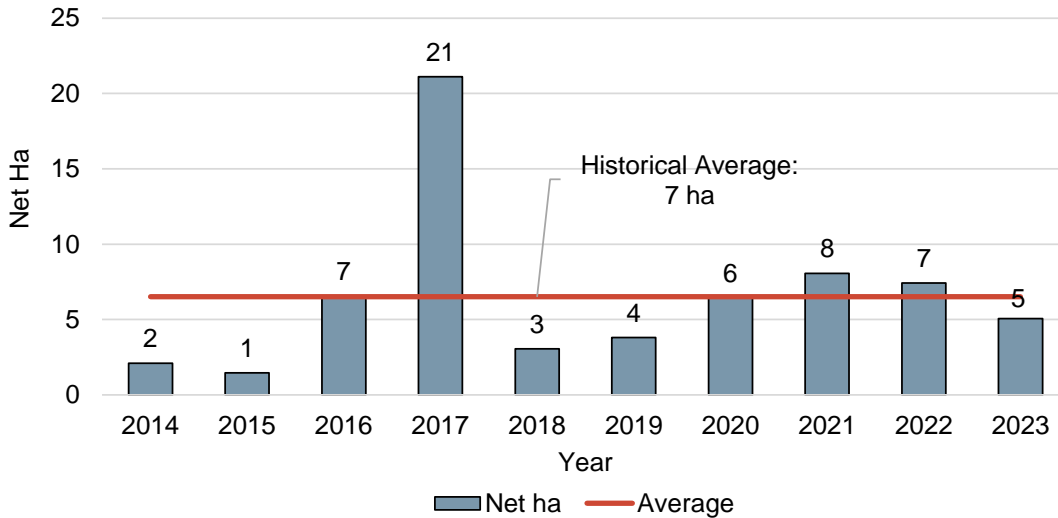
4.3 Employment Area Land Absorption Trends

Figure 13 summarizes annual absorption of Employment Area lands within Kingston over the past 10 years (i.e., 2014 to 2023). As illustrated, over the period, Employment Area land absorption levels averaged approximately 7 net hectares (17 net acres) per year.

Over the 2014 to 2023 period, a total of 65 hectares (161 acres) of Employment Area lands were absorbed in Kingston. Over this period, most of the land absorption was in the Cataraqui Estates Business Park (51%), the St. Lawrence Business Park (28%), the Clyde Industrial Park (10%), and the Gardiners Road Industrial Area (7%), as illustrated in Figure 14.

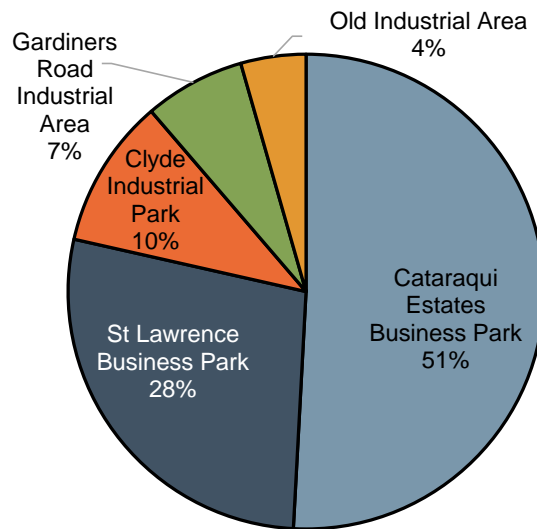


Figure 13
City of Kingston
Annual Employment Area Lands Absorption (net hectares), 2014 to 2023



Source: Watson & Associates Economists Ltd., 2024.

Figure 14
City of Kingston
Absorbed Employment Area Lands by Employment Area, 2014 to 2023

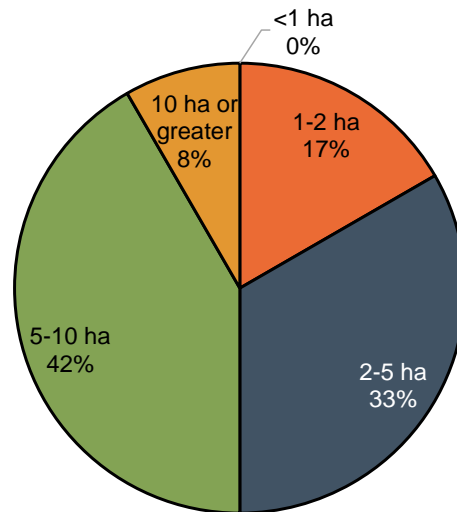


Source: Watson & Associates Economists Ltd., 2023.



Employment land absorption over the 2014 to 2023 period comprised a broad range of parcel sizes. Approximately half (42%) the land absorbed over the period consisted of parcels between 5 and 10 net hectares (12.4 to 24.7 net acres) in size, as summarized in Figure 15. Meanwhile, parcels from 2 to 5 net hectares (4.9 to 12.4 net acres) in sizes accounted for 33% of the total. Smaller parcels (less than 2 net hectares) and larger parcels (greater than 10 net hectares) accounted for 17% and 8% of absorbed parcels, respectively.

Figure 15
City of Kingston
Employment Area Lands Absorbed by Parcel Size, 2014 to 2023

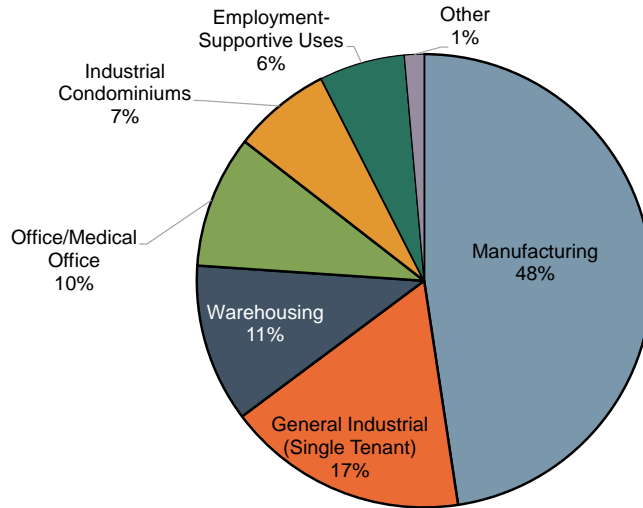


Source: City of Kingston data, derived by Watson & Associates Economists Ltd., 2024.

Figure 16 identifies the types of uses that were accommodated on absorbed Employment Area lands between 2014 and 2023. As shown, 48% accommodated manufacturing facilities. Other key sectors accommodated include general industrial, warehousing, multi-tenant industrial condominiums, and employment-supportive uses.



Figure 16
City of Kingston
Employment Area Lands Absorbed by Use, 2014 to 2023



Source: Derived from the City of Kingston's data by Watson & Associates Economists Ltd., 2024.

Over the 2014 to 2023 period, City-owned Employment Area lands accounted for approximately three-quarters (77%) of total Employment Area lands absorbed in Kingston.^[32] It is important to note that recently sold City-owned Employment Area lands are only identified as absorbed when building permits for new construction are issued.

Employment Density and Floor Space Index

Figure 17 summarizes the average floor space index and floor space per worker on Employment Area lands absorbed within Employment Areas between 2014 and 2022. During this period, the floor space index averaged 35% and the floor space per worker on Employment Area lands averaged approximately 176 square metres (1,894 square feet) per employee. Based on these metrics, calculated employment density on absorbed Employment Area lands is estimated to be 20 jobs per net hectare (49 jobs per net acre).

^[32] Watson & Associates Economists Ltd., 2024.



The highest employment densities are typically found in multi-tenant industrial buildings, standalone office development, and employment-supportive uses, while distribution/logistics, transportation and warehousing, manufacturing, and single-tenant industrial buildings tend to have lower employment densities.

Figure 17
City of Kingston
Employment Area Lands Absorption Density of Development, 2014 to 2022

Employment Area Lands Absorption Density	
Floor Space Index ^[1]	0.35
Floor Space per Worker (square metres) ^[2]	176
Employment Density (jobs per net hectare)	20

^[1] Derived from building permit data and characteristics of buildings located on urban Employment Area lands absorbed over the 2014 to 2022 period.

^[2] Derived from 2023 InfoCanada Business Directory data and employment data provided by Kingston Economic Development, a review of businesses operating on absorbed Employment Area lands, and available data on total employment and business floor space.

Source: Watson & Associates Economists Ltd., 2023.

4.4 Municipal Role in Employment Area Lands Development

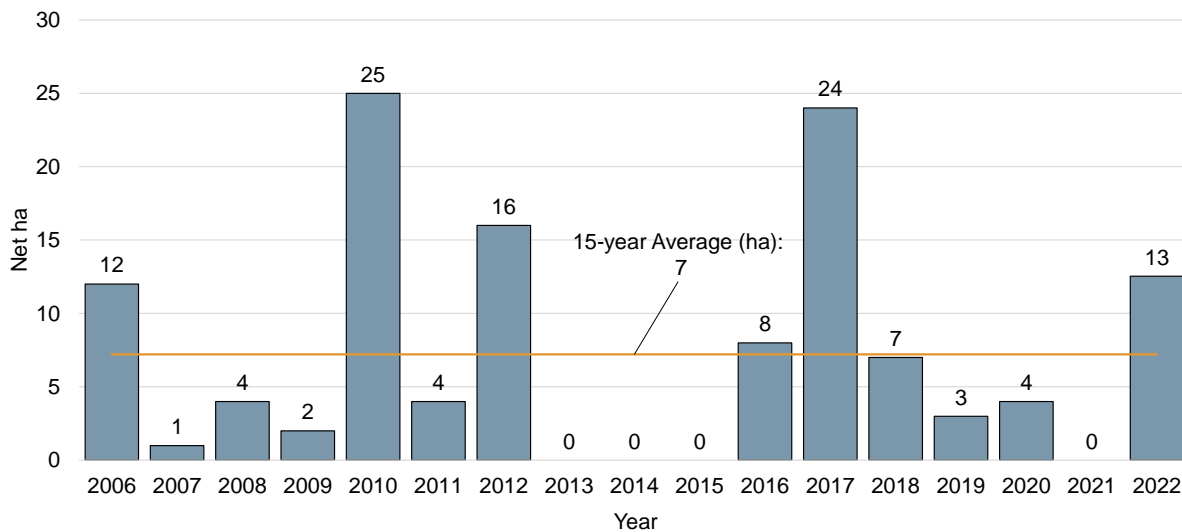
Kingston has a strong and successful history of municipal Employment Area land development. The City, through its Business, Real Estate & Environment Department, continues to be a key Employment Area land developer in Kingston, assembling and servicing land. The City is responsible for subdivision design, infrastructure development, and land sales. The City guides development through subdivision phasing and sells land parcels to private developers and individuals as demand warrants.

Over the past two decades, the City of Kingston has developed a number of key Employment Areas, including Cataraqui Estates Business Park, Clyde Industrial Park, Alcan Business Park, St. Lawrence Business Park, and Clogg’s Road Business Park.

Figure 18 illustrates the City’s Employment Area land sales between 2006 and 2022. Over the period, land sales averaged 7 net hectares (17 net acres) per year.



Figure 18
Employment Area Land Sales (Net hectares), 2006 to 2022



Source: City of Kingston sales data, derived by Watson & Associates Economists Ltd., 2023.

4.4.1 Trends in Municipal Employment Land Development

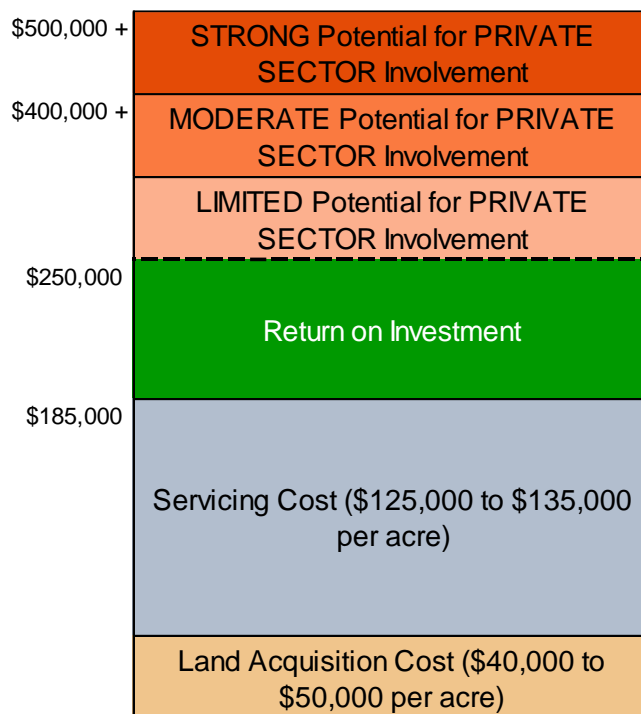
In recent decades, most industrial/business parks in Ontario within municipalities outside of the Greater Toronto Area and the City of Ottawa area have been municipally developed. Examples of communities that have had active municipal land development include Barrie, Belleville, Brantford, Cornwall, Quinte West, London, and Peterborough. Similarly, the City of Kingston has a strong and successful history of municipal Employment Area land development.

Relatively low land prices and slower rates of development activity in these communities compared to the Greater Toronto Area create difficulties in attracting and sustaining private-sector development of Employment Area lands. The relatively low market price of serviced land creates conditions that limit private-sector interest and involvement in land development (i.e., the costs of servicing lands are too high relative to market prices of serviced land). The absence of the private sector necessitates municipal development of industrial/business parks. Under these circumstances, many municipalities take a proactive approach and develop municipal industrial/business parks, investing municipal dollars to buy, subdivide, and fully service the land. Recouping municipally funded servicing costs (in full or in part) occurs through land sales to end users who then develop the parcels.



Figure 19 illustrates the cost components to servicing land, the potential return on investment, and the corresponding market price of land required to sustain the private-sector development market. As noted in the previous subsection, servicing land is a costly undertaking, typically averaging between \$125,000 and \$135,000 per acre. Factoring in the cost of land acquisition (typically between \$40,000 and \$50,000 per acre), the total cost of serviced land can easily exceed \$185,000 per acre. To allow for a minimum return on investment, the market value of serviced land typically must be more than \$250,000 to \$300,000. The potential for private-sector development above this point increases with the market value of serviced land. Most communities in Eastern and Southwestern Ontario, including Kingston, have serviced land market values below \$250,000.

Figure 19
Private-Sector Employment Land Development Profitability Threshold



Source: Watson & Associates Economists Ltd., 2024.

The relatively high threshold point for the private sector is driven by the differing cost/benefit methods and expectations regarding return on investment. The private sector typically only includes the revenue of the sale of the serviced land in its return-on-investment analysis. This is unlike the municipality which factors in not only the revenue generated from the sale of the serviced land, but also the potential employment, tax



assessment, and development charge revenue generated from the proposed development. This fundamental difference in approach can have a significant impact in terms of expected return on investment (revenue from sale of serviced land less costs).

4.4.2 Anticipated Role for Municipal Employment Area Land Development in Kingston

The City of Kingston has continued to be the main participant in Employment Area land development in Kingston over the past decade. Employment land prices in Kingston are approximately at the \$200,000 per acre threshold where markets can sustain a limited degree of private-sector development. Having said that, experience in other markets with a similar price point for land suggests that municipal-led Employment Area land development is still necessary to provide for sufficient market choice.

To achieve its economic and planning objectives and to address future Employment Area land needs over the coming decades, the role of the City in municipal Employment Area land development is expected to be needed for the foreseeable future.

Municipal Employment Area land development offers a number of advantages for Kingston. Municipal development of Employment Area lands tends to provide stronger control over the type and appearance of development that can be more consistent and supportive of municipal strategy and other policy directions. Furthermore, under municipal development, the control of Employment Area phasing/timing can be based on municipal-wide Employment Area land needs (as identified herein) as opposed to being market driven and dependent on private-sector interests.

Municipalities are often more receptive to developing more difficult and problematic lands than the private sector. Municipal land development, however, requires extensive financial resources and exposes a municipality to financial and market risk.

4.5 Employment Area Lands Inventory

One of the most critical aspects related to the economic competitiveness of Kingston is the marketability and availability of its Employment Area land base relative to the surrounding market area. It is critical that the City continues to plan for employment uses with consideration given to market demand and trends.



4.5.1 Vacant Urban Designated Employment Area Lands

Building on the inventory of vacant Employment Area land data prepared for the 2015 Employment Land Strategy Review, the Consultant Team reviewed all parcels designated for employment uses within the urban area. Kingston's vacant Employment Area land inventory was developed using geographic information system-based mapping software with various mapping overlays, including O.P. designation layers and orthophotos. Furthermore, a windshield survey of the Employment Areas was completed to refine the analysis.

Figure 20 summarizes the total gross and net vacant designated Employment Area lands in Kingston (as of end of year 2023) by Employment Area.^[33] As illustrated, Kingston has a total of 272 gross hectares (672 gross acres) of vacant designated Employment Area land. The gross land area reflects reductions for environmental features identified as Environmental Protection Area in the City's O.P. and Zoning By-law.

In determining the net Employment Area lands, larger vacant parcels (i.e., 4 hectares or greater) that are not subdivided were also subject to an additional downward adjustment to reflect internal infrastructure (i.e., roads, stormwater ponds, easements, etc.) with a net to gross adjustment of 80%. In accordance with the aforementioned adjustments for internal infrastructure, Kingston's designated vacant Employment Area lands are estimated at 237 net hectares (586 net acres).

^[33] Reflects serviced and unserviced lands designated as Business Park Industrial, General Industrial, and Waste Management Industrial within the Urban Area in accordance with the City of Kingston O.P.



Figure 20
City of Kingston
Vacant Designated Employment Area Lands (hectares), (end of year 2023)

Employment Area	Total Gross Vacant ^[1]	Adjustment for Roads and Other Internal Infrastructure ^[2]	Net Vacant Employment Area Lands
	A	B	C = A - B
Alcan Business Park	1.7	0.0	1.7
Alcan Industrial Area	12.7	2.5	10.1
Airport Industrial Lands	7.0	0.0	7.0
Cataraqui Estates Business Park	47.3	6.5	40.8
Clyde Industrial Park	40.6	5.8	34.8
Clogg's Road Business Park	47.3	9.3	38.0
Gardiners Road Industrial Area	41.8	2.1	39.7
Innovation Park	19.5	3.9	15.6
Old Industrial Area	20.0	3.5	16.5
Progress Industrial Area	6.8	0.0	6.8
St. Lawrence Business Park	17.3	0.0	17.3
Other	10.2	1.6	8.6
Total (hectares)	272	35	237

Note: Numbers may not add due to rounding.

^[1] Reflects environmental takeouts.

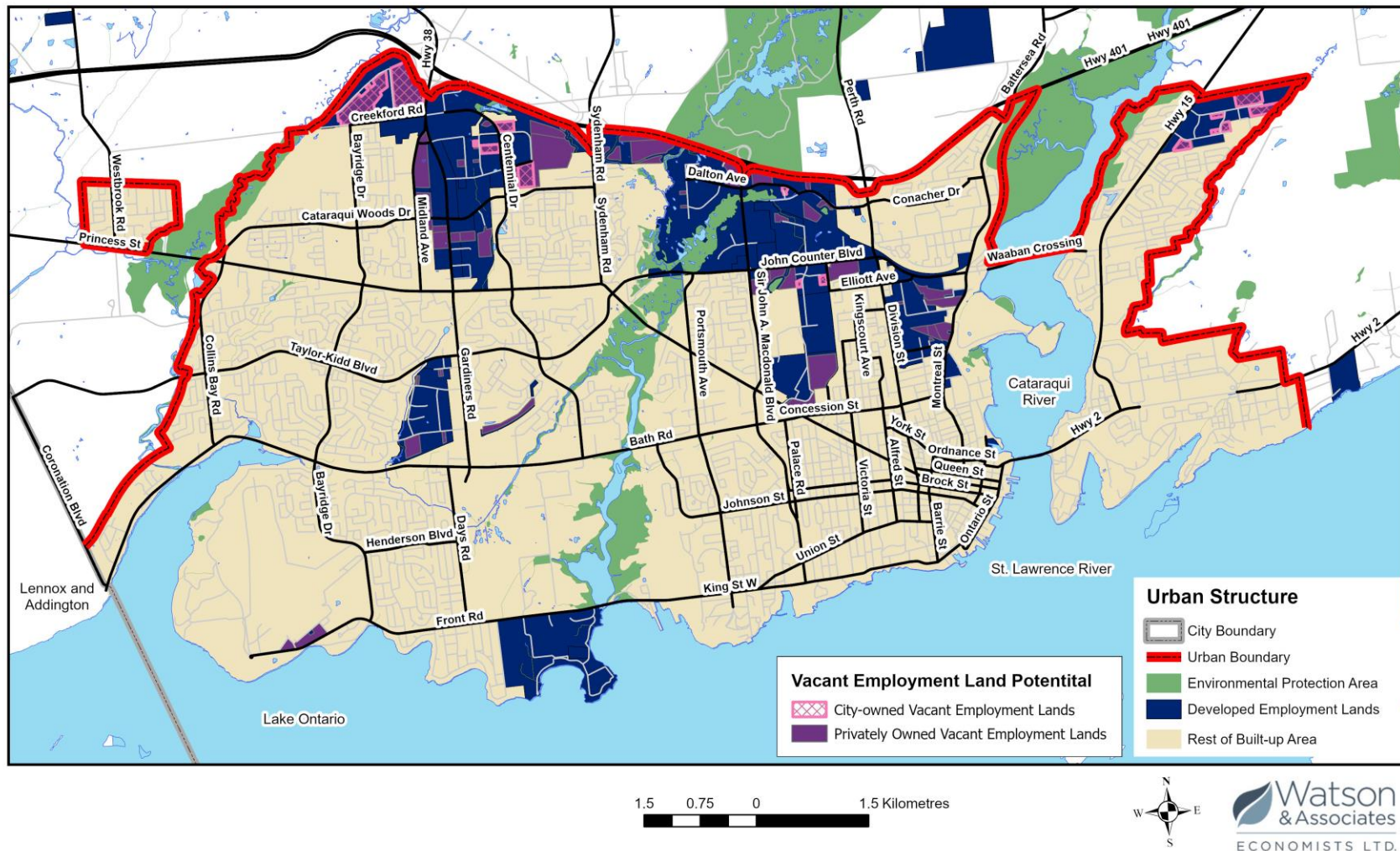
^[2] A downward adjustment of 20% of the gross area has been applied to account for internal infrastructure on unsubdivided parcels typically greater than 4 acres.

Source: Watson & Associates Economists Ltd., 2024.

Figure 21 illustrates the vacant designated and developed Employment Area lands in Kingston.



Figure 21
City of Kingston
Designated Vacant Employment Area Lands





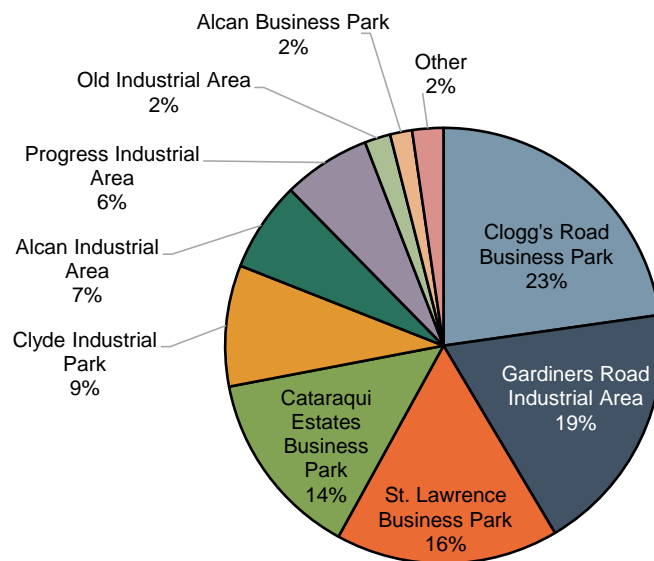
4.5.2 Serviced and Ready to Develop Employment Land Supply

As previously stated, market choice of serviced and ready to develop Employment Area lands and the potential for future expansion are key factors in the industrial site selection process. Based on a further review of the 237 net hectares (586 net acres) of vacant designated urban Employment Area lands identified in

Figure 20, it was determined that Kingston has 105 net hectares (259 net acres) of urban Employment Area land, which are serviced and ready to develop, comprising both City-owned and privately owned lands.

Figure 22 summarizes the share of serviced and ready to develop Employment Area land by location. As illustrated, approximately one-fifth (23%) of available serviced and ready to develop Employment Area land is in the Clogg's Road Business Park, 19% is in the Gardiners Road Industrial Area, 16% is in the St. Lawrence Business Park, and 14% is in the Cataraqui Estates Business Park.

Figure 22
City of Kingston
Serviced and Ready to Develop Employment Area Lands by Location



Source: Watson & Associates Economists Ltd., 2024.



Figure 23 summarizes the share of serviced and ready to develop Employment Area land parcels, by parcel size. As shown, vacant serviced and ready to develop sites of less than 2 net hectares (5 net acres) represent 73% of the total parcels available for development. In terms of medium- and larger-sized parcels, those measuring 2 to 5 net hectares (5 to 10 net acres) account for 17% of the supply of vacant serviced and ready to develop parcels, while sites measuring 5 to 10 net hectares (12.5 to 25 net acres) account for 8% of the supply. Kingston currently has one serviced and ready to develop site greater than 10 net hectares (25 acres) which accounts for 2% of the total supply of vacant serviced and ready to develop parcels in Kingston. Kingston’s current serviced and ready to develop supply is approximately 20% lower than in 2015 with a limited supply of larger sites.

Figure 23
City of Kingston
Serviced and Ready to Develop Employment Area Lands by Parcel Size

Parcel Size (Net hectares)	Parcels (#)	Share of Parcels (%)
<1 hectares	29	56%
1-2 hectares	9	17%
2-5 hectares	9	17%
5-10 hectares	4	8%
10+ hectares	1	2%
Total	52	100%

Note: Percentages may not add due to rounding.
Source: Watson & Associates Economists Ltd., 2024.

4.5.3 Vacant Employment Area Lands by Ownership

Figure 24 summarizes Kingston’s total vacant designated Employment Area land supply and serviced and ready to develop Employment Area lands by ownership. As shown, approximately 30% of the vacant designated Employment Area land (71 net hectares or 175 net acres) is owned by the City. Most of the City-owned lands are located in the Clogg’s Road Business Park, the St. Lawrence Business Park, and the Catarauqui Estates Business Park. The remaining 166 net hectares (410 net acres) are privately owned lands located throughout Kingston. Of Kingston’s serviced and ready to develop



Employment Area lands, 57 net hectares (140 net acres) are City-owned, accounting for 54% of the total. Most of the City-owned serviced and ready to develop lands are sold pending site plan approval with only three parcels, totalling 23 net hectares, available for sale.

Figure 24
City of Kingston
Vacant Employment Area Lands by Ownership

Employment Area Lands	City Owned (net hectares)	Privately Owned (net hectares)	Total (net hectares)	City Owned (%)	Privately Owned (%)	Total (%)
Vacant Designated Employment Area Lands	71	166	237	30%	70%	100%
Serviced and ready to develop Employment Area Lands	57	48	105	54%	46%	100%

Source: Watson & Associates Economists Ltd., 2024.

While the overall availability of serviced and ready to develop, vacant Employment Area land appears reasonable against historical and forecast absorptions trends, market choice is limited with respect to the share that is available for development and sale within City-owned Employment Areas. As previously discussed, The City of Kingston has been the primary source of serviced and ready to develop Employment Area land through its municipal employment and development program. The City’s inventory of municipal Employment Area lands has diminished significantly since 2014 due to strong development activity.

4.5.4 Underutilized Employment Area Lands

It is anticipated that a share of future employment growth within Kingston may be accommodated within existing developed Employment Areas. Based on a desktop review, the Consultant Team has identified underutilized sites based primarily on building coverage/floor space index. Sites with a low coverage/floor space index or that are poorly utilized (i.e., used primarily for storage, parking, etc.) have been further reviewed based on a site-by-site physical capacity analysis. Understanding the market



potential for intensification on Employment Area lands is an important element of this assignment. Accordingly, key Employment Areas identified for intensification have been assessed from a market demand perspective using a number of broad parameters, including physical, economic, and transportation/access factors.

Intensification can take a number of forms, including development of underutilized lots (infill), expansion (horizontal or vertical) of existing buildings, and redevelopment of sites. Given the large number of established Employment Areas in Kingston, opportunities for intensification exist. While it is beyond the scope of this assignment to undertake an Employment Area intensification study, a high-level review to assess the share of underutilized sites has been provided to determine supply potential for intensification.

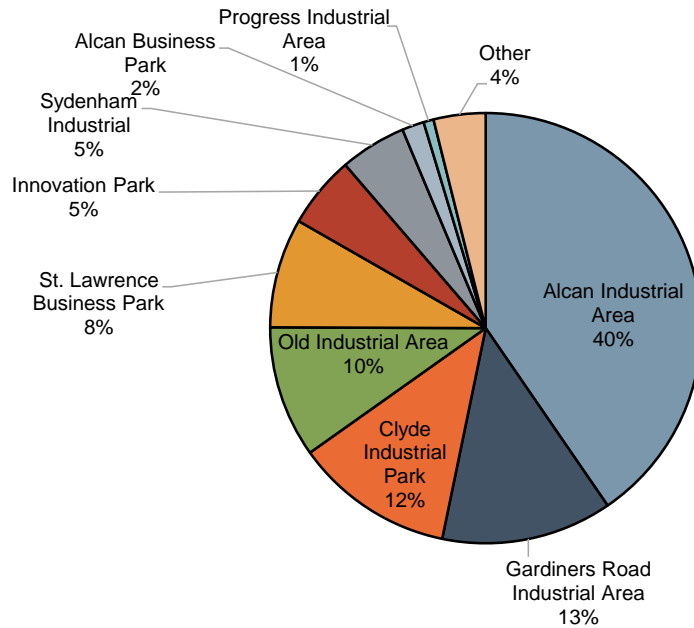
Intensification offers the potential to accommodate future employment growth and achieve improved land utilization resulting in higher employment density on developed Employment Area lands. Higher land utilization on existing Employment Area lands can also lead to more effective use of existing infrastructure (e.g., roads, water/sewer servicing), a built form that is more conducive to support public transit, resulting in communities that are more functional and complete. Through a high-level desktop review using the developed Employment Area land parcel inventory, building footprints, and orthophoto overlays, 153 hectares (377 acres) of Kingston's developed Employment Area lands were identified as underutilized. This reflects parcels that have:

- Sites that are currently used exclusively for open storage and/or parking;
- Parcels with relatively low building coverage (less than 10%); and
- Vacant buildings.

The underutilized parcels account for approximately one-fifth of the total developed Employment Area land base in Kingston. The highest share of underutilized lands is in the Alcan Industrial Area which accounts for 40% of the total underutilized Employment Area lands in Kingston.



Figure 25
City of Kingston
Underutilized Lands by Employment Area



Source: Watson & Associates Economists Ltd., 2024.

Redevelopment activity has been limited and most of the recent activity has been related to expansion activity of existing businesses. Infill and redevelopment of existing developed lands are expected to continue to gradually increase over time, largely driven by rising Employment Area land values and related development costs, and the continued buildout of Kingston’s Employment Area lands, especially in the most marketable locations.

4.6 Rural Employment Area Lands

Rural Employment Areas typically accommodate businesses such as the construction industry (i.e., lay-down yards), trucking terminals, equipment rentals/sales, agri-business, as well as the manufacturing of construction products such as concrete. Rural Employment Areas provide opportunities that may not be easily accommodated in an urban setting.



Kingston has approximately 250 hectares (617 acres) of developed rural industrial lands located outside the Urban Boundary. This includes lands designated Rural Industrial and Waste Management Industrial in the City's O.P. Kingston has approximately 75 hectares (185 acres) of vacant land designated Rural Industrial. The rural industrial lands are privately serviced, which limits their utilization and the uses that can be accommodated. Most of the vacant designated rural industrial lands are located on Highway 15 just north of Highway 401.

4.7 Observations

Kingston has a relatively large, stable, and diverse supply of Employment Area lands which has evolved significantly over the past decade with respect to the mix of uses and location of new development. Kingston has experienced strong employment growth and development activity over the past decade within its City-owned Employment Areas.

A major factor influencing the future competitiveness of the City's economic base relates to the structure, quality, and "readiness" of its Employment Area lands. Market choice of serviced and ready to develop Employment Area lands and the potential for future expansion are key factors in the industrial site selection process. To remain competitive, the City of Kingston needs to provide a balanced inventory of appropriately zoned, serviced and ready to develop, vacant Employment Area lands that is sufficient to meet market demand in the short to medium term.

This involves providing a readily available and serviced Employment Area land supply which is well beyond forecast absorption. As a general rule of thumb, in order to allow for proper market functioning, it is recommended that a minimum five-year supply of serviced Employment Area lands (by various sizes, zonings, and locations) is available at all times throughout the forecast period.

The private sector is not considered sufficiently strong and economically viable to support large-scale Employment Area land development in Kingston. Furthermore, private land developers may be restrictive, not necessarily willing to sell land or only offering build-to-suit or lease opportunities. As such, it is expected that the City will need to continue to be the primary developer of Employment Area lands in Kingston to ensure sufficient market choice to meet forecast demand.



5. Investment Readiness and Competitiveness

Kingston faces several opportunities and challenges concerning the management and growth of its existing and future Employment Areas in light of the evolving structural changes in the economy and disruptive factors that continue to influence the nature of the economy. One of these challenges relates to macro-economic trends over which the City has limited control. This includes the relative strength of the global economy, international trade policy, and the competitiveness of the Canadian economic base relative to other established and emerging global markets. In contrast to the above, Kingston has considerable control and ability to position itself positively when considering the City's regional competitive ranking. The following provides an assessment of Kingston's municipal competitiveness with respect to Employment Area lands development and a Strengths, Weaknesses, Opportunities, and Challenges (SWOC) analysis of the City's key Employment Areas.

5.1 Comparative Analysis

Notwithstanding Kingston's regional location attributes, the City is located in proximity to a number of municipalities along the Highway 401 corridor in Eastern Ontario with which it competes directly for business attraction and retention. Each of these municipalities offers regional attributes that generally appeal to prospective international, national, and local firms.

In the highly competitive regional market, there are a number of comparable municipalities with which the City of Kingston competes for "export-based" business attraction and retention. Kingston's most immediate competition within the industrial sector includes Belleville, Quinte West, and Cornwall.

There are a number of broad comparative factors that companies in most economic sectors will look at when considering location decisions and evaluating the competitiveness of a location. This includes:

- **Labour force**, including population characteristics, employment/unemployment rates, availability of skilled and unskilled labour, and labour management relations;



- **Local industry**, including largest employers, recent projects and new companies, presence of suppliers and supply chain connections, and existing corporate research base;
- **Transportation and distribution**, including proximity to current/future markets, proximity to suppliers, proximity to major infrastructure (road, rail, air, water), and third-party trucking/logistics availability and capacity;
- **Development and costs**, including local, regional, provincial, and federal tax rates, and including the availability and cost of electricity, natural gas, water/sewer, and telecommunications services, including industrial/commercial building availability and cost, and serviced industrial/commercial land availability and cost;
- **Business support environment**, including the availability of and connections to business financing, provincial and local incentives, and international resources, as well as the presence of local chambers of commerce and business associations, post-secondary programs and research capacity, and local employment and training services; and
- **Quality of place**, including the availability of health care, recreation and culture, and housing, and positive external perceptions.

These factors are explored herein.

5.1.1 Labour Force Characteristics

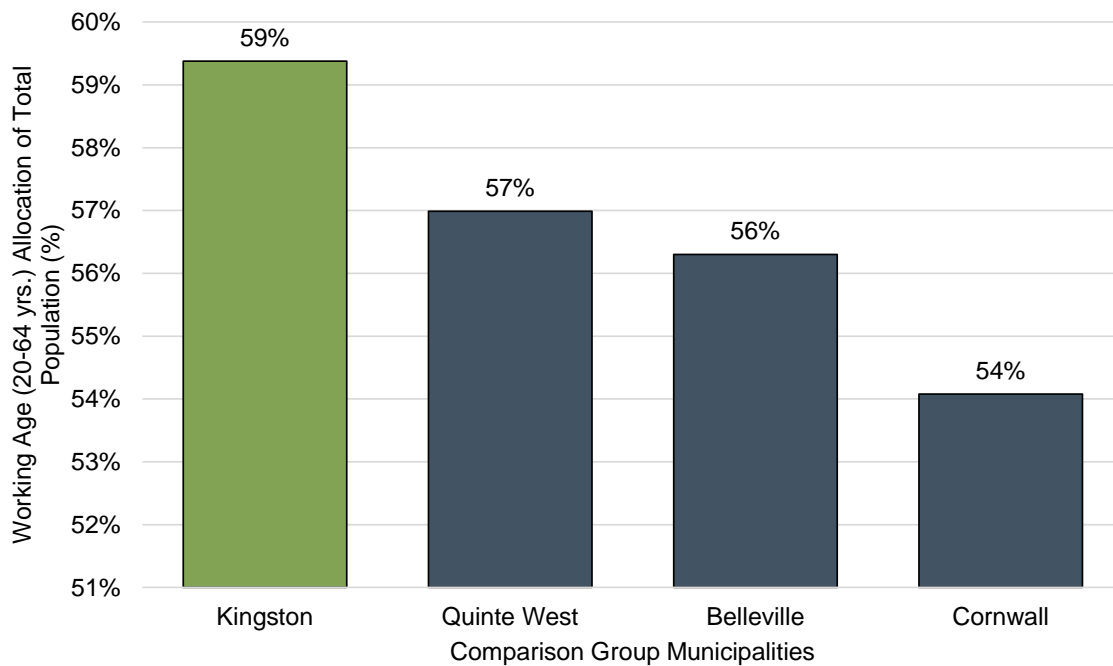
The availability of a local skilled labour force is an increasingly important location factor in the “new economy.” Having a labour force that meets the needs and demands of current and future businesses is essential to the competitiveness of a community or region in attracting industry and job creators. When the labour force does not meet the demands of business and industry, it becomes difficult for a business to either continue operations at present capacity or expand to meet new opportunities.

Having an understanding of the composition and characteristics of a community’s labour force is necessary in determining competitiveness. Competitiveness in labour force and employment characteristics is typically assessed based on both demographic and economic indicators, which are meant to provide insight into the existing ability of the labour force to meet demand, and the emerging trends in terms of growth and skills that will influence competitiveness on a longer-term basis.



Figure 26 summarizes the proportion of the population that is of working age (20 to 64 years of age) in Kingston and by select municipality. Amongst the comparative group, the City of Kingston had the highest proportion of population that is considered of working age, at approximately 59%. In contrast, the lowest allocation of working age population was recorded in the City of Cornwall, which exhibited an allocation of approximately 54%. The Cities of Belleville and Quinte West are also on the lower end of the comparable group population allocations, with approximately 56% and 57%, respectively.

Figure 26
Working Age Population within Kingston and Select Municipalities, 2021



Note: Numbers have been rounded.

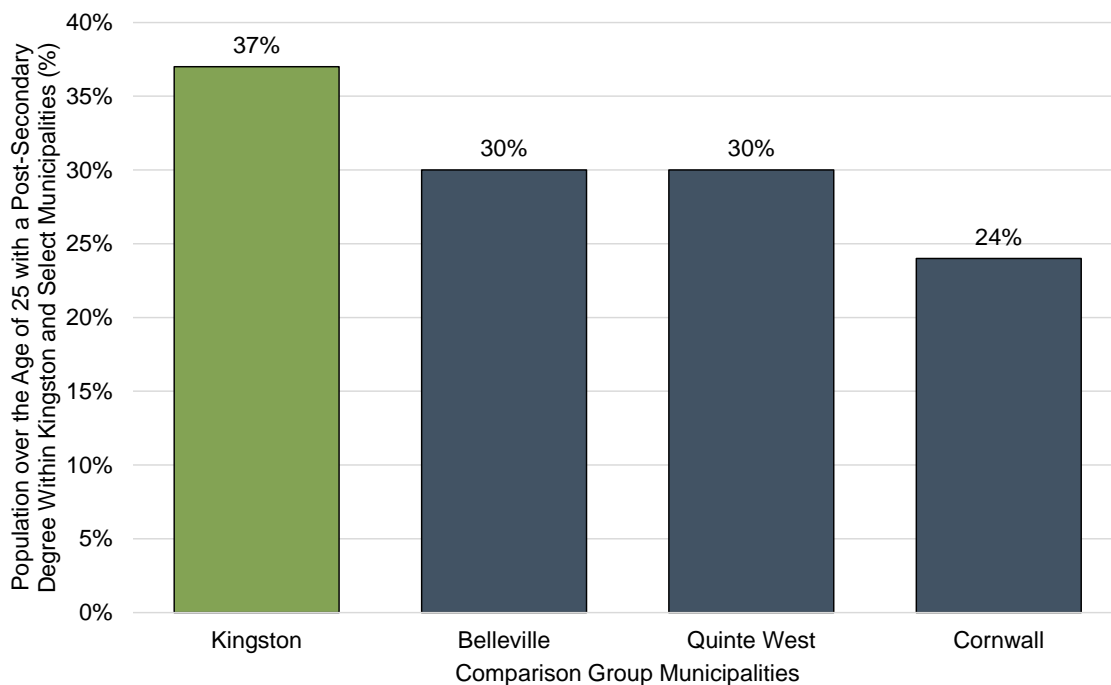
Source: Derived from 2021 Statistics Canada Census data by Watson & Associates Economists Ltd.

Figure 27 summarizes the proportion of the population aged 25 years and older in Kingston and the surveyed municipalities that has a post-secondary degree, including a university or college degree or diploma. As shown, 37% of the City of Kingston’s population aged 25 and older has a post-secondary degree, which is notably higher than the comparison group average of approximately 30%. The Cities of Belleville and



Quinte West both had allocation rates that were equivalent to the comparison group average, both exhibiting approximately 30% of their 25-years-or-older population. The City of Cornwall subsequently had the lowest post-secondary graduates amongst its working age population, with an approximate allocation of only 24% for those aged 25 years and older within the municipality.

Figure 27
Population over the Age of 25 with a Post-Secondary Degree
Within Kingston and Select Municipalities



Source: Derived from 2021 Statistics Canada Census data by Watson & Associates Economists Ltd.

5.1.2 Transportation and Distribution

An efficient, dependable transportation and distribution network is an increasingly critical factor in location decisions for more industrial-oriented sectors of the economy. A strong transportation network offers companies access to the raw and semi-finished materials they need, while ensuring access to markets in close proximity and abroad. This translates into lower costs for businesses as well.



In general, the competitiveness of a community based on its transportation and distribution assets can be distilled down to a few factors, such as access to major highways, distance to key markets, proximity to water ports of exit, proximity to intermodal facilities, and proximity to air travel.

The City of Kingston is located approximately 260 kilometres east of Toronto, 290 kilometres west of Montreal, and 175 kilometres southwest of the City of Ottawa. This thereby makes Kingston the geographic midpoint between the country's two largest cities, in addition to an equivalent half-trip's distance to the national capital, one of the next largest Canadian population centers. The City of Kingston is also immediately adjacent to the New York stretch of the Canada/U.S. border, with additional large American cities such as Syracuse, Rochester, and Albany all within relatively close proximity.

Besides several nearby military facilities, there exists one major air-entry into the City: the Norman Rogers Airport or YGK Airport. The airport is the largest in the immediate area that pre-pandemic serviced any significant volume of commercial flights into the region. It has experienced disruptions to its passenger routes into both Montreal and Toronto, the only two major cities to which it has offered passenger travel, alongside the still active air-cargo route that flies into Hamilton and medical transport flights that come in from Montreal.

There is a passenger rail station that is operated by VIA in the north-end of Kingston, where many industrial sites exist that are individually serviced by separate railway tracks primarily utilized for cargo and freight. Both express and regular train services are offered daily by VIA, with passenger trains going in both the eastward and westward directions.

The region has historically been serviced by Highway 401, with this route being the primary road-based method that either commuting or cargo shipping connections are established into the City. The highway is also the single most critical road link for both Quebec and Ontario, and for over a decade has been designated North America's busiest highway as the sections across Toronto record over 420,000 vehicles each day. Improvement upgrades for Highway 401 along the Kingston Bypass were initialized in 2005 and since their completion, an approximate decade later, the exits corresponding to the Montreal Street and Highway 15 Interchange have been upgraded to six lanes.



This is a notable lane number since this corresponds to the same quantity of lanes for the record-holding stretches through Toronto. With this comparison in mind, it can be considered a significant overhaul of the City's capacity to handle vehicle volumes and any road-based inter-regional commuting or shipping.

5.1.3 Development and Costs

Development-oriented indicators and business costs represent a fundamental component of investment competitiveness. They can signal the strength of the local market from a development perspective, both in terms of feasibility and cost, and can provide an indication of the diversity of market opportunities and market choice. In most respects, the availability and cost of development options are moderate to high priority location factors in most industrial and knowledge-based sectors of the economy.

Key cost parameters include land costs, development charges, property taxes, and utilities' costs which are discussed below within a more general context.

Price of Serviced Employment Land

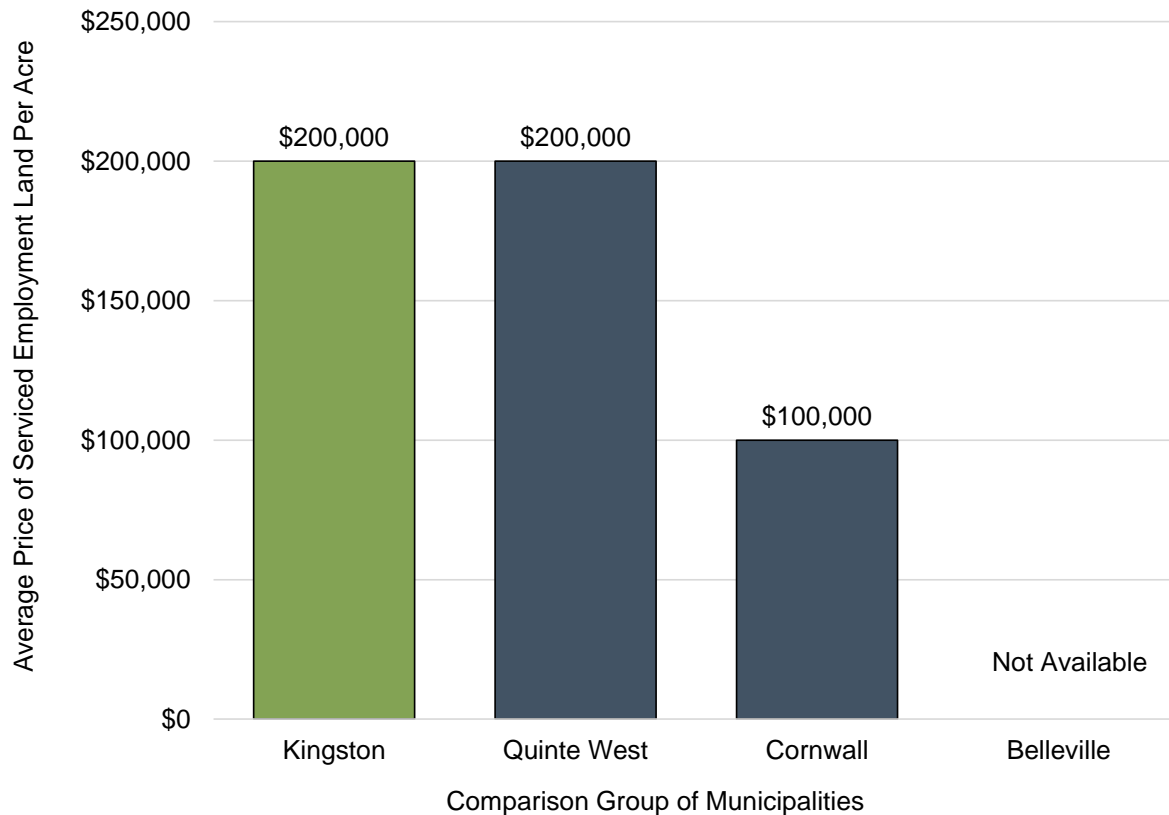
From a competitiveness perspective, Employment Area land prices can provide a key advantage, especially for land-expansive uses such as transportation, wholesale trade/logistics, warehousing, and large-scale manufacturing, however this is less of an issue for land intensive uses such as office development. Though competitive land costs provide an economic advantage in terms of the cost of development, very low land prices may be indicative of low market demand.

Figure 28 below summarizes the average Employment Area land prices (\$/serviced acre) for the City of Kingston and the select comparison group of municipalities, based on recent available market survey data. As shown, Employment Area land prices range between approximately \$100,000 and \$200,000 per acre and are generally highest within the City of Kingston and the City of Quinte West; both have an average rate of approximately \$200,000 per serviceable acre. Eastward from these municipalities is the City of Cornwall which exhibits an average serviceable price of approximately \$100,000 per acre for its Employment Area lands, this being the lowest average rate amongst the comparison group. The average land price for the comparison group is equivalent to a rate of approximately \$166,667 per serviceable acre for the entire geographic area



encompassed in the selection, excluding the City of Belleville which did not have available data.

Figure 28
Average Price of Serviced Employment Land Per Acre



Source: Adapted from available municipal data by Watson & Associates Economists Ltd., 2024.

Development Charges

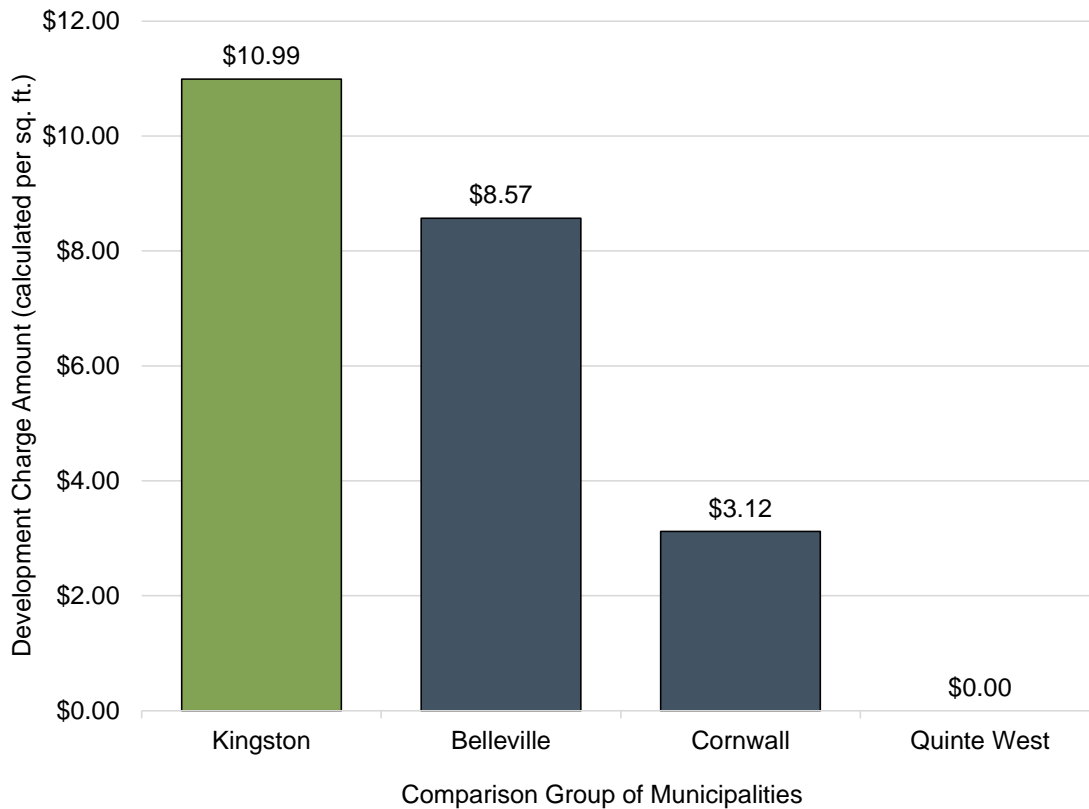
Development charges are also a component of total development cost. Figure 29 and Figure 30 illustrate the average industrial and commercial office development charges within the comparison group of municipalities.

For the surveyed group, the average industrial development charge rate is \$4.54 per square foot. The highest industrial development charges are found in the City of Kingston, at approximately \$10.99 per square foot. The lowest industrial rates are found



in the City of Quinte West, which does not have an industrial charge delineated due to an exemption in place. The City of Belleville has the second highest rates, followed by the City of Cornwall.

Figure 29
Industrial Development Charge Rates



Note: Quinte West has a development charge exemption in place.
Source: Adapted from available municipal data by Watson & Associates Economists Ltd.

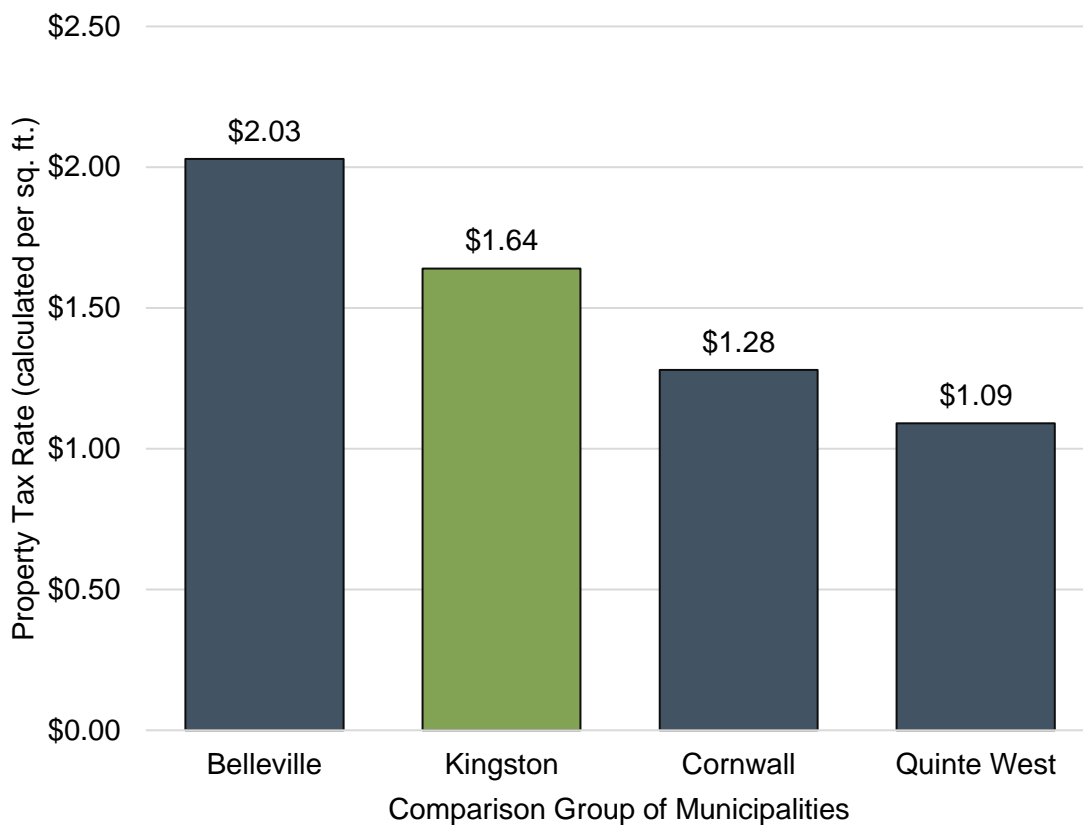
Municipal Property Taxes

Property tax rates represent a consideration for business location decisions since taxes impact operating profit annually. Figure 30 illustrates average standard industrial property taxes expressed on a square foot basis of property building space within surveyed select municipalities based on 2023 area municipal property taxes.



Industrial property taxes per square foot are highest within the City of Belleville. This is followed in the ranking by the Cities of Kingston and Cornwall, while the City of Quinte West has the lowest rates for their standard industrial property class. The average standard industrial rate for the comparison group was found to be \$1.51 per square foot.

Figure 30
Standard Industrial Property Tax Rates per Square Foot



Note: Values based on available municipal data.
Source: Adapted from BMA Management Consulting Inc. Municipal Study – 2023 Report by Watson & Associates Economists Ltd.

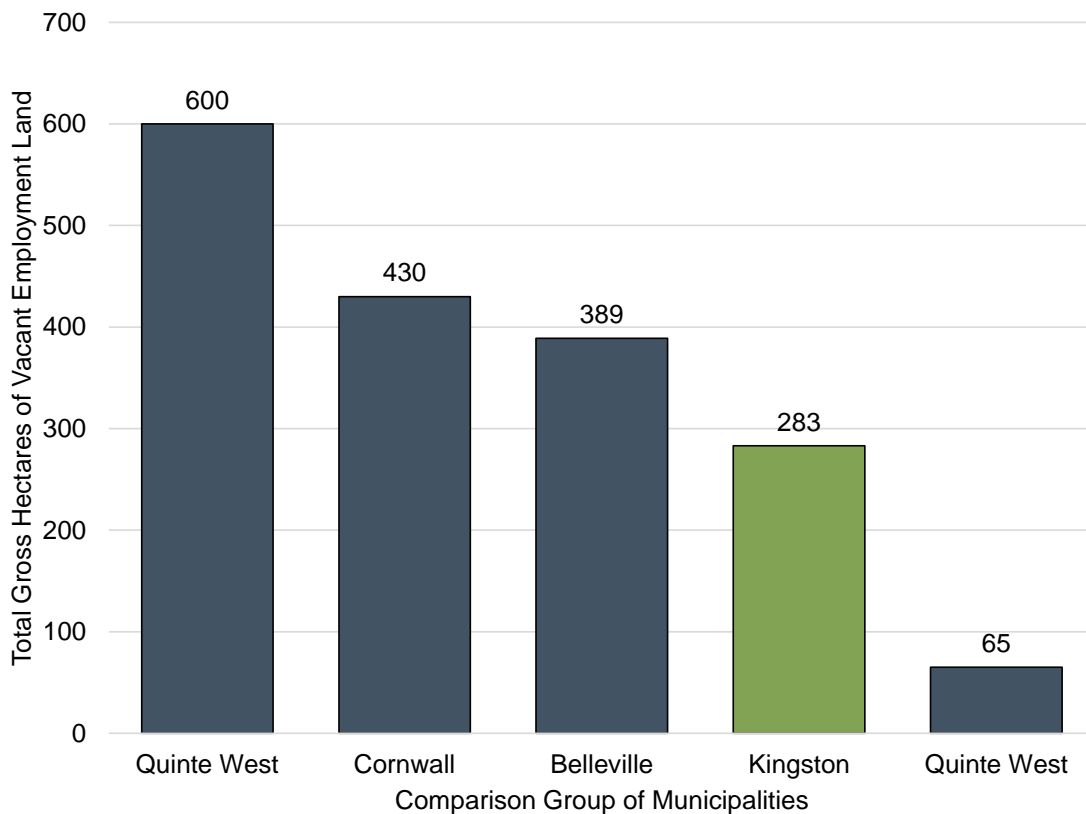
5.1.4 Employment Land Supply

The competitiveness of Kingston’s export-based economy is partly determined by the availability and quality of its developable Employment Area lands. Figure 31 provides a summary of the supply of designated Employment Area lands within Kingston in comparison to select municipalities.



The average supply of vacant Employment Area land for the select group of municipalities was 353 hectares. The most constrained municipality regarding vacant gross total Employment Area lands is the City of Kingston with approximately 283 gross hectares of lands available. Both the Cities of Belleville and Cornwall were relatively in line with the comparison group average, where they had approximately 389 hectares and 430 hectares, respectively, of vacant Employment Area lands available. The lowest supply of useable Employment Area lands was found within Quinte West, where it was shown that several ecological and geographic pressures were notably decreasing the available serviced and ready to develop supply of lands from the original gross total of 600 hectares to approximately only 65 hectares.

Figure 31
Total Gross Hectares of Vacant Employment Area Lands within the Comparison Group



Note: Values based on available municipal data.

Quinte West vacant Employment Area land data is based on the serviced and ready to develop land supply, as the municipality has significantly more outlier constraints on its available land supply that are not implicated as heavily in the other municipalities.

Source: Derived by Watson & Associates Economists Ltd., 2024.



5.2 Stakeholder Perspectives on Employment Opportunities in Kingston

Interviews with a diverse cross-section of stakeholders representing interests across a range of employment sectors were undertaken to better understand the current state of Kingston's employment base and future economic opportunities for Employment Areas.^[34] A summary of these interviews has been organized in a SWOC analysis and is provided below.

Strengths and Opportunities

- Industrial market remains strong, albeit demand has slowed moderately from the pandemic peak in 2022.
- Strong market interest from out-of-town industries/companies seeking Employment Area land sites, including large-scale development.
- Local companies looking to grow, seeking new and larger sites to accommodate growing business needs.
- Kingston has favourable development costs for industrial development (e.g., land costs, municipal fees).
- Kingston's skilled and educated labour force is considered an asset and attractive for new businesses looking to locate to the City. The City's post-secondary institutions are considered an asset.
- New third crossing (Waaban Crossing) has expanded the marketability of the St. Lawrence Business Park.

Weakness and Challenges

- Constrained supply of greenfield Employment Area lands available for development limits Employment Area land development potential, especially larger sites; need for the City to consider urban expansion options to accommodate future growth.

^[34] Four stakeholders were interviewed by Watson & Associates Economists Ltd. for an approximately 1-hour discussion each.



- Major competitors along Highway 401 corridor for industrial development include Belleville and Cornwall.
- Lack of passenger air services at Kingston Airport detracts from the City's appeal in attracting some larger-scale new businesses.
- Low vacancy rate for industrial space limits market choice of available leasable space for tenants; particularly challenging for smaller businesses.
- Office sector is struggling with high vacancy rates and limited demand for new space.

5.3 Target Industry Sector Requirements

At both the regional and local levels, location requirements of industry can vary considerably depending on the nature of the industry sector. The relative importance of these attributes is evolving in response to structural changes in the macro-economy which is impacting non-residential development patterns in Ontario. While the cost of development and access/proximity to major infrastructure have historically weighed heavily on business location decision making, the relative weighting of factors is shifting. Quality factors are becoming increasingly important in business location decision making. This is particularly apparent in knowledge-based sectors.

Building on the analysis presented in section 5.1, the following assesses Kingston's relative competitive position within the context of the two key industry target clusters identified in the Integrated Economic Development Strategy, including:

- Sustainable Manufacturing including Material & Process Innovation, Advanced Manufacturing and Low-impact Food Processing; and
- Health Innovation and life sciences.

There is an increasing emphasis on “soft” location factors such as the availability of skilled labour, workforce housing and quality of life, and the proximity to college/technical training. Soft location factors often refer to criteria that are not associated with cost but provides employee or skill benefits to the business locating in that community. It reflects the community's industry strength as it relates to its labour force profile (educated, skilled, semi-skilled, young, old) and the business support environment that provides businesses with education and training programs and other



business support programs. This is particularly important for knowledge-based sectors, including the advanced manufacturing and health industries clusters.

“Hard” location factors also influence location decisions. Hard location factors often refer to criteria that are associated with cost and time. Factors that impact transportation and distribution and development costs, such as highway accessibility, occupancy/construction costs, land costs, and proximity to logistic centres are more often being rated as “very important” or “important” to site selectors. Other key factors influencing location decisions include operating costs which would range from energy availability and costs, and corporate tax rates.

Transportation and distribution characteristics have a varying level of importance for each target sector, with health industries placing a low importance on most transportation characteristics with the exception of proximity to an airport to enable business travel, which is still only moderately important. The manufacturing sector, on the other hand, highly values transportation and distribution assets, with a particular emphasis on proximity to transportation assets and key markets, and the availability of services.

Health industries place a high importance on the availability, quality, and cost of electricity, natural gas, and telecommunications; the costs for permitting and construction; and the cost of land or lease rates. In comparison, advanced manufacturing places only moderate importance on tax rates; high importance on the cost and availability of electricity; high importance on the costs for permitting and construction; and high importance on the availability and cost of industrial facilities and serviced and ready to develop land.

5.3.1 Health Innovation Cluster Industry Sector Requirements

The health industries sector is defined as establishments primarily engaged in pharmaceutical and medicine manufacturing, general medicinal and surgical hospitals, providing health care by diagnosis and treatment, providing residential care for medical and social reasons, and providing social assistance, such as counselling, welfare, child protection, community housing and food services, vocational rehabilitation and child care, to those requiring such assistance.



Kingston has a high concentration of employment within the health industries cluster, which employs approximately 6,200 people in the city. This cluster has had strong employment growth over the past decade, with an increase of 22% during this time period.

The 2017 edition of *The World's Most Competitive Cities* finds that the world's leading health industry cities tend to be characterized by two common elements – clusters of superior talent emerging from local post-secondary institutions and a strong collaborative partnership environment between companies. Both elements speak to the impact that industry strength can have in attracting like-minded companies.

As health industries expand and adapt, access to diagnostic and research lab services will also increase. Growth in the industry is dependent on proximity of these partners. Kingston is well-positioned with its existing business support environment, with access to three post-secondary institutions which offer courses in a variety of health-science related programs. In addition, these institutions house several research centers and academic research initiatives. Queen's University offers several science-related bachelor's degree programs and masters/graduate programs within eight core medical specialties, which allow students the pathway to becoming a medical doctor. Furthermore, St. Lawrence College offers its students a bachelor's degree program in either science or nursing, in addition to a number of certificate and diploma programs in medical and technology-related fields. The third academic institution within the City of Kingston that hosts relevant medical industry expertise is the Royal Military College of Canada, which accommodates a number of federal government-funded academic groups whose research projects are either medical or technological in nature.

Besides academic institutions, the following medical service providers and major facilities operate within the City of Kingston: the Kingston General Hospital, Kingston Cancer Centre, Cancer Centre of Southeastern Ontario, Hotel Dieu Hospital (DT), Providence Transitional Care Centre, Providence Care Hospital, UHK Foundation, Arthritis Society Canada office, and St. Mary of the Lake Hospital, in addition to the Bio-medical sciences centre found on Queen's Campus.

Kingston's competitive advantage is its business support environment, in particular, the range of health care providers, research labs, and post-secondary programs. Relative to the Province, Kingston has a lower concentration of health-related manufacturing, which



is one area that the City could continue to advance, and leverage, building on its broader strengths in the cluster. Many of these associated uses can be accommodated on Employment Area lands.

5.3.2 Sustainable Manufacturing

Kingston has a diverse and growing manufacturing base focused on advanced manufacturing.

Advanced manufacturing is evolving and is requiring integrated operations on larger sites in a “campus-style” setting. These integrated facilities often accommodate a combination of office, research and development, warehousing and logistics, and on-site manufacturing.

Just-in-time manufacturing will continue to be the industry norm, placing increasing emphasis on more frequent and smaller deliveries by truck transport, typically during the last mile.^[35] As the e-commerce market continues to expand, this component of the supply chain is becoming increasingly important to businesses as it has a direct influence on the customer experience. In addition to the need to provide timely, accurate service delivery, it is also critical for industry to ensure cost efficiency given that 30% to over 50% of total parcel delivery cost is associated with this leg of the supply chain.^[36] ^[37]

Key opportunities for growth are discussed below.

Clean Technology Manufacturing

As the broader economy is undergoing a transition towards clean technologies, government and private-sector investments are increasingly supporting the restructuring of Ontario’s key manufacturing sectors, specifically the automotive sector. Many of

^[35] The last mile is commonly referred to in the logistics sector as the last leg of the transportation process from the distribution centre or fulfillment hub to the final destination (i.e., the retailer or consumer).

^[36] Breaking Down the “Last-Mile Delivery”: Challenges and Solutions. October 12, 2016.

^[37] Parcel Delivery. The Future of the Last Mile. McKinsey & Company. September 2016.



Ontario's automotive plants (e.g., Honda in Alliston; Ford in Oakville; Chrysler in Brampton and Windsor; General Motors in Oshawa; and General Motors (CAMI) in Ingersoll) are undergoing retooling to support the production of electric vehicles (EV), while large-scale investments have been announced to support the EV parts market (i.e., EV batteries). This includes two significant new EV projects; Stellantis and LG Energy in Windsor, and the Volkswagen EV battery plant in St. Thomas.

Umicore recently announced a \$1.5 billion investment EV battery materials plant in Loyalist Township which will create over 1,200 direct and indirect jobs.^[38] The construction of the project is currently on hold due to shifting economic conditions in the broader EV sector but is anticipated to be completed. The new plant will supply cathode active materials and precursor cathode active materials for EVs. Steady future economic growth is anticipated across the Kingston C.M.A., in the local supply chains to support the planned Umicore EV battery manufacturing facility and broader EV sector ecosystem over the long term.

It is important to recognize that the clean technology market faces strong competition globally and will require municipalities in Ontario to plan for Employment Areas that offer the critical mass to support large facilities and spin-off industries. Employment Areas that are reaching capacity and offer limited or fragmented supply opportunities by size, location, and zoning/designation may not provide the market appeal to attract this growing and competitive market.

Circular Economy and Resource Recovery

The circular economy includes bringing products that have reached their end of useful life back into industrial production as a resource. The circular economy is seen as a way to help Canada stay competitive as the global economy becomes more resource productive. Furthermore, the circular economy is an opportunity to drive innovation and to support other green industries. The EV market, for example, is anticipated to require industrial activities to support the recycling of EV batteries. While EVs are considered a green alternative to gas-powered vehicles, EVs are powered by lithium-ion batteries which are considered highly toxic. According to auto research firm J.D. Power, EV

^[38] <https://globalnews.ca/news/9533043/loyalist-township-battery-plant-land-preparation/>



batteries have a lifespan of 10 to 20 years^[39] which suggests that the early users of EVs in Canada are approaching the need to replace batteries. The anticipated growth in the use of EVs in Canada will require consideration of not only the manufacturing of vehicles and batteries, but also the recycling of batteries. Recently, Kingston attracted two new CleanTech businesses to the City: Li-Cycle (45 jobs) in 2019 and Cyclic Materials (10 jobs) in 2022.^[40]

To support the circular economy, large Employment Area sites that are well buffered from sensitive uses (such as residential uses) with direct access to a major highway are required.

Food Manufacturing

Food manufacturing is anticipated to continue to be a growing sector in Eastern Ontario. Within Kingston there has been some notable expansions and investments of food processing facilities, including Frulact, Canada Royal Milk, and Sensient. Kingston's employment base in the food processing sector has increased significantly over the past decade.

Direct access to a major highway connecting suppliers and the market, and having a selection of large, serviced Employment Area land parcels are key requirements in supporting future growth opportunities for food manufacturing.

Transportation and distribution are weighted the highest in the food processing sector, reflecting the relative importance of having access to a large consumer market as the sector is largely driven by local demand. Furthermore, labour force availability, together with an available supply chain and suppliers are important factors for the food processing sector. For food processing, investors identify proximity to raw agricultural products as a critical element to business location requirements.

^[39] CBC News, Electric vehicle sales are racing ahead, but is there a plan for the waste they create? – retrieved April 27, 2023.

^[40] Data provided by the City of Kingston.



5.4 Target Sector Employment Area Requirements

At both the regional and local levels, location requirements of industry can vary considerably depending on the nature of the employment sector/use. Employment sectors typically situated in employment areas have varying site-specific requirements. Based on this analysis, the ability of current and future Employment Area lands in Kingston to support the target employment sectors discussed in section 5.2 was considered based on the following criteria:

- Locational requirements;
- Servicing requirements (i.e., water/wastewater servicing);
- Range of parcel sizes needed;
- Transportation access (route from highway, proximity to customer base, etc.);
- Land use requirements (potential for expansion, buffers from surrounding land uses, integration with surrounding operations, etc.); and
- Development characteristics (building coverages, parking requirements, ceiling heights, etc.).

Figure 32 provides a summary of the Employment Area requirements to support the identified target sectors.



Figure 32
Target Employment Sectors Employment Area Requirements

Sector	Potential Sector-based Uses	Development Characteristics	Land and Development Requirements
Advanced Manufacturing	<ul style="list-style-type: none"> • Clean Technology • Production Technology and Heavy Machinery • Food Processing and Manufacturing • Plastics Manufacturing • Metal Products • Information Technology and Instruments 	<ul style="list-style-type: none"> • Low to high design quality • Range of building types, including small, large, single-tenant and multi-tenant buildings • Emphasis on integrated operations (logistics and office), landscaping and enclosed storage • 10,000 to 250,000 square feet building space • High utilization of land for building space and on-site employment density 	<ul style="list-style-type: none"> • Water/wastewater servicing required • Access to 400 series/controlled access highways • Buffering required near sensitive uses and unencumbered access to highway • 1 to 4 hectares (2-10 acre) parcel sizes • Large parcels of at least 10 hectares (25 acres) required to attract high profile manufacturing uses (especially for Foreign Direct Investment) • Employment Area offers opportunity to accommodate spin-off uses
Health/Life Sciences	<ul style="list-style-type: none"> • Professional Services • Research and Development 	<ul style="list-style-type: none"> • Moderate to prestige design • Standalone or multi-tenant offices • Facilities with bays for storage/service of equipment and vehicles • High on-site employment density 	<ul style="list-style-type: none"> • Full municipal servicing (water/wastewater servicing) • 0.5 to 2 hectares (1 to 5 acre) parcel size • Can be accommodated through infill • Outdoor storage of equipment or vehicles may be required • Access to commercial and recreational amenities • Walkable environments for most operations



5.5 General Characteristics of Employment Areas

Employment Areas require good access to regional transportation networks, on-site infrastructure including roadways and utilities, and available, zoned, serviced and ready to develop lands. Employment Areas are typically located on flat to slightly rolling topography in areas with minimal environmental issues. Roadways within Employment Areas tend to be laid out in a grid system to optimize circulation and parcel configuration. Parcels are typically square or rectangular in shape to optimize site design. Many of these attributes help to optimize the end-users' speed to market while minimizing development costs and project risk.

At both the regional and local levels, location requirements of industry can vary considerably depending on the nature of the employment sector/use. Employment sectors typically situated within Employment Areas have varying site-specific requirements. To be successful in attracting a broad range of employment sectors, it is recommended that available vacant lands and any future Employment Areas in the City provide the corresponding industry requirements. The specific attributes that are required for an Employment Area to be successful are largely based on the intended function and designations.

General Employment Areas

General Employment Areas (also known as Industrial Parks) have a more general industrial orientation and accommodate industrial uses such as advanced manufacturing, logistics, distribution, and transportation sectors. These areas are serviced and typically offer the following physical requirements:

- **Access** – Proximity to controlled-access highways (i.e., Highway 401) is critical for the success of general industrial parks that have a significant degree of manufacturing, warehousing, distribution, and logistics uses. These parks do not necessarily have to be adjacent to a controlled access highway but must be in proximity and easily accessible via major arterials that pass through limited residential or mixed-use commercial area(s).
- **Critical Mass** – Size is vital to ensure a wide selection and flexibility of land options, and parks must include a sufficient supply of large parcels. As a



minimum, 80 hectares (200 acres) is generally a suitable size for a park to reach the critical mass needed to provide reasonable presence, choice, and economies of scale. In practice, many general industrial parks across Ontario are notably larger than 80 hectares (200 acres) in size.

- **Location** – The location must provide efficient and effective vehicular access and circulation, particularly for heavy truck traffic, with a minimum of two access points to enter/exit the industrial park.
- **Land Use Compatibility** – Buffering is important for general industrial parks to minimize noise and air pollution to neighbouring residential and other sensitive land uses. Open space/parkland and trails are also often provided for pedestrians.
- **Market Choice** – Parcel size and configuration need to be conducive for a wide range of Employment Area land uses, especially for land-extensive uses such as wholesale trade and transportation.
- **Competitive Development/Operating Costs** – Land prices must be competitive, given the land-extensive nature associated with many uses in general industrial parks.

Prestige Employment Areas

Prestige Employment Areas typically have a more distinct character than general industrial parks. These Employment Areas typically have higher quality building design, stricter urban design standards (i.e., curb and gutter, streetlighting, buried utilities, stormwater management, etc.), and landscaping requirements to create a campus-style setting. Typically, such areas would also impose stricter land use permission regarding heavy industrial uses and outdoor storage.

5.6 Kingston's Employment Areas Assessment

The degree to which Kingston can capitalize on its regional location advantages will depend largely on the competitiveness of its Employment Areas, which is largely dictated by the above local factors. To gain a better understanding of the City's competitive position, each of the City's Employment Areas will be assessed using a number of broad parameters, including physical and economic characteristics, opportunities, and constraints, as follows:



- Total industrial/business park size (occupied versus vacant), parcel sizes, configuration, and agglomeration potential;
- Occupant mix (of occupied portion);
- Recent absorption;
- Servicing, amenities, and aesthetics;
- Surrounding land uses and topography;
- Designation/zoning and applicable design guidelines;
- Availability and marketability of industrial lands;
- Proximity/exposure to provincial highways and arterial roads;
- Access to rail; and
- General access and circulation.

The results of this consultation have contributed to the development of a SWOC analysis of City-owned Employment Areas in Kingston, as illustrated in Figure 33.



Figure 33
City of Kingston
Employment Areas Assessment

Employment Area	Strengths	Weaknesses/Challenges	Development Opportunities
<p>Alcan Business Park</p>	<ul style="list-style-type: none"> • Setting attractive for “knowledge-based” sectors. • Proximity to off-site services/amenities. • Adjacent to John Counter Boulevard, a major east-west arterial. 	<ul style="list-style-type: none"> • Small size of park limits “sense of place” and does not have a critical mass. • Employment Area has only one access point (to John Counter Boulevard). • Approaching buildout. 	<ul style="list-style-type: none"> • Highly marketable for office and “knowledge-based” uses including stand-alone and multi-tenant industrial/commercial. • Only two vacant parcels remaining and no sites available for sale.
<p>Cataraqui Estates Business Park</p>	<ul style="list-style-type: none"> • Large contiguous size and prestige in character. • Has had significant development activity over the past five years. • Has excellent access to Highway 401 and major arterial roadways, including Gardiners Road and Cataraqui Woods Drive. • On-site amenities and off-site amenities in proximity, including quick-serve restaurants and hotels. 	<ul style="list-style-type: none"> • Approaching buildout. 	<ul style="list-style-type: none"> • Highly marketable for a range of small-, medium-, and large-scale industrial developments, including manufacturing, multi-tenant industrial and transportation/logistics. • A few City-owned parcels available for development and sale. • Significant expansion potential – sizeable contiguous block of serviceable vacant designated land to the east.



Employment Area	Strengths	Weaknesses/Challenges	Development Opportunities
Clyde Industrial Park	<ul style="list-style-type: none"> Over the past decade, strong general industrial development activity. Proximity/access to Highway 401 at two interchanges. Excellent access/frontage on two major arterials – Sir John A. Macdonald Boulevard and John Counter Boulevard. Rail spur access. 	<ul style="list-style-type: none"> Physical/natural barriers (environmental protection zones and CN rail line) divide the industrial area into two parts. Park lacks definition and area functions more as four individual parks. Approaching buildout. 	<ul style="list-style-type: none"> Well suited for a broad range of industrial uses, including transportation, warehousing, manufacturing and construction. Limited vacant developable sites remaining with no sites available for sale. Underutilized lands along John Counter Boulevard offer long-term redevelopment potential.
Clogg’s Road	<ul style="list-style-type: none"> Proximity/access to Highway 401. Market choice in development-ready sites. Competitive land prices and sites available from the City. Adjacent to a large, well established existing Employment Area. 	<ul style="list-style-type: none"> Creekford Road not to urban standards. Relatively small Employment Area which lacks critical mass. 	<ul style="list-style-type: none"> Highly marketable for a range of small-, medium-, and large-scale industrial developments, including manufacturing, multi-tenant industrial, research and development.
St. Lawrence Business Park	<ul style="list-style-type: none"> Excellent proximity/access to Highway 401. Express transit route access. 	<ul style="list-style-type: none"> Location is somewhat isolated on the edge of the urban boundary. Its location east of the Great Cataraqui River 	<ul style="list-style-type: none"> Desirable for higher order employment uses. Expansion potential to the north of the site.



Employment Area	Strengths	Weaknesses/Challenges	Development Opportunities
	<ul style="list-style-type: none"> • Relatively strong development has occurred historically. • Recent surrounding developments have created a more robust and appealing urban environment. 	<p>limits its upward market potential.</p>	<ul style="list-style-type: none"> • Park is complementary to multiple ancillary uses. • Continued future development will only strengthen the park by decreasing its isolation.



5.7 Observations

The City faces several opportunities and challenges concerning the management and growth of its existing and future Employment Areas in light of the evolving structural changes in the economy and disruptive factors that continue to influence the nature of the economy. One of these challenges relates to macro-economic trends over which the City has limited control. This includes the relative strength of the global economy, international trade policy, and the competitiveness of the Canadian economic base relative to other established and emerging global markets.

In contrast to the above, Kingston has considerable control and ability to position itself positively when considering the City's regional competitive ranking. A major factor regarding the future competitiveness of the City's economic base relates to the structure, quality, and "readiness" of its Employment Area lands.

From a market choice perspective, one of the most important industrial site selection criteria, which is largely controllable by the City, relates to ensuring that an ample supply of suitable vacant serviced (and serviceable) Employment Area land is available for purchase and absorption. This involves providing a readily available and serviced Employment Area land supply which is well beyond forecast absorption.

Over the next several decades the City's employment base is anticipated to steadily grow across a broad range of employment sectors. Kingston, however, will be competing to attract and retain these sectors with other municipalities across the Highway 401 corridor and beyond. To accommodate the steadily growing economic base, the City's land use planning policies must anticipate the evolving nature of the local and regional economies and reflect the diverse needs of industry and businesses of all sizes over the long term. To ensure the long-term competitiveness, growth, and diversity of the City's economy, planning and marketing efforts must be geared toward the broader strengths of the City, as well as specific target-sector investment attraction efforts and an adequate supply of quality, development ready Employment Area lands.



6. Employment Area Conversions

6.1 Introduction

Changes to the designation of a site identified in the current O.P. as one of the Industrial designations to allow for uses not permitted for that designation, including residential, mixed-use, and specific commercial uses, is considered an Employment Area land conversion. As discussed in section 2.1, under the P.P.S., 2024, conversions will be referred to as removals with the ability to remove lands from Employment Areas at any time.

The interest to convert designated Employment Area lands to non-employment uses is often driven by higher market and economic potential for commercial and residential development than Employment Area land development. If not carefully evaluated, the conversion of Employment Area lands to non-employment uses can potentially lead to negative impacts on Kingston's economy in several ways:

- Inappropriate Employment Area conversions can reduce employment opportunities, particularly in export-based sectors, creating local imbalances between population and employment.
- Employment conversions can potentially erode the City's Employment Area land supply and lead to further conversion pressure as a result of encroachment of non-employment uses within, or adjacent to, Employment Areas.
- Inappropriate Employment Area conversions can potentially fragment existing Employment Areas and/or reduce their size (i.e., critical mass), undermining their functionality and competitive position.

Ultimately, inappropriate Employment Area conversions may reduce Kingston's ability to attract and accommodate certain industries. Given the potential negative impacts resulting from the inappropriate conversion of Employment Areas, it is recognized that there is a need to preserve such designated lands within Kingston for employment uses.

The criteria for evaluation of conversion sites has been provided in Figure 36, and consists of two parts: (1) provincial policies regarding Employment Area conversions, and (2) localized criteria developed within the context of the City of Kingston.



Potential Employment Area conversions should be evaluated using a systematic approach and methodology that should consider the following:

- Protect Employment Areas in proximity to major transportation corridors and goods movement infrastructure to ensure businesses have access to a transportation network that safely and efficiently moves goods and services.
- Maintain the configuration, location, and contiguous nature of Employment Areas to prevent fragmentation and provide business-supportive environments.
- Provide a variety of Employment Area lands to improve market supply potential and attractiveness to a variety of employment sectors and business sizes.
- Maintain or improve the employment function and job potential of Employment Areas.
- Support efforts of transformative change in key intensification areas if it can be demonstrated that the employment and job potential of Employment Areas can be retained or improved.
- Align with municipal interests and policies related to Employment Areas.
- Limit and/or mitigate land use incompatibilities with sensitive land uses and natural or human-made hazards in accordance with the P.P.S.

The considerations presented herein are meant to provide further rationale to the employment conversion criteria identified through provincial and local policy direction and reflecting best practices of protecting, planning, and developing designated Employment Areas.

6.2 Conversion Sites

Prior to starting work on this Report, the City received 25 employment conversion requests to be considered for a conversion to a non-employment use through this process. Of the 25 sites, 23 are located in the urban boundary. Figure 36 summarizes these Employment Area conversion requests which total 102 hectares (252 acres). As part of this Employment Area Lands Review, Employment Area conversion requests have been reviewed and evaluated in accordance with provincial and local criteria provided in Figure 34. The map in Figure 35 illustrates the location of the subject sites. From the total area under conversion applications, about 69 hectares (171 acres) are recommended to be converted, of which approximately 63 hectares or 156 acres are



currently vacant. Appendix A in this report provides details of the Employment Area conversion analysis criteria by site.

Where a conversion is recommended, a recommendation as to the type of use that would be appropriate has also been included in Figure 36, as follows:

- Residential or mixed use that may include sensitive uses; or
- Business use that does not include sensitive uses. This may include a range of business and commercial uses and compatible light industrial uses.

In addition to the conversion applications, several additional sites have been identified for conversion to non-employment uses in consultation with City staff, including sites in the proposed North King's Town Secondary Plan area and additional areas along Gardiners Road. Furthermore, there are designated Employment Area lands that are currently developed with non-employment or employment-supportive uses. These sites have been identified in Figure 35 and recommendations on planning for these sites in light of the P.P.S., 2024, as discussed in Chapter 8. These additional lands include vacant Employment Area lands covering about 14.5 hectares (36 acres). Collectively, the total vacant Employment Area lands recommended to be converted amounts to 77 hectares (190 acres). These lands are reflected in the Employment Area land needs calculations discussed in Chapter 7.



Figure 34
City of Kingston
Employment Conversion Criteria

Provincial Criteria

No.	Theme	Criteria
A1	<i>Planning Act</i> Definition	<p>New definition of Employment Areas as identified in the <i>Planning Act</i> Schedule 6. The uses consist of business and economic uses, including any of the following:</p> <ul style="list-style-type: none"> i. Manufacturing uses; ii. Uses related to research and development in connection with manufacturing anything; iii. Warehousing uses, including uses related to the movement of goods; iv. Retail uses and office uses that are associated with uses mentioned in subparagraphs i to iii; v. Facilities that are ancillary to the uses mentioned in subparagraphs i to iv; vi. Any other prescribed business and economic uses. <p>The uses do not include any of the following uses:</p> <ul style="list-style-type: none"> i. Institutional uses; ii. Commercial uses, including retail and office uses not referred to above.
A2	Provincial Policy Statement (2020)	<p>1.3.2.4 – Planning authorities may permit conversion of lands within <i>employment areas</i> to non-employment uses through a <i>comprehensive review</i>, only where it has been demonstrated that the land is not required for employment purposes over the long term and that there is a need for the conversion.</p>

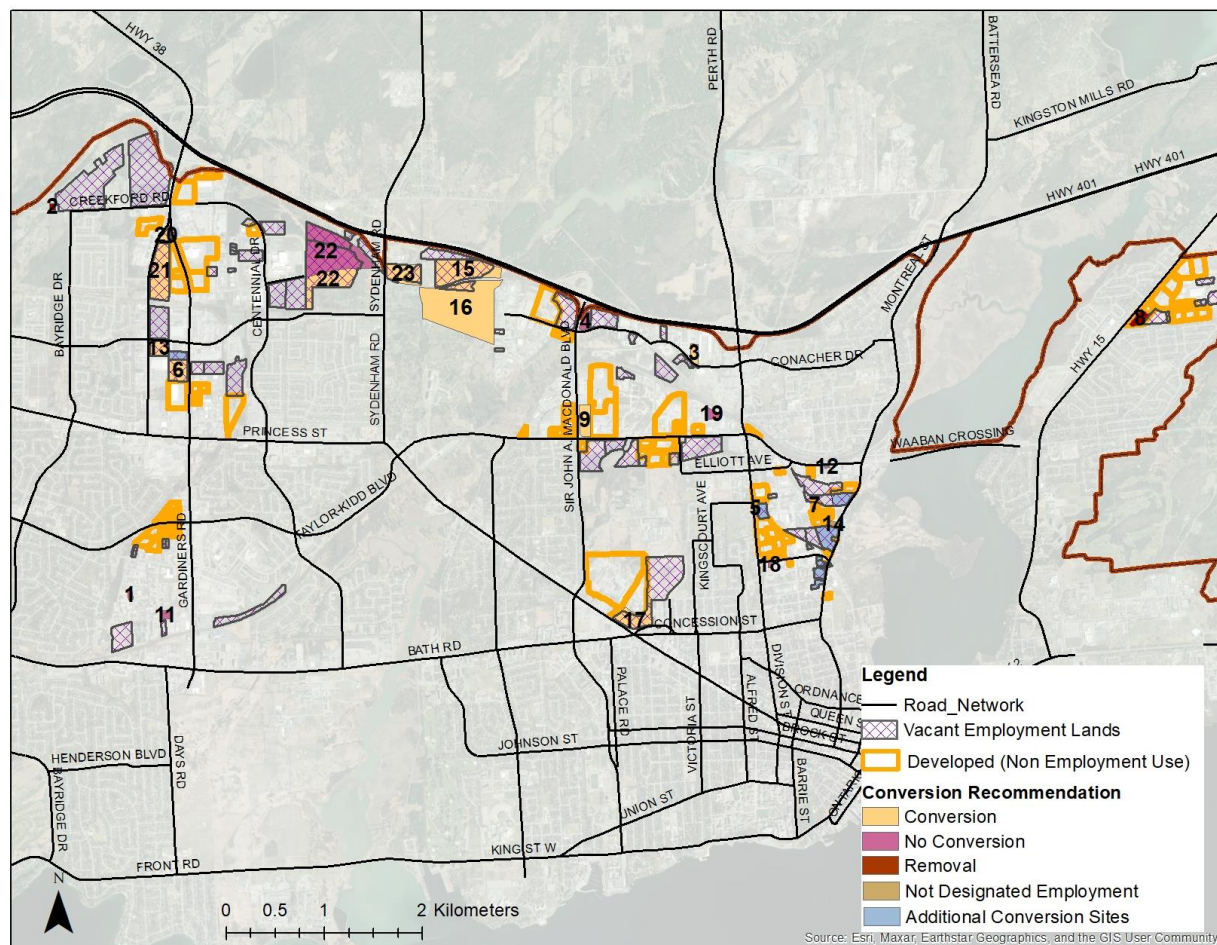


Localized Criteria

No.	Theme	Criteria
B	Land Use	The proposed conversion to non-employment uses is compatible within surrounding land uses and/or could be mitigated from potential land use conflicts.
C	Location	The site is not located in proximity to major transportation corridors (e.g., highways, goods movement network, cross-jurisdictional connections) and goods movement infrastructure (e.g., airports, intermodal yards, and rail).
D	Access	The site does not offer direct access to major transportation corridors (e.g., highways, goods movement network, cross-jurisdictional connections) and goods movement infrastructure (e.g., airports, intermodal yards, and rail).
E	Employment Area Configuration	The site is located outside or on the fringe of an assembly of Employment Areas.
F	Site Configuration	The site offers limited market supply potential for Employment Areas development due to size, configuration, access, physical conditions, servicing constraints, etc.
G	Supply	Newly designated or developing Employment Areas are generally not considered for conversion requests because they are still establishing their marketability, viability, and/or presence.
H	Supply	The conversion of the proposed site to non-employment uses would not compromise the City's overall supply of large Employment Area land sites.
I	Municipal Interests and Policy	The conversion request supports the long-term prosperity of the City through the redevelopment of a brownfield site that is no longer viable for Employment Area purposes but is viable for other uses. This site will retain the employment and job potential of the Employment Area, including proximity to public service facilities, location along a major arterial, and the opportunity to support a range of housing options.
J	Municipal Interests and Policy	The conversion request is supported by local Council and the conversion of the site to a non-employment use would not conflict with municipal interests and policies.
K	Municipal Interests and Policy	The conversion of the site would not present adverse cross-jurisdiction impacts.



Figure 35
City of Kingston
Conversion Sites Locations



Source: Conversion application data provided by the City of Kingston, recommendations by Watson & Associates Economists Ltd., 2024.



Figure 36
City of Kingston
Employment Area Land Conversion Requests

Application Number	Address	Area in Hectares (under employment use)	O.P. Designation	Status	Recommendation
1	780 Burnett St.	0.46	General Industrial	Developed	No conversion
2	2886 Creekford Rd., Westbrook	0.40	Business Park Industrial	Developed	Conversion to non- employment (business) use
3	133 Dalton Ave.	1.42	Business Park Industrial	Developed	Conversion to non- employment (business) use
4	369 Dalton Ave.	1.75	Business Park Industrial	Vacant	No conversion
5	779 Division St.	0.04	General Industrial	Developed	No conversion
6	1085 Gardiners Rd.	4.27	Business Park Industrial	Vacant	Conversion to non- employment (mixed) use
7	135 Hickson Ave.	0.10	General Industrial	Developed	No conversion
8	125 Innovation Dr.	0.98	Business Park Industrial	Developed	Conversion to non- employment (business) use
9	1407 John Counter Blvd.	3.65	General Industrial	Developed	Conversion to non- employment (business) use
10	592 Justus Dr.	0.30	General Industrial	Developed	No conversion
11	700-710 Development Dr.	0.62	General Industrial	Developed	No conversion
12	86 Maple St.	0.11	General Industrial	Developed	No conversion
13	1180 Midland Ave.	2.85	Business Park Industrial	Vacant	Conversion to non- employment (mixed) use
14	734 Montreal St.	0.00	Business Park Industrial	Developed	Not designated employment



Application Number	Address	Area in Hectares (under employment use)	O.P. Designation	Status	Recommendation
15	360820075	13.04	Business Park Industrial	Vacant	Conversion to non- employment (residential/mixed) use
16	360820573	10.01	General Industrial	Vacant	Conversion to non- employment (residential/mixed) use
17	925 Princess St.	5.72	Business Park Industrial	Vacant	Conversion to non- employment (mixed) use
18	170 Railway St.	0.15	General Industrial	Developed	No conversion
19	55 Rigney St.	1.33	General Industrial	Vacant	No conversion
20	101108019013650	1.15	Business Park Industrial	Vacant	Conversion to non- employment (mixed) use
21	101108019013640	9.80	Business Park Industrial	Vacant	Conversion to non- employment (mixed) use
22	1125 Sydenham Rd.	32.04	Business Park Industrial	Vacant	Recommended for partial conversion (lands south of Trans Northern Pipeline measuring about 9.4 hectares to be converted to residential and lands north of the pipeline to remain employment)
23	1240 Sydenham Rd.	6.52	Business Park Industrial	Vacant	Conversion to non- employment (business) use

Source: Conversion application data provided by the City of Kingston; recommendations by Watson & Associates Economists Ltd., 2024.

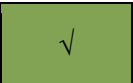

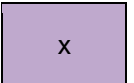
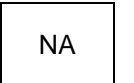


Figure 37
City of Kingston
Summary of Planning and Economic Evaluation Results for Conversion Sites

Evaluation Criteria	Site #														
	1	2	3	4	5	6	7	8	9	10	11	12			
A1	√	√		The site has an existing restaurant. There are no further details on the application. Uses to remain as is.	The applicant does not mention the intent to convert land use. Uses to remain as is.		Site is currently occupied by residential, but is adjacent to industrial uses Designation to be kept as is.								
A2	√	√	√					x	√	√	√	√	√	√	
B	x	x	x					x		x	x	x	x	x	
C	x	x	x					x		x	x	x	x	x	
D	x	√	-					√		√	√	x	x	x	
E	x	√	-					x		x	x	x	x	x	
F	x	√	-					√		√			x	x	
G	NA	NA	NA					NA		NA	NA	NA	NA	NA	
H	√	√	√					x		x	x	x	-	-	
I	NA	NA	NA					NA		NA	NA	NA	NA	NA	
J	x	-	√					√		-	x	x	x	x	
K	√	√	√		√		√	√	√	√	√				
	No conversion.	Conversion to non-employment use.	Conversion to non-employment use.	No conversion.	No conversion.	Conversion to non-employment use.	No conversion.	Conversion to non-employment use.	No conversion.	No conversion.	No conversion.	No conversion.			



Evaluation Criteria	Site #											
	13	14	15	16	17	18	19	20	21	22	23	
A1	NA	The property is designated residential and is used for restaurant/bar/branch administration uses. Owner would like to keep the uses as is. No applicable for conversion analysis.	NA	NA	NA	x	No conversion application - existing designation and zoning to remain.	NA	NA	NA	NA	
A2	x		x	x	x	√		x	x	x	x	
B	x		x	x	x	√		x	x	x	x	
C	x		√	√	x	√		x	x	x	x	
D	x		x	√	√	x		x	x	x	x	
E	x		x	√	x	x		x	√	x	x	
F	√		x	√	√	x		x	√	√	x	x
G	NA		NA	NA	NA	NA		NA	NA	NA	NA	NA
H	x		x	√	x	√		√	√	x	x	x
I	NA		NA	NA	NA	√		√	√	√	√	√
J	√		√	√	√	x		√	√	√	√	√
K	√	√	√	√	√	√	√	√	√	√		
	Conversion to non-employment use	Not designated employment	No Conversion	Conversion to non-employment use	Conversion to non-employment use	No Conversion	No Conversion	Conversion to non-employment use	Conversion to non-employment use	No Conversion	No Conversion	

 Meets Criteria
  Neutral
  Does Not Meet Criteria
  Criteria Not Applicable

Source: Watson & Associates Economists Ltd., 2024.



6.3 Observations

The City has received 25 employment conversion request applications through the Employment Area Lands Review study process. Twenty-three of these sites or applications are within the urban boundary, covering a total area of 102 hectares (252 acres). Following a review of these sites based on the provincial and local criteria discussed in this chapter, it is recommended that a total of about 69 hectares (171 acres) be converted to non-employment uses, including business, residential, or mixed use. Figure 38, below, highlights the recommended uses for the proposed conversions and/or removal of sites. Final recommendations for the use of the sites would be subject to further site-specific analysis by the City.

Figure 38
City of Kingston
Developed Employment Area Designated Sites

Application number	Address	Recommendation
2	2886 Creekford Rd., Westbrook	Commercial/business uses
3	133 Dalton Ave.	Commercial/business uses
6	1085 Gardiners Rd.	Mixed use
8	125 Innovation Dr.	Commercial/business uses
9	1407 John Counter Blvd.	Commercial/business uses
13	1180 Midland Ave.	Mixed use
14	734 Montreal St.	Not designated employment
15	360820075	Residential/mixed use
16	360820573	Residential/mixed use
17	925 Princess St.	Mixed use
20	101108019013650	Mixed use
21	101108019013640	Mixed use
22	1125 Sydenham Rd.	Partial conversion to residential use
23	1240 Sydenham Rd.	Commercial/business uses

Of the total area recommended for conversion, approximately 63 hectares (156 acres) are currently vacant. In addition to the applications, several additional sites have been



identified for conversion to non-employment uses, which increases the total vacant Employment Area lands to be converted to about 77 hectares (190 acres). This land area has accordingly been factored into the Employment Area land needs assessment discussed in Chapter 7.

7. Kingston Employment Area Land Needs

Future demand for Employment Area lands within Kingston is ultimately driven by forecast employment growth. A broad range of factors, as discussed in Chapter 3, are anticipated to drive future employment growth in Kingston over the long term. These factors will not only impact the rate and magnitude of growth, but they will also influence the form and density of industrial development and the corresponding demand for Employment Area lands.

7.1 Economic Growth Drivers

There are several factors that indicate economic growth within Kingston over the long term will be relatively strong, building on the economic expansion experienced over the past decade. In turn, anticipated employment growth and new non-residential development will generate continued demand for Employment Area land. These factors are discussed below.

Regional Growth Context

The long-term economic outlook for the regional economy generally remains positive. Long-term population and employment potential for Kingston is closely tied to the economic outlook for the broader economic region and the Province as a whole. Generally, economic development activity, as measured by employment and population growth, has steadily increased across the regional economy over the past few years. This is expected to continue over the coming decades.



Population Growth Outlook

In accordance with the latest growth forecast prepared for Kingston, the City's total population is expected to increase from 154,100 in 2021 to 220,900 in 2051.^[41] This represents an increase of 43% over the 2021 to 2051 period, representing an average annual growth rate of 1.2% over the period.

Population growth is anticipated to drive the demand for population-related commercial and institutional employment in Kingston. New residential and population-related development will also drive demand within the construction sector and influence investment across certain industrial sectors that are more closely driven by regional population growth (e.g., fulfilment centres, urban warehouses).

Most industrial and office commercial employment (export-based employment), however, is not directly linked to population growth. Employment within these sectors tends to be more influenced by broader market conditions (i.e., economic competitiveness, transportation access, access to labour force growth/supply, and distance to employment markets) and local site characteristics, such as servicing capacity, highway access and exposure, site size/configuration, physical conditions, and site location.

Diversification of Economy

Continued economic diversification provides opportunities for a broader range of non-residential development potential and employment prospects for Kingston. Recent development trends and employment and business growth over the past decade, as discussed earlier, show a shift to more advanced manufacturing in the industrial sector and "knowledge-based" sectors in both the commercial and institutional sectors.

The diversification of the local economy is identified in Kingston's Integrated Economic Development Strategy (discussed in subsection 2.3.2) which recognizes sustainable manufacturing and health innovation as key industry clusters for growth.

^[41] Source: City of Kingston Staff Report to Council, Population, Housing and Employment Growth Forecast Update to 2051, Report Number 24-016, December 5, 2023. Exhibit A attachment dated November 23, 2023, prepared by Watson & Associates Economists Ltd.

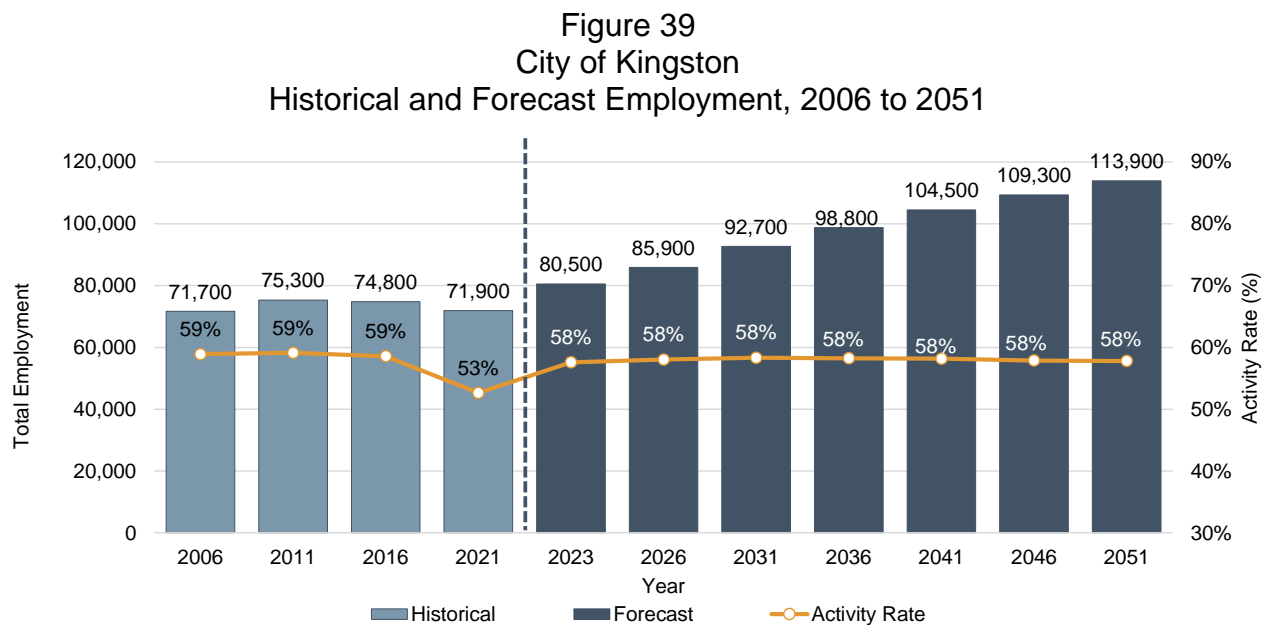


Municipal Competitiveness

Kingston offers a competitive cost of development environment which makes it attractive for new industrial development. The municipality also has direct access to Highway 401, proximity to the U.S. market, access to a growing working-age population and skilled labour force, and synergies with post-secondary institutions. Kingston also offers a relatively high quality of life, which is an increasingly important attribute for both employers and employees.

7.2 Long-Term Employment Growth Outlook

In accordance with the growth projections prepared in the Growth Analysis Study, Kingston’s employment base is forecast to reach 113,900 jobs by 2051, as illustrated in Figure 39.^[42] This represents an increase of approximately 42,000 jobs between 2021 and 2051, signifying an annual growth rate of 1.5% during this period, based on the current (2023) employment estimate for the City of 80,500.



Source: 2006-2021 data from Statistics Canada Census; forecast prepared by Watson & Associates Economists Ltd., 2023.

^[42] City of Kingston Staff Report to Council, Population, Housing and Employment Growth Forecast Update to 2051, Report Number 24-016, December 5, 2023. Exhibit A attachment dated November 23, 2023, prepared by Watson & Associates Economists Ltd.



7.2.1 Employment Forecast by Employment Category

Figure 40 summarizes the City's employment growth forecast by employment category share for the 2023 to 2051 period. As shown, population-related employment growth is forecast to account for most of Kingston's employment growth (59%) from 2023 to 2051, followed by Employment Area lands employment (31%) and major office employment (8%), while rural employment growth is expected to be limited (2%).

The following provides a summary of employment growth by land use category.

Population-related Employment

Population-related employment generally serves the local population base by providing convenient locations to local residents. Typically, as the population grows, the demand for this employment also increases to serve the needs of the region. Population-related employment also captures work from home employment.

Kingston's population is anticipated to increase by approximately 56,700 people between 2023 and 2051.^[43] Forecast population growth in Kingston is anticipated to drive demand for future population-related employment growth in the City. This includes employment growth in retail, personal services, accommodation and food services, health and social services, and educational service sectors. Population-related employment growth over the 2023 to 2051 period is expected to total 10,900 jobs, representing 59% of overall employment growth in Kingston.

Major Office Employment

Major office employment in Kingston is forecast to increase by approximately 2,600 jobs over the 2023 to 2051 period, representing 8% of the City's total employment growth over the forecast period. Major office employment growth in Kingston will be driven largely by growth in key knowledge-based, top-traded industry clusters, including professional, scientific and technical services, real estate, and finance and insurance.

Employment Lands Employment

Over the forecast period (2023 to 2051), employment lands employment is expected to account for 31% of total employment growth (10,300 jobs) and reflects growth largely in

^[43] Watson & Associates Economists Ltd.

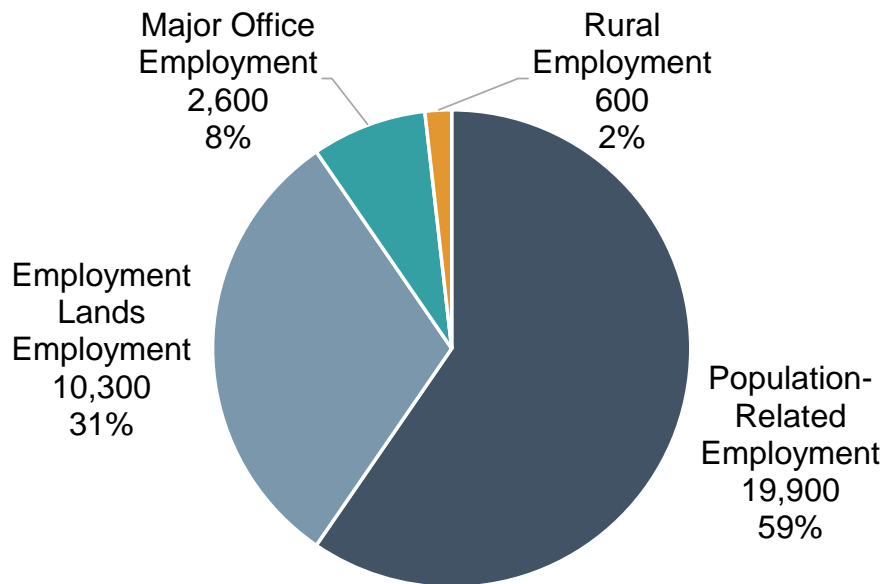


industrial-based sectors and other innovation-based sectors currently permitted under the City’s O.P. in General Industrial and Business Park designated lands. The growth in employment lands employment is expected to be mainly driven by continued growth across a number of top-traded industry clusters as previously discussed.

Rural Employment

Rural-based employment, employment primarily consisting of primary sectors, is anticipated to represent 2% (600 jobs) of Kingston’s employment growth over the 2023 and 2051 period. This results in the rural-based share of city-wide employment growth remaining relatively stable over the forecast period.

Figure 40
City of Kingston
Employment Forecast by Employment Category, 2023 to 2051



Note: Figures include work at home and no fixed place of work employment. Numbers may not add precisely due to rounding.

Source: Watson & Associates Economists Ltd., 2023.

7.2.2 Growth Outlook by Industry by Sector

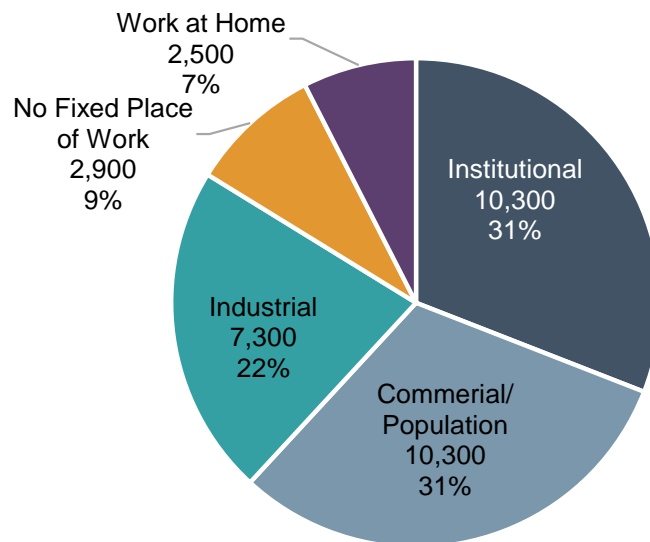
Over the forecast planning horizon, employment growth within the City of Kingston is expected across a wide range of sectors, driven by continued diversification of the



regional and local economic base and strong population growth, as identified in the City’s 2024 Growth Analysis Study.

In accordance with the employment forecast presented above, a more detailed employment forecast by industry sector was prepared for the planning horizon. Figure 41 summarizes the city-wide employment forecast by sector over the 2023 to 2051 period, with a more detailed discussion provided below.

Figure 41
City of Kingston
Employment Forecast, 2023 to 2051



Source: Watson & Associates Economists Ltd., 2023.

With respect to employment growth by major employment sector, the following observations have been made:

- Kingston is anticipated to experience strong employment growth in the institutional sector, representing 10,300 jobs (i.e., 31% of total employment growth), largely driven by the need for increased health services, higher education, government facilities and other institutional facilities (i.e., cultural, religious, schools) associated with population growth.
- Future demand for commercial employment growth in Kingston is anticipated to steadily increase (10,300 jobs), accounting for 31% of employment growth.



Kingston is expected to experience a significant increase in knowledge-based employment driven by substantial growth in business services, professional, scientific and technical services, and information and cultural industries, which will be largely accommodated within stand-alone and multi-tenant office buildings. A large share of this growth is expected to be in retail, personal services, and accommodation and food services.

- The industrial employment base is forecast to increase by 7,300 jobs, accounting for approximately 22% of total employment growth. Significant employment opportunities are identified in sectors related to manufacturing, construction, and wholesale trade/distribution, and transportation and warehousing. It is anticipated that the vast majority of the industrial employment growth will be accommodated within Kingston's Employment Areas with a small share accommodated in the rural area.
- No fixed place of work employment is anticipated to expand by 2,900 jobs over the forecast period, accounting for 9% of total employment growth in Kingston.
- In addition to reviewing employment trends by usual place of work, consideration has also been given to the employment outlook in Kingston for employees who work at home. Over the forecast period, work at home employment in Kingston is expected to expand by 2,500 jobs, driven by forecast growth in the knowledge-based and creative economy. This will be facilitated by opportunities related to telecommuting and increased technology. Demographics also play a role in the employment outlook for work at home employment. As Kingston's population and labour force continue to age, it is likely that an increased number of working and semi-retired residents will be seeking lifestyles that will allow them to work from home on a full-time or part-time basis.

Being a major regional centre in Eastern Ontario located along the Highway 401 corridor between the urban centres of Ottawa, the Greater Toronto Area, and Montreal, Kingston has strong growth potential across a wide range of industry sectors. Kingston is a nexus of employment for correctional facilities, military defense and related fields, medical research institutions, post-secondary academics, and a hub for regional tourism.

Public administration-related industries and educational services are expected to exhibit the highest quantum of employment over the 2023 to 2051 forecast period, increasing by approximately 3,800 jobs and 3,400 jobs, respectively. Health and social services



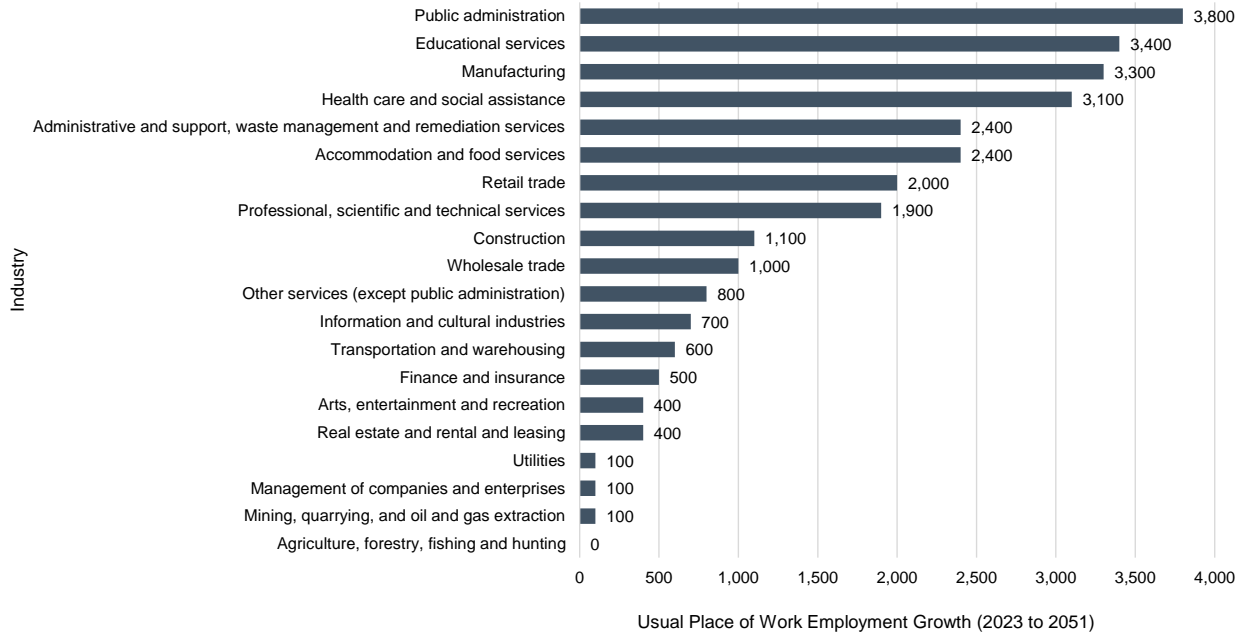
jobs, including those associated with the strategic health innovation cluster, are anticipated to increase by 3,100 jobs over the same period.

Over the forecast period, manufacturing employment is expected to increase by 3,300 jobs over the period, building on the momentum achieved over the past decade and the broader regional growth prospects. Other key industrial sectors, including construction, wholesale trade, and transportation and warehousing are also anticipated to experience strong employment growth, driven primarily by the relatively stronger regional and local population growth outlook.

Commercial industries that service regular population needs are forecast to expand significantly, primarily resulting from the ongoing influx of new residents and the services that are required to satisfy their regular demands, in addition to the needs of existing Kingston residents. The anticipated increase in the presence of student-based and tourist-servicing businesses within the City of Kingston will place further demands on a range of population-related commercial sectors over the long term. The full breakdown for each sector and its anticipated growth over the forecast period is illustrated below in Figure 42.



Figure 42
City of Kingston
Employment Forecast by Usual Place of Work by Two-Digit NAICS, 2023 to 2051



Notes:

- Numbers have been rounded.
- Statistics Canada 2021 Census place of work employment data has been reviewed. The 2021 Census employment results have not been utilized due to a significant increase in work at home employment captured due to Census enumeration occurring during the provincial COVID-19 lockdown from April 1, 2021, to June 14, 2021.

Source: 2023 to 2051 employment forecast derived by Watson & Associates Economists Ltd.

7.3 Employment Area Land Needs, 2024 to 2051

As previously identified, Employment Areas in Kingston provide opportunities to accommodate a wide variety of industrial employment sectors and businesses within a range of building types and forms.

Building on the long-term employment forecast presented in section 7.1, anticipated Employment Area land need requirements have been identified based on consideration of the following:

- Planning for existing and future Employment Areas within the context of evolving provincial and regional market trends;



- The share of employment growth on Employment Area lands over the planning horizon, in accordance with the P.P.S., 2024;
- Forecast density (i.e., employees per net acre/hectare) of employment on Employment Area lands; and
- The amount of long-term vacant Employment Area lands within Kingston's Employment Areas.

The Employment Area land needs assessment is detailed below and summarized in Figure 43 and Figure 44.

7.3.1 Employment Area Land Demand to 2051

Demand for Employment Area lands within Kingston is ultimately driven by the amount and type of future employment growth. A broad range of factors and industry sector prospects, as discussed in sections 7.1 and 7.2, are anticipated to drive future employment growth and land needs within Kingston's Employment Areas through 2051.

As discussed in subsection 7.2.1, employment lands employment in Kingston is anticipated to increase by 10,300 jobs over the 2023 to 2051 period, representing roughly 30% of Kingston's employment growth over that period. Adjusted for 2023 growth, employment lands employment growth is expected to total 9,700 jobs over the 2024 to 2051 period.

7.3.2 Anticipated Intensification within Employment Areas

As summarized in Figure 43, over the planning horizon, approximately 10% of the employment growth (approximately 970 jobs) on Employment Area lands is anticipated to be accommodated through intensification. This intensification includes the expansion of existing business facilities and the redevelopment of Employment Area lands.

7.3.3 Employment Area Density

As discussed in section 4.4, over the past decade, the average employment density on absorbed parcels has averaged 20 jobs per net hectare (8 jobs per net acre). Employment densities of new development have been marginally higher on average



than in the previous period assessed (2006 to 2013), largely attributed to a higher floor space index.^[44]

There are two diverging trends across Southern Ontario that are influencing average density trends on Employment Area lands. On the one hand, average density levels on Employment Area lands are declining in the manufacturing sector, as domestic manufacturers focus efforts on increased efficiency and competitiveness through automation. This trend is coupled with increasing demand for large, land-extensive warehousing and logistics facilities to support distribution and transportation of goods throughout the expanding Ontario population base.

On the other hand, growing demand associated with multi-tenant industrial/commercial uses (including small-scale office) with a range of diverse employment uses is anticipated to have a modest upward influence on average employment densities on Employment Area lands over the long term.

Over the planning horizon, the average employment density on Employment Area lands is forecast to be similar to the historical average over the past decade. As summarized in Figure 43, it is anticipated that the density of Employment Area land development will average 20 jobs per net hectare (8 jobs per net acre).

7.3.4 Employment Land Supply

As discussed in section 4.5, Kingston has approximately 237 net hectares (583 net acres) of designated vacant Employment Area land. Adjusted for recommended conversions, as discussed in Chapter 6, the current supply of vacant designated Employment Area lands in Kingston has been reduced by 77 net hectares (190 net acres).

Some of Kingston's vacant Employment Area land parcels will likely not develop over the planning horizon due to small size, fragmentation, landowner willingness, odd configuration, access issues, inactivity/land banking, etc., which may tie up potentially developable lands. Long-term land vacancy is a common characteristic that is experienced in Employment Areas across Ontario. For the purposes of this land needs

^[44] The 2014 Kingston Industrial Land Strategy identified that Employment Area lands absorbed between 2006 and 2014 had an average employment density of 18 jobs per net hectare (7 jobs per net hectare).



analysis, an estimate of 15% long-term land vacancy has been applied to the net developable Employment Area land inventory. Factoring in the recommended conversions and the land vacancy adjustment, Kingston's supply of designated vacant Employment Area lands is 135 net hectares (334 net acres).

7.3.5 Employment Area Land Needs

Figure 43 and Figure 44 summarize forecast Employment Area land demand for Kingston through 2051. As shown, based on a 10% intensification target and a target Employment Area density of 20 jobs per net hectare (8 jobs per net acre), Employment Area land demand in Kingston is expected to total 440 net hectares (1,087 net acres) over the planning horizon. In accordance with the net Employment Area land supply adjusted for conversions and land vacancy, Kingston has a net supply of 135 net hectares (334 net acres).

Based on Kingston's anticipated long-term employment growth, it is forecast that the City will have an insufficient supply of Employment Area lands to accommodate growth through 2051. As highlighted in Figure 43, Kingston has a need for 305 net hectares (754 net acres) or 405 gross hectares (1,000 gross acres) of additional Employment Area lands to accommodate the forecast growth to 2051. As such, the City will need to consider options for expansion of its Employment Area lands to address this anticipated deficit.



Figure 43
City of Kingston
Total Employment Area Land Needs to 2051

Employment Land Demand	
Employment Lands Employment, 2023-2051	10,300
Employment Lands Employment Growth to 2051 Adjusted for 2023 Estimated Absorption	9,700
Intensification %	10%
Total Employment Growth Adjusted for Intensification	8,700
Net Density (jobs per net hectare)	20
Net Land Demand to 2051 (net hectare)	440
Employment Area Land Supply	
Employment Land Supply (net hectare) with potential conversions - with 15% Vacancy Adjustment	135
Employment Area Land Needs	
Land Area Surplus/Deficit (net hectare)	(305)
Gross Land Area Surplus/Deficit - 75% Net to Gross Ratio (gross hectare)	(405)

Source: Watson & Associates Economists Ltd., 2024.

It is important to note that of the 405 gross hectares (1,000 gross acres) of land need identified in Figure 43, a large share constitutes Employment Area lands under the new P.P.S., 2024 definition of Employment Area. As discussed in section 2.1, Employment Areas, as defined by the P.P.S., 2024, permit primarily industrial uses, including manufacturing, warehousing, and goods movement. Based on anticipated industry sector growth and density trends over the planning horizon, the City is expected to require approximately 325 gross hectares (803 gross acres) of land for Employment Areas, as defined in the P.P.S., 2024, representing about 80% of the overall land need, as illustrated in Figure 44. Furthermore, it is recognized that the City has a responsibility to also continue to plan for and accommodate other employment-generating uses outside of P.P.S., 2024 Employment Areas, particularly non-retail commercial and institutional uses (e.g., office uses, training, and education, entertainment, wholesale trade, and service repair centres). These are non-residential uses that are not permitted within Employment Areas under the P.P.S., 2024 but have traditionally been accommodated on Kingston’s designated Employment Area lands. The City’s long-term



2051 land needs for other local Employment Areas total approximately 80 gross hectares (198 gross acres), as illustrated in Figure 44.

Figure 44
City of Kingston
Employment Lands Needs to 2051 by Policy Area

Employment Area Land Needs to 2051 by Policy Area	Gross Hectares	% Share
Employment Areas as per the P.P.S. 2024 ^[1]	325	80%
Other Local Employment Areas ^[2]	80	20%
Total Land Need to 2051	405	100%

^[1] Accommodating primarily industrial uses, including manufacturing, warehousing, and goods movement.

^[2] Other employment-generating uses outside of P.P.S., 2024 Employment Areas, particularly non-retail commercial and institutional uses (e.g., office uses, training, and education, entertainment, wholesale trade, and service repair centres) traditionally accommodated on Kingston’s designated Employment Area lands.

Source: Watson & Associates Economists Ltd., 2024.

8. Strategic Directions and Policy Recommendations

The primary objective of the Employment Area Lands Review is to provide a long-term vision for Kingston that ensures the City continues to develop as a competitive and sustainable community and is well balanced between future population and employment growth. Fundamental to this objective is an adequate supply of Employment Area lands within well-defined, designated Employment Areas located throughout Kingston to accommodate demand over the next two decades and beyond.

Over the planning horizon, Kingston is anticipated to experience continued growth, building on development trends experienced over the past decade. A broad range of considerations related to demographics, economics, and socio-economics are anticipated to impact future employment growth trends throughout Kingston over the 2021 to 2051 planning horizon.

As part of this study, the Consultant Team was asked to review the City's O.P. policies with respect to the findings of the land needs assessment, the P.P.S., 2024, and specific themes related to employment, business park, industrial, rural industrial, and



airport-related industrial land uses. The following provides policy directions for these various subjects of interest. It should be noted that as policy directions, the specific wording and/or mapping will emerge as part of a forthcoming update to the City's O.P.

8.1 Planning for Employment Uses Under a New Provincial Policy Framework

As previously noted, the P.P.S., 2024 includes an updated definition of Employment Area based on the amendment of the *Planning Act* on June 8, 2023. The *Planning Act* was amended under subsection 1 (1) to include a new definition of “area of employment.” The amendment to the *Planning Act* received Royal Assent as part of Bill 97 on June 8, 2023. The definition change in the *Planning Act* would require proclamation of the Lieutenant Governor before it comes into effect.

Under the new definition of Employment Area as per the P.P.S., 2024, municipalities are required to plan for, and protect, industrial uses based on a more narrowly scoped definition of Employment Area and are limited to these uses that are primarily industrial in nature or other uses associated or ancillary to the primary use. Lands that do not meet the Employment Area definition would not be subject to provincial Employment Area protection policies and would allow for opportunities for residential and other non-employment uses.

In light of the definition change of Employment Area, a key concern for municipalities will be their ability to provide an urban structure that will support employment uses outside of Employment Areas, particularly non-retail commercial and institutional uses (e.g., office uses, training and education, entertainment, wholesale trade, and service repair centres). Traditionally, Employment Areas have been regarded as areas protected for key targeted employment sectors, especially those in the export-based sectors.

It is important to recognize that the definition change may result in already developed Employment Area lands not meeting the definition. Based on the emphasis found in the P.P.S., 2024 for supporting mixed uses, going forward, municipalities will need to assess whether existing Employment Areas meet the new provincial definition and identify areas that should transition into mixed-use areas. While municipalities are required to plan Employment Areas according to the new definition, existing uses that were legally established prior to the *Helping Homebuyers, Protecting Tenants Act*,



2023 coming into force are allowed the continuation of use, regardless of whether the use meets the definition change.^[45]

For the purpose of this report, these protected areas are referred to as Employment Areas to ensure clarity and consistency with the P.P.S., 2024. For the sake of policy conformity, it is recommended that the City's new O.P. also use similar clarifying language. The City, however, has strived over the years to carefully plan lands for employment and it is important for Kingston to also retain this framework that has served it well. Therefore, existing protected Employment Area lands (based on the definition in the P.P.S., 2020) with uses that do not meet the updated definition of Employment Area should be reclassified from future protected Employment Areas.

Recommended Policy Direction:

- That the City of Kingston revise the definition of Employment Area in the O.P. to align with the definition provided in the P.P.S., 2024. This alignment will ensure consistency and clarity in the interpretation and application of Employment Area policies.
- As part of updating the O.P., the City of Kingston review existing development in the established designations of “Business Park” and “General Industrial” that meet the Employment Area definition in the P.P.S., 2024, and either group these together into a separate employment designation or add an overlay to Schedule 3 with policies that align the land uses to those permitted by the P.P.S., 2024. Planned land uses (i.e., lands designated but not yet developed) could then be (re)classified using a similar approach.
- The City of Kingston maintain O.P. policies related to the protection of employment lands (i.e., restrictions on the conversion of employment lands to non-employment uses) such that these policies are vested in the urban structure of the plan. This will continue the level of protection currently in place and avoid narrowing the protection to only the redefined Employment Area under the P.P.S., 2024.
- While residential uses are already prohibited in Employment Areas, that the City of Kingston add specific policy language to ensure comprehensive clarity. This includes defining “residential” uses to encompass dwellings, live/work units, retirement homes, and long-term care facilities. This will prevent any potential

^[45] *Planning Act*, Schedule 6, section 1 (2).



ambiguity and ensure consistent enforcement of the prohibition on residential uses in employment zones.

8.2 Planning for Employment Uses in an Evolving Economy

Land use planning policies must anticipate the evolving nature of the local and regional economies and reflect the diverse needs of established and emerging industries. Land use policies must also offer a degree of flexibility and nimbleness that allows for relatively rapid responses to disruptive factors, which can be a critical advantage compared to competitive markets.

With recent structural changes in the regional economy, there has been a shift in how Employment Areas are planned and developed. “Place making” is increasingly recognized as an important planning component in creating diverse and vibrant communities which, in turn, can help attract local population and job growth provided that other necessary infrastructure requirements are met.^[46]

Emerging sectors, including sustainable manufacturing and health innovation and life sciences, are anticipated to influence the demand for Employment Area lands in Kingston across a wide range of uses. It is also important to recognize that emerging industrial sectors have site, space, and built-form requirements that are significantly different from traditional industrial operations. This may include integrated operations combining manufacturing, research and development, warehousing and logistics, on-site manufacturing, associated retail and office, and ancillary facilities in a “campus-style” setting. Anticipating and responding to the evolving needs of industry will be necessary for the City to better position itself for sustained growth, particularly in the emerging sectors.

As part of the Employment Area Lands Review, the Consultant Team assessed whether there would be a benefit in reorganizing the Employment Area policies in the O.P. to merge the Business Park Industrial and portions of the General Industrial designations into a “Light Industrial” or “Industrial Park” designation, while establishing a new

^[46] Place making is a process of creating unique, quality locations, places or spaces that possess a strong sense of place. With respect to places of work, the concept of place making often encompasses the attraction of knowledge-based workers and businesses with an emphasis on collaboration, connection, and innovation.



designation for “Heavy Industrial” to capture larger-scale manufacturing or uses with outdoor processes.

The physical characteristics that make Employment Areas successful are also changing as a result of the evolving knowledge-based economy. As such, land use planning policies must anticipate the evolving nature of the local and regional economy and reflect the diverse needs of established and emerging industries. As previously mentioned, it is important to recognize that structural changes in the broader economy continue to alter the nature of economic activities in Employment Areas and impact the built form (i.e., siting requirements), integration of uses, and character of these lands.

Recommended Policy Direction:

- That the O.P. policies anticipate the evolving nature of the local and regional economy (e.g., knowledge-based economy) and reflect the diverse needs of industry and businesses of all sizes over the long term.
- That the City of Kingston maintain the current separate designations of Business Park Industrial and General Industrial rather than merging them into a “Light Industrial” or “Industrial Park” designation. The separate designations should reflect the distinct intents and needs of these areas, ensuring appropriate land use compatibility, environmental protection, and economic development. Maintaining these distinctions supports targeted economic growth and effective land use planning, balancing the needs of both light and heavy industrial activities within Kingston’s O.P.
- That the O.P. prioritize the development of comprehensive transportation and mobility solutions, including public transit access, cycling infrastructure, and pedestrian pathways, to ensure that industrial areas are easily accessible for all workers.

8.3 Protecting Employment Areas

Employment uses in Employment Areas (e.g., manufacturing, and warehousing and logistics) typically require large tracts of land with good access to trade corridors near major highway interchanges and other major transportation facilities such as ports, rail yards, intermodal facilities, and airports.



Employment Areas primarily accommodate industries that require adequate separation from sensitive land uses (e.g., residential uses, education, health care facilities, and day care centres). Designating new Employment Areas in a municipality becomes challenging without adequate consideration for the requirements that support their success. For these reasons, it becomes increasingly important to protect existing Employment Areas, because they provide the opportunity to accommodate employment uses that cannot be easily accommodated in other areas of Kingston.

If not carefully evaluated, the conversion of Employment Area lands to non-employment uses can potentially lead to negative impacts on the City's economy in several ways. Firstly, inappropriate Employment Area conversions can reduce employment opportunities, particularly in export-based sectors, creating local imbalances between population and employment. Secondly, employment conversions can potentially erode Kingston's Employment Area land supply and lead to further conversion pressure as a result of encroachment of non-employment uses within, or adjacent to, Employment Areas. Finally, inappropriate Employment Area conversions can potentially fragment existing Employment Areas and/or reduce their size (i.e., critical mass), undermining their functionality and competitive position. Ultimately, inappropriate Employment Area conversions may reduce the City's ability to attract and accommodate certain industries.

Given the potential negative impacts resulting from the inappropriate conversion of Employment Areas, it is recognized that there is a need to preserve such designated lands within Kingston for employment uses. It is also recognized that under some circumstances, an Employment Area conversion may be justified for planning and economic reasons, provided such decisions are made using a systematic approach and methodology, as set out herein.

The P.P.S., 2024 carries forward similar policies on conversions provided in the proposed P.P.S., 2023. The Province has suggested in the P.P.S., 2024 proposal summary that the policies in the P.P.S. are sufficient for the protection of Employment Areas.^[47] Under the P.P.S., 2024, municipalities are provided with greater control over Employment Area conversions (now referred to as Employment Area removals) with the ability to remove lands from Employment Areas at any time. Previously, under the P.P.S., 2020, municipalities were required to review changes to designated

^[47] Environmental Registry of Ontario, ERO 019-8462, Review of Proposed Policies for a New Provincial Planning Policy Instrument, Proposal Summary, section 2.



Employment Areas during a Comprehensive Review. Under the P.P.S., 2024, there is a requirement to demonstrate that there is an identified need for the removal and the land is not required for Employment Area uses over the long term. Furthermore, the Employment Area removal requires consideration of the impact of the produced use on the function of the Employment Area and whether existing infrastructure and public facilities can accommodate the proposed use.^[48]

Recommended Policy Direction:

- That the City of Kingston maintain the existing criteria for evaluating conversion requests for the re-designation of Employment Area lands. The land needs assessment conducted for the Growth Study emphasized the importance of preserving Employment Areas for future job growth and the need to carefully manage the conversion of Employment Area lands to other uses. Maintaining the existing criteria for evaluating conversion requests for the re-designation of Employment Area lands will ensure that any proposed conversions are thoroughly assessed and justified, protecting the City's Employment Area land supply. Additionally, the City should implement measures to actively protect Employment Area lands from conversion to non-employment uses. This proactive approach will safeguard the City's capacity to meet long-term Employment Area land needs and support future job growth.

8.4 Accommodating Future Growth Within Developed Employment Areas

As discussed in subsection 4.5.4, a share of Kingston's Employment Area lands is underutilized and has future intensification potential. Future redevelopment, expansion, and infill opportunities will continue to grow in Kingston's Employment Areas as they mature and evolve.

The infill and redevelopment of existing developed lands are expected to continue to increase over time, largely driven by rising Employment Area land values and related development costs, and the continued buildout of Kingston's Employment Areas, especially in the most marketable locations.

^[48] P.P.S., 2024, policy 2.8.2.5.



Recommended Policy Direction:

- Based on findings from the land needs assessment, the City prioritize the intensification and efficient use of existing Employment Area lands over conversion. Policies should encourage the redevelopment and upgrading of underutilized Employment Areas to accommodate new industrial activities.
- That the City explore and monitor opportunities for infill and redevelopment in mature Employment Areas. Furthermore, it is recommended that the City promote and encourage the further intensification of Employment Areas, provided that the scale and type of intensification is consistent with the planned function of the area.
- That the plan encourage the adaptive reuse of existing industrial buildings and sites to accommodate new industries. This strategy can preserve historical architecture, reduce construction waste, and expedite development processes.

8.5 Strategically Plan New Employment Areas

Compared to the P.P.S., 2020, the P.P.S., 2024 provides a more flexible horizon for planning for growth by providing a planning horizon with a minimum of 20 years and a maximum of 30 years. Similar to the proposed P.P.S., 2023, “planning for infrastructure, public service facilities, strategic growth areas and employment areas may extend beyond this time horizon.”^[49] Based on our interpretation of the P.P.S., 2024, this would suggest that municipalities are to designate land to accommodate growth over a 20- or 30-year period, with the opportunity to designate additional land beyond the 30-year time horizon for Employment Areas.

Employment Areas form a vital component of Kingston’s land use structure and are an integral part of the local economic development potential of the City. Through development of its Employment Area land base, the City is better positioned to build more balanced, complete, and competitive communities.

As demonstrated in section 7.3, Kingston has an insufficient supply of urban Employment Area lands to accommodate forecast urban land demand in Employment Areas to the year 2051. It is important to recognize that the forecast anticipates a significant amount of employment growth with a spectrum of employment uses and

^[49] P.P.S., 2024, policy 2.1.3, p. 6.



sectors over the long-term horizon. The City will need to ensure that new Employment Areas are phased in and strategically planned based on the Employment Area land needs identified and are designed to accommodate the key growth sectors.

It is critical that Kingston's Employment Areas and other urban non-residential lands are planned in a manner that aims to promote economic competitiveness, attract employment growth, and maximize employment density and land utilization, where appropriate. Phasing policies that require the servicing of greenfield Employment Area lands to be completed prior to, or in parallel with, the servicing and development of Community Area settlement area boundary expansion lands should also be explored.

Recommended Policy Direction:

- That the City explore options for expansion of its Employment Areas to address the deficit of 405 gross hectares by 2051 identified in subsection 7.3.5. Consideration should be given to designating available lands for employment uses near the Highway 401 corridor.
- That Kingston regularly monitor Employment Area land absorption and employment density levels.
- That the City strive to maintain a five-year supply of serviced and ready to develop Employment Area lands.
- That the City explore phasing policies that require the servicing of greenfield Employment Area lands prior to, or in parallel with, the servicing and development of Community Area settlement area boundary expansion lands.

8.6 Identify Positioning of Airport Lands

Norman Rogers Airport (also known as Kingston Airport) is located in the southwest part of the City. There are approximately 7 net hectares (17 net acres) of undeveloped, designated, vacant Employment Area lands adjacent to the airport.

The Consultant Team has reviewed the airport policies in the O.P. in light of the Airport Highest and Best Land Use Study completed in 2018, the ongoing Airport Master Plan, and other airport studies, and hereby provides recommendations on strategies for the development of various airport parcels for employment uses and any appropriate changes to the airport policies.



Recommended Policy Direction:

- That the City of Kingston amend the O.P. to designate specific parcels within the airport lands as Business Park Industrial and General Industrial. This will facilitate the development of high-tech, innovative businesses and support diverse industrial activities.
- That the City of Kingston integrate the findings from the ongoing Airport Master Plan into the O.P., focusing on employment uses that leverage the airport's strategic location.

8.7 Identifying Employment Opportunities in the Rural Area

It is recognized that Kingston's rural area is an important asset for the City. As part of this study, the Consultant Team has reviewed the recommended initiatives contained in the report entitled "Building on the Rural Kingston Economic Development Strategy: Mobilizing Opportunities for the Greater Kingston Region" (October 2020). The key initiatives identified for the rural area include the following: support agriculture activities and businesses; plan Hamlet-led development; revitalize tourism in the rural area; and develop strategic rural business clusters.

The P.P.S., 2024 identifies that development within rural areas needs to be assessed within the rural context in terms of the scale of servicing and character.^[50] No further direction is provided with respect to development within existing or new rural Employment Areas.

It is recommended that the City of Kingston develop a comprehensive strategy to form Rural Industrial Clusters, as outlined in the Integrated Economic Development Strategy. This strategy should include the development of locational criteria to guide the establishment and growth of these clusters. The criteria should focus on enhancing the diversification of industrial activities, promoting shared infrastructure such as access roads and utility services among clustered parcels, and ensuring servicing efficiency.

It is recommended that the City of Kingston encourage the adaptive reuse of existing large industrial sites for new industrial purposes. The Employment Area land needs assessment conducted herein identifies the need for 405 gross hectares of land to be

^[50] P.P.S., 2024, policy 2.5.3.



included in the urban boundary for Employment Area land needs. By repurposing existing structures and infrastructure, Kingston can optimize land use and preserve the rural character, reducing the need for new land development and supporting sustainable growth. A review of the City's Rural Industrial policies in the O.P. was completed and recommendations on the existing policy framework are provided. Specifically, recommendations are provided on the types of industrial uses that may be appropriate within the rural, privately serviced areas, whether additional land division policies are required, and how to account for large parcel sizes while maintaining an appropriate supply of rural industrial land.

Recommended Policy Direction:

- That the City of Kingston expand the range of permitted industrial uses to include resource extraction and processing, light manufacturing, logistics, agribusiness services, and renewable energy production.
- That the City of Kingston introduce a minimum lot frontage requirement (e.g., 60 metres) for new land divisions within rural industrial areas. This ensures that parcels remain large enough to accommodate various industrial activities while maintaining the rural character and allowing for adequate access.
- That the City of Kingston implement site plan control requirements for new industrial developments in Rural Industrial areas. This will ensure that site design, landscaping, and infrastructure are compatible with the rural character and existing services. Provisions should include buffering, setbacks, and access management to minimize conflicts with adjacent land uses, thereby promoting harmonious and sustainable development within rural settings.
- That the City of Kingston, as part of the strategy to form Rural Industrial Clusters, establish a regulatory framework to guide their development and operation. The framework should include clear guidelines on zoning, land division, environmental protection, among other aspects. The O.P. should be updated to reflect these guidelines and support the implementation of the strategy, ensuring that industrial activities align with the City's overall planning objectives and sustainability goals.



8.8 Site-Specific Policy Directions

There are several locations in Kingston where site-specific policies related to either employment or residential land usage apply. A number of these policies are outlined for further review and additional consideration on their level of appropriateness.

Appropriateness is gauged based on how best policies can align to the ultimate strategic direction for the City of Kingston's economic growth potential and evaluating the best land use policies chosen for the target sites given all the other recently implicated provincial Ministry and O.P. policies. A summary of the policy considerations and their associated recommended strategic directions that were chosen are outlined below in Figure 45.



Figure 45
City of Kingston
Site-Specific Policy (S.S.P.) Considerations and Strategic Directions

Site-Specific Policies to Evaluate and Consider	Recommended Policy Direction and Policy Strategy
<p>Best Employment Use (1): O.P. designation for city-owned lands north of the St. Lawrence Business Park on Highway 15.</p> <p>Best Employment and Non-Employment Use (2): area between Division Street, Highway 401, Montreal Street, and Russell Street.</p> <p>Review Lands (3): identified to fulfill shortages.</p> <p>Review Employment Land Policies (4): in O.P. for appropriateness.</p> <p>Review D-6 Guidelines (5): from the Ministry of Environment, Conservation, and Parks and determine where O.P. policies misalign.</p>	<p>(1) The city-owned lands north of the St. Lawrence Business Park on Highway 15 be maintained as General Industrial with the frontage along Highway 15 as business/commercial.</p> <p>(2) Some parcels within the mentioned Employment Areas are to be retained as employment zones, while some other parcels to be converted in accordance with direction from the North King's Town Secondary Plan, by applying Strategic Growth policies.</p> <p>(3) Conduct a review of available lands to identify ways to reach the 405 hectares of Employment Area land requirement set by the land needs assessment, also set forth criteria to review these lands.</p> <p>(4) Integrate S.S.P. Area 2 into a cluster grouping with adjacent Employment Area lands; improves operational efficiencies and economic growth.</p> <p>(5) No existing conflicts with Ministry guidelines, continued compliance ensured by robust industrial expansion studies, regular monitoring established, update buffer zone schedules within the Official Plan (<u>e.g., Schedule 11A Constraint Mapping</u>). Additionally, warning clauses should be added onto residential property deeds for any purchases near sensitive lands.</p>



8.9 Role of the Municipal and Private Sectors in Employment Area Lands Development

Kingston has a strong tradition of successful municipal Employment Area land development. The City has been responsible for most of the Employment Area land development in Kingston over the past decade, which has yielded strong assessment and employment growth for Kingston.

From a market demand perspective, the City will need to be involved in Employment Area land development for the foreseeable future, though there may be opportunities to partner with external parties on select projects through public-private partnerships.

Recommended Policy Direction:

- That the City of Kingston include policies that implement fast-track approval processes for industrial projects to reduce bureaucratic delays and to facilitate quicker project initiation and completion by private developers. Additionally, the City should consider the implementation of a Community Planning Permitting System to further streamline and expedite the approval process for industrial developments.
- That the City of Kingston establish policies promoting public-private partnerships for infrastructure development and industrial park projects, leveraging private investment with public support to enhance infrastructure quality and attract more businesses.
- That the City of Kingston adopt policies to invest in upgrading infrastructure in designated industrial areas, including roads, utilities, and digital connectivity, to make industrial sites more attractive to private developers and businesses.
- That the City of Kingston, following the Employment Area land needs assessment findings in the Growth Study, begin planning for new industrial clusters on the 405 gross hectares of new Employment Area lands that are to be introduced. The City should develop a comprehensive framework to provide necessary infrastructure, ensuring these areas are well-equipped to support industrial development and attract private investment.



8.10 Climate Mitigation, Adaption and Resilience Principles

The City of Kingston has undertaken a number of initiatives to facilitate and promote sustainable development including the City's Climate Leadership Plan and Community Energy Plan. The City's Strategic Plan includes a number of Strategic Priorities including lead environmental stewardship and climate action.

As identified in Chapter 7 of this report, it is anticipated that a substantial amount of Employment Area lands will need to be developed to accommodate employment growth to 2051. It is imperative for the City to ensure that the planning and development of future Employment Areas is undertaken in a sustainable manner. One of the measures to achieve this is inclusion of innovative practices in the design and development of future Employment Areas.

Recommended Policy Direction:

The City through its O.P. policies should continue to guide and encourage energy efficient and climate resilient development. Recommendations include the following:

- That the City of Kingston develop policies to ensure industrial development considers long-term greenhouse gas emission reduction targets applicable to employment and other areas, that support achieving municipal and provincial targets and reflect consideration of the goal of carbon neutral communities.
- That the City of Kingston encourage compact and transit-supportive Employment Areas and communities to contribute to these targets through initiatives such as sustainable building design, inclusion of green infrastructure and vegetation/greenspace, enhancement of existing natural features, retrofit of existing buildings, transit accessibility, shared parking spaces and supports for electric vehicles.
- That the City of Kingston promote efficient industrial clusters based on compatible type of operation, resource requirement and infrastructure requirement cooperative by-product synergy relationships, or densities to support district energy systems;
- That the City of Kingston explore opportunities to attract investment in renewable energy systems (e.g., geothermal, district energy) in Employment Areas.



- That the City of Kingston develop new Employment Areas with green infrastructure practices that manage stormwater on site, to limit stormwater run-off and urban flooding in neighbouring areas.

8.11 Economic Development Policy Directions

To ensure long-term economic and fiscal sustainability, there is an increasing need for the City of Kingston to maximize opportunities to accommodate growth and strengthen industry attraction and retention. As previously discussed, Kingston faces several opportunities and challenges with respect to the management and growth of existing and future Employment Area lands in light of the evolving structural changes in the economy and disruptive factors. It is important for the City to continue to promote economic development by ensuring there is sufficient supply of marketable, serviced, and developable Employment Area land to attract target employment sectors and businesses over the planning horizon.

Recommended Policy Direction:

- That the City of Kingston create a policy to ensure the availability of high-capacity utilities, including electricity, water, and broadband internet, in all industrial zones. This will attract new businesses and facilitate quick setup, enhancing the region's industrial attractiveness.
- That the City of Kingston incorporate the recommendations from the Integrated Economic Development Strategy into the O.P., having regard for:
 - Adopting a holistic approach that balances short-term and long-term economic plans.
 - Developing strategic clusters in sectors such as health innovation and sustainable manufacturing.
 - Enhancing collaboration with key stakeholders and neighbouring communities to align efforts and maximize economic development potential.

Appendices



Appendix A

Details of Conversion Criteria by Site



Appendix A – Details of Conversion Criteria by Site

Site #	1	2	3	4	5	6	7	8	9	10	11	12
A1	The site is developed industrial/ supportive commercial uses.	The site is developed and has a mix of residential and commercial uses.	The site has a predominantly commercial use in the building – wheelchair store, electrical supplier, medical/ pharmacy – identified as a candidate site for removal based on <i>Planning Act</i> definition.			The site is currently vacant.		The site is currently occupied by commercial. Identified as candidate for removal under the P.P.S.	The site is currently occupied with small-scale industrial/service commercial uses.	The site is currently developed with industrial uses.	The site is currently developed with industrial uses.	
A2	The site is developed with employment related uses.	The site is developed, and lands are not a part of vacant inventory.	The site is developed, and lands are not a part of vacant inventory.			The site is currently vacant and there is a general deficit of Employment Area land availability in the City.		The site is developed, and the lands are not a part of the vacant inventory.	The site is developed, and the lands are not a part of the vacant inventory.	The site is developed, and the lands are not a part of the vacant inventory.	The site is developed, and the lands are not a part of the vacant inventory.	
B	The site is close to Highway 33.	The site is close to Highway 401.	The site is close to Highway 401.	The site has an existing restaurant. There are no further details on the application. Uses to remain as is.	The applicant does not mention the intent to convert land use. Uses to remain as is.	The site is about 4 km from the Highway 401 interchange.	The site is currently occupied by residential but is adjacent to industrial uses. Designation to be kept as is.	The site is about 4 km from the Highway 401 interchange.	The site is about 4 km from the Highway 401 interchange.	The site is about located close to Bath Rd./Ontario Highway 33.	The site is located close to Bath Rd./Ontario Highway 33.	The site has an existing residence but is in close proximity to existing industrial uses.
C	Direct access from ON Highway 33/ Bath Rd.	The site is directly accessible from the Highway 401 interchange through Creekford Rd.	The site located next to Highway 401 and has direct access.			The site is directly accessible from the Highway 401 interchange through Gardiners Rd.		The site is directly accessible from the Highway 401 interchange through Gardiners Rd. & Cataraqui Woods Dr.	The site is directly accessible from the Highway 401 interchange through Gardiners Rd. & Cataraqui Woods Dr.	The site is directly accessible from Highway 33 through Gardiners Rd.	The site is directly accessible from Highway 33 through Gardiners Rd.	
D	The site is in the middle of the Employment Area and is surrounded with employment uses.	The site is located on the fringe of the Employment Area.	The site is located between the Business Park Industrial and Regional Commercial designations.			The site is on the fringe of the Employment Area. The site is located between the Business Park Industrial and Regional Commercial designations and is surrounded by commercial/ institutional uses.		The site is on the fringe of the Employment Area. The site is located between the Business Park Industrial and Regional Commercial designations and is surrounded by commercial/ institutional uses.	The site is on the fringe of the Employment Area. The site is located between the Business Park Industrial and Regional Commercial designations and is surrounded by commercial/ institutional uses.	The site is not on the fringe of the Employment Area. The site is a part of a larger planned Employment Area; conversion may lead to further pressure on the adjacent sites.	The site is not on the fringe of the Employment Area. The site is a part of a larger planned Employment Area; conversion may lead to further pressure on the adjacent sites.	



Site #	1	2	3	4	5	6	7	8	9	10	11	12
E	The site is well configured for light industrial/ service uses.	The site is small and developed with mixed uses.	The site is well configured for employment uses; however, it is developed and cannot include further industrial/ employment related uses.			The site is well configured for employment uses.		The site is well configured for employment uses.	The site is well configured for employment uses.	The site is well configured for employment uses and has existing small-scale employment uses.	The site is well configured for employment uses and has existing small-scale employment uses.	
F	The site is in middle of a developed industrial area, surrounded by employment uses.	Current uses are residential and commercial and are compatible with the surrounding area.	Proposed uses are compatible with the surrounding commercial uses and may serve as a buffer from the surrounding commercial uses. Conversion, however, may lead to further pressure on the adjacent sites; therefore, permissions need to be evaluated.			Proposed uses are compatible with the surrounding commercial uses and may serve as a buffer from the surrounding commercial uses.		Proposed uses are compatible with surrounding commercial uses and may serve as a buffer from the surrounding commercial uses.	Proposed uses are compatible with surrounding commercial uses and may serve as a buffer from the surrounding commercial uses.	Proposed uses, particularly sensitive uses like residential, may be incompatible with the broader area.	Proposed uses, particularly sensitive uses like residential, may be incompatible with the broader area.	
G	The site is developed and is not in a newly developed Employment Area.	Criteria does not apply.	The site is part of a mature Employment Area and has developed industrial uses surrounding it.			The site is part of a mature Employment Area and has developed industrial uses surrounding it.		The site is part of a mature Employment Area.	The site is part of a mature Employment Area.	The site is part of a mature Employment Area.	The site is part of a mature Employment Area.	
H	The site is developed and would not impact vacant supply opportunities.	The site is developed, and lands are not a part of the vacant inventory.	The site has been developed and is not a part of the vacant inventory.			Conversion will put further pressure on the vacant Employment Area land availability.		Conversion will put further pressure on the vacant Employment Area land availability.	Conversion will put further pressure on the vacant Employment Area land availability.	Site has been developed and is not a part of the vacant inventory.	Site has been developed and is not a part of the vacant inventory.	
I	It is not a brownfield site, and criteria does not apply	Site is not considered brownfield. Criteria does not apply.	It is not a brownfield site, and criteria does not apply.			It is not a brownfield site, and criteria does not apply.		The site is not considered brownfield – the criteria will not apply.	The site is not considered brownfield – the criteria will not apply.	The site is not considered brownfield – the criteria will not apply.	The site is not considered brownfield – the criteria will not apply.	
J	The conversion is not supported by City staff.	The conversion is supported by City staff.	The conversion is supported by City staff.			Conversion is supported by City staff.		Under discussion by City staff.	City staff do not support the conversion.	City staff do not recommend the conversion.	City staff do not recommend the conversion.	
K	Conversion will not present cross-jurisdictional impacts.	Conversion will not present cross-jurisdictional impacts.	Conversion will not present cross-jurisdictional impacts.			Conversion will not present cross-jurisdictional impacts.		Conversion will not present cross-jurisdictional impacts.	Conversion will not present cross-jurisdictional impacts.	Conversion will not present cross-jurisdictional impacts.	Conversion will not present cross-jurisdictional impacts.	
	No Conversion.	Conversion to non-employment use.	Conversion to non-employment use.	No Conversion.	No Conversion.	Conversion to non-employment use.	No Conversion.	Conversion to non-employment use.	Conversion to non-employment use.	No Conversion.	No Conversion.	No Conversion.



Site #	13	14	15	16	17	18	19	20	21	22	23
A1	The site is currently vacant.	The property is designated residential and is used for restaurant/bar/branch administration uses. Owner would like to keep the uses as is. No applicable for conversion analysis.	The site is currently vacant.	The site is currently vacant.	The site is currently vacant.	The site is developed with service commercial/employment use. Not a candidate for removal from EA category.	No conversion application – existing designation and zoning to remain.	The site is currently vacant.	The site is currently vacant.	The site is currently vacant.	The site is currently vacant.
A2	There is a deficit of Employment Area land availability in the City.		There is a deficit of Employment Area land availability in the City.	There is a deficit of Employment Area land availability in the City.	There is a deficit of Employment Area land availability in the City.	The site is developed, and lands are not a part of the vacant inventory.		There is a deficit of Employment Area land availability in the City.	There is a deficit of Employment Area land availability in the City.	There is a deficit of Employment Area land availability in the City.	There is a deficit of Employment Area land availability in the City.
B	The site is about 4 km from the Highway 401 interchange.		The site is close to Highway 401.	The site is close to Highway 401.	The site is at the intersection of Highway 33 and Princess Street. It has good exposure and frontage to a major road.	The site is not close to a highway or major goods movement corridor.		The site is close to the Highway 401 interchange.	The site is close to the Highway 401 interchange.	The site is close to the Highway 401 interchange.	The site is close to the Highway 401 interchange.
C	The site is directly accessible from the Highway 401 interchange through Gardiners Rd.		The site is not directly accessible from the Highway 401 interchange and will need access through residential areas.	The site is not directly accessible from the Highway 401 interchange and will need access through residential areas.	The site is directly accessible from Highway 33.	The site is not directly accessible from a highway or major transportation corridor.		The site is directly accessible from the Highway 401 interchange through Gardiners Rd.	The site is directly accessible from the Highway 401 interchange through Gardiners Rd.	The site is accessible from the Highway 401 interchange through Venture Dr. Access can also be through Sydenham Rd. (access needs to be built)	The site is accessible from the Highway 401 interchange through Sydenham Rd.
D	The site is not on the fringe of the Employment Area. The site is surrounded by Employment uses on three sides.	The site is not on the fringe of the Employment Area. The site is surrounded by Employment uses on two sides.	The site is on the fringe of the Employment Area; separated from larger Employment Area from the KP Trail and abutting residential uses.	The site is on the fringe of an Employment Area. The existing uses in the Employment Area are more commercial/office type uses.	The site not on the fringe of the Employment Area. Conversion of this site can lead to pressure on the remaining sites to convert as well.	The site is not on the fringe of the Employment Area. The site is surrounded by employment uses on three sides.	The site is not on the fringe of the Employment Area. The site is surrounded by employment uses on three sides.	The site is not on the fringe of the Employment Area and is part of the overall critical mass. Conversion may lead to pressure on the remaining Employment Area sites to convert to residential as well.	The site is not on the fringe of the Employment Area and is part of the overall critical mass.		



Site #	13	14	15	16	17	18	19	20	21	22	23
E	The site is well configured for employment uses.		The site is large and well configured for employment uses.	Employment designated part of the site not well configured for industrial uses.	The site is large and well configured for employment uses.	The site configuration is suitable for a light industrial use.		The site has an irregular shape and will not be suitable for some employment uses.	The site is large and well configured for employment uses.	The site is well configured for employment uses.	The site is well configured for employment uses.
F	Proposed uses are compatible with surrounding commercial uses and may serve as a buffer from the surrounding commercial uses.		Proposed residential uses are not compatible with surrounding employment uses; may need local planning measures.	Part of the parcel is already converted to residential. The surrounding areas may be incompatible with residential uses. The land uses could be refined using an existing physical feature (creek/KP Trail).	The site is surrounded by higher-order employment uses, R&D, office, commercial, and residential. Conversion will not pose conflict to surrounding uses.	Residential use would be incompatible with the adjacent industrial uses.		Proposed uses are compatible with the surrounding commercial and employment uses.	Proposed uses are compatible with the surrounding commercial and employment uses.	Proposed uses are not compatible with the Employment Area uses. There are existing businesses on parcels surrounding the site.	Proposed uses are not compatible with the Employment Area uses. There are existing businesses on parcels surrounding the site.
G	The site is part of a mature Employment Area.		The site is part of a mature Employment Area.	The site is part of a mature Employment Area.	The site is part of a mature Employment Area.	The site is part of a mature Employment Area.		The site is part of a mature Employment Area.	The site is part of a mature Employment Area.	The site is part of a mature Employment Area.	The site is part of a mature Employment Area.
H	Conversion will put further pressure on the vacant Employment Area land availability.		Conversion will put further pressure on the vacant Employment Area land availability.	Since the sites are largely constrained for larger employment uses (majority of lands are not identified in vacant inventory), conversion of this site is not seen to put significant pressure on supply.	Conversion will put further pressure on the vacant Employment Area land availability.	The site is developed and is not part of the vacant inventory. Conversion will not impact the City's overall supply of large Employment Area sites.		The site is small and of irregular shape. Conversion is not seen to have a large impact on the vacant Employment Area land availability.	Conversion will put further pressure on the vacant Employment Area land availability.	Conversion will put further pressure on the vacant Employment Area land availability, particularly large Employment Area land sites.	Conversion will put further pressure on the vacant Employment Area land availability, particularly large Employment Area land sites.
I	The site is currently vacant and is not considered a brownfield site. Criteria does not apply to the site.		The site is not a brownfield site and this criteria is not applicable.	The site is not a brownfield site and this criteria is not applicable.	The site is not a brownfield site and this criteria is not applicable.	The site is part of an older Employment Area. The parcels with frontage to Division St. & Fraser St. are residential.		The site is currently vacant and part of a mature EA. The site is not considered a brownfield site. Criteria does not apply to the site.	The site is currently vacant and part of a mature EA. The site is not considered a brownfield site. Criteria does not apply to the site.	The site cannot be considered brownfield and the criteria does not apply.	The site cannot be considered brownfield and the criteria does not apply.
J	Conversion is supported by City staff.		Conversion is supported by City staff.	Conversion is supported by City staff.	Conversion is supported by City staff.	City staff do not recommend conversion.		Conversion is supported by City staff.	Conversion is supported by City staff.	Conversion is supported by City staff.	Conversion is supported by City staff.



Site #	13	14	15	16	17	18	19	20	21	22	23
K	Conversion will not present cross-jurisdictional impacts.		Conversion will not present cross-jurisdictional impacts.	Conversion will not present cross-jurisdictional impacts.	Conversion will not present cross-jurisdictional impacts.	Conversion is not seen to present any cross-jurisdictional impacts.		Conversion will not present cross jurisdictional impacts.	Conversion will not present cross jurisdictional impacts.	Conversion will not present cross jurisdictional impacts.	Conversion will not present cross jurisdictional impacts.
	Conversion to non-employment use.	Not designated employment.	Conversion to non-employment use.	Conversion to non-employment use.	Conversion to non-employment use.	No Conversion.	No Conversion.	Conversion to non-employment use.	Conversion to non-employment use.	Partial Conversion to non-employment use.	Conversion to non-employment use.



**City of Kingston
Report to Council
Report Number 24-220**

To: Mayor and Members of Council
From: Desirée Kennedy, Chief Financial Officer & City Treasurer
Resource Staff: Same
Date of Meeting: September 3, 2024
Subject: Amendment to Development Charges By-Law to Extend Effective Term

Council Strategic Plan Alignment:

Theme: Policies & by-laws

Goal: See above

Executive Summary:

Subsection 2(1) of the [Development Charges Act, 1997](#) (the Act) authorizes municipalities to impose development charges in order to provide a viable capital funding source for infrastructure that is required to support future development in the municipality.

The City of Kingston (City) collects development charges pursuant to By-Law Number 2019-116, "A By-Law To Establish Development Charges For The City Of Kingston" (Development Charge By-Law), which expires on September 29, 2024. To ensure the City can continue collecting development charges, the City is in the process of preparing a new development charges background study and by-law to replace the existing Development Charges By-Law to be in place by March 31, 2025.

Staff is requesting that Council extend the effective term of the current Development Charge By-Law. An extension will allow the City to continue to collect development charges while providing staff with sufficient time to incorporate recent legislative changes as well as the impact of updated growth projections into the new development charges background study and by-law. The extension will also allow for additional public engagement including a more thorough review and consultation with the development community.

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Recommendation:

That the by-law, attached as Exhibit A to Report Number 24-220, be presented to Council to amend By-Law Number 2019-116, A By-Law To Establish Development Charges For The City Of Kingston, Cited As The “City Of Kingston Development Charge By Law 2019”, to delete section 22, which specifies that the By-Law will expire on September 29, 2024.

September 3, 2024

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Authorizing Signatures:

ORIGINAL SIGNED BY CHIEF

p.p. FINANCIAL OFFICER & CITY TREASURER

**Desiree Kennedy, Chief
Financial Officer & City
Treasurer**

ORIGINAL SIGNED BY CHIEF

ADMINISTRATIVE OFFICER

**Lanie Hurdle, Chief
Administrative Officer**

Consultation with the following Members of the Corporate Management Team:

Paige Agnew, Commissioner, Growth & Development Services

Jennifer Campbell, Commissioner, Community Services

Neil Carbone, Commissioner, Corporate Services

p.p.

David Fell, President & CEO, Utilities Kingston

Peter Huigenbos, Commissioner, Major Projects & Strategic Initiatives

Not required

Brad Joyce, Commissioner, Infrastructure, Transportation
& Emergency Services

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Options/Discussion:**Background**

On September 3, 2019, Council passed By-Law Number 2019-116, "A By-Law To Establish Development Charges For The City Of Kingston" (Development Charge By-Law), which allows development charges to be collected by the City as a viable capital funding source for growth related infrastructure. The existing By-Law came into force and effect on September 29, 2019 and continues in full force and effect until September 29, 2024. In order for the City to continue collecting development charges after September 29, 2024, the City must either amend the existing Development Charges By-Law to extend the effective term or pass a new by-law.

The City commenced the process of establishing a new background study and by-law last fall with consultant support from Watson & Associates Economists Ltd. Representatives from Watson & Associates have been working with City staff to compile the necessary data required to establish the new background study and by-law and have held a meeting with the development community.

Analysis

The development process and the development charges regime has been subject to significant legislative change over the last three years, particularly with a provincial priority to implement strategies that would support increased development in response to a housing shortage. The current background study process includes consideration of the impact of all these changes from a policy and development fees perspective.

In compiling the data necessary to support the background study, the recent Council-endorsed long-term growth projections have also been an important factor in determining the capital investment required to service growth. Typically, growth capital requirements are informed by master planning documents, however most of these current documents do not reflect the rapid growth that has been experienced over the last five years in many areas of the city. It is expected that another update to the Development Charges By-Law will be required in three or four years to reflect capital requirements coming out of new Official Plan/Integrated Mobility Plan as well as other master planning updates.

On June 6, 2024, the Province passed Bill 185, resulting in additional legislated changes to the *Development Charges Act*. One of these changes was the removal of a mandatory phase-in of development charges which would have been triggered with a new by-law. Bill 185 also introduced new language that provides the ability for a municipality to amend an existing Development Charges By-Law to delete the section related to its expiry, in effect extending the date of the existing bylaw until such time as a new by-law is approved for up to a maximum 10-year life.

These changes provide the opportunity to amend the timelines for the development charges background study project. Extending the project timelines will provide for additional time to address recent legislative changes and allow for additional public engagement on a complex

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process including a more thorough review and consultation with the development community and others before bringing a new bylaw to Council for approval. It will also ensure that the work being done to identify capital requirements for development charge background study purposes aligns with the 15-year capital plans that are being updated as part of the 2025 capital budget process.

The revised timeline will still contemplate the completion of a draft background study by the end of the year, however public meetings and final review and approvals will be scheduled into early 2025 following the 2025 budget process. The new background study and bylaw will be in place by March 31, 2025.

To facilitate these changes, staff is presenting Council with a draft by-law, attached as Exhibit A to this report, to amend By-Law Number 2019-116, to delete section 22 which specifies that the By-Law will expire on September 29, 2024. By-Law Number 2019-116 will be in effect until Council passes a new Development Charges By-Law or until September 29, 2029, based on a legislated maximum term of 10 years.

Existing Policy/By-Law

By-Law Number 2019-116, A By-Law To Establish Development Charges For The City Of Kingston, Cited As The “City Of Kingston Development Charge By Law 2019”.

Notice Provisions

A public notice advising of the passing of a by-law to amend By-Law Number 2019-116, A By-Law To Establish Development Charges For The City Of Kingston, Cited As The “City Of Kingston Development Charge By Law 2019” will be issued in accordance with legislation.

Financial Considerations

Deleting section 22 of By-Law Number 2019-116 will effectively extend the legislative term for up to an additional five years and will enable the City to continue to collect development charges and maintain a revenue source to offset growth related expenses. Section 15 of the By-Law provides for annual indexing of development charges and with the extension to the project timeline, charges will be increased on January 1, 2025, based on the second quarter year over year change in the Statistics Canada building construction price index for the Ottawa region.

Contacts:

Desiree Kennedy, Chief Financial Officer and City Treasurer, 613-546-4291 extension 2220

Other City of Kingston Staff Consulted:

None

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Exhibits Attached:

Exhibit A – By-Law to amend By-Law Number 2019-116, A By-Law To Establish Development Charges For The City Of Kingston, Cited As The “City Of Kingston Development Charge By Law 2019”

City of Kingston By-Law Number 2024—...

By-Law to Amend City of Kingston By-Law Number 2019-116, By-Law To Establish Development Charges For The City Of Kingston (Development Charge By-Law)

Whereas:

The Corporation of the City of Kingston (the “**City**”) is a single-tier municipality incorporated pursuant to an order made under section 25.2 of the *Municipal Act*, R.S.O. 1990, c. M.45.

The powers of a municipality must be exercised by its council (*Municipal Act, 2001*, S.O. 2001, c. 25 (the “**Municipal Act, 2001**”), s. 5 (1)).

A municipal power must be exercised by by-law unless the municipality is specifically authorized to do otherwise (*Municipal Act, 2001*, s. 5 (3)).

A single tier municipality may provide any service or thing that the municipality considers necessary or desirable for the public (*Municipal Act, 2001*, s. 10 (1)).

Subsection 2(1) of the Development Charges Act, 1997 (the “**Act**”), S.O. 1997, c.27, as amended, provides that the council of a municipality may by by-law impose development charges against land to pay for increased capital costs required because of increased needs for services arising from development of the area to which the By-law applies.

Section 19 of the Act provides for amendments to be made to development charges by-laws.

Subsection 19(1.1) of the Act permits a municipality to amend a development charges by-law without following the process otherwise required for by-law amendments under subsection 19(1) of the Act.

On September 3, 2019, council for the *City* (“**council**”) enacted *City of Kingston By-Law Number 2019-116*, “By-Law To Establish Development Charges For The City Of Kingston (Development Charge By-Law)”.

Council considers it necessary and desirable for the public to amend *City of Kingston By-Law Number 2019-116*.

By-Law to Amend By-Law 2019–116

Therefore, council enacts:

1. Amendment

1.1. City of Kingston By-Law Number 2019-116 is amended as follows:

Section 22 is deleted in its entirety.

2. Coming into Force

2.1 This by-law will come into force and take effect on the day it is passed.

1st Reading date

2nd Reading date

3rd Reading date

Passed date

Janet Jaynes
City Clerk

Bryan Paterson
Mayor



**City of Kingston
Report to Council
Report Number 24-187**

To: Mayor and Members of Council
From: Desirée Kennedy, Chief Financial Officer & City Treasurer
Resource Staff: Lana Foulds, Director, Financial Services
Date of Meeting: September 3, 2024
Subject: Housing Accelerator Fund Update

Council Strategic Plan Alignment:

Theme: Financial measures/budget

Goal: 1.1 Promote increased supply and affordability of housing.

Executive Summary:

On January 18, 2024, the City was awarded \$27,550,302 in Canada Mortgage and Housing Corporation (CMHC) Housing Accelerator funding (HAF). HAF funding can be used to support four categories to achieve housing supply growth targets of up to 900 new units in the three years. These categories are investments in affordable housing, housing-related and community-related infrastructure and the implementation of action plan items such as a Community Improvement Plan.

The Mayor's 2024 budget allocated some of the HAF funds to several capital projects. Since that time, updated project timelines and estimates were provided and additional HAF contributions are required within the 2024 budget to support key initiatives and projects. City staff are recommending an amendment of \$3,695,000 in HAF contribution for a total of \$20,187,200 in the 2024 budget. This report is recommending that the Chief Financial Officer be delegated the authority to realign HAF funding and swap approved municipal funding to better support the eligible projects and categories. The remaining unallocated funds will be included as funding within the Mayor's 2025 budget process.

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Recommendation:

That Council approve a 2024 budget amendment to increase the Housing Accelerator Fund contribution by \$3,695,000 for a total of \$20,187,200 within the 2024 budget to support several affordable housing and housing-related infrastructure projects within the Housing Accelerator Fund program; and

That Council delegate to the Chief Financial Officer and Treasurer the authority to reallocate approved Housing Accelerator Fund related funding between programs and initiatives and to replace approved municipal funding with Housing Accelerator Fund monies where required over the three-year CMHC Housing Accelerator Fund eligibility period; and

That Council direct staff to submit a yearly report with information on Housing Accelerator Fund project allocation.

September 3, 2024

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Authorizing Signatures:

ORIGINAL SIGNED BY CHIEF

p.p. FINANCIAL OFFICER & CITY TREASURER

**Desiree Kennedy, Chief
Financial Officer & City
Treasurer**

ORIGINAL SIGNED BY CHIEF

ADMINISTRATIVE OFFICER

**Lanie Hurdle, Chief
Administrative Officer**

Consultation with the following Members of the Corporate Management Team:

Paige Agnew, Commissioner, Growth & Development Services

Jennifer Campbell, Commissioner, Community Services

Neil Carbone, Commissioner, Corporate Services Not required

David Fell, President & CEO, Utilities Kingston

Peter Huigenbos, Commissioner, Major Projects & Strategic Initiatives Not required

Brad Joyce, Commissioner, Infrastructure, Transportation
& Emergency Services

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Options/Discussion:**Background**

In May 2023, Council approved Kingston's Strategic Plan for 2023 – 2026 with five themed pillars. One of those key pillars is Support Housing Affordability to increase the overall housing supply of all forms, price points and tenures with a target of 4,800 units, of which 10% being of affordable housing and supportive housing options.

To address the national housing crisis, the Government of Canada introduced a housing accelerator fund in the 2022 federal budget. The \$4 billion Housing Accelerator Fund (HAF) launched in March 2023 and is being delivered by Canada Mortgage and Housing Corporation (CMHC) on behalf of the Government of Canada. In August 2023, the City applied for \$60.5M in HAF funding for various initiatives to achieve supply growth targets. On January 18, 2024, it was announced that the City was awarded \$27,550,302 over the three-year term.

Investment eligibility criteria to achieve housing supply growth targets of up to 890 new units in the three years, include:

- Investments in HAF action plans
- Investments in affordable housing
- Investments in housing-related infrastructure
- Investments in community-related infrastructure that supports housing

Although the HAF program provides for investment within these four (4) categories, the City has been and will be investing primarily within the affordable housing and the housing-related infrastructure categories.

In anticipation of some of the initiatives, the Mayor's 2024 capital budget included \$14.4M in total HAF funding to support various housing and infrastructure initiatives.

Subsequent to the 2024 budget recommendations to use HAF funding to support housing and infrastructure projects, the following allocations were approved by Council through individual reports and projects:

- [Report Number 24-055](#) – Affordable Housing and Supportive Housing – Updates and New Projects, requested the approved affordable housing unit HAF funding be transferred to the 484 Albert and 620 Princess Street project, with an additional \$65.8K HAF funding.
- [Report Number 24-055](#) approved new HAF funding of \$445K for the 186 Hillendale Avenue project.
- [Report Number 24-096](#) – Capital Project Status Report – Fourth Quarter 2023 approved \$300K of HAF funding to support Utilities Kingston to expand service capacity modeling.
- [Report Number 24-179](#) – Additional Residential Unit Housing (ARU) Initiative approved use of \$1.25M on August 13th for these initiatives funded from HAF.

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As staff have been advancing a number of HAF projects, there have been some changes to estimated costs as well as new project opportunities that the City can capitalize on and maximize the federal and municipal funding. To accommodate this, staff are recommending an amendment to the 2024 budget by adding \$3,695,000 HAF contribution for a total of \$20,187,200. To support the HAF reallocation, staff are also recommending a delegation of authority for the CFO to reallocate approved internal reserve fund monies between projects. This will ensure that the City can respond quickly to potential project opportunities and most importantly, maximize federal and municipal funding.

Budget Amendments

Staff have been actively planning or implementing various initiatives to encourage housing unit growth. Council has endorsed action plan initiatives such as Rental Housing – Community Improvement Plan (CIP) and the incentives outlined in the Additional Residential Units (ARU) program. It is uncertain how much funding will be required to support the CIP program and the timing of the commitments resulting from these agreements. It is also unknown if there will be provincial funding that may be better suited for some of the projects, especially affordable housing, over the next couple of years therefore it is important for the City to have flexibility with its funding allocations.

The agreement eligibility requires funds to be expended within the multi-year period by December 11, 2027. To allow staff to respond to changing estimates in time and costs, a recommendation to delegate authority to the Chief Financial Officer or delegate is included in this report. The delegation will allow for the reallocation of HAF funds between approved HAF funded projects and/or replace approved municipal funding with grant funding.

The remaining \$7.4M of unallocated funds will be included as funding for projects within the Mayor’s 2025 budget.

Council will be receiving separate reports on individual projects and initiatives that will include information on partnerships and HAF contribution. A yearly information report will be provided to Council with information on HAF funding commitment.

The City has successfully met its first reporting obligation with the submission of the Semi-Annual Agreement Report on June 12, 2024. As per the HAF agreement, the City will submit annual reports on the anniversary of the execution of the agreement (December 12, 2023) for the three-year funding period – the Annual Agreement Report will capture the use of HAF funding across the four designated cost categories.

Public Engagement

As part of the action plan incentives, staff consulted with representatives from the local building industry and other stakeholders for feedback on the planned and approved HAF supported initiatives.

September 3, 2024

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Financial Considerations

The funding reallocations and budget amendments recommended in this report are fully funded by the CMHC Housing Accelerator funding. Funds returned to municipal reserve funds will be included future Council reporting.

Contacts:

Lana Foulds, Director, Financial Services, 613-546-4291 extension 2209

Other City of Kingston Staff Consulted:

Amy Gibson, Manager, Housing & Homelessness

John Henderson, Housing Program Administrator

Troy Beharry, Partnership & Grant Development Manager

Brandon Forrest, Director, Business, Real Estate & Environment

Lisa Capener-Hunt, Director, Building Services & CBO

Tim Park, Director, Planning Services

Sukriti Agarwal, Manager, Policy Planning

Julie Runions, Director, Utilities Engineering



City of Kingston
Report to Kingston Heritage Properties Committee
Report Number HP-24-037

To: Chair and Members of Kingston Heritage Properties Committee
From: Jennifer Campbell, Commissioner, Community Services
Resource Staff: Kevin Gibbs, Director, Heritage Services
Date of Meeting: August 21, 2024
Subject: Application for Ontario Heritage Act Approval
Address: 1148 Sunnyside Road (P18-1366)
File Number: P18-078-2024

Council Strategic Plan Alignment:

Theme: Corporate business

Goal: See above

Executive Summary:

The subject property, known as the Powley Farmhouse, with the municipal address of 1148 Sunnyside Road (formerly 1397 Sydenham Road) is located at the south-west corner of Sunnyside Road and Sydenham Road. The property was recently designated under Part IV of the *Ontario Heritage Act*.

An application under Section 33 and Section 34 of the *Ontario Heritage Act* (P18-078-2024) has been submitted to request approval to remove a small garden shed and construct a new single storey commercial building. The new building will be located just west of the limestone heritage building with vehicle access from Sunnyside Road. The building will be clad in a vertical board and batten style siding with an asphalt shingled roofing. Detailed plans and a heritage impact statement were submitted as part of this application.

This application was deemed complete on July 15, 2024. The *Ontario Heritage Act* provides a maximum of 90 days for Council to render a decision on an application to demolish or construct

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a new building under Sections 33(7) and 34(4.3). This timeframe will expire on October 13, 2024.

Upon review of all the submitted materials, as well as applicable policies and legislation, staff recommend approval of the proposed scope of work, subject to the conditions found in Exhibit A appended to this report.

Recommendation:

That the Kingston Heritage Properties Committee recommends to Council:

That the application for the property at 1148 Sunnyside Road be approved in accordance with the details described in the application (File Number P18-078-2024), which was deemed complete on July 15, 2024, with said alteration to include the demolition of a wooden garden shed and the construction of a single-storey detached commercial building with associated parking and landscaping; and

That the approval of the application be subject to the conditions outlined in Exhibit A to Report Number HP-24-037; and

That following approval under Section 34 of *Ontario Heritage Act* and prescribed by Ontario Regulation Number 385/21, the property at 1148 Sunnyside Road continues to have cultural heritage value and no further review or amendment to By-Law Number 2024-124 "A By-Law to Designate the property at 1397 Sydenham Road to be of Cultural Heritage Value and Interest Pursuant to the Ontario Heritage Act" is required.

August 21, 2024

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Authorizing Signatures:

ORIGINAL SIGNED BY COMMISSIONER

**Jennifer Campbell,
Commissioner, Community
Services**

p.p. ORIGINAL SIGNED BY CHIEF ADMINISTRATIVE OFFICER

**Lanie Hurdle, Chief
Administrative Officer**

Consultation with the following Members of the Corporate Management Team:

Paige Agnew, Commissioner, Growth & Development Services	Not required
Neil Carbone, Commissioner, Corporate Services	Not required
David Fell, President & CEO, Utilities Kingston	Not required
Peter Huigenbos, Commissioner, Major Projects & Strategic Initiatives	Not required
Brad Joyce, Commissioner, Infrastructure, Transportation & Emergency Services	Not required
Desirée Kennedy, Chief Financial Officer & City Treasurer	Not required

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Options/Discussion:**Description of Application/Background**

The subject property, known as the Powley Farmhouse, with the municipal address of 1148 Sunnyside Road (formerly 1397 Sydenham Road) is located at the south-west corner of Sunnyside Road and Sydenham Road, just north of Highway 401 (Exhibit B - Context Map). The property was designated under Part IV of the *Ontario Heritage Act* in 2024 (Exhibit C - Designation By-Law).

An application for new construction and demolition under Sections 33 and 34 of the *Ontario Heritage Act* (P18-078-2024) has been submitted to request approval to demolish a small garden shed and to construct a new single storey commercial building. The wooden garden shed appears to have been built in the later part of the 20th century and is to be removed to allow for the redevelopment of the site.

The proposed new building will be located just west of the limestone heritage building (Powley House) with vehicle access from Sunnyside Road. Parking is proposed on the west side of the building. Pedestrian access will be via a pedimented entrance facing west. The building will be clad in a vertical board and batten style siding (light gray) with darker coloured asphalt shingled roofing. Additional landscaping, including trees and shrubs, is proposed along the south and east sides of the building. A small metal fence is proposed to the rear of the stone dwelling.

A cover letter, prepared by the owner, detailed site and elevation plans, prepared by the House of Three Blueprints, and a heritage impact statement (with addendum), prepared by Commonwealth Historic Resource Management, are included with the submission. Select portions of the submission material are attached hereto as Exhibit D - Concept Plans.

The submission materials in their entirety are available online through the Development and Services Hub (DASH) at the following link, [DASH](#), using "Look-up a Specific Address." If there are multiple addresses, search one address at a time. Submission materials may also be found by searching the file number.

This application was deemed complete on July 15, 2024. The *Ontario Heritage Act* provides a maximum of 90 days for Council to render a decision on an application to alter a heritage building under Sections 33(7) and 34(4.3). This timeframe will expire on October 13, 2024.

Reasons for Designation/Cultural Heritage Value

The subject property, known as the Powley Farmhouse, was designated under Part IV of the *Ontario Heritage Act* on January 23, 2024 through By-Law Number 2024-124. The "Statement of Cultural Heritage Value" includes the following:

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“The Powley Farmhouse is a representative example of a mid-19th century limestone farmhouse with Georgian influences. ...[it] is associated with the family of Isaac D. Powley. ... The Powley Farmhouse’s location at the intersection of Sydenham and Sunnyside roads makes it a landmark for residents in the area.”

The by-law notes the following attributes:

- One-and-a-half storey stone farmhouse, constructed from limestone laid in uneven courses, with medium-pitch side gable roof and single red brick chimney; and
- Regular fenestration pattern with stone sills and tall limestone voussoirs, including symmetrical front façade with a central entranceway flanked by window openings.

The Designation By-law has been included as Exhibit C. The small garden shed on the south side of the dwelling is not noted as a heritage attribute.

Cultural Heritage Analysis

Applicable Local Policies/Guidelines

Section 34 of the *Ontario Heritage Act* requires owners of Part IV designated properties to apply to Council if they wish to demolish or remove any building or structure on the property, regardless of heritage value or size. This is to ensure the cultural heritage value of the property is not affected by the permanent loss of this structure. Further, Section 34.3 of the *Ontario Heritage Act* requires the municipality to consider the merits and accuracy of the property’s designating by-law, when approving the demolition of an existing structure, and to recommend any necessary amendments thereto.

Section 33 of the *Ontario Heritage Act* requires owners of Part IV designated properties to apply to Council if they wish to undertake an alteration (or new construction) that “is likely to affect the property’s heritage attributes”. While the undeveloped rear portion of the property is not noted as a heritage attribute, the construction of a 255 square metre detached building could affect the appearance of the property and understanding of its attributes.

The proposed works should be undertaken in accordance with good conservation practices such as Parks Canada’s ‘Standards and Guidelines for the Conservation of Historic Places in Canada’ and the ‘Ontario Heritage Tool Kit’, prepared by the Province of Ontario. The assessment of this application is summarized below through references to the relevant sections of the federal and provincial policies and guidelines.

Summary of Project Proposal and Impact Analysis

The subject property is located on a 0.68 hectare corner lot. Despite the more recent residential development to the north, and rural industrial uses to the west, the property’s historic rural setting is still evident. With its limestone construction, traditional profile and prominent corner location, the Powley House retains its rural roots, which makes it stand out as a landmark in the area.

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According to the submission (Exhibit D - Concept Plans), the intention is to build a small grocery store, designed to raise funds for a Christian-based private school called One School Global. This is to be a private members-only store, managed by a group of volunteers, who are organized by the Rideau Lakes Funding Organization.

The subject property currently includes only the limestone dwelling (Powley House) with access from Sydenham Road, and a small wooden garden shed. The single-storey wooden shed is approximately 3.6 metres by 2.5 metres (8 foot by 12 foot). The shed was evaluated as part of the preparation of the recently approved designation by-law for the Powley Farmhouse property and was found to have no notable heritage value and therefore is not noted as a heritage attribute in the By-Law. No changes to the recently approved designating by-law is required.

Following the owner's consultation with the Ministry of Transportation, the vehicle access to the subject property will require relocation to Sunnyside Road and the Sydenham Road driveway will be removed. The new address for the property will be 1148 Sunnyside Road. The stone building is to be conserved and restored (a project that will be processed through a future application).

The proposed single-storey building will be approximately 255 square metres (836 square feet) and designed to resemble a rural industrial or agricultural storage building. The pitched gable roof and board and batten style siding is meant to take inspiration from the historic agricultural and existing rural industrial context. The siding is to be finished in a light gray tone with a darker tone for the roofing. This will help ensure the building is visually subordinate to the limestone dwelling at the corner. Only minimal signage, applied to the glass sliding door, is proposed for the new building.

This type of heritage conservation meets the definition of "Rehabilitation" in Parks Canada's 'Standards and Guidelines for the Conservation of Historic Places in Canada', which is the "process of making possible a continuing or compatible contemporary use of an historic place, or an individual component, while protecting its heritage value." Standards 11 and 12 are specifically related to Rehabilitation actions such as new additions.

Standard 11 states: "Conserve the heritage value and character-defining elements when creating any new additions to an historic place or any related new construction. Make the new work physically and visually compatible with, subordinate to and distinguishable from the historic place."

The publication 'Well Preserved' by Mark Fram, suggests that a new building or new addition should "strive to be good neighbours by helping to extend the context" of the area established by the historic building, yet it should also be able to "stand on its own" as a product of its own time. The cladding proposed for the new building (board and batten style siding) and pitched roof, reflects the traditional styles and era of the Powley House and rural context, while the use of single-glazed narrow windows is clearly a modern intervention.

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Standard 12 echoes the Provincial Tool Kit's Guiding Principle of "Reversibility" in stating: "Create any new additions or related new construction so that the essential form and integrity of an historic place will not be impaired if the new work is removed in the future."

The proposed new building has been designed as a free-standing building to have no physical impact on the primary heritage attribute of the property (i.e. the limestone dwelling). The new commercial building is to be setback over 14 metres from Sydenham Road and over 13 metres from Sunnyside Road, in order that the Powley House remains the prominent focal point of the property, when viewed from the public realm. The single-storey height and pitched roof of the new building and its location away from both frontages, will minimize its overall visual impacts on the character of the property.

Results of Impact Analysis

Care and consideration has been given to the design and location of the new building in relation to the heritage features of the property. According to the heritage impact statement, submitted by the applicants, "the new commercial building is designed to reference a traditional drive shed in appearance and is setback from the old house to avoid physical impacts on the fabric of the heritage resource."

The applicants have chosen to locate the new building to the rear of the historic stone building, with large setbacks from both road frontages. Even though the new building will be larger than the limestone dwelling, it will be no taller and will defer to the prominent location and highly visible presence of the Powley House at the intersection.

As a form of cost savings, the owners are considering the use of vinyl siding and windows on the new building. While reflecting a traditional style of building, the new build will be clearly a product of its own time. Its location, profile and cladding design and colour will complement and help showcase the heritage building. While staff encourage the owners to use a metal product, there is no objection to the use of vinyl in this particular situation. A condition of approval has been included to review details on the window and siding choice, including colour and materiality, prior to installation.

The owners purchased the property earlier in 2024 in order to advance their plans for a private grocery store. They were directly involved in the review of the designation by-law and have strived to design a building that complements and highlights the heritage value of the property. By introducing a new use to the property, it is hoped that the owners will advance the restoration works promised for the Powley House and thereby help to conserve this prominent heritage resource.

Staff are of the opinion that the proposal will uphold the heritage conservation objectives set out within the City of Kingston's Official Plan, the 'Ontario Heritage Tool Kit', and Parks Canada's 'Standards and Guidelines for the Conservation of Historic Places in Canada' and thereby recommend conditional approval of this application.

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Previous Approval

None

Comments from Department and Agencies

The following internal departments have commented on this application and provided the following comments:

Engineering - No objections. Technical review was completed through related development applications.

Planning - The proposal has proceeded through Site Plan Control Pre-Application under file number D02-009-2023 for 1397 Sydenham Road. A formal site plan application will be required and a full Planning review to be completed at that time.

Note that Planning recommends that the garage doors are relocated to face Sunnyside Road to permit future vehicular access if the structure is converted into a residential garage.

Utilities Kingston - If the City permits the new building to be serviced with Municipal water, Utilities Kingston will require a servicing brief for the proposed development assessing required and available domestic and fire flows. This Hamlet is at the far extents of the water system where flow and pressure are not abundant. Utilities Kingston will require a servicing plan showing any existing and proposed services. As per City of Kingston By-Laws only one service is permitted per property. Any existing services not being retained are required to be abandoned at the main(s).

A multi-unit complex can be metered with either a bulk water meter or individual water meters all located in one room at or near the service entrance. If individually metered, each meter shall have its own shut off valve on both sides of the meter and be labeled accordingly. Refer to uploaded UK water meter specifications.

The applicant is encouraged to contact the Utilities Kingston Conservation Department to discuss their development and inquire as to whether there are any water conservation incentives and energy saving options available.

Consultation with Kingston Heritage Properties Committee

The Kingston Heritage Properties Committee was consulted on this application through the [DASH](#) system. Three members provided written comments. The Committee's comments have been compiled and attached as Exhibit E and provided to the applicant.

August 21, 2024

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Conclusion

Staff recommends approval of the application File Number (P18-078-2024), subject to the conditions outlined in Exhibit A, as there are no objections from a built heritage perspective and no concerns have been raised by internal departments.

Existing Policy/By-Law:

Standards and Guidelines for the Conservation of Historic Places in Canada (Parks Canada)

Ontario Heritage Act, R.S.O. 1990, C.O. 18 (Province of Ontario)

Ontario Heritage Tool Kit (Ministry of Citizenship and Multiculturalism)

City of Kingston Official Plan

By-Law Number 2024-124 (Designation By-law for 1397 Sydenham Road)

Notice Provisions:

Pursuant to Section 33(4) and Section 34(4) of the *Ontario Heritage Act (OHA)*, notice of receipt of a complete application has been served on the applicant.

Financial Considerations:

None

Contacts:

Kevin Gibbs, Director, Heritage Services, 613-546-4291 extension 1354

Joel Konrad, Manager, Heritage Planning, Heritage Services, 613-546-4291 extension 3256

Ryan Leary, Senior Planner, Heritage Services, 613-546-4291 extension 3233

Other City of Kingston Staff Consulted:

None

Exhibits Attached:

Exhibit A Conditions of Approval

Exhibit B Context Map

Exhibit C Designation By-Law for Powley Farmhouse

Exhibit D Conceptual Plans

August 21, 2024

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Exhibit E Correspondence Received from Committee

Conditions of Approval

That the approval of the application be subject to the following conditions:

1. Any *Planning Act* approvals shall be obtained, as necessary;
2. All Building Permits shall be obtained, as necessary;
3. Details, including colour(s) and specifics, of the new roofing, siding, windows and landscaping, shall be submitted to Heritage Planning staff, prior to installation, for review and approval, to ensure they complement the heritage character and attributes of the property;
4. All servicing related requirements and approvals, shall be obtained, as necessary, to the satisfaction of Utilities Kingston; and
5. Any minor deviations from the submitted plans, which meet the intent of this approval and do not further impact the heritage attributes of the property, shall be delegated to the Director of Heritage Services for review and approval.






Kingston Heritage Properties Committee

Neighbourhood Context

Address: 1148 Sunnyside Road

File Number: P18-078-2024

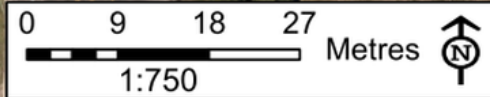
Prepared On: Jul-05-2024

-  Subject Lands
-  Property Boundaries
-  Proposed Parcels



Sunnyside Rd

Sydenham Rd



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By-Law Number 2024-124**A By-Law to Designate the property at 1397 Sydenham Road to be of Cultural Heritage Value and Interest Pursuant to the *Ontario Heritage Act*****Passed:** January 23, 2024**Whereas:**

Subsection 29(1) of the *Ontario Heritage Act*, R.S.O. 1990, Chapter 0.18 (the "*Ontario Heritage Act*") authorizes the council of a municipality to enact by-laws to designate property within the municipality, including buildings and structures on the property, to be of cultural heritage value or interest;

The *property* was listed on the register established pursuant to Section 27 of the *Ontario Heritage Act* in 2016;

On November 7, 2023, Council of the City of Kingston ("*Council*") consulted with its municipal heritage committee regarding the designation of the property municipally known as the Powley Farmhouse at 1397 Sydenham Road (the "*property*") in accordance with subsection 29(2) of the *Ontario Heritage Act*;

On November 14, 2023, *Council* caused notice of its intention to designate the *property* to be given to the owner of the *property* and to the Ontario Heritage Trust (the "*Trust*"), and on [November 14, 2023], notice of the intent to designate the *property* was published in The Kingston Whig-Standard, a newspaper having general circulation in the City of Kingston; and

No notice of objection to the proposed designation was served on the municipal Clerk (the "*Clerk*") of the Corporation of the City of Kingston (the "*City*") within the time prescribed by subsection 29(5) of the *Ontario Heritage Act*.

Therefore, *Council* enacts:

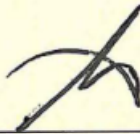
1. The *property* is designated as being of cultural heritage value and interest, as more particularly described in Schedule "A" of this by-law.
2. A copy of this by-law will be registered against the *property* in the appropriate land registry office. The *Clerk* is authorized to serve a copy of this by-law on the owner of the *property* and the *Trust*, and to cause notice of the passing of this by-law to be published in The Kingston Whig-Standard.

3. The *City* reserves the right to install a designation recognition plaque on the *property*, in a location and style determined by the *City* in consultation with the owner.
4. This by-law will come into force and take effect on the date it is passed.

Given all Three Readings and Passed: January 23, 2024



Janet Jaynes
City Clerk



Bryan Paterson
Mayor



Schedule "A"
Description and Criteria for Designation
Powley Farmhouse

Civic Address: 1397 Sydenham Road

Legal Description: Part Lot 15 CON 3 Designated as Parts 4, 5 & 6 Plan 13R21607 subject to easement over Part 6 Plan 13R21607 as in FR739114; City of Kingston, County of Frontenac

Property Roll Number: 1011 080 190 21800 0000

Introduction and Description of Property

The Powley Farmhouse, located at 1397 Sydenham Road, is situated at the south-west intersection with Sunnyside Road, just north of Highway 401, on a 0.68 hectare parcel in the former Township of Kingston, now part of the City of Kingston. The property contains a one-and-a-half storey limestone house, built between 1851 and 1860.

Statement of Cultural Heritage Value/Statement of Significance

The property has design value or physical value because it is a rare, unique, representative or early example of a style, type, expression, material or construction method.

The Powley Farmhouse is a representative example of a mid-19th century limestone farmhouse with Georgian influences. The one-and-a-half storey rectangular building is constructed from limestone laid in uneven courses. It includes a medium pitch, side gable roof with a single red brick chimney. The front façade is symmetrical with a central entranceway flanked by windows. The south elevation has two small window openings in the gable, one on the first storey and one below grade window opening. The north elevation also has two window openings in the gable and one off-centre window opening on the first storey. The entranceway and window openings feature stone sills and tall limestone voussoirs.

The property has historical value or associative value because it has direct associations with a theme, event, belief, person, activity, organization or institution that is significant to a community.

The Powley Farmhouse is associated with the family of Isaac D. Powley. The Powleys were one of the first United Empire Loyalist families brought to Cataraqui in 1784 by Captain Michael Grass after their persecution and expulsion following the American War of Independence. Isaac D. Powley was a Canadian-born Episcopalian Methodist farmer who lived with his wife Jane Ann and their children Jacob, John and Hester Ann in the stone dwelling. The house was part of a larger farm that grew wheat, peas, oats, buck wheat and potatoes and also produced hay.

The property has contextual value because it is a landmark.

The Powley Farmhouse's location at the intersection of Sydenham and Sunnyside roads makes it a landmark for residents in the area.

Cultural Heritage Attributes

Key exterior elements that contribute to the property's cultural heritage value include its:

- One-and-a-half storey stone farmhouse, constructed from limestone laid in uneven courses, with medium-pitch side gable roof and single red brick chimney; and
- Regular fenestration pattern with stone sills and tall limestone voussoirs, including symmetrical front façade with a central entranceway flanked by window openings.

Non-cultural Heritage Attributes

Elements that are not included in the Statement of Cultural Heritage Value of the property include:

- All interior features

Sydenham Investments Inc.
c/o 638 Fortune Crescent
Kingston ON K7P 2T3

July 10, 2024
City of Kingston
Heritage Department
Mr. Ryan Leary, Senior Planner

Re: Heritage Application - P18-078-2024 - 1148 Sunnyside Rd

Per our discussions and correspondence, we have made an application on July 3rd relating to the heritage property at 1148 Sunnyside Rd.

I would like to include a short summary of the proposed use of the new building and property.

M&E Holdings purchased the property originally as an investment, and since we have set up a corporation with additional shareholders, the property is now owned by Sydenham Investments Inc.

The intention is to build a purpose-built small grocery store under the name of Campus&Co. This is an entity that has many stores worldwide, all with a common vision and structure designed to raise funds for a Christian-based private school called One School Global. This will be a members-only grocery store and will be managed and operated by volunteers working under the entity of Rideau Lakes Funding Organization.

The traffic will be minimal, we have designed the site layout to accommodate deliveries, patron parking, etc.

The existing heritage building will remain as is and under its original zoning.

I am sharing some websites that will give some further direction to how our stores work, and the educational institution they serve.

<https://campusandco.com/about-us/>

<https://www.oneschoolglobal.com/about-us/>

Trusting all is clear.

Regards,
Sydenham Investments Inc.

Owen Lawrenson
Director

PROJECT
1397 SYDENHAM ROAD

SITE INFORMATION
LOCATION: 1397 SYDENHAM ROAD
ZONE: HAMLET (HAM)

BASIC SITE STATISTICS

	EXISTING	PROPOSED	TOTAL
Lot Area (m ²)	6503.5	6349.5	6349.5
Grocery Store (GFA) (m ²)		219.0	219.0
Existing Dwelling (GFA) (m ²)	92.0		92.0
Hardscaped Area (m ²)	202.9	1362.4	1362.4
Landscaped Open Space (m ²)	6300.6	4768.1	4676.1

PROPOSED SITE STATISTICS - Grocery Store (ZONING COMPLIANCE)

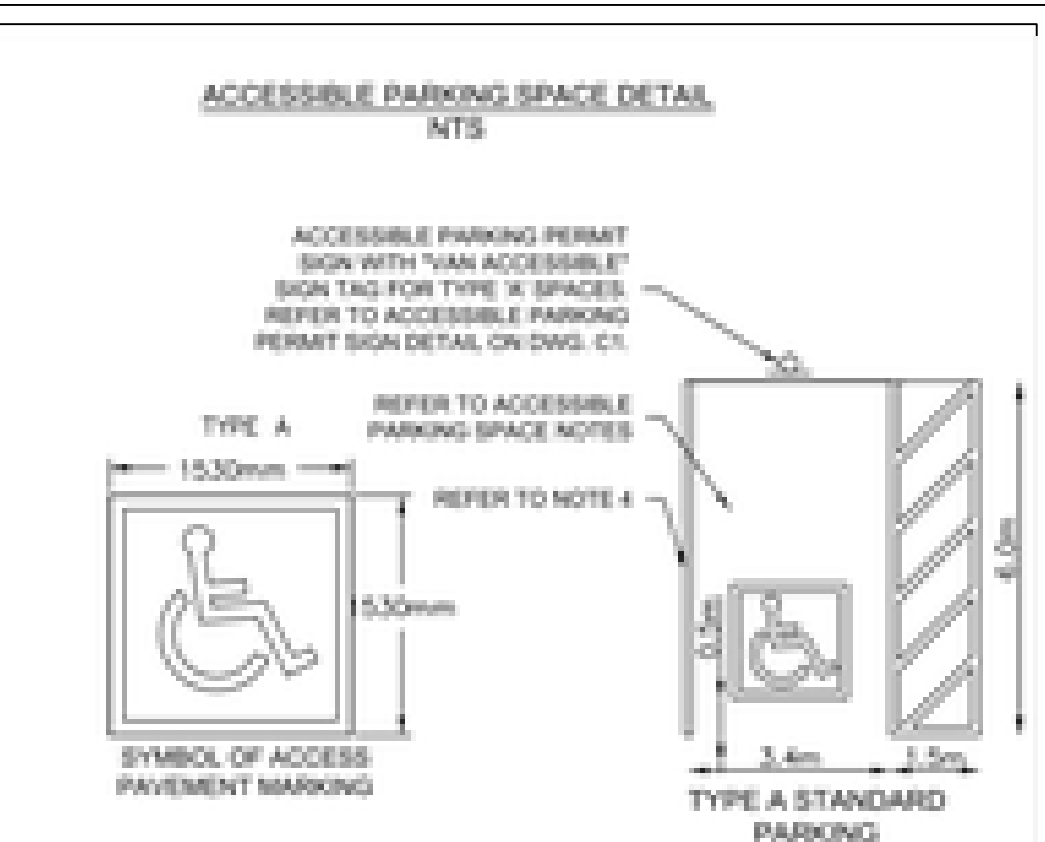
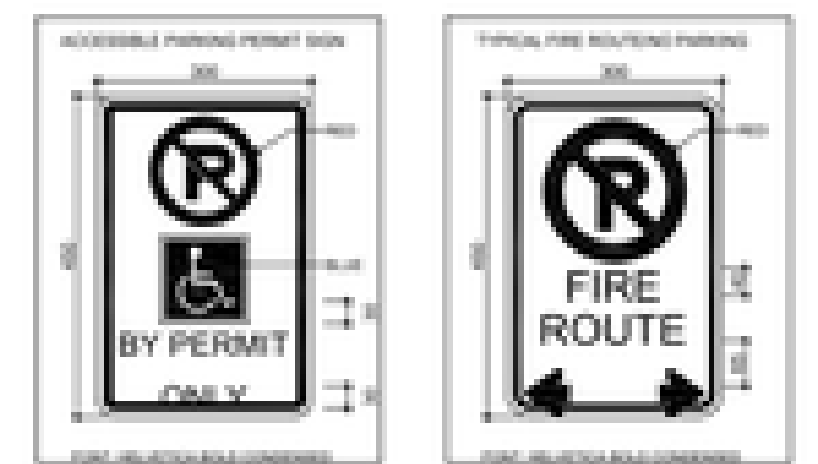
Provision	BY-LAW NO. 2022-62	REQUIRED	PROPOSED	NOTES
Minimum Lot Area (hectares)	8.7.1.1	1.0	0.65	Existing
Minimum Lot Frontage (m)	8.7.1.2	30.0	61.5	Sunnyside Road
Maximum Height (m)	8.7.1.3	10.7	<10.7	
Minimum Front Setback (m) (N)	8.7.1.4	3.0	9.9	
Minimum Rear Setback (m) (S)	8.7.1.5	7.5	91.4	
Minimum Exterior Setback (m) (E)	8.7.1.6	3.0	14.7	
Minimum Interior Setback (m) (W)	8.7.1.7	6.0	28.7	
Minimum Landscaped Open Space	8.7.1.8	30%	75.1%	
Minimum Loading Spaces	7.5.1	0.0	0.0	
Minimum Long-term Bike Spaces	7.3.1	1.0	1.0	
Minimum Short-term Bike Spaces	7.3.1	4.0	4.0	
Accessible Parking Spaces	7.2	1 Type A	1 Type A	

EXISTING SITE STATISTICS - Existing Dwelling (ZONING COMPLIANCE)

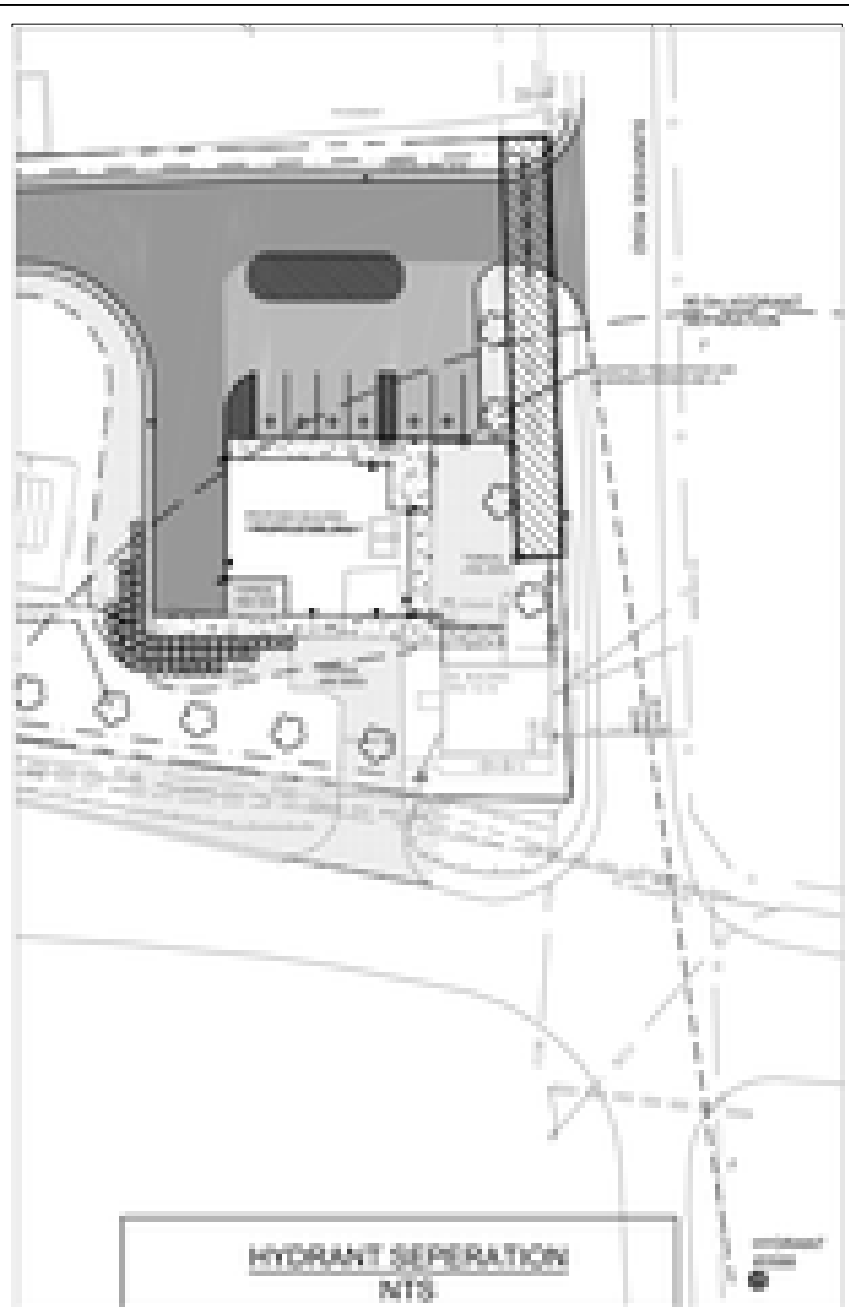
Provision	BY-LAW NO. 2022-62	REQUIRED	EXISTING	NOTES
Minimum Lot Area (hectares)	8.7.1.1	1.0	0.65	Existing
Minimum Lot Frontage (m)	8.7.1.2	30.0	61.5	Sunnyside Road
Maximum Height (m)	8.7.1.3	10.7	<10.7	
Minimum Front Setback (m) (N)	8.7.1.4	6.0	1.0	Existing
Minimum Rear Setback (m) (S)	8.7.1.5	7.5	110.2	Existing
Minimum Exterior Setback (m) (E)	8.7.1.6	6.0	3.8	Existing
Minimum Interior Setback (m) (W)	8.7.1.7	1.2	48.5	Existing
Minimum Landscaped Open Space	8.7.1.8	30%	75.1%	Existing
Parking Space	7.2	1.0	1.0	

GENERAL

- FIRE ROUTE SIGNS SHALL BE AS PER THE BELOW DETAIL AND BE PERMANENTLY MOUNTED ON A RIGID SIGN POST OR POLE, BE ERECTED AT A HEIGHT OF 1.9m TO 2.5m, AND BE INSTALLED ALONG THE FIRE ROUTE AT INTERVALS NO GREATER THAN 30m.
- IN THE EVENT THAT HUMAN REMAINS ARE ENCOUNTERED DURING CONSTRUCTION, THE CONTRACTOR SHALL IMMEDIATELY CONTACT THE MINISTRY OF TOURISM, CULTURE AND SPORT (416-314-7132), THE REGISTRAR OF THE CEMETERIES REGULATION UNIT FROM THE MINISTRY OF CONSUMER SERVICES (416-326-8393), THE CITY OF KINGSTON'S PLANNING, BUILDING AND LICENSING SERVICES (613-546-4291 EXT. 3180) AND CITY POLICE (613-549-4660).
- IN THE EVENT THAT DEEPLY BURIED OR PREVIOUSLY UNDISCOVERED ARCHAEOLOGICAL DEPOSITS ARE DISCOVERED IN THE COURSE OF DEVELOPMENT OR SITE ALTERATION, THE CONTRACTOR SHALL IMMEDIATELY CONTACT THE MINISTRY OF TOURISM, CULTURE AND SPORT (416-314-7132), AND THE CITY OF KINGSTON'S PLANNING, BUILDING AND LICENSING SERVICES (613-546-4291 EXT. 3180).
- GARBAGE IS TO BE STORED INTERIOR TO THE BUILDINGS.

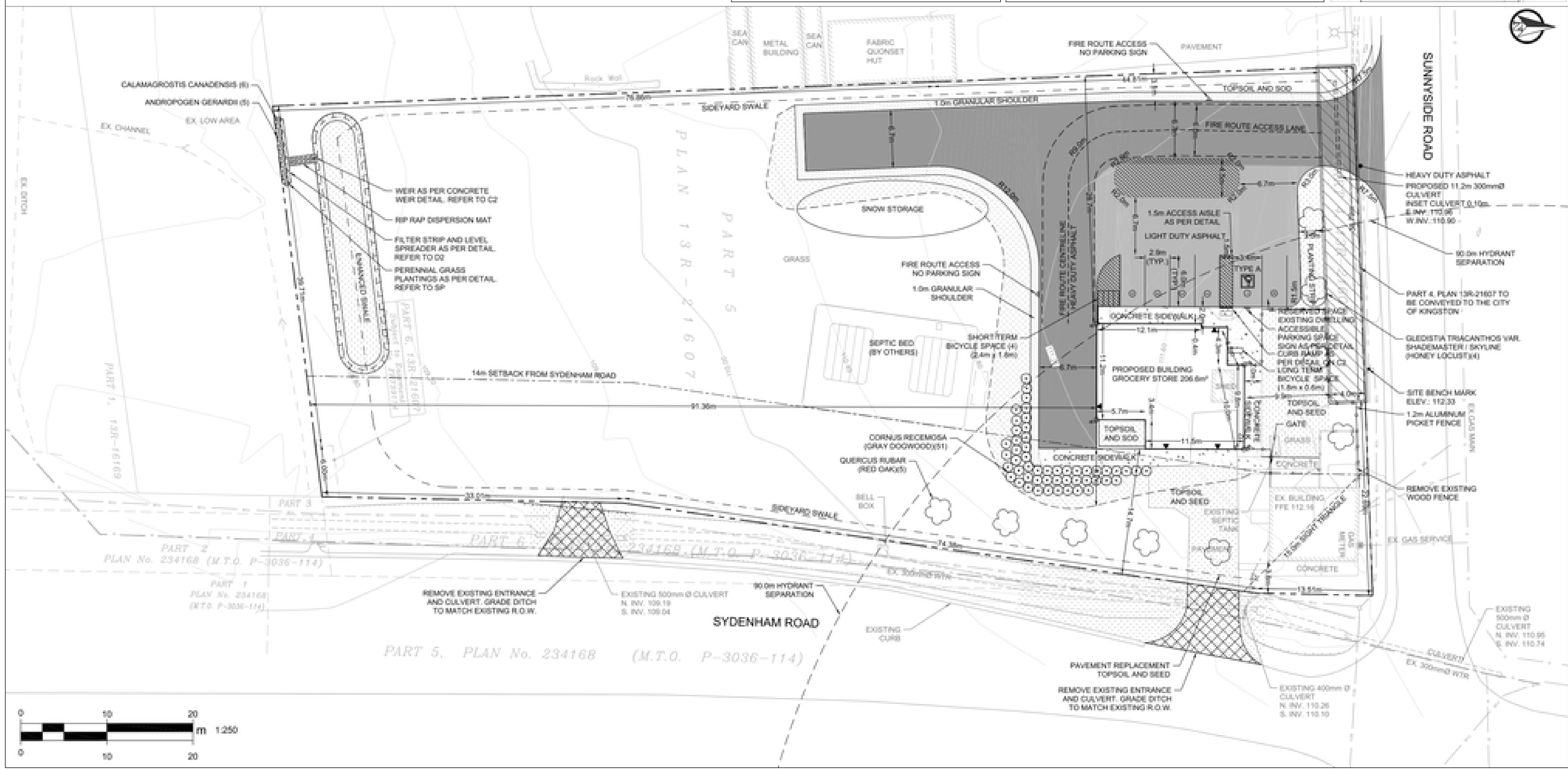


- ACCESSIBLE PARKING SPACE NOTES:**
- ACCESSIBLE PARKING SPACES SHALL INCORPORATE PAVEMENT MARKINGS CONTAINING THE INTERNATIONAL SYMBOL OF ACCESS MARKING TO INCLUDE A 1530 x 1530mm WHITE BORDER AND SYMBOL WITH A BLUE BACKGROUND AND FIELD COLOUR.
 - FOR PERPENDICULAR PARKING, SIGNS ARE TO BE CENTERED ON THE PARKING SPACE.
 - PAINT LINES FOR STANDARD PARKING SPACES TO BE CAN/CSG-1.74-2001, ALKYD TRAFFIC PAINT. PAVEMENT SURFACE TO BE DRY, FREE FROM PONDED WATER, FROST, ICE, DUST, OIL, GREASE AND OTHER FOREIGN MATERIALS PRIOR TO PAINTING. PAINT LINES TO BE UNIFORM COLOUR AND DENSITY WITH SHARP EDGES. PROTECT PAVEMENT MARKINGS UNTIL DRY.



LEGEND

- SITE BOUNDARY
- LIGHT DUTY ASPHALT
- HEAVY DUTY ASPHALT
- CONCRETE SURFACE
- PROPOSED SWALE
- EXISTING SANITARY
- EXISTING STORM
- EXISTING WATER
- EXISTING GAS
- EXISTING BELL CABLE
- EXISTING LANDG. HYDRO
- EXISTING FENCE
- EXISTING CIL. DOB
- EXISTING STORM MH. CBMH
- EXISTING SANITARY MH
- EXISTING HYDRANT, VALVE
- EXISTING TREE (DBH > 150mm)
- EXISTING LIGHT STANDARD
- BENCHMARK
- EXISTING GRADE
- PROPOSED GRADE
- EXISTING ENTRANCE
- PROPOSED ENTRANCE (POWER OPERATED DOOR)
- PARKING COUNT
- PROPOSED ENTRANCE
- PROPOSED DOWN SPOUT



Section

SITE BM - ELEVATIONS ARE GEODETIC AND ARE REFERRED TO THE HT-0 GEOID MODEL BEING A PRODUCT OF THE GEODETIC SURVEY DIVISION (GSD) OF NATURAL RESOURCES CANADA, DERIVED FROM RTN OBSERVATIONS. THE ELEVATIONS ARE REFERRED TO A SITE BENCHMARK BEING A SPIKE IN UTILITY POLE (HOPKINS CHITTY LAND SURVEYORS INC.) ELEV. 112.33m.

Revised	By	Date
R2	REVISED	JULY 03/2024
R1	AS PER AGENCY COMMENTS	MAY 1, 2024
Nc	Revision/Issue	Date



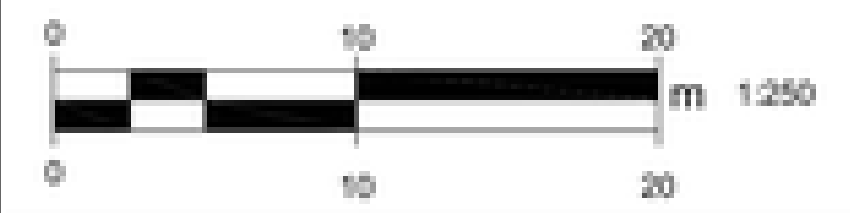
1329 Gardiners Road, Suite 210
Kingston, ON, Canada K7P 0L8
613.634.9009 tel.
1.888.884.9392 fax.

Client:
SYDENHAM INVESTMENTS INC.

Project:
1397 SYDENHAM ROAD

Drawing:
SITE PLAN

Drawn by	Checked by	Approved by
SP	SP	SP
Scale	Scale	Scale
1:200	1:200	1:200

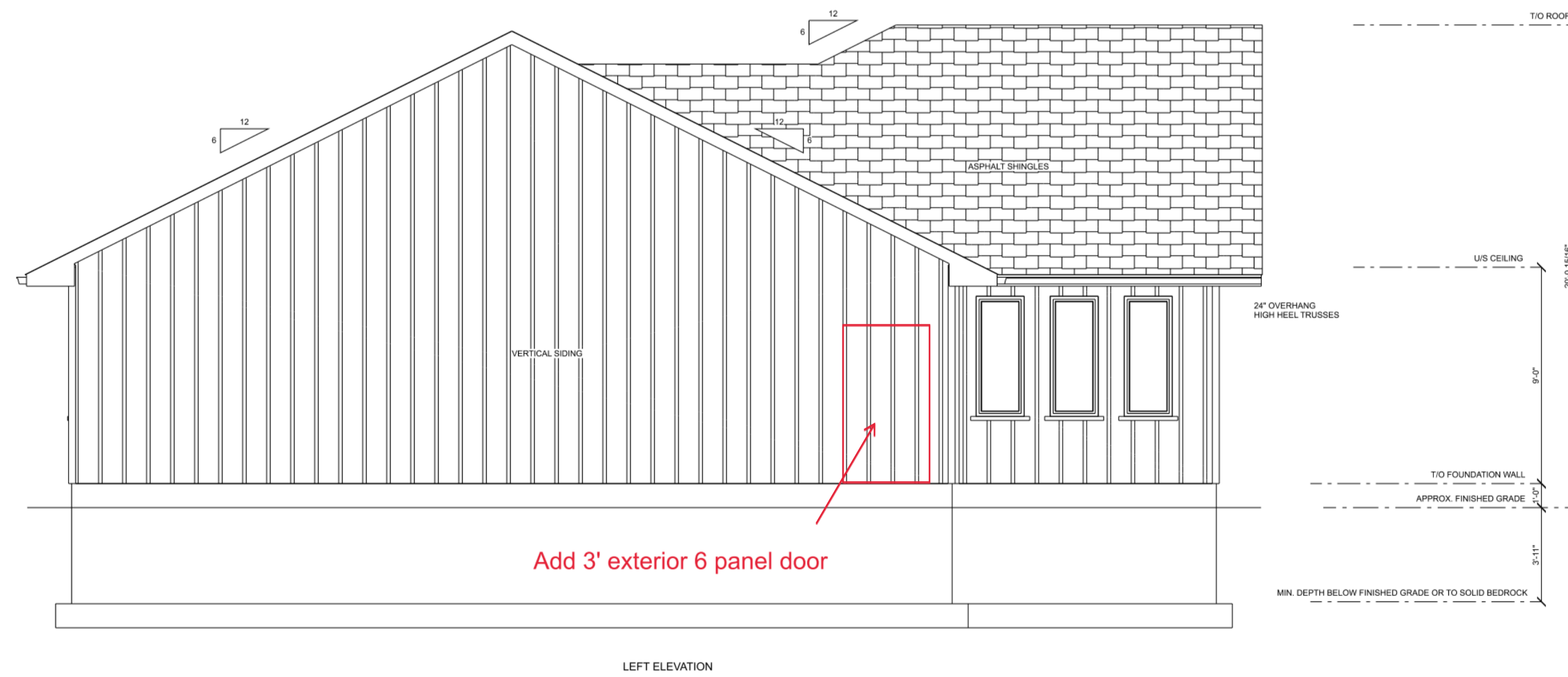
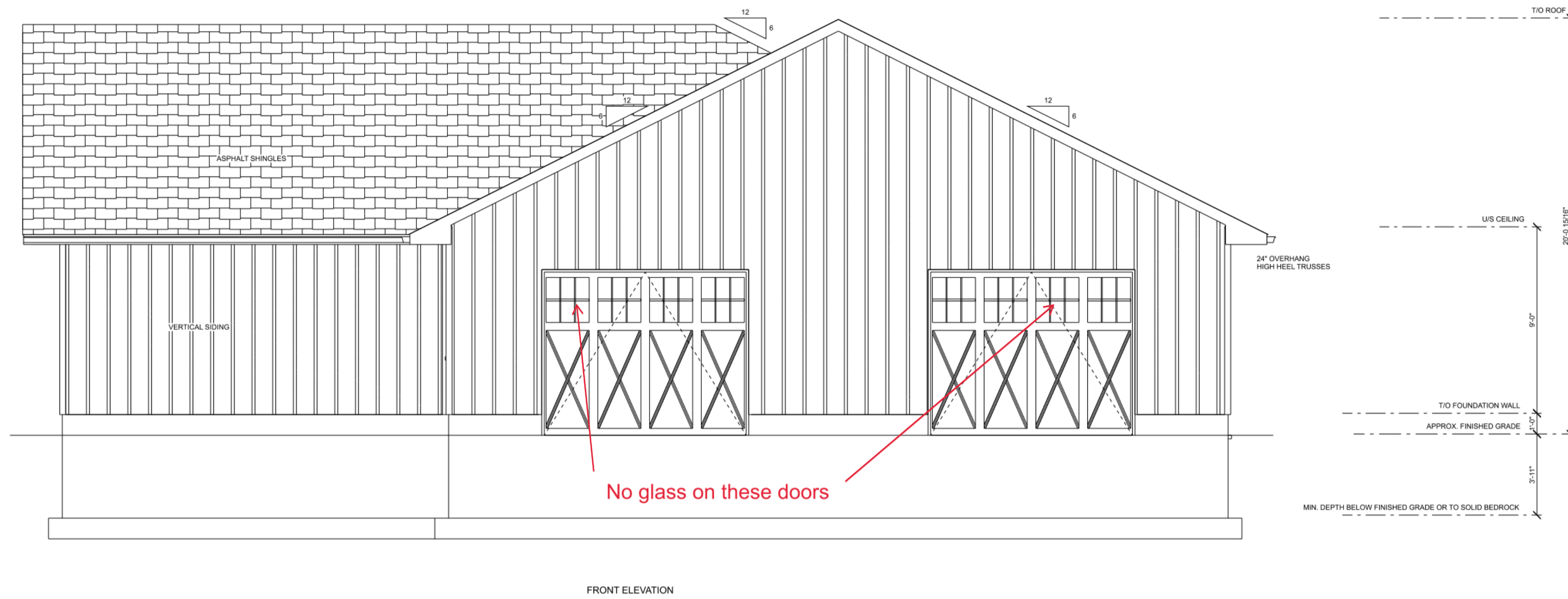




HOUSE OF THREE
LISA HENDERSON, M.A.A.T.O., C.B.C.O.
3800 HOLMES RD.
INVERARY, ON K0H 1X0
PHONE: 613-876-2488
EMAIL: lisa@houseofthree.ca
WEB: www.houseofthree.ca
FIRM BCIN: 125768
INDIVIDUAL BCIN: 19244

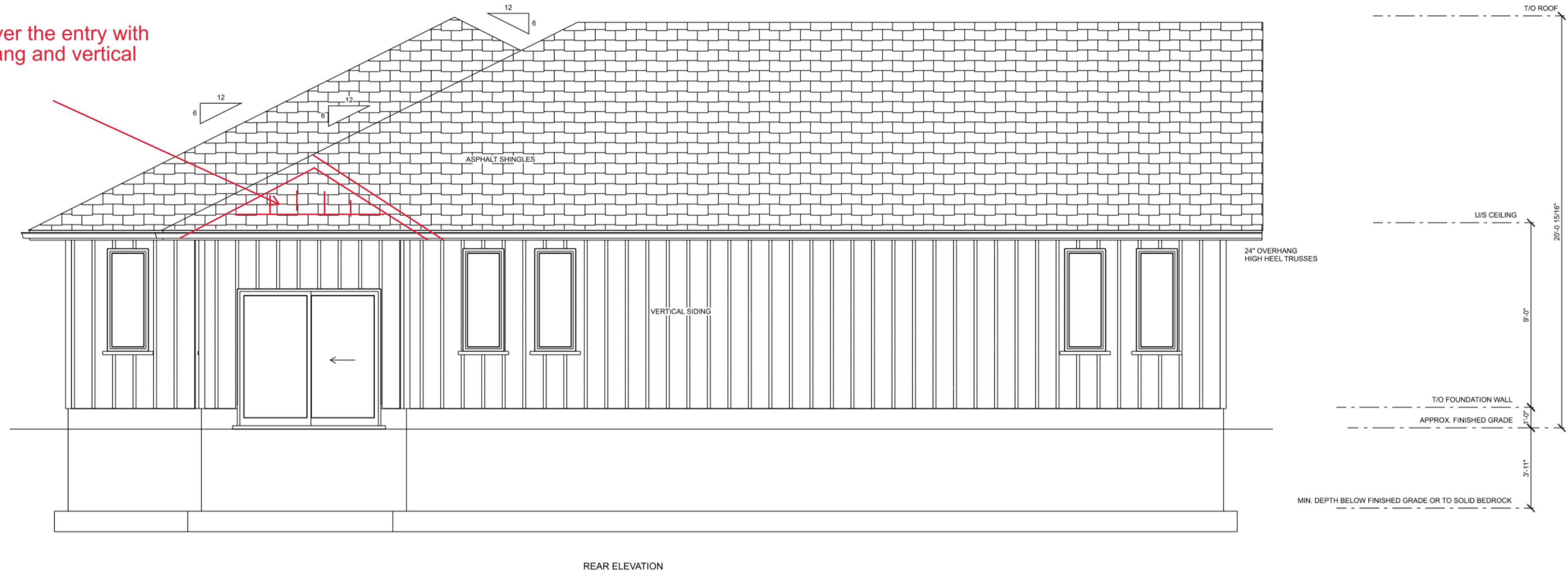
I REVIEW AND TAKE RESPONSIBILITY FOR THE DESIGN WORK ON BEHALF OF THE FIRM REGISTERED UNDER SUBSECTION 3.2.4. OF DIVISION C. OF THE ONTARIO BUILDING CODE. I AM QUALIFIED, AND THE FIRM IS REGISTERED IN THE APPROPRIATE CLASSES/CATEGORIES
INDIVIDUAL BCIN: 19244
FIRM BCIN: 125768

L Henderson
LISA HENDERSON, M.A.A.T.O., C.B.C.O.

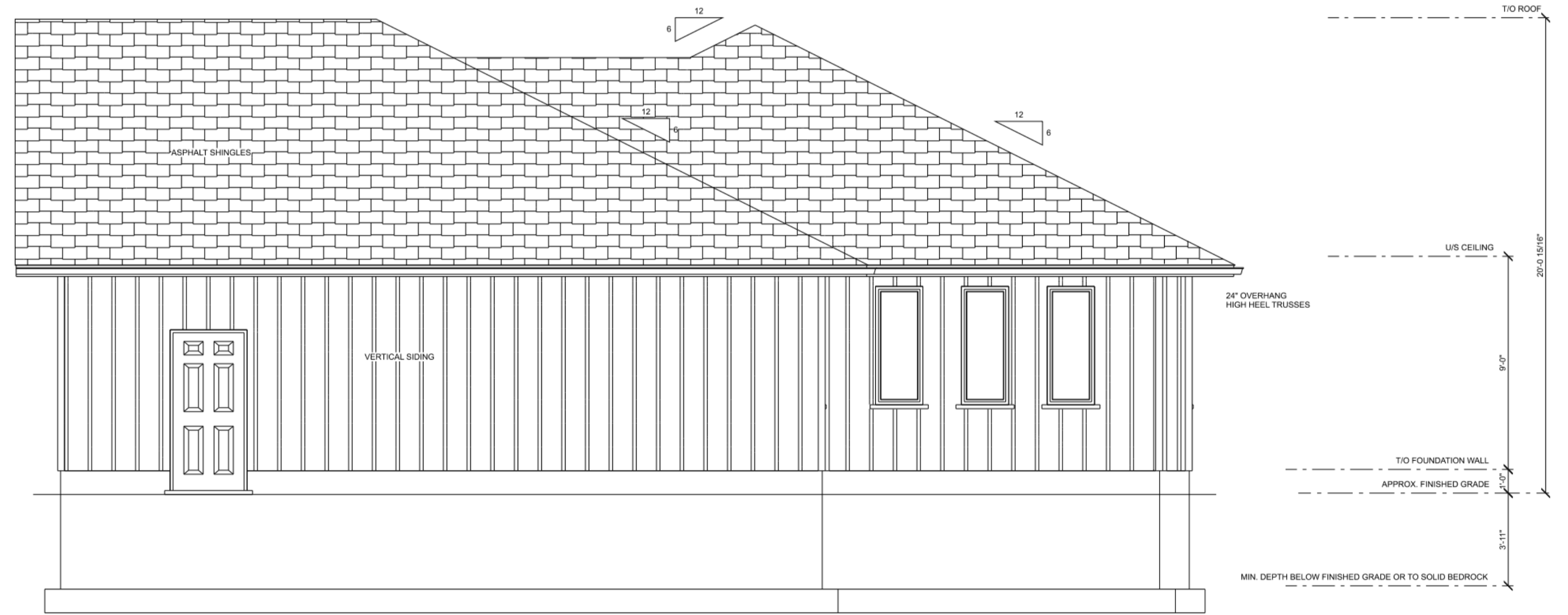


DESIGNER:	L. HENDERSON
BCIN:	19244
DWG. NAME:	1397 SYDENHAM ROAD, KINGSTON, ON.
SCALE:	1/4" = 1'-0"
DATE:	June 25, 2024
AREA:	2,367 SQ. FT.

Gable added over the entry with shingled overhang and vertical siding



REAR ELEVATION



RIGHT ELEVATION



HOUSE OF THREE
LISA HENDERSON, M.A.A.T.O., C.B.C.O.
3800 HOLMES RD.
INVERARY, ON K0H 1X0
PHONE: 613-876-2488
EMAIL: lisa@houseofthree.ca
WEB: www.houseofthree.ca
FIRM BCIN: 125768
INDIVIDUAL BCIN: 19244

I REVIEW AND TAKE RESPONSIBILITY FOR THE DESIGN WORK ON BEHALF OF THE FIRM REGISTERED UNDER SUBSECTION 3.2.4. OF DIVISION C. OF THE ONTARIO BUILDING CODE. I AM QUALIFIED, AND THE FIRM IS REGISTERED IN THE APPROPRIATE CLASSES/CATEGORIES
INDIVIDUAL BCIN: 19244
FIRM BCIN: 125768

Lisa Henderson
LISA HENDERSON, M.A.A.T.O., C.B.C.O.

DESIGNER:	L. HENDERSON
BCIN:	19244
DWG. NAME:	1397 SYDENHAM ROAD, KINGSTON, ON.
SCALE:	1/4" = 1'-0"
DATE:	June 25, 2024
AREA:	2,367 SQ. FT.

Kingston Heritage Properties Committee

Summary of Input from Technical Review Process

P18-078-2024

Committee Members	Comments Enclosed	No Comments Provided	No Response Received
Councillor Glenn			X
Councillor Oosterhof			X
Jennifer Demitor			X
Gunnar Heissler	X		
Alexander Legnini			X
Jane McFarlane			X
Peter Gower	X		
Ann Stevens	X		
Daniel Rose			X



City of Kingston
216 Ontario Street
Kingston, Ontario
Canada, K7L 2Z3

Website: www.cityofkingston.ca

where history and innovation thrive

TTY: Dial 613-546-4889

Date:	July 16, 2024
Form:	Heritage Properties Committee Reviewer Form
Reviewer Name:	Ann Stevens
Application Type:	Heritage Permit
File Number:	P18-078-2024
Property Address:	1148 SUNNYSIDE RD

Description of Proposal:

The subject property is located on the south-west corner of Sydenham Road and Sunnyside Road, just north of Highway 401. The property, known as the Powley House, was recently designated under Part IV of the Ontario Heritage Act. The owner is requesting heritage approval to construct a new single storey commercial building. The new building will be located just west of the limestone heritage building with vehicle access from Sunnyside Road. Pedestrian access will be via a pedimented entrance facing west. The building will be clad in metal siding (light grey) in a vertical board and batten style with asphalt shingled roofing. Detailed plans, a heritage impact statement (with addendum) and an archaeological report, were submitted as part of this application.

Comments for Consideration on the Application:

I have no concerns about this project. I am glad there will be no access from Sydenham Road, though that is not a heritage concern.

Difficult site for the heritage home, given the 401 ramps.

Recommended Conditions for the Application:

All heritage elements to be considered and respected.



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Date:	July 09, 2024
Form:	Heritage Properties Committee Reviewer Form
Reviewer Name:	Peter Gower
Application Type:	Heritage Permit
File Number:	P18-078-2024
Property Address:	1148 SUNNYSIDE RD

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Comments for Consideration on the Application:

I believe I have no concerns here, having read a well-documented application, and the answers to the Heritage Department's concerns. However, I would appreciate a clear and simple map of the proposal, showing how the new building fits in with the Powley House.



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Date:	July 4, 2024 (revised August 6, 2024)
Form:	Heritage Properties Committee Reviewer Form
Reviewer Name:	Gunnar Heissler
Application Type:	Heritage Permit
File Number:	P18-078-2024
Property Address:	1148 SUNNYSIDE RD

Description of Proposal:

The subject property is located on the south-west corner of Sydenham Road and Sunnyside Road, just north of Highway 401. The property, known as the Powley House, was recently designated under Part IV of the Ontario Heritage Act. The owner is requesting heritage approval to construct a new single storey commercial building. The new building will be located just west of the limestone heritage building with vehicle access from Sunnyside Road. Pedestrian access will be via a pedimented entrance facing west. The building will be clad in metal siding (light grey) in a vertical board and batten style with asphalt shingled roofing. Detailed plans, a heritage impact statement (with addendum) and an archaeological report, were submitted as part of this application.

Comments for Consideration on the Application:

Powley house is an excellent example of heritage home construction that has not been spoiled in any way with modifications. Powley House is also located adjacent to a very busy highway and as presently seen, is lost. Powley House should ideally be re-located where it can be profiled for what it is.

However, as this is not an option it is essential for it to be restored and its surroundings be suitably altered for show. An adjacent building should complement and draw attention to Powley House; it must however, not emulate the heritage features, but may borrow from the functionality of an "out building" such as a simple barn. It certainly should act as a visual shield to draw visual attention away from the newly constructed industrial building that is located to the south-west. Whatever is proposed, the building must not compete with Powley House!

Recommended Conditions for the Application:

1. In order to demonstrate relevance of heritage for the future, and to avoid accelerated deterioration, incorporate Powley House in the operation of the proposed retail operation.
2. Prepare a composite elevational profile plan showing the existing together with new building in support of this undertaking and for approval.
3. Consider increasing the pitch of the roof in order to gain additional height, or raise the building together with a flat roof.
4. Rather than vertical seamed siding use corrugated horizontal sheet metal siding, but not clap-board. The orientation for the wall is horizontal and vertical for the roofing.
5. Use colour to differentiate and to complement between the two buildings (as the existing is of light colour, the new building being darker).
6. In order to complete a "theme" design and implement a landscape plan.
7. Restore exterior of the Powley House under the umbrella of the building permit.

-- Website Version--

**Notice of Intention to pass a By-law to Designate
The following properties to be of Cultural Heritage Value and Interest Pursuant to
the Provisions of the *Ontario Heritage Act* (R.S.O. 1990, Chapter 0.18)**

Take Notice that the Council of The Corporation of the City of Kingston intends to pass by-laws under Section 29 of the *Ontario Heritage Act*, R.S.O. 1990, Chapter 0.18, to designate the following lands to be of cultural heritage value and interest:

161 Princess Street (Part Lot 296 Original Survey, PT 1, 13R13602; T/W FR656138; City of Kingston, County of Frontenac), known as the Dickson Building;

The subject property at 161 Princess Street is located on the north side of Princess Street on the block bound by Montreal, Queen and Bagot Streets in downtown Kingston. The subject property contains the circa 1856 Dickson Building, a three-storey brick commercial building that forms part of a larger brick row at 155-159 Princess Street, which was known as Dr. John Dickson's Medical Hall or in 1857-1858 as Dickson's Brick Block.

Constructed circa 1856, the Dickson Building (161 Princess Street) has design value as an example of a mid-19th century brick commercial row that demonstrates a shift away from Classicism towards early Victorian architecture in downtown Kingston. Significantly, the two bays of 161 Princess Street most closely represent the original design intention of the nine-bay red brick commercial row stretching east to Bagot Street. The shift away from Classicism is seen in the design of the frieze with brick brackets and recessed brick panels (unfortunately flashing has been installed on the cornice). The frieze brickwork appears to be dichromatic with buff coloured brick brackets as accents. The brick façade incorporates brick stretchers of several different sizes, likely to fit the bond to the bay and window opening sizes but does so in an elegant manner such that it is not readily apparent, with headers bonding the wall together.

The original window openings are capped with painted cast iron hoods and rest upon stone sills with corbelled brick brackets. Below the third-floor windows, the stone sills align with a stone string course that runs across the third storey. The remainder of the brick row (155-159 Princess) features arches over window openings where the cast iron hoods have been removed. At the west end of the row, the arch brickwork is in good condition and represents how the concealed arches at 161 Princess Street would look if the hoods were removed.

The Dickson Building (161 Princess Street) has associative value because it demonstrates the work of well-known Kingston architect, William Coverdale Sr. William emigrated with his family from York, England, as a child, arriving in the Richelieu Region south of Montreal in 1810. He moved to Kingston around 1832 with his family, and worked as an architect for about 30 years, being described as a "conscientious designer who anchored his creative work on the bedrock of symmetry

and stability inherent in the classical tradition". His projects ranged from institutional buildings (i.e. the Kingston Penitentiary and Rockwood Asylum) to religious (i.e. St. George's Cathedral) to residential and commercial buildings. Around the middle of the 19th century, the mid-point of his career, he risked more novel designs including the Dickson Building, the Anchor Building and City Book Store (since demolished). All these buildings showcase cast-iron and glass shopfronts as well as cast-iron window hoods. The shape of the window hoods on 161 Princess Street closely mirrors those on the City Book Store, which was constructed in about the same year as the Dickson Building.

The property has contextual value for its role in supporting and maintaining the historic commercial character of Princess Street. The Dickson building contributes to the diversity of 19th century architectural styles in downtown Kingston, and particularly in the block between Bagot and Montreal Streets.

Its heritage attributes include the three-storey massing, red brick façade, original openings with decorative iron goods and stone sill with corbels, its projecting string course and dichromatic brickwork.

163-165 Princess Street (Part Lot 297 Original Survey Kingston City as in FR270028 S/T & T/W FR270028; S/T interest in FR270028; City of Kingston, County of Frontenac); and

167 Princess Street (Part Lot 297 Original Survey Kingston City as in FR659440 S/T & T/W FR659440, T/W interest in FR659440; City of Kingston, County of Frontenac), known as the Powell Building;

The subject property at 163-167 Princess Street is located on the north side of Princess Street on the block bound by Montreal, Queen and Bagot Streets in downtown Kingston. Spanning two separate parcels, the subject property contains the Powell Building, a four-storey stone commercial building constructed circa 1840-1841. James Powell owned 163-167 Princess Street from 1840 into the 1880s.

Constructed circa 1840-1841, the Powell Building (163-167 Princess Street) has design value as an early surviving example of a four-storey Neo-Classical Georgian commercial building in downtown Kingston. Although the floor-to-ceiling heights are low (likely for financial reasons), its architectural style and height is unusual for its location along Princess Street. The squatness of the façade, resulting from the low floor-to-ceiling heights on the fourth storey, is somewhat mitigated by the forward projection of the two most westerly bays, which helps to increase its sense of verticality.

The exceptional craftsmanship is evident in its ashlar stonework façade (the rear elevations are uncoursed rubble masonry), including chisel-tooled (comb finish) margins around the window openings, stone sills and lintels, and overall lack of ornamentation.

The main stone cornice above the third floor and the smaller cornice with parapet above the fourth floor give visual depth and proportion to its four-storey massing. Another characteristic of the Georgian style is the smaller square windows on the top floor, one of which is blind (in-filled with stone). The architectural character and style of the building is common in terrace buildings of the same era in Edinburgh, Scotland, and may reflect the influence of immigrant Scottish masons.

The properties have contextual value for their role in supporting and maintaining the historic commercial character of Princess Street and downtown Kingston. Together with the Tolbert Building (156 Princess) on the south side of the street, the Powell building is one of only a few remaining limestone facades on the block, all of which play an important role in maintaining the 19th century origins and character of lower Princess Street. The continuity of the buildings' window lines, street-wall presence and Georgian commercial style creates a physical, visual and historical link to the commercial buildings along lower Princess Street.

Its heritage attributes include the four-storey massing with parapet wall, coursed ashlar limestone façade, original window openings, projecting ashlar limestone string course and cornices above the third and fourth floors.

23 Rideau Street (Part Lot 1-2, 8 Plan D30 Kingston City; Part Gore A Plan D30 Kingston City; Part Lot E Original Survey Kingston City as in FR334769 T/W FR334769; Kingston; The County of Frontenac Together with an Easement over Part Lot 1,7 Plan D-30 ,Part Gore Lot D30 Part A Lot E Original Survey as in FC230633 subject to an easement over Parts 3 and 4 13R21277 in favour of Part Lots 1 and 2 Plan D-30 Pat Lot as in FR152566 as in FC230634; City of Kingston, County of Frontenac); and

25 Rideau Street (Part Lot 1-2 Plan D30 Kingston City as in FR487522; City of Kingston, County of Frontenac); and

27 Rideau Street (Part Lots 1 & 2, Plan D30 as in FR152566; Kingston together with an easement over Part of Lot 1 and 7 Plan D-30 Kingston City, Part Gore A Plan D-30 Kingston, Part Lot E as in FR422337 as in FC230634; City of Kingston, County of Frontenac); and

29 Rideau Street (Part Lot 1-3 Plan D30 Kingston City; Part Gore A Plan D30 Kingston City as in FR317107; City of Kingston, County of Frontenac); and

31 Rideau Street (Part Lot 2-3, 9 Plan D30 Kingston City; Part Gore A Plan D30 Kingston City as in FR316958 S/T Interest in FR316958; City of Kingston, County of Frontenac); and

33 Rideau Street (Part Lot 2-4, 9 Plan D30 Kingston City Part 1 13R8461 T/W Interest in FR527710; City of Kingston, County of Frontenac), known as the Rankin-Young Terrace:

The Rankin-Young Terrace, at 23, 25, 27, 29, 31 and 33 Rideau Streets, is located on the east side of Rideau Street, south of Ordnance Street, in the Inner Harbour neighbourhood of the City of Kingston. The terrace, which spans six (6) separate properties, consists of six attached two-storey red brick residential buildings fronting Rideau Street. The terrace includes five units of a similar design, constructed circa 1876. The most northerly unit was likely constructed later towards the end of the 19th century. The Rankin and Young families each owned approximately half of the land that this terrace was constructed upon from 1862 until the first sale in 1947.

The Rankin-Young Terrace is a good example of well-designed late Georgian row housing in the Inner Harbour neighbourhood, in the City of Kingston. The property's proximity to historic industry along the Cataraqui River made it a logical location for this form of working-class rental housing (i.e. carpenters, milkers, bakers, wood dealers are listed in the 1889-1890 City Directory). Although constructed in the Victorian era, the overall composition, and placement of the windows, continues to follow the Georgian tradition. The use of slightly projecting two-storey entrance bays provide depth and articulation to the otherwise long and undecorated façade. The windows with segmental arches and stone sills are large, well-proportioned and regularly placed. The red brick walls are in running/stretcher bond and rest upon a limestone foundation with ashlar base course on the façade. The rear wall is uncoursed limestone masonry with brick window surrounds. 29, 31 and 33 Rideau Street have wooden soffits and fascia, which may be original.

The most southerly unit (Number 23) has more widely spaced bays and a plain brick pilaster defines the southwest corner. Its south elevation also features two unusual arched windows in the attic. Despite the removal of all original chimneys (the chimney on Number 33 appears to be a modern reconstruction) and the addition of several large dormers and a third-floor additions, the row house form and design of the Rankin-Young Terrace continue to be legible.

The most northerly unit at Number 33 is likely a later 19th century addition. It is set back from the façade of the five-unit terrace and has both gable and hipped roofs. Its design has a distinctly Victorian character resulting from the narrow tall windows and two-storey porch with turned posts and decorative balustrade. The windows have flat heads and stone sills. A bay window with simple frieze and cornice and containing a large window with a stained-glass transom light, further distinguishes it. Nonetheless, it contributes to the terrace's character and forms an interesting terminus to the north end.

This portion of Rideau Street, between Barrack and Ordnance Streets, has a distinctive character of mid-19th century to early 20th century working-class housing constructed of stone or brick. Most of the houses are two to two-and-a-half storeys with gabled roofs and tightly spaced (largely semi-detached or row houses) and with little setback from the road. The shallow setback of the Rankin-Young Terrace from Rideau Street, its row-house form and architectural style, maintains and supports the 19th century character of this block of Rideau Street.

Its heritage attributes include the two-storey massing with gabled roof and brick construction with two-storey projecting entrance bays, its original windows openings and limestone foundation, and two-storey wooden verandah (at 33 Rideau Street).

25 Richard Street (Lot 33 N/S Richard St Plan 54; City of Kingston, County of Frontenac):

The subject property at 25 Richard Street is located on the north side of the street, midblock between Mowat Avenue and Logan Street in the Village of Portsmouth, now City of Kingston. This approximately 688 square metre residential property contains a two-storey vernacular frame and limestone house constructed circa 1860 for Richard Howard and Bridget Gillespie. A detached garage built in the early-20th century is also present on the property.

The property is a rare example of a mid-19th century two storey wood frame Georgian cottage with a tall limestone foundation/first storey. The side gable roof and a central unadorned entranceway flanked by symmetrically placed windows is typical of the Georgian style. While this building has been modified and restored several times, its profile, massing and fenestration pattern still retain a clear Georgian character.

The house is unusual as it is built into the slope of a hill, resulting in a full storey stone foundation. The main entranceway is thus located in the stone foundation, which also includes two large six-over-six sash windows facing south with wooden sills and lintels.

The house was built for Richard Howard and his wife Bridget Gillespie around 1860. Howard was an Irish immigrant and ship carpenter, who is recorded as living in the Village since at least 1844 and who bought the property in 1850 for £38.

The former Village of Portsmouth has a distinct heritage character, consisting of a high proportion of 19th century stone and frame buildings within the village. With its distinct Georgian design and prominent street presence onto Richard Street, the subject property helps define and maintain the village character of Portsmouth.

The house's unusually tall foundation and location, looming close to Richard Street, are a direct result of the slope of the property and street. As one of several early stone and frame buildings in this area of the Village of Portsmouth, the property is visually and historically linked to its surroundings.

Its heritage attributes include the two-storey massing, limestone and wood frame construction, with side gable roof, symmetrical front façade and original window openings.

262 Princess Street (Part Lot 12 N/S Brock St, 12 S/S Princess St Plan Selma Subdivision Kingston City as in FR278199; S/T & T/W FR278199; City of Kingston, County of Frontenac), known as the Strand/Tivoli Theatre:

The Strand/Tivoli Theatre property, at 262 Princess Street, is located on the south side of the street, midblock between Montreal and Clergy Streets, in downtown Kingston. The approximately 574 square-metre commercial property contains a two-storey building with ornate front facade, built originally as the Strand Theatre circa 1915.

The Strand/Tivoli Theatre is a representative example of early 20th century theatre building in downtown Kingston completed in the Beaux-Arts Classicism style, with its distinctive neo-classical glazed terra-cotta façade that displays a high degree of craftsmanship and artistic effort.

Consisting of an arcade decorated in the Corinthian style, the rich Baroque facade includes corbelling, arched windows and engaged columns, that is reminiscent of the theatres of London and was used for the new movie houses springing up across Ontario in the late 19th and early parts of the 20th centuries. The arcade has engaged Corinthian columns and decorated keystones in the arches. The large pilasters at the outer edges of the arcade each have cable moulding marking the rectangular panel below elaborate capitals. Below the arcade is a recessed panel edged with cable moulding and holding four cartouches (with modern images). The cornice is embellished with consoles, dentils and an egg and dart banding.

The arched second storey windows were blinded during its time as a furniture store but reintroduced in 2011 by the current owners. A substantial restoration of the exterior detailing was also completed in 2011 including an entire reconstruction of the ground floor façade.

Its current commercial use on the ground floor maintains the historic development pattern in downtown Kingston (i.e. commercial at grade with residential/office space above).

The property has historical value through its connection to the Strand and Tivoli Theatres and the popularity of theatres in Kingston in the early 20th century. Early maps show a two-storey frame building on this property when it was sold to Harry Martin and T.J. Nugent in 1915. A new purpose-built theatre building was constructed later that year and called the Strand Theatre. When it opened its doors on September 18, 1915, it was said to be “one of the most modern and up-to-date on the American continent” with one of the finest front facades “of any building in Canada.”

It was later sold to Famous Players who, with the help of many local trades’ persons, including well-known local architect Colin Drever, renovated the theatre and renamed it the Tivoli Theatre. Tivoli Theatre’s opening night was May 5, 1930 and featured Winnie Lightner and Chester Morris in “She Couldn’t Say No”.

The property was sold to the Modern Furniture Company Limited in 1946 and was converted to a retail store the following year. The building was again renovated in 2011 after it was sold to the current owners who opened the Trailhead Kingston store. The 2011 restoration was managed by local contractor Pat Powers Construction, with painting done by the Ecclesiastical Group.

Its contextual value derives from its important role in defining this former entertainment district and supporting the character of the Princess Street streetscape. The Strand/Tivoli Theatre, in association with the Capitol Theatre (223 Princess), the Grand Theatre (218 Princess) and formerly the Orpheum Theatre (250 Princess) to the east defined the evolving entertainment district along Princess Street from the early 1920s through to the 1970s when the industry shifted to suburban locations.

The former theatre also helps to define and maintain the historic and eclectic character of this section of Princess Street between Clergy and Montreal Streets. The Strand/Tivoli Theatre is an important visual contributor to the historic streetscape within the block that features mostly two and three storey, mixed commercial and residential buildings constructed of stone, brick, and concrete in a number of styles that were successively developed between circa 1860 through to circa 1930, most of which are valuable heritage resources. This collection of buildings is important as it demonstrates the diverse architectural and historical themes of the economic, social and cultural development of Kingston from the late nineteenth through the twentieth centuries.

With its distinct Baroque detailing and grand arched windows, the Strand/Tivoli Theatre is a landmark within downtown Kingston.

Its heritage attributes include the two-storey, five-bay massing with low-pitched sloping roof and distinct terra-cotta façade, complete with original window openings and various architectural detailing.

3566 Boundary Road (East 1/4 Lot 37 Con 6 Pittsburgh, Lot 38 Con 6 Pittsburgh of 13R6763 Except 13R6785; City of Kingston, County of Frontenac):

The subject property, at 3566 Boundary Road, is situated on the south side of Sand Hill Road, west of Boundary Road, in the former Pittsburgh Township, now part of the City of Kingston. This approximately 48-hectare rural property contains a one-and-a-half storey Ontario vernacular sandstone farmhouse constructed circa 1855 for the Connor family. A large rear addition, with attached garage, was added in 2016 to replace a 1960s addition. Various outbuildings are also present on the property, dating from the 20th and 21st centuries.

The property includes a rare example of a mid-19th century sandstone farmhouse, constructed from material likely quarried locally. Sandstone, as a construction material, is relatively rare in Kingston, with only a few examples found in the rural areas of the former Pittsburgh Township.

The subject dwelling's simple vernacular architecture is expressed through its restrained profile, lack of ornamentation, side-gable roof with central gable and cut coursed sandstone construction with symmetrical front façade. The only embellishment added is the arched window opening in the gable. The dwelling retains its distinct 19th century vernacular profile and unusual multi-coloured sandstone construction.

The subject property is associated with the Connor family who built the house and farmed the property for at least two generations. Luke Connor, who immigrated from Ireland sometime before 1830, purchased the property in 1863; however, he and his wife and seven children had been living on the property in a log house from as early as the late 1840s. The dwelling was built circa 1855 and remained in the Connor family until the early 20th century. The small watercourse that crosses the property and eventually feeds into Mud Creek, is named the "Connor Branch" in honour of the Connor family.

The subject property has contextual value as its simple vernacular design, integrity, multi-coloured sandstone construction, generous setback from the road, various agricultural buildings and the proximity of these features to the road, supports and maintains the scenic and historic rural character of the road. Despite a general lack of sandstone buildings within the City of Kingston, 3566 Boundary Road is located in close proximity to another sandstone building (located at 3748 Sand Hill Road) within the crossroads community of Springfield, suggesting the preference for a vernacular material in the area.

With its Ontario vernacular style, sandstone construction material, likely quarried locally, the dwelling shares a visual and historical relationship with its surroundings and is an important part of the historical rural context of the area.

Its heritage attributes include the one-and-a-half-storey multi-coloured sandstone house with gable roof and original fenestration pattern with central entrance.

3748 Sand Hill Road (Part Lot 36 Con 7 Pittsburgh Part 1 13R18925; City of Kingston, County of Frontenac):

The Spence House, located at 3748 Sand Hill Road, is situated on the north side of the road, west of Boundary Road, in the former Pittsburgh Township, now part of the City of Kingston. This 1.4-hectare rural residential property contains a two-and-a-half storey L-shaped Ontario vernacular sandstone farmhouse constructed in 1900 for the Spence family, members of whom still own it today.

The Spence House is a rare example of an early 20th century, 'L'-shaped sandstone farmhouse. Reportedly quarried from the rear of the property, the Spence House is constructed of light sandstone, with imported dark red sandstone for the voussoirs and windowsills. Sandstone as a construction material is relatively rare in Kingston, with only a few examples found in the rural areas of the former Pittsburgh Township.

The Spence House's simple vernacular architecture is expressed by its restrained profile with cross-gable roof and uncoursed sandstone construction with symmetrical front façade. Some embellishments are added, such as the window openings with slight arches topped by dark red coloured voussoirs and sills that contrast the lighter sandstone. While not confirmed, it is understood that the main front door opening (now enclosed by the modern porch that replaced an earlier verandah) is topped by a rectangular transom with radiating voussoirs above.

The Spence House is associated with the Spence family who have occupied and farmed the property for over 170 years. The property was purchased by John Spence in 1870, however he had occupied the land since 1851. The Spence family lived in a log house on the property until the current house was built in 1900 by John's son Thomas William Spence. The property has remained in the Spence family ever since.

The Spence House has contextual value as its simple vernacular design, integrity, multi-coloured sandstone construction, generous setback from the road, various former agricultural buildings and the proximity of these features to the road, supports and maintains the scenic and historic rural character of the road. Despite a general lack of sandstone buildings within the City of Kingston, 3748 Sand Hill Road is located in close proximity to another sandstone building (located at 3566 Boundary Road) within the crossroads community of Springfield, suggesting the preference for a vernacular material in the area.

With its Ontario vernacular style, sandstone construction material taken from the property, the Spence House shares a physical, visual and historical relationship with its surroundings and is an important part of the historical rural context of the area.

Its heritage attributes include the two-and-a-half-storey sandstone house with cross-gable roof and symmetrical façade with original fenestration pattern of segmentally arched openings with dark red sills and voussoirs.

427-429 Victoria Street/136 Mack Street (Part Lot 85-86 Plan A8 Kingston City as in FR623939; City of Kingston, County of Frontenac):

The subject property, at 427-429 Victoria Street/136 Mack Street, is situated on the southeast corner of the intersection of Victoria and Mack Streets, in the Williamsville area of the City of Kingston. The approximately 948 square metre residential parcel contains a two-storey limestone residence with Italianate elements, constructed in the late 1860s. Modest (and sympathetically designed) additions were added to the south (side) and east (rear) sides of the dwelling in 20th century.

The Italianate style for a standalone residential building is relatively rare in Kingston, making the subject property a rare example of a two-storey limestone house with Italianate influences in Kingston. The main front entrance and façade of the house faces west towards Victoria Street.

The house is constructed of limestone laid in even courses on the front/eastern façade and in uneven courses on the side elevations. Typical of the Italianate style is the rectangular massing and hip roof with deep cornice and prominent front entrance. Also typical of the style is the organized arrangement of large windows on the front façade. The house has two tall chimneys, one on each the north and south sides of the roof. The front/west façade is symmetrical, featuring a projecting central bay with a prominent front entrance framed by a stone porch. The window openings feature limestone voussoirs and stone sills. The north elevation includes a single bay of windows with limestone voussoirs and stone sills.

The subject property is located south of Princess Street, north of Brock Street and west of Victoria Park, in a part of the Williamsville area that is dominated by post World War 2 housing. The subject limestone dwelling is distinct and defines the immediate area, which has few remaining buildings from this period. Its form, limestone construction, broad two-storey massing and prominent corner location not only make this building a landmark in the area, but also helps to maintain the former original material fabric of the Williamsville area.

Its heritage attributes include the two storey limestone dwelling with hipped roof and tall brick chimneys, and its symmetrical front and side fenestration and limestone porch.

Additional information, including a full description of the reasons for designation is available upon request from Ryan Leary, Senior Heritage Planner, Heritage Services at 613-546-4291 extension 3233 or at rleary@cityofkingston.ca during regular business hours, or by visiting the Development and Services Hub at www.cityofkingston.ca/dash.

Any notice of objection to this notice of intention to designate the property, setting out the reason for objection and all relevant facts, must be served upon the City Clerk within 30 days of the first publication of this notice.

Dated at the City of Kingston

Janet Jaynes, City Clerk

This XXX day of September, 2024

City of Kingston

--- Newspaper Version--

Notice of Intention to Pass By-Laws to Designate

The following properties to be of Cultural Heritage Value and Interest Pursuant to the Provisions of the *Ontario Heritage Act* (R.S.O. 1990, Chapter 0.18)

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167 Princess Street (Part Lot 297 Original Survey Kingston City as in FR659440 S/T & T/W FR659440, T/W interest in FR659440; City of Kingston, County of Frontenac), known as the Powell Building;

23 Rideau Street (Part Lot 1-2, 8 Plan D30 Kingston City; Part Gore A Plan D30 Kingston City; Part Lot E Original Survey Kingston City as in FR334769 T/W FR334769; Kingston; The County of Frontenac Together with an Easement over Part Lot 1,7 Plan D-30 ,Part Gore Lot D30 Part A Lot E Original Survey as in FC230633 subject to an easement over Parts 3 and 4 13R21277 in favour of Part Lots 1 and 2 Plan D-30 Pat Lot as in FR152566 as in FC230634; City of Kingston, County of Frontenac);

25 Rideau Street (Part Lot 1-2 Plan D30 Kingston City as in FR487522; City of Kingston, County of Frontenac);

27 Rideau Street (Part Lots 1 & 2, Plan D30 as in FR152566; Kingston together with an easement over Part of Lot 1 and 7 Plan D-30 Kingston City, Part Gore A Plan D-30 Kingston, Part Lot E as in FR422337 as in FC230634; City of Kingston, County of Frontenac);

29 Rideau Street (Part Lot 1-3 Plan D30 Kingston City; Part Gore A Plan D30 Kingston City as in FR317107; City of Kingston, County of Frontenac);

31 Rideau Street (Part Lot 2-3, 9 Plan D30 Kingston City; Part Gore A Plan D30 Kingston City as in FR316958 S/T Interest in FR316958; City of Kingston, County of Frontenac); and

33 Rideau Street (Part Lot 2-4, 9 Plan D30 Kingston City Part 1 13R8461 T/W Interest in FR527710; City of Kingston, County of Frontenac), known as the Rankin-Young Terrace;

25 Richard Street (Lot 33 N/S Richard St Plan 54; City of Kingston, County of Frontenac);

262 Princess Street (Part Lot 12 N/S Brock St, 12 S/S Princess St Plan Selma Subdivision Kingston City as in FR278199; S/T & T/W FR278199; City of Kingston, County of Frontenac), known as the Strand/Tivoli Theatre;

3566 Boundary Road (East 1/4 Lot 37 Con 6 Pittsburgh, Lot 38 Con 6 Pittsburgh of 13R6763 Except 13R6785; City of Kingston, County of Frontenac);

3748 Sand Hill Road (Part Lot 36 Con 7 Pittsburgh Part 1 13R18925; City of Kingston, County of Frontenac); and

427-429 Victoria Street/136 Mack Street (Part Lot 85-86 Plan A8 Kingston City as in FR623939; City of Kingston, County of Frontenac).

Additional information, including a full description of the reasons for designation is available on the City of Kingston website at www.cityofkingston.ca/heritage and upon request from Ryan Leary, Senior Heritage Planner, Heritage Services at 613-546-4291, extension 3233 or at rleary@cityofkingston.ca during regular business hours.

Any notice of objection to this notice of intention to designate the property, setting out the reason for objection and all relevant facts, must be served upon the City Clerk within 30 days of the first publication of this notice.

Dated at the City of Kingston

Janet Jaynes, City Clerk

This XXX day of September, 2024

City of Kingston

City of Kingston By-Law Number 2024-XX

A By-Law to Designate the property at 161 Princess Street to be of Cultural Heritage Value and Interest Pursuant to the *Ontario Heritage Act*

Passed: [insert date]

Whereas:

Subsection 29(1) of the *Ontario Heritage Act*, R.S.O. 1990, Chapter 0.18 (the "*Ontario Heritage Act*") authorizes the council of a municipality to enact by-laws to designate property within the municipality, including buildings and structures on the property, to be of cultural heritage value or interest;

On August 21, 2024, Council of the City of Kingston ("*Council*") consulted with its municipal heritage committee regarding the designation of the property municipally known as 161 Princess Street (the "*property*") in accordance with subsection 29(2) of the *Ontario Heritage Act*,

On [XXXX, 2024], *Council* caused notice of its intention to designate the *property* to be given to the owner of the *property* and to the Ontario Heritage Trust (the "*Trust*"), and on [XXXX, 2024], notice of the intent to designate the *property* was published in The Kingston Whig-Standard, a newspaper having general circulation in the City of Kingston; and

No notice of objection to the proposed designation was served on the municipal Clerk (the "*Clerk*") of the Corporation of the City of Kingston (the "*City*") within the time prescribed by subsection 29(5) of the *Ontario Heritage Act*.

Therefore, *Council* enacts:

1. The *property* is designated as being of cultural heritage value and interest, as more particularly described in Schedule "A" of this by-law.
2. A copy of this by-law will be registered against the *property* in the appropriate land registry office. The *Clerk* is authorized to serve a copy of this by-law on the owner of the *property* and the *Trust*, and to cause notice of the passing of this by-law to be published in The Kingston Whig-Standard.

3. The *City* reserves the right to install a designation recognition plaque on the *property*, in a location and style determined by the *City* in consultation with the owner.
4. This by-law will come into force and take effect on the date it is passed.

Given First and Second Readings XXX, 2024

Given Third Reading and Passed XXX, 2024

Janet Jaynes
City Clerk

Bryan Paterson
Mayor

Schedule “A”
Description and Criteria for Designation
Dickson Building

Civic Address: 161 Princess Street
Legal Description: Part Lot 296 Original Survey, Part 1, 13R13602; T/W
FR656138; City of Kingston, County of Frontenac
Property Roll Number: 1011 030 080 10300

Introduction and Description of Property

The subject property at 161 Princess Street is located on the north side of Princess Street on the block bound by Montreal, Queen and Bagot Streets in downtown Kingston. The subject property contains the circa 1856 Dickson Building, a three-storey brick commercial building that forms part of a larger brick row at 155-159 Princess Street, which was known as Dr. John Dickson’s Medical Hall or in 1857-1858 as Dickson’s Brick Block.

Statement of Cultural Heritage Value/Statement of Significance

The property has design value or physical value because it is a rare, unique, representative or early example of a style, type, expression, material or construction method.

Constructed circa 1856, the Dickson Building (161 Princess Street) has design value as an example of a mid-19th century brick commercial row that demonstrates a shift away from Classicism towards early Victorian architecture in downtown Kingston. Significantly, the two bays of 161 Princess Street most closely represent the original design intention of the nine-bay red brick commercial row stretching east to Bagot Street. The shift away from Classicism is seen in the design of the frieze with brick brackets and recessed brick panels (unfortunately flashing has been installed on the cornice). The frieze brickwork appears to be dichromatic with buff coloured brick brackets as accents. The brick façade incorporates brick stretchers of several different sizes, likely to fit the bond to the bay and window opening sizes but does so in an elegant manner such that it is not readily apparent, with headers bonding the wall together.

The original window openings are capped with painted cast iron hoods and rest upon stone sills with corbelled brick brackets. Below the third-floor windows, the stone sills align with a stone string course that runs across the third storey. The remainder of the brick row (155-159 Princess Street) features arches over window openings where the cast iron hoods have been removed. At the west end of the row, the arch brickwork is in good condition and represents how the concealed arches at Number 161 would look if the hoods were removed.

City of Kingston By-Law Number 2024-XX

Based on a 19th century photographic evidence, it appears that the storefronts were cast-iron with flanking columns and large panes of glazing. The storefronts, together with original wooden shutters on the upper floor windows, have been removed.

The property has historical value or associative value because it demonstrates or reflects the work or ideas of an architect, artist, builder, designer or theorist who is significant to a community.

The Dickson Building (161 Princess Street) has associative value because it demonstrates the work of well-known Kingston architect, William Coverdale Sr. William emigrated with his family from York, England, as a child, arriving in the Richelieu Region south of Montreal in 1810. He moved to Kingston around 1832 with his family, and worked as an architect for about 30 years, being described as a “conscientious designer who anchored his creative work on the bedrock of symmetry and stability inherent in the classical tradition”. His projects ranged from institutional buildings (i.e. the Kingston Penitentiary and Rockwood Asylum) to religious (i.e. St. George’s Cathedral) to residential and commercial buildings. Around the middle of the 19th century, the mid-point of his career, he risked more novel designs including the Dickson Building, the Anchor Building and City Book Store (since demolished). All these buildings showcase cast-iron and glass shopfronts as well as cast-iron window hoods. The shape of the window hoods on 161 Princess Street closely mirrors those on the City Book Store, which was constructed in about the same year as the Dickson Building.

The property has contextual value because it is important in defining, maintaining or supporting the character of an area.

The property has contextual value for its role in supporting and maintaining the historic commercial character of Princess Street. The Dickson building contributes to the diversity of 19th century architectural styles in downtown Kingston, and particularly in the block between Bagot and Montreal Streets.

Heritage Attributes

Key exterior elements that contribute to the property’s cultural heritage value include its:

- Three-storey massing;
- Red brick façade in modified stretcher bond;
- Original window openings with painted cast iron decorative hoods and stone sills with corbelled brick brackets;
- Projecting stone string course below third-floor windows; and
- Decorative and dichromatic brickwork including the recessed panels below the eave and evenly spaced large, paired brick brackets.

City of Kingston By-Law Number 2024-XX

A By-Law to Designate the property at 163-165 & 167 Princess Street to be of Cultural Heritage Value and Interest Pursuant to the *Ontario Heritage Act*

Passed: [insert date]

Whereas:

Subsection 29(1) of the *Ontario Heritage Act*, R.S.O. 1990, Chapter 0.18 (the "*Ontario Heritage Act*") authorizes the council of a municipality to enact by-laws to designate property within the municipality, including buildings and structures on the property, to be of cultural heritage value or interest;

The *property* was listed on the register established pursuant to Section 27 of the *Ontario Heritage Act* in 2010;

On August 21, 2024, Council of the City of Kingston ("*Council*") consulted with its municipal heritage committee regarding the designation of the property municipally known as 163-165 and 167 Princess Street (the "*property*") in accordance with subsection 29(2) of the *Ontario Heritage Act*;

On [XXXX, 2024], *Council* caused notice of its intention to designate the *property* to be given to the owner of the *property* and to the Ontario Heritage Trust (the "*Trust*"), and on [XXXX, 2024], notice of the intent to designate the *property* was published in The Kingston Whig-Standard, a newspaper having general circulation in the City of Kingston; and

No notice of objection to the proposed designation was served on the municipal Clerk (the "*Clerk*") of the Corporation of the City of Kingston (the "*City*") within the time prescribed by subsection 29(5) of the *Ontario Heritage Act*.

Therefore, *Council* enacts:

1. The *property* is designated as being of cultural heritage value and interest, as more particularly described in Schedule "A" of this by-law.
2. A copy of this by-law will be registered against the *property* in the appropriate land registry office. The *Clerk* is authorized to serve a copy of this by-law on the owner of the *property* and the *Trust*, and to cause notice of the passing of this by-law to be published in The Kingston Whig-Standard.

3. The *City* reserves the right to install a designation recognition plaque on the *property*, in a location and style determined by the *City* in consultation with the owner.
4. This by-law will come into force and take effect on the date it is passed.

Given First and Second Readings XXX, 2024

Given Third Reading and Passed XXX, 2024

Janet Jaynes
City Clerk

Bryan Paterson
Mayor

Schedule “A”
Description and Criteria for Designation
Powell Building

Civic Address: 163-165 Princess Street
Legal Description: Part Lot 297 Original Survey Kingston City as in FR270028
S/T & T/W FR270028; S/T interest in FR270028; City of
Kingston, County of Frontenac
Property Roll Number: 1011 030 080 10400

Civic Address: 167 Princess Street
Legal Description: Part Lot 297 Original Survey Kingston City as in FR659440
S/T & T/W FR659440, T/W interest in FR659440; City of
Kingston, County of Frontenac
Property Roll Number: 1011 030 080 10500

Introduction and Description of Property

The subject property at 163-167 Princess Street is located on the north side of Princess Street on the block bound by Montreal, Queen and Bagot Streets in downtown Kingston. Spanning two separate parcels, the subject property contains the Powell Building, a four-storey stone commercial building constructed circa 1840-1841. James Powell owned 163-167 Princess Street from 1840 into the 1880s.

Statement of Cultural Heritage Value/Statement of Significance

The property has design value or physical value because it is a rare, unique, representative or early example of a style, type, expression, material or construction method.

Constructed circa 1840-1841, the Powell Building (163-167 Princess Street) has design value as an early surviving example of a four-storey Neo-Classical Georgian commercial building in downtown Kingston. Although the floor-to-ceiling heights are low (likely for financial reasons), its architectural style and height is unusual for its location along Princess Street. The squatness of the façade, resulting from the low floor-to-ceiling heights on the fourth storey, is somewhat mitigated by the forward projection of the two most westerly bays, which helps to increase its sense of verticality.

The property has design value or physical value because it displays a high degree of craftsmanship or artistic merit.

The craftsmanship is evident in its ashlar stonework façade (the rear elevations are uncoursed rubble masonry), including chisel-tooled (comb finish) margins around the window openings, stone sills and lintels, and overall lack of ornamentation.

The main stone cornice above the third floor and the smaller cornice with parapet above the fourth floor give visual depth and proportion to its four-storey massing. Although the original windows have been removed, photographic evidence indicates a six-over-six patterning, which would have added visual interest to the otherwise austere character of the building. Another characteristic of the Georgian style is the smaller square windows on the top floor, one of which is blind (in-filled with stone). The architectural character and style of the building are common in terrace buildings of the same era in Edinburgh, Scotland, and may reflect the influence of immigrant Scottish masons. The ground floor, including storefronts, has been completely altered.

The property has contextual value because it is important in defining, maintaining or supporting the character of an area.

The properties have contextual value for their role in supporting and maintaining the historic commercial character of Princess Street and downtown Kingston. Together with the Tolbert Building (156 Princess Street) on the south side of the street, the Powell building is one of only a few remaining limestone facades on the block, all of which play an important role in maintaining the 19th century origins and character of lower Princess Street. The continuity of the buildings' window lines, street-wall presence and Georgian commercial style creates a physical, visual and historical link to the commercial buildings along lower Princess Street.

Heritage Attributes

Key exterior elements that contribute to the property's cultural heritage value include its:

- Four-storey massing with parapet wall;
- Coursed ashlar limestone façade with bush-hammered finish, and approximately 3" wide chisel-tooled (comb finish) margins around second floor window openings;
- Original window openings with stone lintels and sills;
- Projecting ashlar limestone string course above second storey; and
- Cornices above third and fourth floors.

City of Kingston By-Law Number 2024-XX

A By-Law to Designate the properties at 23, 25, 27, 29, 31 and 33 Rideau Street to be of Cultural Heritage Value and Interest Pursuant to the *Ontario Heritage Act*

Passed: [insert date]

Whereas:

Subsection 29(1) of the *Ontario Heritage Act*, R.S.O. 1990, Chapter 0.18 (the "*Ontario Heritage Act*") authorizes the council of a municipality to enact by-laws to designate property within the municipality, including buildings and structures on the property, to be of cultural heritage value or interest;

The *property* was listed on the register established pursuant to Section 27 of the *Ontario Heritage Act* in 2010;

On August 21, 2024, Council of the City of Kingston ("*Council*") consulted with its municipal heritage committee regarding the designation of the property municipally known as the Rankin-Young Terrace at 23, 25, 27, 29, 31 and 33 Rideau Street (the "*property*") in accordance with subsection 29(2) of the *Ontario Heritage Act*,

On [XXXX, 2024], *Council* caused notice of its intention to designate the *property* to be given to the owner of the *property* and to the Ontario Heritage Trust (the "*Trust*"), and on [XXXX, 2024], notice of the intent to designate the *property* was published in The Kingston Whig-Standard, a newspaper having general circulation in the City of Kingston; and

No notice of objection to the proposed designation was served on the municipal Clerk (the "*Clerk*") of the Corporation of the City of Kingston (the "*City*") within the time prescribed by subsection 29(5) of the *Ontario Heritage Act*.

Therefore, *Council* enacts:

1. The *property* is designated as being of cultural heritage value and interest, as more particularly described in Schedule "A" of this by-law.
2. A copy of this by-law will be registered against the *property* in the appropriate land registry office. The *Clerk* is authorized to serve a copy of this by-law on the owner of the *property* and the *Trust*, and to cause notice of the passing of this by-law to be published in The Kingston Whig-Standard.

3. The *City* reserves the right to install a designation recognition plaque on the *property*, in a location and style determined by the *City* in consultation with the owner.
4. This by-law will come into force and take effect on the date it is passed.

Given First and Second Readings XXX, 2024

Given Third Reading and Passed XXX, 2024

Janet Jaynes
City Clerk

Bryan Paterson
Mayor

City of Kingston By-Law Number 2024-XX

Schedule "A"
Description and Criteria for Designation
Rankin-Young Terrace

Civic Address: 23 Rideau Street
Legal Description: Part Lot 1-2, 8 Plan D30 Kingston City; Part Gore A Plan D30 Kingston City; Part Lot E Original Survey Kingston City as in FR334769 T/W FR334769; Kingston; The County of Frontenac Together with an Easement over Part Lot 1,7 Plan D-30 ,Part Gore Lot D30 Part A Lot E Original Survey as in FC230633 subject to an easement over Parts 3 and 4 13R21277 in favour of Part Lots 1 and 2 Plan D-30 Pat Lot as in FR152566 as in FC230634; City of Kingston, County of Frontenac
Property Roll Number: 1011 030 100 10400

Civic Address: 25 Rideau Street
Legal Description: Part Lot 1-2 Plan D30 Kingston City as in FR487522; City of Kingston, County of Frontenac
Property Roll Number: 1011 030 100 10300

Civic Address: 27 Rideau Street
Legal Description: Part Lots 1 & 2, Plan D30 as in FR152566; Kingston together with an easement over Part of Lot 1 and 7 Plan D-30 Kingston City, Part Gore A Plan D-30 Kingston, Part Lot E as in FR422337 as in FC230634; City of Kingston, County of Frontenac
Property Roll Number: 1011 030 100 10200

Civic Address: 29 Rideau Street
Legal Description: Part Lot 1-3 Plan D30 Kingston City; Part Gore A Plan D30 Kingston City as in FR317107; City of Kingston, County of Frontenac
Property Roll Number: 1011 030 100 10100

Civic Address: 31 Rideau Street
Legal Description: Part Lot 2-3, 9 Plan D30 Kingston City; Part Gore A Plan D30 Kingston City as in FR316958 S/T Interest in FR316958; City of Kingston, County of Frontenac

Property Roll Number: 1011 030 100 10000

Civic Address: 33 Rideau Street

Legal Description: Part Lot 2-4, 9 Plan D30 Kingston City Part 1 13R8461 T/W Interest in FR527710; City of Kingston, County of Frontenac

Property Roll Number: 1011 030 100 09900

Introduction and Description of Property

The Rankin-Young Terrace, at 23, 25, 27, 29, 31 and 33 Rideau Streets, is located on the east side of Rideau Street, south of Ordnance Street, in the Inner Harbour neighbourhood of the City of Kingston. The terrace, which spans six (6) separate properties, consists of six attached two-storey red brick residential buildings fronting Rideau Street. The terrace includes five units of a similar design, constructed circa 1876. The most northerly unit was likely constructed later towards the end of the 19th century. The Rankin and Young families each owned approximately half of the land this terrace was constructed upon from 1862 until the first sale in 1947.

Statement of Cultural Heritage Value/Statement of Significance

The property has design value or physical value because it is a rare, unique, representative or early example of a style, type, expression, material or construction method.

The Rankin-Young Terrace is a good example of well-designed late Georgian row housing in the Inner Harbour neighbourhood, in the City of Kingston. The property's proximity to historic industry along the Cataraqui River made it a logical location for this form of working-class rental housing (i.e. carpenters, milkers, bakers and wood dealers are listed in the 1889-1890 City Directory). Although constructed in the Victorian era, the overall composition and placement of the windows continues to follow the Georgian tradition. The use of slightly projecting two-storey entrance bays provides depth and articulation to the otherwise long and undecorated façade. The windows with segmental arches and stone sills are large, well-proportioned and regularly placed. The red brick walls are in running/stretcher bond and rest upon a limestone foundation with ashlar base course on the façade. The rear wall is uncoursed limestone masonry with brick window surrounds. 29, 31 and 33 Rideau Street have wooden soffits and fascia, which may be original.

The most southerly unit (Number 23) has more widely spaced bays and a plain brick pilaster defines the southwest corner. Its south elevation also features two unusual arched windows in the attic. Despite the removal of all original chimneys (the chimney on Number 33 appears to be a modern reconstruction) and the addition of several large dormers and a third-floor addition, the row house form and design of the Rankin-Young Terrace continue to be legible.

The most northerly unit at Number 33 is likely a later 19th century addition. It is set back from the façade of the five-unit terrace and has both gable and hipped roofs. Its design has a distinctly Victorian character resulting from the narrow tall windows and two-storey porch with turned posts and decorative balustrade. The windows have flat heads and stone sills. A bay window with simple frieze and cornice and containing a large window with a stained-glass transom light, further distinguishes it. Nonetheless, it contributes to the terrace's character and forms an interesting terminus to the north end.

The property has contextual value because it is important in defining, maintaining or supporting the character of an area.

This portion of Rideau Street, between Barrack and Ordnance Streets, has a distinctive character of mid-19th century to early 20th century working-class housing constructed of stone or brick. Most of the houses are two to two-and-a-half storeys with gabled roofs and tightly spaced (largely semi-detached or row houses), with little setback from the road. The shallow setback of the Rankin-Young Terrace from Rideau Street, its row-house form and architectural style, maintain and support the 19th century character of this block of Rideau Street.

Heritage Attributes

Key exterior elements that contribute to 23-31 Rideau Street's cultural heritage value include its:

- Two-storey massing with gable roof;
- Red brick masonry walls in running/stretcher bond;
- Two-storey projecting entrance bays with original entrance openings with transom lights;
- Original window openings with segmental brick arches and stone sills on the façade and south elevation;
- Pair of semi-round windows in the attic of the south elevation on Number 23; and
- Limestone foundation with ashlar base course on the façade.

Key exterior elements that contribute to 33 Rideau Street's cultural heritage value include its:

- Two-storey massing with hipped and gabled roofs;
- Original window openings with flat arches and stone sills on the façade and north elevation;
- Original entrance opening with transom light and flat head;
- Bay window with stained glass transom light and simple wooden frieze and cornice;
- Two-storey wooden verandah with turned posts, decorative balustrade, brackets and treillage with shed roof; and
- Limestone foundation with ashlar base course on the façade.

City of Kingston By-Law Number 2024-XX

A By-Law to Designate the property at 25 Richard Street to be of Cultural Heritage Value and Interest Pursuant to the *Ontario Heritage Act*

Passed: [insert date]

Whereas:

Subsection 29(1) of the *Ontario Heritage Act*, R.S.O. 1990, Chapter 0.18 (the "*Ontario Heritage Act*") authorizes the council of a municipality to enact by-laws to designate property within the municipality, including buildings and structures on the property, to be of cultural heritage value or interest;

The *property* was listed on the register established pursuant to Section 27 of the *Ontario Heritage Act* in 2010;

On August 21, 2024, Council of the City of Kingston ("*Council*") consulted with its municipal heritage committee regarding the designation of the property at 25 Richard Street (the "*property*") in accordance with subsection 29(2) of the *Ontario Heritage Act*;

On [XXX, 2024], *Council* caused notice of its intention to designate the *property* to be given to the owner of the *property* and to the Ontario Heritage Trust (the "*Trust*"), and on [XXX, 2024], notice of the intent to designate the *property* was published in The Kingston Whig-Standard, a newspaper having general circulation in the City of Kingston; and

No notice of objection to the proposed designation was served on the municipal Clerk (the "*Clerk*") of the Corporation of the City of Kingston (the "*City*") within the time prescribed by subsection 29(5) of the *Ontario Heritage Act*.

Therefore, *Council* enacts:

1. The *property* is designated as being of cultural heritage value and interest, as more particularly described in Schedule "A" of this by-law.
2. A copy of this by-law will be registered against the *property* in the appropriate land registry office. The *Clerk* is authorized to serve a copy of this by-law on the owner of the *property* and the *Trust*, and to cause notice of the passing of this by-law to be published in The Kingston Whig-Standard.

3. The *City* reserves the right to install a designation recognition plaque on the *property*, in a location and style determined by the *City* in consultation with the owner.
4. This by-law will come into force and take effect on the date it is passed.

Given First and Second Readings XXX, 2024

Given Third Reading and Passed XXX, 2024

Janet Jaynes
City Clerk

Bryan Paterson
Mayor

Schedule “A”
Description and Criteria for Designation

Civic Address: 25 Richard Street
Legal Description: Lot 33 N/S Richard St Plan 54; City of Kingston, County of Frontenac
Property Roll Number: 1011 070 090 03600

Introduction and Description of Property

The subject property at 25 Richard Street is located on the north side of the street, midblock between Mowat Avenue and Logan Street in the Village of Portsmouth, now City of Kingston. This approximately 688 square metre residential property contains a two-storey vernacular frame and limestone house constructed circa 1860 for Richard Howard and Bridget Gillespie. A detached garage built in the early-20th century is also present on the property.

Statement of Cultural Heritage Value/Statement of Significance

The property has design value or physical value because it is a rare, unique, representative or early example of a style, type, expression, material or construction method.

The property is a rare example of a mid-19th century two storey wood frame Georgian cottage with a tall limestone foundation/first storey. The side gable roof and a central unadorned entranceway flanked by symmetrically placed windows is typical of the Georgian style. While this building has been modified and restored several times, its profile, massing and fenestration pattern still retain a clear Georgian character. The wooden shiplap siding covers the original rough-cast (stucco) cladding and the side porch/verandah has been converted to a two storey addition clad in wooden shingles with a shed roof. A large addition has also been added to the rear.

The house is unusual as it is built into the slope of a hill, resulting in a full storey stone foundation. The main entranceway is thus located in the stone foundation, which also includes two large six-over-six sash windows facing south with wooden sills and lintels. A later punched window has been installed on the east side of the foundation.

The house was built for Richard Howard and his wife Bridget Gillespie around 1860. Howard was an Irish immigrant and ship’s carpenter, who is recorded as living in the Village since at least 1844 and who bought the property in 1850 for £38.

The property has contextual value because it is important in defining, maintaining or supporting the character of an area.

The property has contextual value because it is physically, functionally, visually or historically linked to its surroundings.

The former Village of Portsmouth has a distinct heritage character, consisting of a high proportion of 19th century stone and frame buildings within the village. With its distinct Georgian design and prominent street presence onto Richard Street, the subject property helps define and maintain the village character of Portsmouth.

The house's unusually tall foundation and location, looming close to Richard Street, are a direct result of the slope of the property and street. As one of several early stone and frame buildings in this area of the Village of Portsmouth, the property is visually and historically linked to its surroundings.

Heritage Attributes

Key exterior elements that contribute to the property's cultural heritage value include its:

- Two-storey dwelling of wood frame construction with tall limestone foundation;
- Side gable roof with eave returns; and
- Symmetrical front façade with central entranceway; and
- Rectangular window openings with wooden sills and lintels.

City of Kingston By-Law Number 2024-XX

A By-Law to Designate the property at 262 Princess Street to be of Cultural Heritage Value and Interest Pursuant to the *Ontario Heritage Act*

Passed: [insert date]

Whereas:

Subsection 29(1) of the *Ontario Heritage Act*, R.S.O. 1990, Chapter 0.18 (the "*Ontario Heritage Act*") authorizes the council of a municipality to enact by-laws to designate property within the municipality, including buildings and structures on the property, to be of cultural heritage value or interest;

The *property* was listed on the register established pursuant to Section 27 of the *Ontario Heritage Act* in 2010;

On August 21, 2024, Council of the City of Kingston ("*Council*") consulted with its municipal heritage committee regarding the designation of the property at 262 Princess Street (the "*property*") in accordance with subsection 29(2) of the *Ontario Heritage Act*;

On [XXXX, 2024], *Council* caused notice of its intention to designate the *property* to be given to the owner of the *property* and to the Ontario Heritage Trust (the "*Trust*"), and on [XXXX, 2024], notice of the intent to designate the *property* was published in The Kingston Whig-Standard, a newspaper having general circulation in the City of Kingston; and

No notice of objection to the proposed designation was served on the municipal Clerk (the "*Clerk*") of the Corporation of the City of Kingston (the "*City*") within the time prescribed by subsection 29(5) of the *Ontario Heritage Act*.

Therefore, *Council* enacts:

1. The *property* is designated as being of cultural heritage value and interest, as more particularly described in Schedule "A" of this by-law.
2. A copy of this by-law will be registered against the *property* in the appropriate land registry office. The *Clerk* is authorized to serve a copy of this by-law on the owner of the *property* and the *Trust*, and to cause notice of the passing of this by-law to be published in The Kingston Whig-Standard.

3. The *City* reserves the right to install a designation recognition plaque on the *property*, in a location and style determined by the *City* in consultation with the owner.
4. This by-law will come into force and take effect on the date it is passed.

Given First and Second Readings XXX, 2024

Given Third Reading and Passed XXX, 2024

Janet Jaynes
City Clerk

Bryan Paterson
Mayor

Schedule "A"
Description and Criteria for Designation
Strand/Tivoli Theatre

Civic Address: 262 Princess Street
Legal Description: Part Lot 12 N/S Brock St, 12 S/S Princess St Plan Selma
Subdivision Kingston City as in FR278199; S/T & T/W
FR278199; City of Kingston, County of Frontenac
Property Roll Number: 1011 010 140 07200

Introduction and Description of Property

The Strand/Tivoli Theatre property, at 262 Princess Street, is located on the south side of the street, midblock between Montreal and Clergy Streets, in downtown Kingston. The approximately 574 square-metre commercial property contains a two-storey building with ornate front facade, built originally as the Strand Theatre circa 1915.

Statement of Cultural Heritage Value/Statement of Significance

The property has design value or physical value because it is a rare, unique, representative or early example of a style, type, expression, material or construction method.

The property has design value or physical value because it displays a high degree of craftsmanship or artistic merit.

The Strand/Tivoli Theatre is a representative example of early 20th century theatre building in downtown Kingston completed in the Beaux-Arts Classicism style, with its distinctive neo-classical glazed terra-cotta façade that displays a high degree of craftsmanship and artistic effort.

Consisting of an arcade decorated in the Corinthian style, the rich Baroque facade includes corbelling, arched windows and engaged columns. Its design is reminiscent of the theatres of London and was used for the new movie houses springing up across Ontario in the late 19th and early parts of the 20th centuries. The arcade has engaged Corinthian columns and decorated keystones in the arches. The large pilasters at the outer edges of the arcade each has cable moulding marking the rectangular panel underneath elaborate capitals. Below the arcade is a recessed panel edged with cable moulding and holding four cartouches (with modern images). The cornice is embellished with consoles, dentils and an egg and dart banding.

The arched second storey windows were blinded during its time as a furniture store but reintroduced in 2011 by the current owners. A substantial restoration of the exterior detailing was also completed in 2011 including an entire reconstruction of the ground floor façade.

Its current commercial use on the ground floor maintains the historic development pattern in downtown Kingston (i.e. commercial at grade with residential/office space above).

The property has historical value or associative value because it yields, or has the potential to yield, information that contributes to an understanding of a community or culture.

The property has historical value through its connection to the Strand and Tivoli Theatres and the popularity of theatres in Kingston in the early 20th century. Early maps show a two-storey frame building on this property when it was sold to Harry Martin and T.J. Nugent in 1915. A new purpose-built theatre building was constructed later that year and called the Strand Theatre. When it opened its doors on September 18, 1915, it was said to be “one of the most modern and up-to-date on the American continent” with one of the finest front facades “of any building in Canada.”

It was later sold to Famous Players who, with the help of many local trades’ persons, including well-known local architect Colin Drever, renovated the theatre and renamed it the Tivoli Theatre. Tivoli Theatre’s opening night was May 5, 1930 and featured Winnie Lightner and Chester Morris in “She Couldn’t Say No”.

The property was sold to the Modern Furniture Company Limited in 1946 and was converted to a retail store the following year. The building was again renovated in 2011 after it was sold to the current owners who opened the Trailhead Kingston store. The 2011 restoration was managed by local contractor Pat Powers Construction, with painting done by the Ecclesiastical Group.

The property has contextual value because it is important in defining, maintaining or supporting the character of an area.

The property has contextual value because it is physically, functionally, visually or historically linked to its surroundings.

The property has contextual value because it is a landmark.

Its contextual value derives from its important role in defining this former entertainment district and supporting the character of the Princess Street streetscape. The Strand/Tivoli Theatre, in association with the Capitol Theatre (223 Princess), the Grand Theatre (218 Princess) and formerly the Orpheum Theatre (250 Princess) to the east defined the evolving entertainment district along Princess Street from the early 1920s through to the 1970s when the industry shifted to suburban locations.

The former theatre also helps to define and maintain the historic and eclectic character of this section of Princess Street between Clergy and Montreal Streets. The Strand/Tivoli Theatre is an important visual contributor to the historic streetscape within the block that features mostly two and three storey, mixed commercial and residential buildings constructed of stone, brick and concrete in a number of styles that were

successively developed between circa 1860 through to circa 1930, most of which are valuable heritage resources. This collection of buildings is important for its diverse architectural and historical themes of the economic, social and cultural development of Kingston from the late nineteenth through the twentieth centuries.

With its distinct Baroque detailing and grand arched windows, the Strand/Tivoli Theatre is a landmark within downtown Kingston.

Heritage Attributes

Key exterior elements that contribute to the property's cultural heritage value include its:

- Tall two storey, five-bay massing, with low-pitched sloping roof;
- Distinct glazed terra-cotta front façade, including its deep cornice, embellished with consoles, corbelling, dentils, beading and an egg-and-dart banding;
- Entablature, decorated with 6 garlands in high relief and aligned with the pilasters and engaged columns found in the window area;
- Original window openings in an arcade style with engaged unfluted Corinthian columns, round arches with keystones decorated by leaf forms and springing from pilaster-like forms;
- Horizontal panel edged with intricate mouldings below the arcade and interrupted by four cartouches (with images added in 2011); and
- Paired large pilasters supporting the entablature, one located at each side of the row of windows, a panel forms the shaft, each panel has 3 rows of cable moulding, the shaft supports an elaborate capital bearing an unusual convex oval.

City of Kingston By-Law Number 2024-XX

A By-Law to Designate the property at 3566 Boundary Road to be of Cultural Heritage Value and Interest Pursuant to the *Ontario Heritage Act*

Passed: [insert date]

Whereas:

Subsection 29(1) of the *Ontario Heritage Act*, R.S.O. 1990, Chapter 0.18 (the "*Ontario Heritage Act*") authorizes the council of a municipality to enact by-laws to designate property within the municipality, including buildings and structures on the property, to be of cultural heritage value or interest;

The *property* was listed on the register established pursuant to Section 27 of the *Ontario Heritage Act* in 2010;

On August 21, 2024, Council of the City of Kingston ("*Council*") consulted with its municipal heritage committee regarding the designation of the property municipally known as the Spence House at 3566 Boundary Road (the "*property*") in accordance with subsection 29(2) of the *Ontario Heritage Act*;

On [XXXX, 2024], *Council* caused notice of its intention to designate the *property* to be given to the owner of the *property* and to the Ontario Heritage Trust (the "*Trust*"), and on [XXX, 2024], notice of the intent to designate the *property* was published in The Kingston Whig-Standard, a newspaper having general circulation in the City of Kingston; and

No notice of objection to the proposed designation was served on the municipal Clerk (the "*Clerk*") of the Corporation of the City of Kingston (the "*City*") within the time prescribed by subsection 29(5) of the *Ontario Heritage Act*.

Therefore, *Council* enacts:

1. The *property* is designated as being of cultural heritage value and interest, as more particularly described in Schedule "A" of this by-law.
2. A copy of this by-law will be registered against the *property* in the appropriate land registry office. The *Clerk* is authorized to serve a copy of this by-law on the owner of the *property* and the *Trust*, and to cause notice of the passing of this by-law to be published in The Kingston Whig-Standard.

3. The *City* reserves the right to install a designation recognition plaque on the *property*, in a location and style determined by the *City* in consultation with the owner.
4. This by-law will come into force and take effect on the date it is passed.

Given First and Second Readings XXX, 2024

Given Third Reading and Passed XXX, 2024

Janet Jaynes
City Clerk

Bryan Paterson
Mayor

**Schedule “A”
Description and Criteria for Designation**

Civic Address: 3566 Boundary Road
Legal Description: East 1/4 Lot 37 Con 6 Pittsburgh, Lot 38 Con 6 Pittsburgh of 13R6763 Except 13R6785; City of Kingston, County of Frontenac
Property Roll Number: 1011 090 010 08400

Introduction and Description of Property

The subject property, at 3566 Boundary Road, is situated on the south side of Sand Hill Road, west of Boundary Road, in the former Pittsburgh Township, now part of the City of Kingston. This approximately 48-hectare rural property contains a one-and-a-half storey Ontario vernacular sandstone farmhouse constructed circa 1855 for the Connor family. A large rear addition, with attached garage, was added in 2016 to replace a 1960s addition. Various outbuildings are also present on the property, dating from the 20th and 21st centuries.

Statement of Cultural Heritage Value/Statement of Significance

The property has design value or physical value because it is a rare, unique, representative or early example of a style, type, expression, material or construction method.

The property includes a rare example of a mid-19th century sandstone farmhouse, constructed from material likely quarried locally. Sandstone, as a construction material, is relatively rare in Kingston, with only a few examples found in the rural areas of the former Pittsburgh Township.

The subject dwelling’s simple vernacular architecture is expressed through its restrained profile, lack of ornamentation, side-gable roof with central gable, and cut coursed sandstone construction with symmetrical front façade. The only embellishment is the arched window opening in the gable. The dwelling retains its distinct 19th century vernacular profile and unusual multi-coloured sandstone construction, despite the replacement of the original windows, the partial blocking of the front door, and the construction of a large addition at the rear of the property.

The property has historical value or associative value because it has direct associations with a theme, event, belief, person, activity, organization or institution that is significant to a community.

The subject property is associated with the Connor family who built the house and farmed the property for at least two generations. Luke Connor, who immigrated from Ireland sometime before 1830, purchased the property in 1863; however, he and his wife and seven children had been living on the property in a log house from as early as the late 1840s. The dwelling was built circa 1855 and remained in the Connor family until the early 20th century. The small watercourse that crosses the property and eventually feeds into Mud Creek, is named the “Connor Branch” in honour of the Connor family.

The property has contextual value because it is important in defining, maintaining or supporting the character of an area.

The property has contextual value because it is physically, functionally, visually or historically linked to its surroundings.

The subject property has contextual value due to its simple vernacular design, integrity, multi-coloured sandstone construction, generous setback from the road and its various agricultural buildings. These features and their proximity to the road, support and maintain the scenic and historic rural character of the road. Despite a general lack of sandstone buildings within the City of Kingston, 3566 Boundary Road is located in close proximity to another sandstone building (located at 3748 Sand Hill Road) within the crossroads community of Springfield, suggesting the preference for a vernacular material in the area.

With its Ontario vernacular style, sandstone construction material, likely quarried locally, the dwelling shares a visual and historical relationship with its surroundings and is an important part of the historical rural context of the area.

Heritage Attributes

Key exterior elements that contribute to the property’s cultural heritage value include its:

- One-and-a-half storey farmhouse with side-gable roof and central gable;
- Multi-coloured sandstone construction; and
- Symmetrical front façade and regularly placed fenestration on the sides, with original segmentally-arched openings with stone voussoirs and sills, and half-round arched central opening.

Non-Heritage Attributes

Elements that are not included in the Statement of Cultural Heritage Value of the property include:

- Detached outbuildings.

City of Kingston By-Law Number 2024-XX

A By-Law to Designate the property at 3748 Sand Hill Road to be of Cultural Heritage Value and Interest Pursuant to the *Ontario Heritage Act*

Passed: [insert date]

Whereas:

Subsection 29(1) of the *Ontario Heritage Act*, R.S.O. 1990, Chapter 0.18 (the "*Ontario Heritage Act*") authorizes the council of a municipality to enact by-laws to designate property within the municipality, including buildings and structures on the property, to be of cultural heritage value or interest;

The *property* was listed on the register established pursuant to Section 27 of the *Ontario Heritage Act* in 2010;

On August 21, 2024, Council of the City of Kingston ("*Council*") consulted with its municipal heritage committee regarding the designation of the property municipally known as the Spence House at 3748 Sand Hill Road (the "*property*") in accordance with subsection 29(2) of the *Ontario Heritage Act*;

On [XXX, 2024], *Council* caused notice of its intention to designate the *property* to be given to the owner of the *property* and to the Ontario Heritage Trust (the "*Trust*"), and on [XXXX, 2024], notice of the intent to designate the *property* was published in The Kingston Whig-Standard, a newspaper having general circulation in the City of Kingston; and

No notice of objection to the proposed designation was served on the municipal Clerk (the "*Clerk*") of the Corporation of the City of Kingston (the "*City*") within the time prescribed by subsection 29(5) of the *Ontario Heritage Act*.

Therefore, *Council* enacts:

1. The *property* is designated as being of cultural heritage value and interest, as more particularly described in Schedule "A" of this by-law.
2. A copy of this by-law will be registered against the *property* in the appropriate land registry office. The *Clerk* is authorized to serve a copy of this by-law on the owner of the *property* and the *Trust*, and to cause notice of the passing of this by-law to be published in The Kingston Whig-Standard.

3. The *City* reserves the right to install a designation recognition plaque on the *property*, in a location and style determined by the *City* in consultation with the owner.
4. This by-law will come into force and take effect on the date it is passed.

Given First and Second Readings XXX, 2024

Given Third Reading and Passed XXX, 2024

Janet Jaynes
City Clerk

Bryan Paterson
Mayor

Schedule “A”
Description and Criteria for Designation
Spence House

Civic Address: 3748 Sand Hill Road
Legal Description: Part Lot 36 Con 7 Pittsburgh Part 1 13R18925; City of Kingston, County of Frontenac
Property Roll Number: 1011 090 010 08900

Introduction and Description of Property

The Spence House, located at 3748 Sand Hill Road, is situated on the north side of the road, west of Boundary Road, in the former Pittsburgh Township, now part of the City of Kingston. This 1.4-hectare rural residential property contains a two-and-a-half storey L-shaped Ontario vernacular sandstone farmhouse constructed in 1900 for the Spence family, members of whom still own it today.

Statement of Cultural Heritage Value/Statement of Significance

The property has design value or physical value because it is a rare, unique, representative or early example of a style, type, expression, material or construction method.

The Spence House is a rare example of an early 20th century, ‘L’-shaped sandstone farmhouse. Reportedly quarried from the rear of the property, the Spence House is constructed of light sandstone, with imported dark red sandstone for the voussoirs and windowsills. Sandstone, as a construction material, is relatively rare in Kingston, with only a few examples found in the rural areas of the former Pittsburgh Township.

The Spence House’s simple vernacular architecture is expressed by its restrained profile with cross-gable roof and uncoursed sandstone construction with symmetrical front façade. Some embellishments have been added, such as the window openings with slight arches topped by dark red coloured voussoirs and sills that contrast with the lighter sandstone. While not confirmed, it is understood that the main front door opening (now enclosed by the modern porch that replaced an earlier verandah) is topped by a rectangular transom with radiating voussoirs above.

The property has historical value or associative value because it has direct associations with a theme, event, belief, person, activity, organization or institution that is significant to a community.

The Spence House is associated with the Spence family who have occupied and farmed the property for over 170 years. The property was purchased by John Spence in

1870; however, he had occupied the land since 1851. The Spence family lived in a log house on the property until the current house was built in 1900 by John's son, Thomas William Spence. The property has remained in the Spence family ever since.

The property has contextual value because it is important in defining, maintaining or supporting the character of an area.

The property has contextual value because it is physically, functionally, visually or historically linked to its surroundings.

The Spence House has contextual value due to its simple vernacular design, integrity, multi-coloured sandstone construction, generous setback from the road and various former agricultural buildings. The proximity of these features to the road, support and maintain the scenic and historic rural character of the road. Despite a general lack of sandstone buildings within the City of Kingston, 3748 Sand Hill Road is located in close proximity to another sandstone building (located at 3566 Boundary Road) within the crossroads community of Springfield, suggesting the preference for a vernacular material in the area.

With its Ontario vernacular style, sandstone construction material taken from the property, the Spence House shares a physical, visual and historical relationship with its surroundings and is an important part of the historical rural context of the area.

Heritage Attributes

Key exterior elements that contribute to the property's cultural heritage value include its:

- Two-and-a-half storey, 'L'-shaped farmhouse with cross-gable roof;
- Light coloured sandstone construction with dark red sandstone sills and voussoirs; and
- Symmetrical front façade with original segmentally-arched openings with stone voussoirs and sills.

Non-Heritage Attributes

Elements that are not included in the Statement of Cultural Heritage Value of the property include:

- Detached outbuilding(s).

City of Kingston By-Law Number 2024-XX

A By-Law to Designate the property at 427-429 Victoria Street/136 Mack Street to be of Cultural Heritage Value and Interest Pursuant to the *Ontario Heritage Act*

Passed: [insert date]

Whereas:

Subsection 29(1) of the *Ontario Heritage Act*, R.S.O. 1990, Chapter 0.18 (the "*Ontario Heritage Act*") authorizes the council of a municipality to enact by-laws to designate property within the municipality, including buildings and structures on the property, to be of cultural heritage value or interest;

The *property* was listed on the register established pursuant to Section 27 of the *Ontario Heritage Act* in 2010;

On August 21, 2024, Council of the City of Kingston ("*Council*") consulted with its municipal heritage committee regarding the designation of the property at 427-429 Victoria/136 Mack Street (the "*property*") in accordance with subsection 29(2) of the *Ontario Heritage Act*,

On [XXXX, 2024], *Council* caused notice of its intention to designate the *property* to be given to the owner of the *property* and to the Ontario Heritage Trust (the "*Trust*"), and on [XXXX, 2024], notice of the intent to designate the *property* was published in The Kingston Whig-Standard, a newspaper having general circulation in the City of Kingston; and

No notice of objection to the proposed designation was served on the municipal Clerk (the "*Clerk*") of the Corporation of the City of Kingston (the "*City*") within the time prescribed by subsection 29(5) of the *Ontario Heritage Act*.

Therefore, *Council* enacts:

1. The *property* is designated as being of cultural heritage value and interest, as more particularly described in Schedule "A" of this by-law.
2. A copy of this by-law will be registered against the *property* in the appropriate land registry office. The *Clerk* is authorized to serve a copy of this by-law on the owner of the *property* and the *Trust*, and to cause notice of the passing of this by-law to be published in The Kingston Whig-Standard.

3. The *City* reserves the right to install a designation recognition plaque on the *property*, in a location and style determined by the *City* in consultation with the owner.
4. This by-law will come into force and take effect on the date it is passed.

Given First and Second Readings XXX, 2024

Given Third Reading and Passed XXX, 2024

Janet Jaynes
City Clerk

Bryan Paterson
Mayor

Schedule “A”
Description and Criteria for Designation

Civic Address: 427-429 Victoria Street / 136 Mack Street
Legal Description: Part Lot 85-86 Plan A8 Kingston City as in FR623939; City of Kingston, County of Frontenac
Property Roll Number: 1011 020 050 02500

Introduction and Description of Property

The subject property, at 427-429 Victoria Street/136 Mack Street, is situated on the southeast corner of the intersection of Victoria and Mack Streets, in the Williamsville area of the City of Kingston. The approximately 948 square metre residential parcel contains a two-storey limestone residence with Italianate elements, constructed in the late 1860s. Modest (and sympathetically designed) additions were added to the south (side) and east (rear) sides of the dwelling in 20th century.

Statement of Cultural Heritage Value/Statement of Significance

The property has design value or physical value because it is a rare, unique, representative or early example of a style, type, expression, material or construction method.

The Italianate style for a standalone residential building is relatively rare in Kingston, making the subject property a rare example of a two-storey limestone house with Italianate influences in Kingston. The main front entrance and façade of the house face west towards Victoria Street.

The house is constructed of limestone laid in even courses on the front/western façade and in uneven courses on the side elevations. Typical of the Italianate style are the rectangular massing and hip roof with deep cornice and prominent front entrance. Also typical of the style is the organized arrangement of large windows on the front façade. The house has two tall chimneys, one on the north side of the roof, the other on the south. The front/west façade is symmetrical, featuring a projecting central bay with a prominent front entrance framed by a stone porch. The window openings feature limestone voussoirs and stone sills. The north elevation includes a single bay of windows with limestone voussoirs and stone sills.

The property has contextual value because it is important in defining, maintaining or supporting the character of an area.

The property has contextual value because it is a landmark.

The subject property is located south of Princess Street, north of Brock Street and west of Victoria Park, in a part of the Williamsville area that is dominated by post World War 2

housing. The subject limestone dwelling is distinct and defines the immediate area, which has few remaining buildings from this period. Its form, limestone construction, broad two-storey massing and prominent corner location, not only make this building a landmark in the area, but also help to maintain the former original material fabric of the Williamsville area.

Heritage Attributes

Key exterior elements that contribute to the property's cultural heritage value include its:

- Two storey limestone house in a square plan, constructed of limestone laid in even courses on the front (western) façade and uneven course on the side elevations;
- Hip roof with deep cornice and two tall brick chimneys;
- Symmetrical front and side elevations, with rectangular flat-headed window openings with limestone voussoirs and sills; and
- Limestone porch with knee-walls and corner posts.

161 Princess Street
Dickson Building



163-165 & 167 Princess Street
Powell Building



23, 25, 27, 29, 31 & 33 Rideau Street
Rankin-Young Terrace



33, 31 & 29
Rideau Street

Google 2023

27, 25 & 23
Rideau Street



25 Richard Street



262 Princess Street
Strand / Tivoli Theatre



3566 Boundary Road



3748 Sand Hill Road



427-429 Victoria Street / 136 Mack Street



Google 2020



2024

July 12, 2024

Hi Ryan,

Thanks for your reply. I absolutely overlooked those projecting entrance bays in 9 years of living at 27 Rideau - subtle indeed, but I have to admit you're right.

I will be similarly unable to attend an 0930 meeting on 21 August due to working full time, but by copying Mr Sullivan here I hope to reiterate my objection to these properties being receiving heritage designation. As I stated before, I am absolutely in favour of efforts to preserve buildings which are of real historical significance, and I appreciate many of the wonderful heritage homes and buildings which are present in Sydenham Ward and many other areas of our city, as well as the work that has been done by the Heritage Properties Committee for their preservation. However, I believe that the restrictions and limitations which are unarguably imposed by receipt of heritage designation are very significant infringements on the rights of property owners. These property rights should only be infringed in instances where there is very clear evidence of true historical and architectural significance, and I believe that bar should be set quite high. I do not believe that these properties meet that threshold, and as their owner I object in the strongest possible terms to them receiving heritage designation. I request that the HPC recommend to the Council that this not be done.

Thanks again for your reply, and for pointing out the projecting entrance bays to my notice.

Cheers,

Steve

Steve Mann, MD, MMed, FRCS(C)
Associate Professor, Orthopaedic Surgery
Queen's University & Kingston Health Sciences Centre
Course Director, MEDS 127 (Musculoskeletal)

On Jul 12, 2024, at 7:55 , Leary,Ryan <rleary@cityofkingston.ca> wrote:

Good morning Dr. Mann,

Thank you for your email. We appreciate your apprehension towards the heritage designation and hope the handout 'Property Owner's Guide to Heritage Designation' helped to answer some of your questions.

Given the recent changes to the Ontario Heritage Act, Council has directed us to advance any currently listed properties for designation consideration, if they meet the

criteria. As noted in the draft by-law we sent you, these properties meet the minimum threshold for determining cultural heritage value.

The “projecting entrance bays” are subtle, but I assure you all three of these addresses include them:



Age is not a criterion for evaluating heritage value. We acknowledge that this row is not the most exciting from an architectural perspective, however it is a good example of its type and greatly contributes to the historic working-class character of this area. Its integrity is still evident (e.g. original opening, brick and limestone construction and pitched roofs). Yes, we acknowledge there have been a number of alterations to these buildings over the years. The heritage evaluation of these addresses was undertaken recently and with these changes in mind.

The open house noted on your letter for July 24 is simply a chance to ask these questions in person to staff. No decisions are being made that day. The next step in the process is to present the draft by-law to the Kingston Heritage Properties Committee on August 21. The meeting is at 9:30 am in City Hall. You are welcome to join us either virtually or in-person at the heritage committee meeting to voice your concerns. Alternatively, you can put your comments and concerns into a letter and send it to Committee Clerk, Iain Sullivan, (isullivan@cityofkingston.ca) who will ensure the committee receives it. As Council’s advisors, the heritage committee will provide their recommendation on this matter to Council for their consideration (likely at their September 3 meeting). We will keeping owners apprised of the progress of this matter.

I am happy to answer any further questions you may have.

Regards
Ryan

Ryan J. Leary, RPP,
Senior Planner,

From: Mann, Steve
Sent: Thursday, July 11, 2024 9:02 PM
To: Leary,Ryan <rleary@cityofkingston.ca>
Subject: Heritage designation for 27, 29, and 31 Rideau St

Dear Mr Leary,

Thank you for your letters regarding the potential addition of 27, 29, and 31 Rideau St to the Heritage Properties Register. I wish to express in the strongest possible terms my objection to this proposal.

I am fully in favour of the city's efforts to preserve the wonderful architectural heritage we enjoy in Kingston. As the treasurer and president of a non-profit organisation which is housed in a designated downtown heritage building, I am aware of the implications (and, in many cases, benefits) of this designation, and of the importance of ongoing efforts to maintain the many wonderful properties which we have inherited from posterity.

However, I believe that heritage designation should be reserved for buildings which are truly of historical and architectural importance, and not applied simply because a building is old. In the case of these three properties, the heritage attributes described in your letter basically boil down to the fact that they are two-storey red brick townhouses with limestone foundations. The described gable roofs are actually not extant, as the roofline of all three properties has been altered in the course of significant renovations undertaken over the last 10 years. Nor do any of these properties have projecting entrance bays as described.

27 Rideau has had an entire third story added, with blue Hardy board construction and a taupe sheet-metal roof, as well as a significant addition in the rear. 29 and 31 have undergone complete renovations into multi-unit dwellings, with the only existing original features being the exterior bricks - as noted, the roofline of both has been changed.

I would submit that whilst these three properties contribute to the character of the neighbourhood, they are neither so architecturally interesting nor preserved so closely to their original character and construction that they warrant heritage designation, and they are actually lacking several features which are noted in your letter as reasons for their consideration as heritage properties.

Due to the fact that I work full-time, I will be unable to attend the planned open house on 24 June, but I would request that this letter be considered at that time, as well as that I be

notified of any Heritage Properties Committee meetings which will consider these properties.

Many thanks,

Steve Mann, MD, MMed, FRCS(C)
Associate Professor, Orthopaedic Surgery
Queen's University & Kingston Health Sciences Centre
Course Director, MEDS 127 (Musculoskeletal)



Community Gardens Development & Operations Policy

Policy #	POL-43
Effective Date	
Status	Under Review
Final Approver	Council

1.0 Purpose

The purpose of this policy, that is amalgamating the previous Community Garden Policy and the Community Orchard & Edible Forest Policy is to establish guidelines for the development and operation of Community Gardens on City-owned lands. This policy establishes the City and its designates' role as a facilitator and provides a framework to ensure equal access for all residents.

2.0 Persons Affected

This policy affects any person, organization, community member, and/or community group interested in developing or operating a Community Garden on the City's owned and operated lands.

3.0 Policy Statement

3.1 Policy Goal

The City recognizes that Community Gardens contribute to community engagement, community awareness, education, increases in self-reliance, community health through nutritional and physical activities, environmental awareness, improved wellbeing, and positive social interaction. Community Gardens are an important tool for the development of healthy communities and quality of life improvements for residents. People can grow healthy and nutritious food, and create more collaborations between plants, soil, organisms, climate, and geology while having a positive impact on the environment. The City supports and encourages the development of Community Gardens on City owned lands.

Community Gardens and this policy support the goals of the [Kingston Strategic Plan 2023-2026](#). Specifically, through Council Priorities – Caring & Inclusive Community and Leading Environmental Stewardship and Climate Action.

Supporting Community Gardens:

- i. Ensures an inclusive, healthy, and safe community by removing barriers to urban food production and supporting the development of a broad community food sustainability plan
- ii. Assists in the protection and conservation of the natural environment through less waste generation, proactive environmental management and building a resilient local food system, in alignment with the development of a community food security plan.
- iii. Promotes ecological corridors and quality greenspace through the expansion of forest canopy, creating inclusive spaces that offer refuge and connection to the natural world.
- iv. Promotes healthy, living soils and biologically diverse ecosystems.
- v. Maintains and increases the protection of green infrastructure (i.e. existing greenspaces, new trees, and pollinator gardens) in alignment with Kingston’s Tree Equity Program.
- vi. Supports the identification and implementation of pollinator garden locations and determines opportunities for ongoing maintenance.
- vii. Ensures respect, responsiveness, and transparency by embedding sustainable leadership through public education and community engagement.
- viii. Continues to ensure economic growth and sound financial future through wise land use and continued self-reliance.

3.2 Community Gardens Definition

For the purposes of this policy, “Community Gardens” are defined as any piece of City owned land gardened collectively by members of the community, in partnership with the City. Community Gardens may include, but are not limited to, the following types of activities and/or features:

- i. Growing annual and perennial crops for food and/or seed, medicinal plants, and flowers.
- ii. Growing Indigenous, cultural, and native plants.
- iii. Pollinator gardens
- iv. Little forests
- v. Community orchards and edible forests including fruit trees, nut trees and/or shrubs.
- vi. Demonstration farming

- vii. Edible landscaping
- viii. Seed saving
- ix. Providing gardening, seed and food sovereignty, and other environmental education activities to encourage the involvement of schools, youth groups and senior citizens in gardening activities.
- x. Hosting harvest festivals and other family-oriented activities that encourage positive social interactions among all community members.
- xi. Encouraging partnerships with other community organizations.
- xii. Donating to local food distribution organizations, food pantries, food banks, and meal programs.

The City recognizes that community led planting and management on City owned lands promotes community development, increases opportunities for recreation, socialization and healthier lifestyle, provides access to healthy food, local seed production, permits sustainable agriculture, and contributes to an increased tree canopy.

These benefits align with goals identified in the Sustainable Kingston Plan, the Parks and Recreation Master Plan and Kingston's Urban Forest Management Plan. The policy is to be applied with consideration of the By-Law to Provide for the Regulation Use of Parks and Recreation Facilities (2009-76), the Community Gardens Development and Operations Policy, and other applicable law.

3.3 City Support for Community Gardens

The City supports Community Gardens by working with non-profit societies and gardening organizations. Subject to available resources, the City:

- i. Promotes community gardening projects and provides contact information to the public of existing Community Gardens (i.e. through the [City of Kingston website](#)).
- ii. Provides access to information on the development and operation of Community Gardens.
- iii. Provides opportunities for grants for funding to start, develop, and manage Community Gardens.
- iv. Facilitates connections between project proponents and other potential partners by providing liaison contacts.
- v. Assists interested groups in searching for suitable land for the development of Community Gardens.

- vi. Where appropriate, assesses the suitability of City-owned land for food consumption and production through a Phase 1 Environmental Analysis (a historical search of the property to determine possible soil contamination from past land uses).

3.4 Policy Application for Edible Community Gardens

3.4.1 Site Selection and Permission Requests

3.4.1.1 Community Garden Process

Garden groups interested in developing a new Community Garden on City-owned land must follow the steps referenced in the City of Kingston's "Application Process For New Community Gardens" document.

3.4.1.2 Site Requirements

The City, or its designate, and the Community Garden group will work together to assess potential Community Garden locations and determine the maximum Community Garden's Footprint and Active Gardening Space for proposed sites.

In identifying new Community Garden location(s), priority and consideration will be given to the following and proposed inground Community Gardens will be reviewed on a case-by-case basis:

- i. Supportive community members where there is evidence that the Garden Group has consulted with neighbouring residents on the proposed new Community Garden.
- ii. For food producing gardens, availability and suitability for growing food for human consumption as per Ontario Regulations (see 3.4.1.3 for more information).
- iii. Sites that do not require site clearing (if required, the Community Gardens group is responsible for site clearing); and in compliance with all regulations including, but not limited to, species at risk, migratory birds and habitat protection).
- iv. Satisfactory underlying soil quality and drainage.
- v. Adequate sun exposure for plant growth.
- vi. Close proximity to urban neighbourhoods and areas of population density.
- vii. Site accessibility during the gardening season.
- viii. Does not create potential public safety issues and is consistent with Crime Prevention Through Environmental Design.

- ix. Availability and accessibility of parking.
- x. Access to existing City treated water infrastructure.
 - a. The City cannot guarantee approval without already existing water hook up capabilities. Community Garden approval would be contingent on existing water supply and hook up capabilities.
 - b. The City agrees to use reasonable diligence in providing a regular and uninterrupted supply and quality of water but does not guarantee a constant service or the maintenance of unvaried pressure or quality or supply of water and is not liable for damages to the Owner or Occupant caused by the breaking of any water service pipe or attachment, or for the shutting off of water to repair or rehabilitate watermains or to tap watermains.
- xi. Site complies with any regulations or development controls (Deeds), including the site's zoning, classification and management plans (Future Development) where applicable.
- xii. Site does not adversely impact existing or future recreation programming, park structures, amenities or other City infrastructure or purpose.
- xiii. Site is not in the presence or proximity of significant natural, cultural or heritage sites.

3.4.1.3 Changes in Land Use

In accordance with Ontario Regulation 153/04 (as amended) pertaining to prohibited changes of land use, only municipal lands where the current or last known use was residential, parkland, or agricultural will be considered. Sites with a historical commercial, industrial use, or contaminated sites, shall not be considered. The soil quality has to be suitable for agricultural use. The site will be reviewed to determine its suitability for growing food for human consumption.

In most cases, food producing gardens will require above ground, raised garden beds and elevated planter beds. The City may approve in-ground beds on a case-by-case basis.

3.4.1.4 Enhancements & Expansions

The installation of a Community Garden enhancement is not permitted without the City's written approval. The Garden Coordinator or Executive must send a written request to the Community Garden Coordinator a minimum of 30 days in advance of the proposed installation.

Any proposed expansion of the Active Gardening Space within an existing Garden Footprint (i.e. building new raised beds, etc) will be subject to City approval. This expansion within the Active Gardening Space must be suitable for the site, and meet health and safety, Design of Public Spaces Standard regulations, and Facility Accessibility Design Standards.

Any proposed expansion of the Community Garden Footprint will:

- I. Be subject to the same application processes and conditions of approval as a new Community Garden (see the City of Kingston's "Application Process for New Community Gardens" document).
- II. Only be considered after a minimum of three years of a new Community Garden being established or previous expansion of an existing garden.

3.4.1.5 Site Plan

The City, or its designate, and the Community Gardens group will work together to prepare a site plan. A Community Garden's site plan must:

- i. Identify the location and size of the Community Garden Footprint. The Community Garden Footprint is determined in consultation with the City and garden group based on the property size and existing/proposed amenities.
- ii. Indicate the location of the active gardening space.
- iii. Include proposed site map, plot layouts, dimensions and construction materials.
- iv. Demonstrate a commitment to sustainable construction and operating practices such as methods of water conservation, composting and waste diversion.
- v. Demonstrate a willingness of volunteers to develop, operate, manage and maintain the community garden including the grass within the garden footprint.
- vi. Not include structures or barriers preventing access to the general public, unless there are specific security concerns.
- vii. Comply with applicable legislation and City by-laws.
- viii. Required setbacks and the designated space between garden plots will be site specific.
- ix. Receive overall community and neighbourhood support to the satisfaction of the City. City staff will work collaboratively with other City departments as applicable.

3.4.1.6 Funding Requirements

All applications will be subject to confirmation of availability of funding for related costs associated with the proposed Community Garden. Grant funding is available on an annual basis subject to application approval.

3.4.1.7 Community Consultation

Community consultation is required for all new (and enhancing) Community Garden requests (except for repairs). The City, its designate, and the garden group will work together to develop the necessary information for community consultation. City staff will work collaboratively with other City departments as applicable. The community consultation will consist of a three-week online survey posted to the City's Get Involved platform, unless in-person consultation is deemed necessary by the City. Proposed designs are required to receive overall community and neighbourhood support to the satisfaction of the City. Constructive feedback gathered during the consultation process will be addressed collaboratively with the garden group. A consensus of support must be demonstrated, and significant opposition or concern must not exist to the development of the proposed Community Garden as deemed by the City, or its designate.

3.4.1.8 City Authority

City staff will work collaboratively with other City departments as applicable throughout the Community Garden approval process. This includes, but is not limited to:

- i. Business, Real Estate & Environment
- ii. Engineering Services (Parks Development)
- iii. Public Works & Solid Waste Services
- iv. Heritage Services
- v. Facility Management & Construction Services
- vi. Communications & Customer Experience

The City, or its designate, may deny any proposed Community Garden site for any reason at its sole discretion.

3.4.2 Construction

3.4.2.1 Requirements

Prior to the construction of a Community Garden, the City requires that the Community Garden group enter into a Community Garden Partnership Agreement.

Raised garden beds, separated from the existing ground by a geotextile membrane, are required for new Community Gardens unless otherwise authorized by the City. The raised garden beds and clean soil are to be provided by the Community Garden group. The City may assist with the cost of the geotextile membrane layer, subject to available funding.

3.4.2.2 Accessibility

Community gardens are required to meet AODA standards. New Community Gardens must consist of 10% of the area of the plant beds but not less than one shall be an accessible bed (Refer to 9.3); and located on an accessible route to be provided by the City. For existing gardens, the pathways will be incorporated during redevelopment or expansion to the surrounding City-owned land. All new walkways must meet the requirements of the Design of Public Spaces. Standard Gardens shall be located in areas where accessible routes to the garden are deemed reasonable by staff to implement.

3.4.2.3 Additional Conditions

Community Gardens proposed within 30 metres of a Floodplain, Stormwater management facility, wetland, drainage swales, watercourse or lake shall be subject to the following conditions:

- i. The use of City water to irrigate the Community Garden may be restricted or require discharge control measures that reduce the chlorine so as not to harm aquatic plants and animals.
- ii. Soil conditioners such as compost are prohibited.
- iii. Only native species may be planted in floodplains in an Environmental Protection Area.

The City reserves the right to waive conditions relating to the construction of new Community Gardens for site specific applications.

3.4.3 Operations

- i. The City will maintain an annual fund to support the development of new Community Gardens and the enhancement/maintenance of existing Community Gardens. The City, or its designate, may provide information to the Garden group on other sources of funding.
- ii. The City, or its designate, will provide information on how to develop and maintain Community Gardens.
- iii. The City, or its designate, will support and encourage community gardening projects with the common goals of sharing knowledge and skills, enhancing interaction between garden members and increasing awareness of and access to the City's Community

Gardens.

- iv. The City will dispose of non-organic waste from a Community Garden site from existing City garbage containers located within designated City parks.
- v. Community Garden groups are responsible for grass cutting within the Community Garden Footprint itself.
- vi. The Community Garden group is responsible for obtaining the required Comprehensive General Liability Insurance.
- vii. Vehicle access is not permitted without written City approval, and confirmation of the required Comprehensive Automobile Liability Insurance.
- viii. The installation of Community Garden enhancements is not permitted without the City's written approval (as per 3.4.1.4).
- ix. The site shall be open for public access at all times. Locked barriers are not permitted.
- x. Installations of any permanent structures or any permanent signage requires prior consent from the City.
- xi. Where water access is provided, the Community Garden group may be responsible for all costs associated with water usage. Water consumption and access may be controlled by locks and metering systems.
- xii. A fee structure may be developed by the Community Gardens group in consideration of the expected operating costs of the Community Garden as well as the ability of garden members to pay. In order to ensure equal access and opportunity to all community members, the fee structure must provide a fee waiver or sliding scale fee for those that indicate they are unable to pay the garden plot fee (if applicable). Fee structuring and collection will be the responsibility of each individual Community Garden group.
- xiii. Community Garden groups must agree to abide by the Province of Ontario's Pesticide Act 63/09. Chemical insecticides, herbicides, fungicides and synthetic fertilizers are prohibited in all Community Gardens.
- xiv. The City encourages biodiverse, resilient and ecological gardening practices, as well as the use of local seeds. Environmental innovation and demonstration is encouraged.

3.4.4 Conditions of Use

The Community Garden group must agree to develop, operate, manage, and maintain the gardens according to the terms of this Policy and the Community Garden Partnership Agreement, which shall include, but are not limited to:

- i. The standard term of the Community Gardens Land Use Agreement will be five years; with an option to renew.
- ii. The City, or its designate, will provide written notice to the Community Garden when they enter the last year of their Community Garden Land Use Agreement term. The Community Garden group must submit a written request for renewal.
- iii. The Community Garden group must submit an annual report that details its activities, amenities and current membership, subject to the requirements laid out by the City or its designate. The City or its designate will provide an annual report template.
- iv. For gardens without oversight from a designated staff member from a community organization, a Garden Coordinator or Executive must be selected and/or elected through an open and transparent process.
- v. Injury and/or removal of any existing tree on City owned lands shall not be permitted unless authorized by the City.
- vi. All food-producing tree and shrub varieties proposed to be planted as part of a Community Garden, shall be subject to City approval prior to planting.
- vii. Existing food-producing trees and edible landscapes on public lands may be foraged or informally harvested for personal consumption at the participant's own risk; those participating in foraging or informal harvesting should make themselves aware of the risks associated with the growing conditions, environment and plant and food materials. For informal foraging and harvesting, the site of the existing tree(s) or shrub(s) will not be reviewed by the City to determine its suitability for growing food for human consumption.
- viii. The produce harvested from Community Gardens, as described in this policy, shall not be used for commercial purposes. The selling of produce for the purpose of fundraising may be permitted given that all applicable permits and licenses are in place.
- ix. Where growing food from existing trees for human consumption is determined to be unsuitable, through the processes described in this policy, the City reserves the right to remove the tree if it poses

an obvious potential health risk to the public.

- x. If a Community Garden group requests to remove a food-producing tree or bush from a site, then approval from the City shall be required. The removal of trees on City land may be subject to a tree permit under the Tree By-Law.
- xi. The City may inspect, at any time, a Community Garden site to ensure adherence to the terms and conditions of the Community Garden Land Use Agreement. Failure to comply with the terms and conditions of the Community Garden Partnership Agreement or this policy will result in a written warning. Failure to correct deficiencies in a timely manner or further neglect of the terms and conditions of the Community Garden Land Use Agreement or this policy may result in termination of the Community Garden Land Use Agreement. The City has the authority to remove a Community Garden site if it is not being used or maintained by a Community Garden group before the following harvest season of its abandonment, the City reserves the right to remove the Community Gardens site.
- xii. Each Community Garden group must provide proof of comprehensive general liability insurance in the amount specified by the City and shall agree to indemnify, defend and hold harmless the City from and against any damage or injury to any person or any real property.
- xiii. Each Community Garden group must provide proof of automobile comprehensive general liability insurance in the amount specified by the City if vehicles are required to access the garden and where a vehicle access permit has been issued by the City, or through its designate.

Use of the site can be revoked for non-compliance with any conditions related to the Community Garden Agreement, City by-laws and/or Provincial regulations or if the property is required for any other purpose. The City may remove the Community Gardens at any time if not actively utilized and/or maintained by the Community Gardens Group, to the satisfaction of the City, or its designate. The City, or its designate, may deny any proposed Community Gardens program activity for any reason at its sole discretion.

4.0 Responsibilities

4.1 Community Garden Requests

City staff will work with its designate to review requests from residents for community gardens on City-owned lands. Staff will work to designate sites for approved applicants for the purpose of community gardening as per the terms of the policy.

4.2 Community Garden Conflict Resolution

The Director of Recreation & Leisure Services, or designate, is responsible for resolving any issues or conflicts related to this policy.

4.3 Breach of Policy

Employees are responsible for compliance with this policy and shall be aware that any employee who breaches this policy may be subject to discipline up to and including dismissal.

5.0 Policy Application Non Edible Community Gardens and Forests

The City supports Non Edible Community Gardens by working with non-profit societies and gardening organizations. Subject to available resources, the City:

- i. Promotes community gardening.
- ii. Provides access to information on the development and operation of Non-Edible Community Gardens.
- iii. Based on licensing agreements, provide trees and/or plant material for the initial set up and ongoing maintenance of the garden or forest.
- iv. Facilitates connections between project proponents and other potential partners by providing liaison contacts.
- v. Assists interested groups in searching for suitable land for the development of Non-Edible Community Gardens.

5.1.1 Site Selection and Permission Requests for Non-Edible Community Gardens

5.1.1.1 Community Garden Process for Non-Edible Community Gardens

Garden groups interested in developing a new Non-Edible Community Garden on City-owned land must follow the steps referenced in the City of Kingston's "Application Process for New Non-Edible Community Gardens" document.

5.1.1.2 Site Requirements

The City, or its designate, will work together to assess potential Non Edible Community Garden locations and determine the maximum footprint for proposed sites.

In identifying new Non-Edible Community Garden location(s), priority and consideration will be reviewed on a case-by-case basis, looking at the following:

- i. Supportive community members where there is evidence that the Garden Group has consulted with neighboring residents on the proposed new Non-Edible Community Garden.
- ii. Sites that do not require site clearing (if required, the Non-Edible Community Gardens group is responsible for site clearing).
- iii. Satisfactory underlying soil quality and drainage.
- iv. Close proximity to urban neighborhoods and areas of population density.
- v. Site accessibility.
- vi. The site complies with any regulations or development controls (Deeds), including the site's zoning, classification and management plans (Future Development) where applicable.
- vii. Site does not adversely impact existing or future recreation programming, park structures, amenities or other City infrastructure or purpose.
- viii. A site is not in the presence or proximity of significant natural, cultural or heritage sites.

5.1.1.3 Changes in Land Use

In accordance with Ontario Regulation 153/04 (as amended) pertaining to prohibited changes of land use, only municipal lands where the current or last known use was residential, parkland, or agricultural will be considered.

5.1.1.4 Enhancements & Expansions

The installation of a Non-Edible Community Garden enhancement is not permitted without the City's written approval. The Community Group must obtain written approval in advance of the proposed installation.

Any proposed expansion of the non-edible Community Garden Footprint will:

- i. Be subject to the same application processes and conditions of approval as a new non-edible Community Garden (see the City of Kingston's "Application Process for New Non-Edible Community Gardens" document).
- ii. Only be considered after a minimum of three years of a new Non-Edible Community Garden being established or previous expansion of an existing garden.

5.1.1.5 Site Plan

The City, or its designate, and the non-edible Non Edible Community Gardens group will work together to prepare a site plan. A non-edible Community Garden's site plan must:

- i. Identify the location and size of the Community Garden Footprint. The Community Garden Footprint is determined in consultation with the City and garden group based on the property size and existing/proposed amenities.
- ii. Include proposed site map, layouts, dimensions, and construction materials.
- iii. A listing of all species to be planted on the site. Species must be native to this area or native to growth zones immediately adjacent to Kingston.
- iv. Demonstrate a commitment to sustainable construction and operating practices such as methods of water conservation, composting and waste diversion.
- v. Demonstrate a willingness of volunteers to develop, operate, manage, and maintain the community garden for a minimum of 3 years.
- vi. Not include structures or barriers preventing access to the public unless there are specific security concerns or concerns with damage by animals during the early phase of garden or forest development.
- vii. Comply with applicable legislation and City by-laws; and
- viii. Receive overall community and neighborhood support to the satisfaction of the City. City staff will assist in consultation with other City departments as applicable.

5.1.1.6 Funding Requirements

When funding is available Public Works will fund a portion of the cost of the plants and/or supplies for the initial installations. Support will be specified in each individual licensing agreement.

The Public Works Department will maintain a small budget for ongoing maintenance support for community groups. On an annual basis, based on requests from community groups maintaining gardens or forests, the Director of Public Works will determine what supplies or plantings will be made available for maintenance of existing gardens are available for the community groups maintaining the gardens.

5.1.1.7 Community Consultation

Community consultation is required for all new (and enhancing) Non-Edible Community Garden requests. The City, its designate, and the garden group will work together to develop the necessary information for community consultation. City staff will assist in consultation with other City departments as applicable. The community consultation will consist of a three-week online survey posted to the City's Get Involved platform, unless in-person consultation is deemed necessary by the City. Proposed designs are required to receive overall community and neighborhood support to the satisfaction of the City. Constructive feedback gathered during the consultation process will be addressed collaboratively with the garden group. A consensus of support must be demonstrated, and significant opposition or concern must not exist to the development of the proposed Community Garden as deemed by the City, or its designate.

5.1.1.8 City Authority

City staff will work in consultation with other City departments as applicable throughout the Non-Edible Community Garden approval process. This includes, but is not limited to:

- i. Business, Real Estate & Environment
- ii. Engineering Services (Parks Development)
- iii. Public Works & Solid Waste Services
- iv. Heritage Services
- v. Facility Management & Construction Services
- vi. Communications & Customer Experience

The City, or its designate, may deny any proposed Community Garden site for any reason at its sole discretion.

5.2.1 Construction

5.2.1.1 Requirements

Prior to the construction of a Community Garden, the City requires that the Community Garden group enter into a Licensing Agreement with the City of Kingston.

5.2.1.2 Accessibility

Any walkways developed through a Non Edible Community Garden or Little Forest are required to meet AODA standards. Non-Edible Community Gardens must meet the requirements of the Design of Public Spaces Standard. Gardens shall be located in areas where accessible routes to the garden are deemed reasonable by staff to implement.

5.2.1.3 Additional Conditions

Non-Edible Community Gardens proposed within 30 meters of a Floodplain, Stormwater management facility, wetland, drainage swales, watercourse or lake shall be subject to the following conditions:

- i. The use of City water to irrigate the Community Garden may be restricted or require discharge control measures that reduce the chlorine so as not to harm aquatic plants and animals.
- ii. The development of the site will not result in additional cost to the City, such as environmental remediation or archaeological potential clearance;
- iii. Soil conditioners such as compost are prohibited; and
- iv. Only native species may be planted in floodplains in an Environmental Protection Area.

The City reserves the right to waive conditions relating to the construction of new Non-Edible Community Gardens for site specific applications.

5.3.1 Operations

The City will maintain a minimal fund to support the maintenance of Non-Edible Community Gardens. The City, or its designate, may provide information to the Garden group on other sources of funding.

- i. The City, or its designate, will approve non edible community garden plans and plant selections.
- ii. The City, or its designate, will support and encourage community gardening projects with the common goals of sharing knowledge and skills, enhancing interaction between garden members and increasing awareness of and access to the City's Non-Edible Community Gardens.
- iii. The City will dispose of non-organic waste from a Community Garden site from existing City garbage containers located within designated City parks.
- iv. Vehicle access is not permitted without written City approval.
- v. The installation of Community Garden enhancements is not permitted without the City's written approval (as per 3.4.1.4).
- vi. The site shall be open for public access at all times. Barriers shall be utilized only when there are concerns with damage by animals during the development phase of garden or forest development.

- vii. Locked barriers are not permitted.
- viii. Installation of any permanent structures or any permanent signage requires prior consent from the City.
- ix. Non-Edible Community Gardens groups must agree to abide by the Province of Ontario's Pesticide Act 63/09. Chemical insecticides, herbicides, fungicides and synthetic fertilizers are prohibited in all Non-Edible Community Gardens.
- x. The City encourages biodiverse, resilient and ecological gardening practices, as well as the use of local seeds. Environmental innovation and demonstration is encouraged.
- xi. Seed stock produced through the regular operation of the Non-Edible Community Garden will be available for use by the community group managing the garden.

5.4.1 Conditions of Use

The Community Garden group must work within the requirements of the licensing agreement. The following additional requirements shall be met:

- i. Non-Edible Community Gardens Injury and/or removal of any existing tree on City owned lands shall not be permitted unless authorized by the City.
- ii. No food-producing tree and shrub varieties shall be planted as part of a Non-Edible Community Garden.
- iii. All Plant species shall be approved by the Public Works Department prior to planting.

Use of the site can be revoked for non-compliance with any conditions related to the Community Garden Agreement, City by-laws and/or Provincial regulations or if the property is required for any other purpose. The city may remove the Non-Edible Community Gardens at any time if not actively utilized and/or maintained by the Non Edible Community Gardens Group, to the satisfaction of the City, or its designate. The City, or its designate, may deny any proposed Non-Edible Community Gardens program activity for any reason at its sole discretion.

5.5 Responsibilities for Non-Edible Community Gardens

5.5.1 Community Garden Requests

Public Works staff will work to review requests from residents for Non Edible Community Gardens on City-owned lands. Staff will work to designate sites for approved applicants for the purpose of non-edible community gardening as per the terms of the policy.

5.5.2 Community Garden Conflict Resolution

The Director of Public Works, or designate, is responsible for resolving any issues or conflicts related to this policy.

5.5.3 Breach of Policy

Employees are responsible for compliance with this policy and shall be aware that any employee who breaches this policy may be subject to discipline up to and including dismissal.

6.0 Approval Authority

Role	Position	Date Approved
Legal Review	Senior Legal Counsel	
Management Review	Supervisor, Rec & Com Dev Manager, Rec Services Manager, Rec Facilities Manager, Public Works Manager, Parks	
Final Approval	Council	

7.0 Revision History

This policy and its associated procedures shall be reviewed in three (3) years.

Effective Date	Revision #	Description of Change

8.0 Appendix

8.1 Related Procedures and Forms

Community Garden Land Use Agreement

Annual Report Template

8.2 Related Policies, Legislation & Bylaws

Parks and Recreation Facilities By-Law, By Law Number 2009-76

9.0 Related Definitions

9.1 Accessible

A product or service with features that are intended to remove barriers for people living with exceptionalities in accordance with the AODA.

9.2 AODA

Means the Accessibility for Ontarians with Disabilities Act, 2005, S.O. 2005, c.11

9.3 Accessible Garden Bed

A plot or garden space raised 18 inches above the ground surface with a width of 36-48 inches if accessible from both sides, 12-24 inches if accessible only from one side, and located on an accessible path of travel in compliance with the Design of Public Spaces Standards.

9.4 Active Gardening Space

The approved area within the Community Garden Footprint that is being used for a Community Garden.

9.5 Allotment Garden/Plot

The garden space for cultivating vegetables, fruits, herbs, native plants and/or ornamentals that is available to individual garden members.

9.6 City

Or Corporation means the Corporation of the City of Kingston, or its representatives.

9.7 City's Designate

A third-party organization contracted by the City to support implementation of this policy.

9.7 Clean Soil

Imported soil that is free of contaminants, refuse and putrescible wastes.

9.8 Collective Garden/Plot

A shared Community Garden space for cultivating vegetables, fruits, herbs, native plants and/or ornamentals that is available to all garden members.

9.9 Community Garden

A site operated by community members and/or a community organization where

City-owned lands are used for the growing of annual and perennial food plants, seeds, medicinal plants, growing Indigenous, cultural, and native plants, pollinator gardens, little forests, community Orchards and Edible forests including fruit trees, nut trees and/or shrubs, demonstration farming and edible landscaping plots.

9.10 Community Garden Coordinator or Executive

An individual (Coordinator) or group (Executive) that governs the Community Garden and serves as the contact point for the City or its designate.

9.11 Community Garden Enhancement

An improvement or augmentation to an existing garden (i.e. rain barrels, compost, picnic tables).

9.12 Community Garden Footprint

The approved maximum area a Community Garden can occupy.

9.13 Community Garden Group

A minimum of ten individuals who participate together in a Community Garden project in the function of member, Garden Coordinator or Executive.

9.14 Community Garden Partnership Agreement

The written terms and conditions that the City and garden members agree to abide by. Previously referred to as Community Garden Partnership Agreement.

9.15 Community Orchard

Means an area of land containing one or more fruit or nut trees and/or shrubs that is managed by a community gardens program group. These lands may include Edible Landscapes, Permaculture, and Food-producing Trees.

9.16 Donation Garden/Plot

A plot where food is planted and harvested by a group of garden members and donated to a local food distribution organization such as a food pantry, food bank, meal program or other such related organization.

9.17 Drainage Swale

A low tract of land, especially one that is moist or marshy for the purpose of capturing surface runoff.

9.18 Edible Landscape

Means an installation of plants that serve a decorative landscaping function, including trees, shrubs, and perennials, where some or all of the plants or the fruits

or nuts produced by the plants, are suitable for human consumption.

9.19 Food-Producing Trees

Means a tree or shrub that produces fruits or nuts that are suitable for human consumption.

9.20 Floodplain

Lands subject to flooding as regulated by the Cataraqui Region Conservation Authority (CRCA).

9.21 Geo-Textile Membrane

A synthetic membrane or barrier similar to landscape fabric but constructed to higher standards which are impermeable. Common uses include pond liners and landfill liners. For this application, the requirement is to ensure no deep root penetration and as such a variety of products would be acceptable.

9.22 Liability Insurance

Coverage that provides protection from claims arising from injuries to other people or damage to other people's property.

9.23 Little Forests

A shift from planting trees for ornamental landscapes to planting forests as flourishing, biodiverse Indigenous ecosystems.

9.24 Membership

The privilege conferred upon garden members to access a Community Garden for gardening or non-gardening purposes in exchange for certain responsibilities fulfilled by each member.

9.25 New Community Garden

A Community Garden in the first 12 months of operation, or an approved Community Garden expansion.

9.26 Raised Garden Bed

A plot or garden space that is raised above ground level, underlined completely by a geo-membrane layer, filled with only clean soil, and provides the area required for the growth of the plants including all root structures.

9.27 Stormwater Management Facility

A pond and surrounding lands, channel, ditch, overland flow route or any element of the City drainage system used to control flooding.

Sunday, August 25, 2024

Proclamation Request Form

Contact Info

Name Bonnie Sparrow

Address

City Kingston

Province ON

Postal Code

Phone #

Email

Organization Information

Organization Name Home Children Canada

Address

Is your organization a non-profit?

Yes

Proclamation Information

Proclamation Name National British Home Child Day

Start Date Saturday, September 28, 2024

How is your proclamation is of interest and/or benefit to the citizens of Kingston?

September 28th is National British Home Child Day in Canada, as proclaimed by the Government of Canada in 2017. Home Child Canada is asking you to join cities across Canada and internationally to proclaim September 28 as National British Home Child Day in Kingston.

I am a volunteer from the group, Home Children Canada, a registered charity that seeks to promote awareness of the Child Migration Scheme to Canada. <https://www.britishhomechildren.com/>

Our charity works to educate the general public about this little-known International Child Migration scheme which began in the late 19th Century continuing until the 1970's. Thousands of children, of all ages came to Canada from poor and culturally marginalized families in the British Isles. Children were sent to Canada (and various parts of the British empire) to be used as cheap labour. Kingston was part of this history with 2 receiving homes: The House of Providence, Kingston and the Hotel Dieu Hospital.

My grandmother, one of these children, arrived in Canada in 1884 at the age of 10 and within a week of arriving was assigned to a farm to work as a domestic servant for only her room and board and \$100 when she turned 21. These children went on to serve in large numbers in WW1 and WW2 as well as make many contributions to Canada. Today, it is thought that more than ten percent of the Canadian population may be descended from British Home Children. Kingston's own Don Cherry's grandfather, Richard Palamountain was just one of these children.

A proclamation in addition to Lighting City Hall and Springer Market Square in the Red, White and Blue of Britain, would raise awareness of this largely unknown, sad part of Canada's history.

I would be happy to send you a video of last year's illuminations with Kingstons beautiful City Hall and Springer Square among the highlights.
Please feel free to contact me if I can provide more information.

Will this proclamation be presented at an event?

No

Include the proclamation in an ad under the City of Kingston banner in the Kingston Whig Standard? (Additional cost applies)

No

Notice of Collection

Personal Information, as defined by the Municipal Freedom of Information and Protection of Privacy Act (MFIPPA), is collected on this form in accordance with MFIPPA. Your personal information will be used by City staff to process your proclamation request and to contact you if required. Questions about the collection, use, or disclosure of your personal information should be directed to the Deputy City Clerk, dochej@cityofkingston.ca, or by phone at 613-546-4291, extension 1252.

CITY COUNCIL MEETING OF:

September 3, 2024

COMMUNICATION

No: 20-608

Name

20-589 Notice of Public Meeting - Permission - 14 Park Crescent - Meeting is scheduled for 530pm August 19 in a hybrid format.

20-590 Notice of Public Meeting - Minor Variance - 150 Pauline Tom Avenue - Meeting is scheduled for 530pm August 19 in a hybrid format.

20-591 Notice of Public Meeting - Minor Variance - 170 Colborne Street - Meeting is scheduled for 530pm August 19 in hybrid format.

20-592 Notice of Public Meeting - Minor Variance - 160 Belmont Avenue - Meeting is scheduled for 530pm August 19 in a hybrid format.

20-593 Notice of Public Meeting - Consent & Minor Variance - 221, 223 and 225 Collingwood Street - Meeting is scheduled for 530pm August 19 in a hybrid format.

20-594 Notice of Public Meeting - Consent & Minor Variance - 3382 Sydenham Road - Meeting is scheduled for 530pm August 19 in a hybrid format.

20-595 Notice of Technical Consent to Create Easement - 264 King Street East & 70 Johnson Street - Comments are due August 16.

20-596 Notice of Public Meeting - Permission - 178 Ordnance Street - Meeting is scheduled for 530pm August 19.

20-600 Resolution received from Township of Red Rock regarding Catch and Release Justice, dated August 12, 2024.

20-601 Resolution received from Township of Larder Lake regarding physician shortage, dated August 13, 2024.

20-602 Association of Municipalities Ontario AMO Watchfile, dated August 15, 2024.

20-603 Resolution received from the City of Quinte West regarding The Canada Community-Building Fund, dated August 15, 2024.

20-604 Notice of Technical Consent to Sever New Lot & Create Easement at 1668 Victoria Street. Comments are due September 4, 2024.

20-605 Resolution received from Township of Stirling-Rawdon regarding Public Sector Salary Disclosure, dated August 21, 2024.

20-606 Resolution from Township of Nairn and Hyman regarding transport & deposition of natural occurring radioactive material, dated August 21, 2024.

20-607 Association of Municipalities Ontario AMO Watchfile, dated August 22, 2024.

20-608 Proclamation-Bonnie Sparrow, Home Children Canada-Proclaim Sept 28 as National British Home Child Day in Kingston.

20-609 Proclamation- Angel Harnish-Proclaim October 1 Dwarfism Awareness & Acceptance Month in Kingston.

20-610 Proclamation-Mary Jane Philp-Proclaim October as October is Plantiful in Kingston.

20-611 Correspondence from David Gordon regarding New Motion 1 - Cricket Field at 32 Bagot Street, dated August 27, 2024.

20-612 - Proclamation- Islamic Society of Kingston- Proclaim October 2024 as Islamic History Month Canada.

City of Kingston By-Law Number 2024-XX

A By-Law to Designate the property at 151, 153 & 155 Montreal Street to be of Cultural Heritage Value and Interest Pursuant to the *Ontario Heritage Act*

Passed: [insert date]

Whereas:

Subsection 29(1) of the *Ontario Heritage Act*, R.S.O. 1990, Chapter 0.18 (the "*Ontario Heritage Act*") authorizes the council of a municipality to enact by-laws to designate property within the municipality, including buildings and structures on the property, to be of cultural heritage value or interest;

The *property* was listed on the register established pursuant to Section 27 of the *Ontario Heritage Act* in 2010;

On June 19, 2024, Council of the City of Kingston ("*Council*") consulted with its municipal heritage committee regarding the designation of the property municipally known as the Strainge Terrace at 151, 153 and 155 Montreal Street (the "*property*") in accordance with subsection 29(2) of the *Ontario Heritage Act*;

On [insert date], *Council* caused notice of its intention to designate the *property* to be given to the owner of the *property* and to the Ontario Heritage Trust (the "*Trust*"), and on [insert date], notice of the intent to designate the *property* was published in The Kingston Whig-Standard, a newspaper having general circulation in the City of Kingston; and

No notice of objection to the proposed designation was served on the municipal Clerk (the "*Clerk*") of the Corporation of the City of Kingston (the "*City*") within the time prescribed by subsection 29(5) of the *Ontario Heritage Act*.

Therefore, *Council* enacts:

1. The *property* is designated as being of cultural heritage value and interest, as more particularly described in Schedule "A" of this by-law.
2. A copy of this by-law will be registered against the *property* in the appropriate land registry office. The *Clerk* is authorized to serve a copy of this by-law on the owner of the *property* and the *Trust*, and to cause notice of the passing of this by-law to be published in The Kingston Whig-Standard.

3. The *City* reserves the right to install a designation recognition plaque on the *property*, in a location and style determined by the *City* in consultation with the owner.
4. This by-law will come into force and take effect on the date it is passed.

Given First and Second Readings XXX, 2024

Given Third Reading and Passed XXX, 2024

Janet Jaynes
City Clerk

Bryan Paterson
Mayor

**Schedule “A”
Description and Criteria for Designation
Strainge Terrace**

Civic Address:	151 Montreal Street
Legal Description:	PT LT 286 Original Survey Kingston City as in FR524489; T/W FR524489; City of Kingston, County of Frontenac
Property Roll Number:	1011 030 120 14900
Civic Address:	153 Montreal Street
Legal Description:	PT LT 286 Original Survey Kingston City as in FR505753; T/W FR505753; City of Kingston, County of Frontenac
Property Roll Number:	1011 030 120 15000
Civic Address:	155 Montreal Street
Legal Description:	PT LT 286 Original Survey Kingston City Part 1 13R12773; T/W FR665707; City of Kingston, County of Frontenac
Property Roll Number:	1011 030 120 15100

Introduction and Description of Property

The Strainge Terrace at 145-149 Montreal Street / 97 Bay and 151, 153 and 155 Montreal Street, is located on the east side of Montreal Street, at the northeast corner of Bay Street, in the City of Kingston. The property, spanning four separate parcels, contains a two-storey red brick terrace, constructed circa 1880. The parcel located at 145-149 Montreal Street / 97 Bay Street is not included in this By-Law. The terrace appears to have been constructed in two phases, with the corner section constructed first and originally including a commercial unit at grade.

Statement of Cultural Heritage Value/Statement of Significance

The property has design value or physical value because it is a rare, unique, representative or early example of a style, type, expression, material or construction method.

The Strainge Terrace has design value as a representative example of a late Victorian brick (residential and commercial) terrace, a popular building form in growing 19th century Ontario towns and cities. The composition is simple, and the terrace’s form and massing make an efficient use of available land, maximizing density. It appears that the terrace was designed and constructed in two phases with the corner section (hipped roof) and first residential unit to the north in one phase (145-149 Montreal and 97 Bay), and the last three residential units to the north (151, 153 and 155 Montreal) in a subsequent phase. Evidence of these phases includes the step down in ridge height of

the roofs, the larger width of the first unit north of the corner section, and the slightly different colour of red brick; one being a browner red, the other an orange red. Nonetheless, there is a clear continuity in their architectural styles and alignment/size of door and window openings. Additionally, all units facing Montreal Street have a painted wooden frieze board beneath the eaves, which appear original to the c. 1880 construction date.

The Victorian architectural style of the terrace is evident in the vertical emphasis, and large size of the windows. On the residential terrace (151-155 Montreal Street), almost all the original window openings, flat brick arches and limestone sills remain, but the windows are modern replacements (the ground floor window on the northernmost unit has been enlarged). Given the construction date of the terrace, the original windows were likely two-over-two vertically sliding sash windows. The residential terrace has red brick walls in running/stretcher bond (the last unit to the north (155) has been clad over in a modern cement-based brick veneer). Aside from the transom lights, the residential terrace exhibits very little architectural detailing. All the original window and door openings remain.

The property has contextual value because it is important in defining, maintaining or supporting the character of an area.

The property has contextual value because it is physically, functionally, visually or historically linked to its surroundings.

The Strange Terrace has contextual value because it is physically and historically linked to its surroundings. As a residential terrace on the west side of Montreal Street, this property maintains and supports the 19th century working class character of Montreal Street, which illustrates the growth of the city outwards from the downtown.

Heritage Attributes

Key exterior elements that contribute to the property's cultural heritage value include its:

- Two-storey massing with gable roof;
- Red brick walls in stretcher/running bond;
- Wooden frieze board under the eave;
- Original window openings with flat arches and limestone sills; and
- Original door openings with transom lights.

City of Kingston By-Law Number 2024-XX

A By-Law to Designate the property at 15 & 17 Rideau Street to be of Cultural Heritage Value and Interest Pursuant to the *Ontario Heritage Act*

Passed: [insert date]

Whereas:

Subsection 29(1) of the *Ontario Heritage Act*, R.S.O. 1990, Chapter 0.18 (the "*Ontario Heritage Act*") authorizes the council of a municipality to enact by-laws to designate property within the municipality, including buildings and structures on the property, to be of cultural heritage value or interest;

The *property* was listed on the register established pursuant to Section 27 of the *Ontario Heritage Act* in 2010;

On June 19, 2024, Council of the City of Kingston ("*Council*") consulted with its municipal heritage committee regarding the designation of the property municipally at 15 and 17 Rideau Street (the "*property*") in accordance with subsection 29(2) of the *Ontario Heritage Act*;

On [insert date], *Council* caused notice of its intention to designate the *property* to be given to the owner of the *property* and to the Ontario Heritage Trust (the "*Trust*"), and on [insert date], notice of the intent to designate the *property* was published in The Kingston Whig-Standard, a newspaper having general circulation in the City of Kingston; and

No notice of objection to the proposed designation was served on the municipal Clerk (the "*Clerk*") of the Corporation of the City of Kingston (the "*City*") within the time prescribed by subsection 29(5) of the *Ontario Heritage Act*.

Therefore, *Council* enacts:

1. The *property* is designated as being of cultural heritage value and interest, as more particularly described in Schedule "A" of this by-law.
2. A copy of this by-law will be registered against the *property* in the appropriate land registry office. The *Clerk* is authorized to serve a copy of this by-law on the owner of the *property* and the *Trust*, and to cause notice of the passing of this by-law to be published in The Kingston Whig-Standard.

3. The *City* reserves the right to install a designation recognition plaque on the *property*, in a location and style determined by the *City* in consultation with the owner.
4. This by-law will come into force and take effect on the date it is passed.

Given First and Second Readings XXX, 2024

Given Third Reading and Passed XXX, 2024

Janet Jaynes
City Clerk

Bryan Paterson
Mayor

Schedule "A"
Description and Criteria for Designation

Civic Address: 15 Rideau Street
Legal Description: Part Lot E Original Survey Kingston City as in FR504369 S/T & T/W FR728395; City of Kingston, County of Frontenac
Property Roll Number: 1011 030 100 10700

Civic Address: 17 Rideau Street
Legal Description: Part Lot E Original Survey Kingston City as in FR504005 T/W FR694591; City of Kingston, County of Frontenac
Property Roll Number: 1011 030 100 10600

Introduction and Description of Property

The subject properties, located at 15 and 17 Rideau Street are located on the east side of Rideau Street, midblock between Barrack and Ordnance Streets in the City of Kingston. These two separate properties contain a two-and-a-half storey residential limestone double-house (duplex) built in 1865.

Statement of Cultural Heritage Value/Statement of Significance

The property has design value or physical value because it is a rare, unique, representative or early example of a style, type, expression, material or construction method.

The building at 15 and 17 Rideau Street is a representative example of a Georgian-style duplex from the late 19th century. Typical of this architectural style is the symmetrical façade, with shallow-pitched side gable roof and central chimney. This building features a four-bay façade (two for each unit) with offset front doors. The limestone is squared, hammer-dressed and laid in even courses on the front elevation and randomly (uncoursed) on the side elevation. A slightly projecting basecourse with dressed and cut stone runs above the basement windows on the main facade. A decorative corbel stone is extant on the parapet wall on the southern unit (15).

As is common with Georgian buildings, there are limited decorative architectural features. Notable, however, are the tall window and door openings, which exhibit flat-headed segmental voussoirs on the first and second floors and segmentally arched voussoirs on the basement level. While the symmetry of the twin parapet walls is lost, with only a parapet wall on the southern unit (15), the simplicity of the design, with shallow-pitched roof and large exposed south wall, reflects and maintains its Georgian influences.

The property has contextual value because it is important in defining, maintaining or supporting the character of an area.

The property has contextual value because it is physically, functionally, visually or historically linked to its surroundings.

The property located at 15 and 17 Rideau Street is important in defining the character of the streetscape along Rideau Street, between Barrack and Ordnance Streets. The west side of the street demonstrates an eclectic pattern of 19th century limestone and brick residential buildings of various architectural style, many being protected heritage properties. While the east side of Rideau Street displays an almost continuous row of red-brick, 19th and early 20th century, duplexes and row houses, punctuated by this stone duplex with its strong Georgian character.

With its shallow setback, symmetrical fenestration pattern, limestone construction, and location close to the lot lines, 15 and 17 Rideau Street shares a visual and historical relationship with its surroundings, particularly the brick row at 23-33 Rideau Street, as well as the stone and brick buildings at 6-26 Rideau Street. As part of this group of buildings, the subject duplex helps maintain the historic and eclectic character of this portion of Rideau Street.

Heritage Attributes

Key exterior elements that contribute to the property's cultural heritage value include its:

- Two-storey massing with gable roof and central brick chimney;
- Parapet wall with corbel at 15 Rideau Street;
- Limestone foundation with projecting base course;
- Hammer-dressed coursed limestone walls on the main façade and uncoursed limestone walls on the south elevation;
- Original window openings with flat heads (first and second floors) and segmental arches (basement level) and limestone sills; and
- Original door openings with transom lights.

Non-Heritage Attributes

Elements that are not included in the Statement of Cultural Heritage Value of the property include:

- Rear decks and patios.

City of Kingston By-Law Number 2024-XX

A By-Law to Designate the property at 217-221 Princess Street to be of Cultural Heritage Value and Interest Pursuant to the *Ontario Heritage Act*

Passed: [insert date]

Whereas:

Subsection 29(1) of the *Ontario Heritage Act*, R.S.O. 1990, Chapter 0.18 (the "*Ontario Heritage Act*") authorizes the council of a municipality to enact by-laws to designate property within the municipality, including buildings and structures on the property, to be of cultural heritage value or interest;

The *property* was listed on the register established pursuant to Section 27 of the *Ontario Heritage Act* in 2010;

On June 19, 2024, Council of the City of Kingston ("*Council*") consulted with its municipal heritage committee regarding the designation of the property at 217-221 Princess Street (the "*property*") in accordance with subsection 29(2) of the *Ontario Heritage Act*;

On [insert date], *Council* caused notice of its intention to designate the *property* to be given to the owner of the *property* and to the Ontario Heritage Trust (the "*Trust*"), and on [insert date], notice of the intent to designate the *property* was published in The Kingston Whig-Standard, a newspaper having general circulation in the City of Kingston; and

No notice of objection to the proposed designation was served on the municipal Clerk (the "*Clerk*") of the Corporation of the City of Kingston (the "*City*") within the time prescribed by subsection 29(5) of the *Ontario Heritage Act*.

Therefore, *Council* enacts:

1. The *property* is designated as being of cultural heritage value and interest, as more particularly described in Schedule "A" of this by-law.
2. A copy of this by-law will be registered against the *property* in the appropriate land registry office. The *Clerk* is authorized to serve a copy of this by-law on the owner of the *property* and the *Trust*, and to cause notice of the passing of this by-law to be published in The Kingston Whig-Standard.

3. The *City* reserves the right to install a designation recognition plaque on the *property*, in a location and style determined by the *City* in consultation with the owner.
4. This by-law will come into force and take effect on the date it is passed.

Given First and Second Readings XXX, 2024

Given Third Reading and Passed XXX, 2024

Janet Jaynes
City Clerk

Bryan Paterson
Mayor

Schedule “A”
Description and Criteria for Designation

Civic Address: 217-221 Princess Street
Legal Description: Part Lot 309 Original Survey Kingston City as in FR544525;
S/T FR544525; City of Kingston, County of Frontenac
Property Roll Number: 1011 030 080 08100

Introduction and Description of Property

The property at 217-221 Princess Street is located on the north side of the street, midblock between Montreal and Sydenham Streets, in downtown Kingston. The 200 square metre commercial property contains a three-and-a-half-storey limestone building, substantially reconstructed following a fire, in 1877.

Statement of Cultural Heritage Value/Statement of Significance

The property has design value or physical value because it is a rare, unique, representative or early example of a style, type, expression, material or construction method.

217-221 Princess Street is a representative example of a 19th century Georgian commercial building in downtown Kingston. While the building was substantially rebuilt in 1877, a newspaper storey of the time noted that the front wall could be salvaged, which indicates that the Georgian characteristics are likely from the earlier 19th century building. For example, its simple three-and-a-half-storey massing with three bays, restrained architectural detailing (i.e. coursed, squared and roughly dressed limestone masonry façade, stone windowsills and voussoirs, and stone corbels), low-pitched gable roof with parapets, and the overall impression of balance and rhythm is typical of 19th century Georgian commercial rows on downtown main streets in Ontario.

Earlier images illustrate multi-pane wooden sash windows (6 over 6 pattern) on the second and third floors and a wooden storefront with a wooden cornice. Although the original/early windows have been removed, the size and proportions of the original window openings, which have a vertical emphasis and decrease in height from the second to third floors, also reflect its Georgian commercial architectural style. Even though the original storefront has been altered, the arched entranceway with transom window and carriageway opening (once arched also) retain what may be the original pattern of openings.

Its commercial use on the ground floor maintains the historic development pattern in downtown Kingston (i.e. commercial at grade with residential/office space above). While the carriageway, even though it has been altered, is characteristic of downtown Kingston and the era of this building.

The property has historical value or associative value because it demonstrates or reflects the work or ideas of an architect, artist, builder, designer or theorist who is significant to a community.

The property has historical/associative value through its connection to the well-known local architectural firm of Power and Son. The Power and Son firm designed many prominent downtown landmarks such as McIntosh Castle, Fire Hall No.1, and the Frontenac County Registry Office. The property at 217-221 Princess Street was one of several buildings along this stretch of Princess Street that the Power firm helped redesign following the fire of 1876. John and Joseph Power were known for their attention to detail both on the exterior and interior of buildings. The decorative corbels and round arched opening on the ground floor are likely examples of this.

The property has contextual value because it is important in defining, maintaining or supporting the character of an area.

The property has contextual value because it is physically, functionally, visually or historically linked to its surroundings.

The property has contextual value for its role in supporting and maintaining the historic and commercial character of this portion of Princess Street and downtown Kingston. Being one of the only limestone facades on the block, and one of only a few buildings with an open carriageway along this portion of Princess Street (between Montreal and Sydenham streets), this property plays an important role in maintaining the 19th century origins and character of this area. Its continuity of window lines, street-wall presence and Georgian commercial style creates a physical, visual and historical link to the commercial buildings on this block of Princess Street.

Heritage Attributes

Key exterior elements that contribute to the property's cultural heritage value include its:

- Three-and-a-half storey three-bay massing with low-pitch gable roof, parapets and decorative stone corbels;
- Coursed, squared and roughly dressed limestone masonry façade;
- Original window openings on the façade with stone voussoirs and stone window sills;
- Half-round arched doorway with engaged pilasters with capitols, and an arched transom topped by stone voussoirs; and
- Open carriageway flanked by engaged pilasters with capitols.

City of Kingston By-Law Number 2024-XX

A By-Law to Designate the property at 22 Yonge Street to be of Cultural Heritage Value and Interest Pursuant to the *Ontario Heritage Act*

Passed: [insert date]

Whereas:

Subsection 29(1) of the *Ontario Heritage Act*, R.S.O. 1990, Chapter 0.18 (the "*Ontario Heritage Act*") authorizes the council of a municipality to enact by-laws to designate property within the municipality, including buildings and structures on the property, to be of cultural heritage value or interest;

The *property* was listed on the register established pursuant to Section 27 of the *Ontario Heritage Act* in 2016;

On June 19, 2024, Council of the City of Kingston ("*Council*") consulted with its municipal heritage committee regarding the designation of the property municipally at 22 Yonge Street (the "*property*") in accordance with subsection 29(2) of the *Ontario Heritage Act*;

On [insert date], *Council* caused notice of its intention to designate the *property* to be given to the owner of the *property* and to the Ontario Heritage Trust (the "*Trust*"), and on [insert date], notice of the intent to designate the *property* was published in The Kingston Whig-Standard, a newspaper having general circulation in the City of Kingston; and

No notice of objection to the proposed designation was served on the municipal Clerk (the "*Clerk*") of the Corporation of the City of Kingston (the "*City*") within the time prescribed by subsection 29(5) of the *Ontario Heritage Act*.

Therefore, *Council* enacts:

1. The *property* is designated as being of cultural heritage value and interest, as more particularly described in Schedule "A" of this by-law.
2. A copy of this by-law will be registered against the *property* in the appropriate land registry office. The *Clerk* is authorized to serve a copy of this by-law on the owner of the *property* and the *Trust*, and to cause notice of the passing of this by-law to be published in The Kingston Whig-Standard.

3. The *City* reserves the right to install a designation recognition plaque on the *property*, in a location and style determined by the *City* in consultation with the owner.
4. This by-law will come into force and take effect on the date it is passed.

Given First and Second Readings XXX, 2024

Given Third Reading and Passed XXX, 2024

Janet Jaynes
City Clerk

Bryan Paterson
Mayor

Schedule “A”
Description and Criteria for Designation
Fisher Brewery Kiln and Office

Civic Address: 22 Yonge Street
Legal Description: Part Lot 13 W/S Yonge St Plan 54 Kingston City as in FR672387 T/W Interest in FR672387; City of Kingston, County of Frontenac
Property Roll Number: 1011 070 090 00200

Introduction and Description of Property

The Fisher Brewery Kiln and Office at 22 Yonge Street, is situated on a 590 square metre residential lot on the west side of the street, south of Logan Street, in the former Village of Portsmouth, now part of the City of Kingston. The property consists of a two-and-a-half-storey stone former kiln, constructed c.1880, and a one-storey former office, constructed in 1924.

Statement of Cultural Heritage Value/Statement of Significance

The property has design value or physical value because it is a rare, unique, representative or early example of a style, type, expression, material or construction method.

The Fisher Brewery Kiln and Office are two of the last remaining structures of a once sprawling brewery. The Kiln and Office have physical value as rare examples of surviving 19th and early 20th century purpose-built brewery/industrial buildings, now residential.

Constructed circa 1880, the Kiln is a rectangular two-and-a-half-storey limestone structure with a truncated hipped roof. The once large brewery buildings that connected to the south elevation of the Kiln were demolished by 1947. The Kiln has undergone numerous changes to become useable in a modern context including the addition of a roof lantern as well as additional window and door openings and a balcony. Despite the evolution of the site, the Portsmouth/Fisher Brewery complex remains an important part of the industrial heritage of what was once a thriving business in Portsmouth Village and along the lakeshore.

The Fisher Brewery Office was constructed in 1924, making it one the earliest 20th century buildings in the Village of Portsmouth. It is a wood frame bungalow on concrete foundation, with a hipped roof and small shed roof dormer (recently removed). Typical of the buildings of this time, the window openings are grouped in twos and threes. Only minor alterations have occurred to this building, including the addition of a large gable dormer on the south elevation.

The property has historical value or associative value because it has direct associations with a theme, event, belief, person, activity, organization or institution that is significant to a community.

The Fisher Brewery Office and Kiln represent one of the key industries in the Village of Portsmouth and is associated with the Fisher family. The brewery was established by William Patterson in 1842, but he sold it when he left Canada 10 years later. It was purchased by James Fisher in 1855 and became known variably as both the Portsmouth Brewery and the Fisher Brewery. These names were used interchangeably until the 1880s; thereafter it was known as the Fisher Brewery. Before purchasing the brewery, James operated a steam sawmill and lumber business in the 1840s with John and Robert Fisher (relation unknown). A 1909 Whig article noted that the business employed eight to ten labourers and produced porter, ale and beer. The Kiln was likely used for drying malted barley used in the production of beer.

The brewery was operated by the Fisher family until 1917. James brought his son Joseph into the family business around 1865 and by the early 20th century the brewery is referred to the Fisher Bros. and operated by William and John Fisher. John Fisher was a prominent member of the community, serving as Reeve for the Village of Portsmouth for 18 years. After the brewery left the Fisher family's hands, it was briefly called the Lake Ontario Brewery, before it closed in 1930.

The Fisher Brewery Office was designed by Scottish-trained architect Colin Drever (1887-1975). Drever immigrated to Canada in 1911 and became a partner in the Power & Son firm until creating his own architectural firm in 1923. The design of the Fisher Brewery Office is considered one his earliest solo commissions (68 Kensington Avenue being his first). Some of Drever's notable architectural works in Kingston include the Power Plant at 100 King Street West, the LaSalle Hotel on Bagot Street, and McLaughlin Hall and McArthur College at Queen's University.

The property has contextual value because it is physically, functionally, visually or historically linked to its surroundings.

The property has contextual value because it is a landmark.

The property has contextual value because it is physically and historically linked to its surroundings. The Portsmouth/Fisher Brewery once sprawled over three acres and had an icehouse, bottling room, wash house, large brewery building, offices, a kiln, coal shed, barrel shed, stable and a wharf. The Kiln and Office, along with the adjacent stable at 1 Mowat Avenue, are the last remaining buildings of this once thriving brewery. The Kiln's massing, height, truncated hipped roof and early stone construction make it a visual landmark along Yonge Street, and in the Portsmouth area.

Heritage Attributes

Key exterior elements that contribute to the property's cultural heritage value include the:

Former Kiln:

- Its rectangular three-storey limestone construction;
- Its truncated hipped roof; and
- Its original openings, including the door opening on the south elevation and the second storey window openings on the west elevation with stone sills; and

Former Office:

- Its wood frame one-storey construction with offset front door;
- Its hipped roof; and
- Its original window openings that are grouped in twos and threes; and

Overall Property:

- Location next to the shore of the St. Lawrence River; and
- Proximity to the former brewery/stable building at 1 Mowat Avenue.

City of Kingston By-Law Number 2024-XX

A By-Law to Designate the property at 3250 Quabbin Road to be of Cultural Heritage Value and Interest Pursuant to the *Ontario Heritage Act*

Passed: [insert date]

Whereas:

Subsection 29(1) of the *Ontario Heritage Act*, R.S.O. 1990, Chapter 0.18 (the "*Ontario Heritage Act*") authorizes the council of a municipality to enact by-laws to designate property within the municipality, including buildings and structures on the property, to be of cultural heritage value or interest;

The *property* was listed on the register established pursuant to Section 27 of the *Ontario Heritage Act* in 2016;

On June 19, 2024, Council of the City of Kingston ("*Council*") consulted with its municipal heritage committee regarding the designation of the property municipally at 3250 Quabbin Road (the "*property*") in accordance with subsection 29(2) of the *Ontario Heritage Act*;

On [insert date], *Council* caused notice of its intention to designate the *property* to be given to the owner of the *property* and to the Ontario Heritage Trust (the "*Trust*"), and on [insert date], notice of the intent to designate the *property* was published in The Kingston Whig-Standard, a newspaper having general circulation in the City of Kingston; and

No notice of objection to the proposed designation was served on the municipal Clerk (the "*Clerk*") of the Corporation of the City of Kingston (the "*City*") within the time prescribed by subsection 29(5) of the *Ontario Heritage Act*.

Therefore, *Council* enacts:

1. The *property* is designated as being of cultural heritage value and interest, as more particularly described in Schedule "A" of this by-law.
2. A copy of this by-law will be registered against the *property* in the appropriate land registry office. The *Clerk* is authorized to serve a copy of this by-law on the owner of the *property* and the *Trust*, and to cause notice of the passing of this by-law to be published in The Kingston Whig-Standard.

3. The *City* reserves the right to install a designation recognition plaque on the *property*, in a location and style determined by the *City* in consultation with the owner.
4. This by-law will come into force and take effect on the date it is passed.

Given First and Second Readings XXX, 2024

Given Third Reading and Passed XXX, 2024

Janet Jaynes
City Clerk

Bryan Paterson
Mayor

Schedule "A"
Description and Criteria for Designation
Guess Farmstead

Civic Address: 3250 Quabbin Road
Legal Description: Part Lots 6-7 Con 7 Western Addition Kingston Part 2,
13R15217; City of Kingston, County of Frontenac
Property Roll Number: 1011 080 230 08100

Introduction and Description of Property

The subject property, located at 3250 Quabbin Road, is situated on the south side of the road, west of Highway 38, in the former Township of Kingston, now the City of Kingston. The approximately 12-hectare irregularly shaped rural property contains a one-and-a-half storey limestone farmhouse, built in the latter half of the 19th century for farmers Fergus and Eleanor Guess. Several modern additions have been added to the dwelling, including a central shed dormer; two detached former agricultural buildings are also present on the property.

Statement of Cultural Heritage Value/Statement of Significance

The property has design value or physical value because it is a rare, unique, representative or early example of a style, type, expression, material or construction method.

The property has design value or physical value because it displays a high degree of craftsmanship or artistic merit.

The Guess Farmstead is a representative example of a mid-19th century limestone farmhouse with Georgian influences. The house's simple vernacular architecture is expressed by its restrained profile with regular plan, constructed from random buff and grey limestone laid in regular courses with a grey course at the frieze. Common for the Georgian-influenced Ontario vernacular style of house is the medium-pitched side gable roof with twin stone chimneys that are located at the gable ends of the main house, and a central main entrance, flanked by large rectangular window openings.

However, various embellishments point to a high degree of craftsmanship and artistic effort that are somewhat unusual in a vernacular farmhouse of this era. The oversized main entranceway features a transom window and side lights, topped by segmental arches made of tall, flared stone voussoirs. The demonstrable craftsmanship is visible in the attention to construction methods and materials, such as the evenly coursed limestone construction and fine masonry work on the façade.

The property has historical value or associative value because it has direct associations with a theme, event, belief, person, activity, organization or institution that is significant to a community.

The Guess Farmstead is associated with the Guess Family, who were early settlers on Quabbin Road and farmed the lands for at least two generations. Fergus and Eleanor Guess purchased the property in 1846. Initially they lived in a one storey log house with their children: Elizabeth, Anson and Francis, until the current stone farmhouse was constructed sometime between 1851 and 1860. By 1865, Francis Guess is noted as the primary resident at the farmhouse and took full ownership in 1881. Fergus Guess was still listed as the property freeholder as late as 1886.

The property has contextual value because it is important in definingThe, maintaining or supporting the character of an area.

The property has contextual value because it is physically, functionally, visually or historically linked to its surroundings.

The Guess Farmstead has contextual value as its simple vernacular design, integrity, multi-coloured limestone construction, unpaved circulation routes, various former agricultural buildings and the proximity of these features to the road, supports and maintains the scenic and historic rural character of the road.

With its Ontario vernacular style, limestone construction, the Guess Farmstead shares a visual and historical relationship with its surroundings and is an important part of the historical rural context of the area.

Heritage Attributes

Key exterior elements that contribute to the property's cultural heritage value include its:

- One-and-a-half storey farmhouse constructed of multi-coloured, dressed and squared limestone, laid in even courses;
- Medium-pitched gable roof with two stone chimneys;
- Central entranceway with sidelights and transom, topped by tall radiating limestone voussoirs; and
- Original fenestration pattern of window openings with stone voussoirs and stone sills.

City of Kingston By-Law Number 2024-XX

A By-Law to Designate the property at 3857-3889 Seabrooke Road to be of Cultural Heritage Value and Interest Pursuant to the *Ontario Heritage Act*

Passed: [insert date]

Whereas:

Subsection 29(1) of the *Ontario Heritage Act*, R.S.O. 1990, Chapter 0.18 (the "*Ontario Heritage Act*") authorizes the council of a municipality to enact by-laws to designate property within the municipality, including buildings and structures on the property, to be of cultural heritage value or interest;

The *property* was listed on the register established pursuant to Section 27 of the *Ontario Heritage Act* in 2010;

On June 19, 2024, Council of the City of Kingston ("*Council*") consulted with its municipal heritage committee regarding the designation of the property municipally at 3857-3889 Seabrooke Road (the "*property*") in accordance with subsection 29(2) of the *Ontario Heritage Act*;

On [insert date], *Council* caused notice of its intention to designate the *property* to be given to the owner of the *property* and to the Ontario Heritage Trust (the "*Trust*"), and on [insert date], notice of the intent to designate the *property* was published in The Kingston Whig-Standard, a newspaper having general circulation in the City of Kingston; and

No notice of objection to the proposed designation was served on the municipal Clerk (the "*Clerk*") of the Corporation of the City of Kingston (the "*City*") within the time prescribed by subsection 29(5) of the *Ontario Heritage Act*.

Therefore, *Council* enacts:

1. The *property* is designated as being of cultural heritage value and interest, as more particularly described in Schedule "A" of this by-law.
2. A copy of this by-law will be registered against the *property* in the appropriate land registry office. The *Clerk* is authorized to serve a copy of this by-law on the owner of the *property* and the *Trust*, and to cause notice of the passing of this by-law to be published in The Kingston Whig-Standard.

3. The *City* reserves the right to install a designation recognition plaque on the *property*, in a location and style determined by the *City* in consultation with the owner.
4. This by-law will come into force and take effect on the date it is passed.

Given First and Second Readings XXX, 2024

Given Third Reading and Passed XXX, 2024

Janet Jaynes
City Clerk

Bryan Paterson
Mayor

Schedule “A”
Description and Criteria for Designation

Civic Address: 3857-3889 Seabrooke Road

Legal Description: Lots 37-38 Con 9 Pittsburgh; Part Lot 36 Con 9 Pittsburgh as in FR435433, Except FR191319 (Secondly) & Part 4 13R9336; City of Kingston, County of Frontenac

Roll Number: 1011 090 010 25600; 1011 090 010 25700; 1011 090 010 17400

Introduction and Description of Property

The property is situated on the south side of the road, east of Highway 15, in the former Pittsburgh Township, now part of the City of Kingston. This approximately 180-hectare rural property contains a one-and-a-half storey, T-shaped, wood frame Ontario Gothic Revival Cottage style farmhouse built circa 1870 at civic address 3889 Seabrooke Road. The property also includes a second dwelling at 3857 Seabrooke Road, built in the latter half of the 20th century, with no heritage value, and a series of detached agricultural buildings from various eras.

Statement of Cultural Heritage Value/Statement of Significance

The property has design value or physical value because it is a rare, unique, representative or early example of a style, type, expression, material or construction method.

The property has design value or physical value because it displays a high degree of craftsmanship or artistic merit.

The frame house is representative of the Ontario Gothic Revival Cottage, as demonstrated through the symmetrical façade, pitched gable roof with tall brick chimney at the roof peak (once a chimney at each end) and a front elevation that includes a balanced arrangement of openings, with a central gable that features an arched window opening. The centrally located front entranceway is flanked by large window openings, typical of the Ontario Gothic Revival Cottage style. With the exception of the central gable window, all of the windows and doors appear to be modern replicas, however they are designed to complement the Ontario Gothic style of the dwelling.

In addition to displaying architectural elements common to the style, the property also demonstrates several unusual elements. For example, its oversized flat-headed main entrance, is slightly recessed with side lights and moulded side panels and transom window. The entranceway is embellished by a delicate array of dentils, brackets and pilasters. The side lights and transom window feature an elaborate tracery pattern. The

window openings have flat heads and moulded surrounds that rise from the foundation, however older pictures indicate that they (as well as the windows on the side of the building) once included wooden surrounds with a slightly peaked head. The central window above the main entrance includes a half round arch surround with a rosette in key and a sash window with a decorative tracery design.

The property has contextual value because it is important in defining, maintaining or supporting the character of an area.

The property has contextual value because it is physically, functionally, visually or historically linked to its surroundings.

The property shares a visual and historical relationship with its surroundings and supports the historic agricultural character of the area. The distinct Ontario Gothic Revival style, which was a common design in Ontario farmhouse construction during the second half of the 19th century, maintains the historic agricultural character along Seabrooke Road. The building's location on a high point of land close to the road and the presence of several large agricultural buildings visible from the road are key features that support and maintain this context of the area.

Heritage Attributes

Key exterior elements that contribute to the property's cultural heritage value include its:

- One-and-a-half storey wood frame construction, clad in clapboard style siding;
- Medium-pitch side gable roof with a central medium-pitch front gable and tall brick chimney;
- Semi-circular arched window opening located in the central gable with moulded surround and sash window with tracery;
- Symmetrical front façade with a central entranceway flanked by window openings; and
- Large entranceway, slightly recessed with moulded surround complete with dentils, brackets and pilasters, sidelights and transom window with elaborate tracery, and moulded side panels.

Non-Heritage Attributes

Elements that are not included in the Statement of Cultural Heritage Value of the property include:

- Various detached outbuildings and structures; and
- Modern dwelling at 3857 Seabrooke Road.

City of Kingston By-Law Number 2024-XX

A By-Law to Designate the property at 790 Front Road to be of Cultural Heritage Value and Interest Pursuant to the *Ontario Heritage Act*

Passed: [insert date]

Whereas:

Subsection 29(1) of the *Ontario Heritage Act*, R.S.O. 1990, Chapter 0.18 (the "*Ontario Heritage Act*") authorizes the council of a municipality to enact by-laws to designate property within the municipality, including buildings and structures on the property, to be of cultural heritage value or interest;

The *property* was listed on the register established pursuant to Section 27 of the *Ontario Heritage Act* in 2016;

On June 19, 2024, Council of the City of Kingston ("*Council*") consulted with its municipal heritage committee regarding the designation of the property at 790 Front Road (the "*property*") in accordance with subsection 29(2) of the *Ontario Heritage Act*,

On [insert date], *Council* caused notice of its intention to designate the *property* to be given to the owner of the *property* and to the Ontario Heritage Trust (the "*Trust*"), and on [insert date], notice of the intent to designate the *property* was published in The Kingston Whig-Standard, a newspaper having general circulation in the City of Kingston; and

No notice of objection to the proposed designation was served on the municipal Clerk (the "*Clerk*") of the Corporation of the City of Kingston (the "*City*") within the time prescribed by subsection 29(5) of the *Ontario Heritage Act*.

Therefore, *Council* enacts:

1. The *property* is designated as being of cultural heritage value and interest, as more particularly described in Schedule "A" of this by-law.
2. A copy of this by-law will be registered against the *property* in the appropriate land registry office. The *Clerk* is authorized to serve a copy of this by-law on the owner of the *property* and the *Trust*, and to cause notice of the passing of this by-law to be published in The Kingston Whig-Standard.

3. The *City* reserves the right to install a designation recognition plaque on the *property*, in a location and style determined by the *City* in consultation with the owner.
4. This by-law will come into force and take effect on the date it is passed.

Given First and Second Readings XXX, 2024

Given Third Reading and Passed XXX, 2024

Janet Jaynes
City Clerk

Bryan Paterson
Mayor

Schedule “A”
Description and Criteria for Designation
Murton-Henderson House

Civic Address: 790 Front Road
Legal Description: Part Lot 7, Con 1, Parts 4-7, 13R14719; T/W Part 3, 13R14719; S/T ROW in favour of the owners of Parts 1 & 3, 13R14719 over Parts 4 & 5, 13R14719 as in Lot 11792; Kingston Township now City of Kingston, County of Frontenac
Property Roll Number: 1011 080 060 02000

Introduction and Description of Property

The Murton-Henderson House at 790 Front Road is situated on the north side of the road, in the former Township of Kingston, now the City of Kingston. The approximately 3,500 square metre residential parcel contains a two-storey residence with Italianate elements, constructed circa 1875, with a large rear/side addition, added in 2011.

Statement of Cultural Heritage Value/Statement of Significance

The property has design value or physical value because it is a rare, unique, representative or early example of a style, type, expression, material or construction method.

The Italianate style of dwelling is relatively rare in Kingston Township. Together with the 1860s John Grass House at 1193 Front Road and the Wartman House at 890 Front Road, the Murton-Henderson House is one of only a few examples of a house with Italianate influences in this part of Kingston.

The original two-storey ‘L’-shaped plan structure is constructed from red brick laid in stretcher bond pattern with a limestone foundation. Typical of the Italianate style, the house has a balanced front façade, featuring a complex hip roof with two substantial red brick chimneys with banding, and a two-storey bay window located on the western aspect of the front façade. Adjacent to the main entranceway is an oval window opening that includes decorative glazing and is surrounded by two bands of bricks. Also typical of the style are the large windows on the front façade that feature segmental flat heads with limestone sills and brick voussoirs.

The single storey bay window, second storey balcony and the eastern addition to the house were added in 2011. The entranceway has a portico with a round arched roof, decorative square columns and engaged columns (likely a later addition).

Concrete gate posts on the property indicate the original driveway entrance.

The property has historical value or associative value because it has direct associations with a theme, event, belief, person, activity, organization or institution that is significant to a community.

The Murton-Henderson House is associated with the Murton and Henderson families. The construction of the house is likely associated with the purchase of the property by John and Sarah Murton in 1875. The Murtons were successful farmers, indicated by the additions built onto the original structure by 1891. Together with their children, Margaret and George, the Murton family lived in the house and farmed the lands for many years. George Murton and his wife Emma resided in a neighbouring stone house (possibly 160 Belmont Avenue) with their children George Jr. and Frederick, until 1901 when John Murton transferred his property and the red brick house to his son George for the consideration of 'love and affection'.

In 1940, the property was purchased by the Henderson family. James R. Henderson (1896-1968) was a well-known dairy cattle breeder and farmer. He served as President of the Holstein-Friesian Association of Canada in 1942, as well as a Director of the Association for 15 years. He received numerous awards for his contribution to the advancement of the dairy industry in Canada and Kingston area. Henderson's farm was known as Strathaven Farm. James served as chair of the Township School Board and sold six acres of his land for a new school in School Section No. 2, to replace the Crystal Springs School on Days Road. The new school, known as Ecole James R. Henderson Public School, was named in his honour. The neighbourhood, stretching from Front Road to Bath Road west of Days Road, is known as Henderson Place, reflecting the family's prominence in the area.

The property has contextual value because it is physically, functionally, visually or historically linked to its surroundings.

The Murton-Henderson House is historically linked to its surroundings. This substantial house with Italianate influences, is located along a main thoroughfare in what was once an active agricultural area. The Strathaven Farm and Henderson family were well-known in this area. Together with the historic red-brick dwelling at 890 Front Road and the limestone dwelling at 160 Belmont Avenue, the Murton-Henderson House is a defining property and key to maintaining the sense of historic rural community, which is all but lost.

Heritage Attributes

Key exterior elements that contribute to the property's cultural heritage value include its:

- Original two storey house in an 'L'-shaped plan, constructed of brick, with limestone foundation;
- Complex hipped roof with deep cornice and frieze, and two brick chimneys with banding;
- Balanced front façade including two storey bay window;

City of Kingston By-Law Number 2024-XX

- Oval window opening with decorative glazing surrounded by two bands of brick voussoirs;
- Segmental flat-headed window openings with stone sills and brick voussoirs; and
- Concrete gate posts at the former driveway entrance.