



City of Kingston
Council Meeting
Agenda

21-2024

Tuesday, September 17, 2024

7:00 p.m.

Council Chamber

Council will resolve into the Committee of the Whole "Closed Meeting" at 5:45 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. A proposed or pending acquisition or disposition of land by the municipality or local board - Clogg's Road Business Park;
 - b. Education & training pursuant to Section 293(3.1) of the Municipal Act - Customer Service Standards; and
 - c. 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. **Christine Sypnowich - Council Procedural By-Law Updates**

Christine Sypnowich will appear before Council to speak to Clause 4 of Report Number 80: Received from the Chief Administrative Officer (Recommend) regarding Council Procedural By-Law Updates.

2. Greg Samuel - Council Procedural By-Law Updates

Greg Samuel will appear before Council to speak to Clause 4 of Report Number 80: Received from the Chief Administrative Officer (Recommend) regarding Council Procedural By-Law Updates.

9. Briefings

10. Petitions

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

12. Deferred Motions

13. Report Number 80: Received from the Chief Administrative Officer (Recommend)

1. Briefing - Tywen Thomas - Commercial Land Review & Strategic Directions

Tywen Thomas, Senior Project Manager, urbanMetrics, will brief Council on Clause 2 of Report Number 80: Received from the Chief Administrative Officer (Recommend) with respect to Commercial Land Review & Strategic Directions.

2. Commercial Land Review & Strategic Directions

10

(Report Number 24-223 from the Commissioner, Growth & Development Services)

That Council endorse the City of Kingston Commercial Land Review and Strategic Directions, dated August 28, 2024, prepared by urbanMetrics inc., attached as Exhibit A to Report Number 24-223; and

That the policy directions included in Exhibit A to Report Number 24-223 inform the drafting of new policies related to commercial uses in the new Official Plan.

3. Municipal Support for Carbon Storage Through Enhanced Rock Weathering Program

123

(Report Number 24-230 from the Commissioner, Growth & Development Services)

That Council approve contribution up to \$212,000 to be funded from the Environment Reserve Fund to enable the City's participation in and support of Canadian Wollastonite's enhanced rock weathering carbon capture program during 2025 to 2027; and

That staff provide an annual report back to Council that documents the number of acres of supported agricultural application and estimates of resultant carbon dioxide capture and storage.

4. Council Procedural By-Law Updates

135

(Report Number 24-211 from the Chief Administrative Officer)

(See By-Law Number (1), 2024-360)

That Council approve the By-Law attached as Exhibit A to Report Number 24-211 (A By-Law to Amend By-Law Number 2021-41, A By-Law to Provide Rules for Governing the Order and Procedures of the Council of The Corporation of the City of Kingston).

14. Report Number 81: Received from the Chief Administrative Officer (Consider)

That Report Number 81: Received from the Chief Administrative Officer (Consider) be received and considered.

1. Limestone City Co-Operative Housing Inc. - Project Proposal Update

151

(Report Number 24-232 from the Chief Administrative Officer)

That Council consider the following options as it relates to the Limestone City Co-Operative Housing Inc.'s request for funding and commitment to the 900 Division Street City-owned property:

Option 1:

That Council approve up to \$2,290,000 as a forgivable loan/grant from the Working Fund Reserve to be allocated to the Limestone City Co-Operative Housing Inc. to complete the following work:

- a zoning by-law amendment application for 900 Division Street on behalf of the City of Kingston;
- advance the design and costing to a Class B estimate for a future cooperative housing development;
- develop an innovation and feasibility study as well as a business plan and viability report;
- retain an owner's representative to Class B;
- retain philanthropic services; and

That staff report back on the status of the Limestone City Co-Operative Housing Inc. project in February 2025.

Option 2:

That Council decline the request for \$2,290,000 from the Limestone City Co-Operative Housing Inc.; and

That Council continue to commit the City-owned property at 900 Division Street until February 2025, as previously approved, allowing the Limestone City Co-Operative Housing Inc. opportunity to secure its financing to advance design and studies to a Class B estimate; and

That staff report back on the status of the Limestone City Co-Operative Housing Inc. project in February 2025.

15. Report Number 82: Received from the Planning 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. Official Plan & Zoning By-Law Amendment - 1739 Westbrook Road

202

(Exhibits A & B to Report Number PC-24-047)

(See By-Law Number (2), 2024-361)

(See By-Law Number (3), 2024-362)

That the applications for Official Plan and zoning By-Law amendments (File Number D35-004-2024) submitted by Asterisk Engineering Corp, on behalf of Propane Levac Propane Inc, for the property municipally known as 1739 Westbrook Road, be approved; and

That the City of Kingston Official Plan, as amended, be further amended, amendment number 97, as per Exhibit A, (Draft By-Law and Schedule A to Amend the Official Plan) to Report Number PC-24-047; and

That Kingston Zoning By-Law Number 2022-62, as amended, be further amended, as per Exhibit B (Draft By-Law and Schedule A & B to Amend Zoning By-Law Number 2022-62) to Report Number PC-24-047; and

That Council determines that in accordance with Section 34(17) of the Planning Act, no further notice is required prior to the passage of the By-Law; and

That the amending By-Law be presented to Council for all three readings.

16. Report Number 83: Received from the Municipal Accessibility Advisory 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. Accessibility Standards Policy, as amended by the Municipal Accessibility Advisory Committee on September 5, 2024

211

(Exhibit A to Report Number MAAC-24-012)

That the current Accessibility Standards Policy, approved by Council in 2013, be rescinded, and the proposed Accessibility Standards Policy, attached as Exhibit A to Report Number MAAC-24-012, as amended by the Municipal Accessibility Advisory Committee on September 5, 2024 as noted below, be approved:

On page 25 of 49, in the first paragraph under the heading Service Animals, deleting “Service animals may also provide assistance to persons with post-traumatic stress disorder, epilepsy, autism spectrum disorder and a variety of other disabilities, both visible and invisible.” and replacing with “Service animals may provide assistance to persons with a variety of disabilities, both visible and invisible, such as medical response, mobility assistance, hearing, and combinations thereof.”

On page 26 of 49, deleting the second paragraph and replacing with the following: “If an animal is behaving properly, regardless of status, the best practice is to allow access to the facility. If an animal is not behaving in a professional manner staff do have the ability to request a handler provide documentation of their service animal’s status from on of the professionals listed below. Note, people may be visiting from outside of Ontario where documentation requirements may differ. Residents of Ontario require the following documentation:

That the City of Kingston Notice of Temporary Service Disruption Policy be rescinded.

17. Committee of the Whole

18. Information Reports

1. RXN 'Reaction' Hub Project Update 237

(Report Number 24-110 from the Director, Office of Strategy, Innovation & Partnerships)

The purpose of this report is to provide Council with an update on the creation of the Clean Tech Innovation & Commercialization Hub (RXN 'Reaction' Hub).

2. July 2024 Tender and Contract Awards Subject to Delegation of Authority 246

(Report Number 24-212 from the Chief Financial Officer & City Treasurer)

The purpose of this report is to provide Council with details of contracts greater than \$100,000 awarded for the month of July 2024 that meet the established criteria of delegated authority for standard procurements and non-standard procurements.

3. Community Housing Cost Analysis 255

(Report Number 24-173 from the Commissioner, Community Services)

The purpose of this report is to provide Council with a high-level estimate on the cost estimate associated with the development and ongoing operation of sufficient new social, supportive and transitional housing.

19. Information Reports from Members of Council

20. Miscellaneous Business

Miscellaneous Business Items are voted on as one motion.

1. City of Kingston Heritage Fund - Review Committee (Operating Grants)

Moved by: Councillor Stephen

Seconded by: Councillor Cinanni

Whereas on June 18, 2024 Councillor Glenn was appointed to participate in the Review Committee (Operating Grants) for the City of Kingston Heritage Fund on September 23 and 30, 2024; and

Whereas Councillor Glenn is not longer able to participate in the Review Committee (Operating Grants);

Therefore Be It Resolved That Council appoint Councillor _____ to participate, along with the Director, Heritage Services, in the Review Committee (Operating Grants) on September 23 and September 30 , 2024.

21. New Motions

22. Notices of Motion

23. Minutes

Distributed to all Members of Council on September 13, 2024.

That the Minutes of City Council Meeting Number 20-2024, held Tuesday, September 3, 2024 be confirmed.

24. Tabling of Documents

25. Communications

264

Communications received and distributed to Council between August 27, 2024 and September 10, 2024.

26. Other Business

27. By-Laws

That By-Laws (1) through (3), and (5) be given their first and second reading.

That By-Laws (2) through (5) be given their third reading.

1. A By-Law to Provide Rules for Governing the Order and Procedures of the Council of The Corporation of the City of Kingston

A By-Law to Amend City of Kingston By-Law Number 2021-41, A By-Law to Provide Rules for Governing the Order and Procedures of the Council of The Corporation of the City of Kingston

First and Second Reading

Proposed By-Law Number 2024-360

(Clause 4, Report Number 80)

2. Official Plan Amendment - 1739 Westbrook Road

A By-Law to Amend The City of Kingston Official Plan (Amendment Number 97, 1739 Westbrook Road)

Three Readings

Proposed By-Law Number 2024-361

(Clause 1, Report Number 82)

3. Kingston Zoning By-Law - 1739 Westbrook Road

A By-Law to Amend By-Law Number 2022-62, "Kingston Zoning By-Law Number 2022-62" (Transfer of Lands into the Kingston Zoning By-Law and Introduction of Exception Number E171 (1739 Westbrook Road)

Three Readings

Proposed By-Law Number 2024-362

(Clause 1, Report Number 82)

4. 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)

Third Reading

By-Law Number 2024-351

(Clause 3, Report Number 77, September 3)

5. A By-Law to confirm the proceedings of Council at its meeting held on September 17, 2024

Three Readings

Proposed By-Law Number 2024-363

(City Council Meeting Number 21-2024)

28. Adjournment

That Council do now adjourn.



**City of Kingston
Report to Council
Report Number 24-223**

To: Mayor and Members of Council
From: Paige Agnew, Commissioner, Growth & Development Services
Resource Staff: Tim Park, Director, Planning Services
Date of Meeting: September 17, 2024
Subject: Commercial Land Review & Strategic Directions

Council Strategic Plan Alignment:

Theme: 5. Drive Inclusive Economic Growth

Goal: 5.3 Diversify Kingston's economic base.

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

Goal: 5.5 Continue to enhance Kingston as a tourist destination.

Goal: 5.8 Ensure the downtown remains vibrant.

Executive Summary:

Following Council's endorsement of the Medium Population, Housing and Employment Growth Scenario for the City of Kingston for the 2021-2051 period ([Report Number 24-016](#) dated December 5, 2023), urbanMetrics inc. (urbanMetrics) has prepared a Commercial Land Review & Strategic Directions report as one of the key background studies for the Official Plan project. This study includes a review of Kingston's commercial structure, a long-term technical assessment of the city's commercial needs, including determining if there is sufficient land within the urban boundary to accommodate the required commercial development forecast to the year 2051, and provides strategic policy recommendations to inform the development of commercial policies in the new Official Plan.

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The study considers both qualitative and quantitative data and uses the following methodology:

- **Commercial inventory update:** The previous inventory database of the city's commercial floor space and vacant commercial land was updated. This included a review of different categories of commercial inventory, including food store retail, non-food store retail, and service commercial establishments.
- **Market analysis:** A market analysis was conducted to understand the current market characteristics and to project future demand for warranted commercial space up to 2051.
- **Stakeholder engagement:** The engagement included one-on-one interviews with 24 public and private sector stakeholders, a consumer survey which received 1,190 completed responses, and a public information centre to gather insights and feedback on commercial needs.
- **Warranted space projection:** The market analysis results, 2023 retail trade data from Statistics Canada, and urbanMetrics' commercial projection model were combined to estimate the commercial space that is anticipated to be supported by population and/or expenditure growth in the market.
- **Supply-demand reconciliation:** Existing commercial space and vacant land supply were compared with projected demand to identify gaps or surpluses.
- **Other municipal practices:** A review was undertaken of commercial policies and strategies from other municipalities to identify practices that can be adapted to Kingston.
- **Policy recommendations:** Based on the findings, a series of recommendations for policy directions were developed for consideration through the Official Plan project.

The key findings and recommendations of the Commercial Land Review & Strategic Directions study prepared by urbanMetrics are as follows:

- The city should plan to accommodate 1.47 million square feet of new commercial space to the year 2051.
- The city will need a total of 57.4 hectares of lands for commercial purposes by the year 2051.
 - The city has a supply of 31.2 hectares of vacant commercially designated land within the urban boundary.
 - Approximately 11.1 hectares of new commercial lands would be needed beyond the existing urban boundary for local-serving commercial uses, if existing lands remain designated commercial. Approximately 8.2 hectares of lands would be needed to accommodate commercial uses that have traditionally been located in industrial areas and would have represented demand for land within those areas. Staff note that these land need requirements have already been incorporated as part of the Community Area Land Needs and Intensification Analysis ([Report](#)

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[Number 24-172](#)) and the Employment Area Lands Review ([Report Number 24-221](#)) prepared by Watson & Associates Economists Ltd.

- For the remaining 6.9 hectares of commercial lands needed (i.e. 57.4 - 31.2 - (11.1 + 8.2) hectares), the study recommends that the city either expand mixed-use permissions that allow for the inclusion of new commercial space in residential developments or incorporate additional commercial land in an expanded urban boundary.
- The consultant team predicts that there is likely sufficient residual demand to support an additional large-scale general merchandise store within Kingston, potentially including a grocery component, particularly if this is an anchor tenant for a new commercial node in the urban boundary expansion area.
- The consultant team notes that Kingston's projected population growth of more than 60,000 people is likely to support between 5 and 7 new supermarkets over the projection period.

Based on the analysis undertaken, urbanMetrics has included a set of policy directions for consideration through the Official Plan project, including recommendations for restructuring the existing commercial designations, supporting intensification and commercial mixed-use developments and increasing flexibility, accommodating commercial space in greenfield areas that is appropriately sized and optimally located to integrate into the urban fabric and meet the local commercial needs, and facilitating high-quality commercial developments. The full set of policy recommendations is included in the Commercial Land Review and Strategic Directions report (Exhibit A).

Employment land requirements for the city have been reviewed separately, and the assessment was provided in Report Number 24-221, delivered to Council on September 3, 2024. As noted in previous reports to Council, the location of future urban boundary expansion lands will be reviewed 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.

The purpose of this report is to seek Council's endorsement of the Commercial Land Review & Strategic Directions. Staff will take the policy directions of the study, as appropriate, to help inform the drafting of new policies related to commercial 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.

Recommendation:

That Council endorse the City of Kingston Commercial Land Review and Strategic Directions, dated August 28, 2024, prepared by urbanMetrics inc., attached as Exhibit A to Report Number 24-223; and

That the policy directions included in Exhibit A to Report Number 24-223 inform the drafting of new policies related to commercial uses in the new Official Plan.

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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 background studies have been initiated by Planning Services, including a Population, Housing and Employment Forecast, an Employment Land Review, and a Commercial Land Review. 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 drafting of the residential, industrial, and commercial land use policies in the City's new Official Plan.

urbanMetrics inc. (urbanMetrics), as part of the broader Watson team, has prepared a Commercial Land Review & Strategic Directions report (Exhibit A) to review Kingston's commercial structure, provide a long-term technical assessment of the City's commercial needs, including determining if there is sufficient land within the urban boundary to accommodate the required commercial development forecast to the year 2051 and to provide strategic policy recommendations to inform the development of the new Official Plan.

The analysis carried out in the Commercial Land Review & Strategic Directions indicates that the city will need a total of 57.4 hectares of commercial land by the year 2051 to accommodate new commercial development. The city has a supply of 31.2 hectares of vacant commercially designated land within the urban boundary. The analysis confirms that the city has a shortfall of commercial land within the urban area to accommodate future commercial development to the year 2051. Approximately 11.1 hectares of new commercial lands would be needed beyond the existing urban boundary for local-serving commercial uses. Approximately 8.2 hectares of lands would be needed to accommodate commercial uses that have traditionally been located in industrial areas and would have represented demand for land within those areas. Staff note that these land requirements have already been incorporated as part of the Community Area Land Needs and Intensification Analysis (Report Number 24-172) and the Employment Area Lands Review (Report Number 24-221) prepared by Watson. For the remaining 6.9 hectares of commercial lands needed, the study recommends that the city either expand mixed-use permissions that allow for the inclusion of new commercial space in residential developments or incorporate additional commercial land in an expanded urban boundary.

Commercial Land Review & Strategic Directions

The following is a summary of the approach used by urbanMetrics for the Commercial Land Review & Strategic Directions report.

Commercial Policy Review

The report examines the existing commercial designations and zones within the current City of Kingston Official Plan and Kingston Zoning By-Law Number 2022-62 respectively, as well as the additional Williamsville and Downtown mixed-use zones. An analysis of the zones uses three impact areas that are often cited as barriers to successful mixed use or commercial development, including development limitations, connectivity and public realm, and tenant

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restrictions. A summary of the current policy and regulatory context observes that while the City is continuing to make efforts to integrate and simplify the planning framework, there are still opportunities to build greater degrees of adaptability and flexibility into new and amended policy and regulatory documents going forward. It is emphasized that while there are provisions for mixed use development, new policies will need to continue to accommodate mixed use projects with a goal of reducing the need for site-specific amendments for future development.

Commercial Market Overview

The commercial market overview includes a market profile of Kingston, which is considered a mature and complete regional market – residents of adjacent municipalities are more likely to visit Kingston than vice versa. It is identified as a centre for post-secondary education and tourism, with the observation that students and tourist behaviours lead to a strong market of food and drink establishments with a concentration in the downtown. It is noted that at 10% of the total commercial inventory, there is a lack of grocery and supermarkets compared to other comparable cities and this may be an expanding market gap as Kingston grows. The retail and commercial space in Kingston totals approximately 7.7 million square feet, with most of the space concentrated in six general areas of concentrated commercial activity. At 5%, the vacancy rate is consistent with a balanced market. Also of note is that almost 1 million square feet of commercial space is located on lands originally planned for industrial uses. There may be future implications in this regard as the city prepares for changes in way that the Province now defines Employment Areas in the new Provincial Planning Statement, 2024 (PPS, 2024), precluding many commercial uses from future development in these areas.

The report also addresses what appears to be an approximate 20% reduction in commercial space between 2016 and 2023, observing that several factors including the exclusion of professional services and the demolition and redevelopment of some older commercial areas have contributed to what appears to be a decline, but they are actually dynamic adaptations to changing local conditions.

A consumer origin analysis was undertaken based on cell phone data focused on the origin of visitors to Kingston's largest commercial areas – Downtown Kingston, the RioCan Centre, and the Cataraqui Centre. Local residents comprise two thirds of visitation, underscoring the importance of local residents in sustaining commercial vitality. To this end, efforts are recommended that will maintain and enhance the accessibility and appeal of these areas including convenient public transportation, parking, and pedestrian-friendly environments. Regional visitation also emphasizes the need for regional planning considerations. Downtown Kingston receives the highest proportion of visitors from further away, including from other provinces and international travellers. The crucial role that the area plays in the city's tourism necessitates targeted planning and investment to ensure that the heritage buildings, pedestrian-friendly streetscapes and cultural and recreational offerings that attract tourists are further protected and strengthened.

The study identifies key national, regional and local trends that will continue to influence the demand for commercial space to serve Kingston's future growth:

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- Mixed use intensification is occurring in Kingston, as it is in other comparable cities in Canada, creating more intensive use of existing built-up areas. This approach integrates residential, commercial and occasionally institutional uses into a single development, promoting walkable neighbourhoods and vibrant communities that attract residents and businesses. Integrating student housing with commercial spaces can also help with seasonality by ensuring commercial areas are vibrant all year round.
- Due to the challenges of incorporating commercial space into mixed-use projects and the relatively greater profitability of residential development, the redevelopment of older retail sites often reduces retail uses and floor area. Food and food service uses are more challenging to incorporate into mixed-use developments. Many mixed-use projects are moving towards a tenant mix dominated by personal and health-related services which require less space.
- Changing how commercial space is utilized as a result of repositioning anchor tenants, public health measures, and incorporating community and temporary uses, requires adaptable zoning and land use policies for flexible and innovative uses.
- E-retailing and the e-commerce space has resulted in reduction of physical footprints and locations while at the same time driving need for distribution and warehousing facilities with the associated delivery traffic. Higher density mixed-use buildings with limited on-site parking and loading can face challenges of delivery and pick-ups, precipitating a need for creating efficient delivery hubs to streamline logistics to reduce traffic congestion. This is especially true of areas with higher student populations with a higher reliance on online shopping.
- Curb competition, in a related manner, is the change in usage of shared curb and sidewalk infrastructure due to ride sharing, online grocery orders, and electric mobility devices that requires balancing the needs of pedestrians, cyclists, public transport and delivery services through effective curb space management.
- Category blending occurs when larger retailers provide diversified offerings such as groceries to capture broader market segments. This drives adaptation of store formats and may necessitate new and adaptable approaches to managing retail uses. Changes in technology and social behaviour will continue, and Kingston should consider how it can adapt its planning framework in such a way that local economic growth is supported by accommodating consumer preferences.

Warranted Commercial Space – Technical Assessment

A technical assessment of the warranted commercial space was undertaken to assess the quantity and type of commercial space required to support Kingston's population growth through 2051. urbanMetrics used their commercial projection model and applied regression equations to Statistics Canada Retail Trade Data. The model outputs include projections of the space required to serve the projected 2051 population using the following three categories:

- Food Store Retail: Stores selling a general or specialized selection of food or beverage products including grocery and convenience, specialty food (butchers, greengrocers, etc.), and beer, wine and liquor retailers.

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- Non-Food Store Retail: Stores selling a range of non-food products such as apparel and accessories, household goods and merchandise, consumer electronics, and more.
- Services: Businesses and organizations provide various services, including restaurants and food services, educational programs, and commercial health care, among other consumer-focused services.

As shown in Table 1, the gross warranted commercial space to the year 2051 is estimated to be between 1.45 and 1.75 million square feet. urbanMetrics also reviewed building permit and development application data for commercial uses. Considering the commercial space in the development pipeline, the gross warranted space of between 1.45 and 1.75 million square feet was adjusted downward to a range of between 1.18 and 1.47 million square feet. For planning purposes, urbanMetrics has utilized the high end of this range to provide for vacancy and increased flexibility to ensure that commercial needs can be met.

Table 1: Warranted Commercial Space to 2051

Category	Low Estimate (square feet)	High Estimate (square feet)
Food Store Retail	272,800	304,900
Non-Food Store Retail	572,400	695,000
Services	611,900	747,900
Gross Warranted Space	1,457,100	1,747,800
Adjusted Total Warranted Space	1,182,700	1,473,400

Market and competitive considerations were taken into account in the analysis. Specific retailer consideration was also given to dominant large retailers such as Walmart, Canadian Tire and Costco, which are important facilitators of future commercial growth. The consultant team predicts that there is likely sufficient residual demand to support an additional large-scale general merchandise store within Kingston, potentially including a grocery component, particularly if this is an anchor tenant for a new commercial node in an expanded Community Area.

For purposes of the land needs assessment, urbanMetrics considered commercial space needs using a commercial hierarchy, where businesses meet local needs, municipal-wide needs, and

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the needs of the business community through quasi-industrial uses. The analysis also considers the requirements of specialty commercial uses such as hotels and car dealerships.

Local market dynamics were considered, and the amount of space was translated into a land need based on criteria such as floor area ratios for different types of development. The supply of commercial land was then reviewed accounting for recent and active development. Finally, the need for commercial land and the current supply and pending development were reviewed to ultimately determine the amount of net new amount of commercial space and land area required.

The consultant team has identified 31.2 hectares of vacant land under existing commercial designations within the urban boundary, with space primarily concentrated along Princess Street, Midland Avenue, Bath Road, and Centennial Drive and at the Division Street/Weller Avenue intersection.

Table 2 provides a summary of the warranted space and associated land needs for new commercial development by the year 2051 based on the technical assessment completed.

Table 2 – Market-Supported Commercial Space and Associated Land Needs

Type of Commercial Use	Gross Leasable Area (Square Feet)	Net Acres	Net Hectares
Local Serving Commercial Uses – Urban Boundary Expansion Area	417,400	27.4	11.1
Local Serving Commercial Uses – Existing Urban Boundary	556,600	41.2	16.6
Municipal Serving Commercial Uses	322,600	21.2	9.9
Other Commercial Uses	176,800	20.3	8.2
Subtotal	1,473,400	110.1	45.8

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Type of Commercial Use	Gross Leasable Area (Square Feet)	Net Acres	Net Hectares
Specialty Commercial Uses (hotels, convention centre, car dealerships)	-	28.7	11.6
Total	-	138.8	57.4

As shown in Table 1, of the approximately 1.47 million square feet of warranted commercial space, approximately 974,000 square feet is projected to be local-serving commercial uses, 322,600 square feet is projected to be municipal-serving commercial space, and an additional 176,800 square feet is projected to be other commercial space that has traditionally been located in industrial areas due to the nature of the business.

Of the local-serving space, 556,600 square feet is expected to develop within the existing urban boundary, and the remaining 417,400 square feet will require additional lands beyond the urban boundary at an estimated 11.1 hectares. Approximately 8.2 hectares of lands would be needed to accommodate 176,800 square feet of commercial uses that has traditionally been located in industrial areas and would have represented demand for land within those areas.

The study recommends that the city make up the difference between the remaining land need of approximately 38.1 hectares and the supply of vacant commercially designated land within the urban boundary of 31.2 hectares by either expanding mixed-use permissions that allow for the inclusion of new commercial space in residential developments or by incorporating additional commercial land in an expanded urban boundary.

Case Studies

Case studies were undertaken to provide examples of how other cities have delivered improved mixed-use and commercial areas, including Calgary, Toronto and Surrey in Canada, Hillsboro, Asheville and Boulder in the United States, and Ouseburn in the United Kingdom. The key takeaways are noted below:

- Maximize the benefit of underground parking to provide parking for broader commercial area.
- Share parking among multiple uses or tenants.
- Provide commercial uses along the entire frontage to animate the street front.
- Identify the location for community anchors, such as grocery stores, early in area planning process.
- Identify the anchor tenant and their space requirements early in the planning and design process.

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- Design buildings to deliver productive and functional lower-level space.
- Ensure adequate sidewalk width, particularly at corners.
- Have a planning framework in place to capitalize on transit investments.
- Prioritize connectivity between different forms of transportation and mitigate the potential for conflicts.
- Ensure parks and community amenities are phased in tandem with development.
- Identify areas to focus commercial and pedestrian activities that are supported by the rest of the planning framework and infrastructure delivery.
- Explore opportunities to deliver traditional commercial functions that support higher densities.
- Identify main street areas to serve as core commercial and pedestrian areas serving as the focus of surrounding infrastructure.
- Orient commercial functions internal to the site, as opposed to facing the major roadway, to support pedestrian activity.
- Ensure sufficient commercial space is provided to have a critical mass of activity.
- Treat the creation of planning frameworks and development strategies as participatory and collaborative rather than following a create and receive feedback approach.
- Align with other funding sources for the arts, tourism, and other sector-specific opportunities.
- Consider strategies to add public places, such as plazas and parks, to support adjacent businesses by creating places where people want to meet and linger.
- Use redevelopment projects as opportunities to deliver public infrastructure and improve connectivity through pathways and active transportation networks.
- Leverage existing heritage assets to create high-character spaces through adaptive re-use.
- Use festivals and other activations to increase pedestrian traffic in commercial areas and showcase local businesses. This is particularly relevant to support newly redeveloped spaces.
- Prioritize increasing residential options in new commercial areas to support their long-term vibrancy, including family-sized and affordable units where possible.

Strategic Directions

Based on the analysis undertaken, urbanMetrics has included a set of policy directions for consideration through the Official Plan project, including recommendations for restructuring the existing commercial designations, supporting intensification and commercial mixed-use developments and increasing flexibility, accommodating commercial space in greenfield areas that is appropriately sized and optimally located to integrate into the urban fabric and meet the local commercial needs, and facilitating high-quality commercial developments.

The following is a high-level summary of the policy directions for the new Official Plan:

- Introduce a new land use designation adjacent to industrial areas to accommodate commercial uses historically located within industrial areas that complement industrial uses.

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- Introduce a new “Local Commercial” designation to accommodate retail and service uses designed to serve the surrounding neighbourhoods. This could be further divided into a Local Commercial 1 designation to contain a large food store or similar anchor and a Local Commercial 2 designation for smaller scale convenience type uses. The existing Neighbourhood Commercial designation could be re-classified as Local Commercial 2.
- Transform the existing Regional Commercial, District Commercial, Main Street Commercial, and Business Commercial designations into a new "Mixed Use" designation.
- Eliminate the requirement for market justification and impact assessment for new commercial development over 5,000 square metres outside the Central Business District for all properties under any Mixed-Use designation.
- Reduce the prevalence of the Arterial Commercial Designation across the city, transitioning these lands into the new Mixed-Use designation, with exceptions in key areas such as Bath Road between Centennial Drive and Tanner Drive and Midland Avenue from along Princess Street.
- Enhance the flexibility of the ground floor commercial space requirement to allow for commercial space to be provided both horizontally and vertically in multi-property development projects.
- Implement flexible zoning for various commercial and residential uses within mixed-use zones, particularly in the proposed Major Transit Station Areas, strategic growth areas, and areas adjacent to universities and transit stops to adapt to market changes and demographic shifts.
- Allow hotels and conference facilities to be permitted in the new Mixed-Use designation.
- Consider preparing a “Made in Kingston” retail design manual.

The full set of policy recommendations is included in the Commercial Land Review and Strategic Directions report (Exhibit A).

Ultimately, the City of Kingston is well positioned to accommodate commercial development both within the existing urban boundary and through additional urban boundary expansion lands. Continuing to bring a flexible approach to the planning framework will aid in reducing barriers to commercial adaptation and supporting economic success in the community.

Public Engagement

A public commercial survey was undertaken by the project team to assess the shopping habits of Kingston residents and visitors. A total of 1,704 respondents contributed 1,190 completed surveys, of which 93% were living in Kingston and 53% were working in Kingston. Almost 70% of respondents were over the age of 50. It was recognized that younger shoppers were under-represented, which is typical of municipal surveys. Among other criteria, the survey evaluated respondents' favourite types of stores and locational preferences. Downtown Kingston was identified as where Kingston residents spend the most money. Respondents also provided information on preferences in how they shop, which identified that the number of online shoppers is less than other regional and national surveys. This provides input into projections for future commercial space as the greater the preference for online shopping, the less physical

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retail space is required. Most respondents indicated a preference for in-person shopping, followed by a mix of online and in-person. At 77%, the typical mode of transportation is driving, with a much smaller 15% typically walking and 4% using bicycles and public transit. The most popular ways of encouraging shoppers to use alternatives to private vehicles included encouraging stores and locations closer to residential areas, improving winter clearing of paths, and improving safety, security and lighting. Respondents also indicated preferences for main street and pedestrian retail areas. The responses generally aligned with a more flexible land use framework which permits commercial uses in mixed use or residential areas and prioritizes main street-type retail with consideration for pedestrians.

In addition to the survey, a series of interviews with public and private sector stakeholders were conducted to gain insight into the commercial market. Stakeholders underscored the need for enhanced infrastructure and connectivity including transit; support for mixed-use and infill development; and additional economic development and support for small businesses. The need for flexible and supportive zoning and concerns about serviced site availability were raised, along with the need for support for public realm improvements including parks, a revitalized waterfront, and active street life. Flexibility and diversity were key with adaptable uses for mixed-use developments, along with economic diversification, specifically in healthcare and biomedical sectors.

Additionally, on April 17, 2024, a public information session was held to discuss the draft commercial lands needs. 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 including urbanMetrics, 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](#).

Existing Policy/By-Law:

This report considers the existing Provincial Policy Statement, 2020, the new Provincial Planning Statement, 2024 (in effect as of October 20, 2024), as well as the current City of Kingston Official Plan.

Notice Provisions

None

Financial Considerations

None

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Other City of Kingston Staff Consulted:

None

Exhibits Attached:

Exhibit A – Commercial Land Review & Strategic Directions, urbanMetrics inc.



urban
Metrics

City of Kingston

Commercial Land Review & Strategic Directions

Kingston, Ontario

Prepared for **City of Kingston**

August 28, 2024





August 28, 2024

City of Kingston
216 Ontario St
Kingston, ON, K7L 2Z3

RE: **City of Kingston** – Commercial Land Review & Strategic Directions
(Kingston, Ontario)

urbanMetrics inc. is pleased to submit this Commercial Lands Review & Strategic Directions Report to the City of Kingston. The objectives of this report are to review Kingston’s commercial structure, provide a long-term technical assessment of the city’s commercial needs, and augment this technical analysis with strategic policy direction to inform the development of a new Official Plan.

The first part of the study, a technical analysis of the commercial space warranted by the City’s projected population growth, builds upon a previous Commercial Lands Review completed in 2016 on behalf of the City. The methodology used herein is comparable to that previous work and similar approaches used on behalf of other municipalities by urbanMetrics across the province.

In addition to this technical analysis, the study also incorporates perspectives from residents and expert stakeholders, as well as the experiences of other municipalities. Supported by our professional experience, these insights contribute valuable context to the review of the City’s current commercial policies and zoning categories relative to commercial best practices in other jurisdictions and, ultimately, the recommendations for strategic policy directions for the City of Kingston.



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1.0 Introduction

1.1 Terms of Reference

The City of Kingston (“the City”) retained urbanMetrics inc. (“urbanMetrics”) as part of a consulting team led by Watson & Associates Economists Ltd. (“Watson”) and including Dillon Consulting Limited (“Dillon”) (together referred to as the “Consultant Team”), in January 2023 to prepare a growth analysis and urban land needs assessment study to support the City’s new Official Plan. This study is being prepared in two parts: Part 1: Technical Analysis and Part 2: Strategic Directions.

This study is intended to provide a foundation for the City’s long-term planning based on an assessment of the City’s present and future commercial land needs. It also exists alongside separate but related studies completed by Watson and Dillon, including updating the City’s Population, Housing, and Employment forecasts and assessing Residential and Employment Area land needs to 2051.

urbanMetrics’ specific role within this multidisciplinary effort is to evaluate the commercial land needs, which involves analyzing existing commercial space, projecting future space requirements, and recommending policy direction to guide the City’s planning framework in facilitating the delivery of future commercial space.

1.2 Purpose

This study is a technical assessment, strategic tool, and resource for the City. It provides a detailed analysis of Kingston’s current and future commercial land requirements, a crucial aspect of good planning practices. By ensuring the community has sufficient retail, office, and service spaces, the City supports economic growth and enhances the quality of life for residents.

The study’s utility as a strategic resource for the City is predicated on combining a variety of perspectives, including best practices in other jurisdictions, public engagement with Kingston residents and key stakeholders, spatial and technical analysis, and urbanMetrics’ professional experience. Combined, these sources paint a clear picture of the challenges and opportunities

1.3 Approach

Our approach to this study is structured and methodical, drawing on quantitative and qualitative data. The critical steps in our methodology include:

1. Commercial Inventory Update: The first step was updating the inventory database of the City’s commercial floor space and vacant commercial land.

2. **Market Analysis:** We conducted a detailed market analysis to understand the current market characteristics and to project future demand for warranted commercial space up to 2051.
3. **Stakeholder Engagement:** This involved one-on-one interviews with 24 public and private sector stakeholders, consumer surveys, and public open houses to gather insights and feedback on commercial needs.
4. **Warranted Space Projection:** We combine the market analysis results of 2023 Statistics Canada retail trade data and urbanMetrics' commercial projection model to estimate the commercial space that will be supported by population and expenditure growth in the market.
5. **Supply-Demand Reconciliation:** We compared the supply of existing commercial space and vacant land with projected demand to identify gaps or surpluses.
6. **Best Practices Review:** We reviewed commercial policies and strategies from other municipalities to identify best practices that can be adapted to Kingston.
7. **Policy Recommendations:** Based on our findings, we developed a series of recommendations for policy directions to consider in updating the municipal planning framework to support the City's development goals.

1.4 Assumptions

Several vital assumptions underpin our analysis:

Economic Stability: We assume a reasonable degree of economic growth and stability in Kingston, Ontario, and Canada over the forecast period up to 2051.

Population Projections: We have relied on population projections undertaken by our consulting team partners whose mandate was defined by the City.

We are confident in the accuracy and validity of the population projections, but any unforeseen events that significantly impact Kingston's ability to realize or exceed the population projections may influence the accuracy of the analysis presented in this report.

Market Data Reliability: We rely on various sources of data and information to calculate retail expenditures, capture rates, and sales performance levels, which are considered sufficiently reliable.

Stakeholder Input: We assume that stakeholders' insights accurately reflect current market conditions and future trends. We also assume that stakeholders have acted in good faith and are not attempting to exert undue influence on the planning process.

These assumptions are critical to ensure that our analysis remains effective and that our recommendations are practical and actionable.

1.5 Population Growth

This report is based on the Medium Growth Scenario endorsed by Kingston City Council on December 5th, 2023. Under this scenario, the City is expected to reach a permanent resident population of 197,000 in 2051. After considering non-permanent residents such as students and other community members who contribute to the city's commercial economy, the total projected population by 2051 is 220,900 people.

Figure 1: Table 1 in Report to Council 24-016

Scenario	Permanent Population	Total Population (Permanent & Students)	Permanent Housing (number of units)	Total households (Permanent & Students)	Employment (number of jobs)
Existing (2021)	136,600	154,100	57,800	62,900	71,900
Low Growth (2051)	186,600	210,500	80,800	88,200	107,800
Medium Growth (2051)	197,000	220,900	84,800	92,200	113,900
High Growth (2051)	207,400	231,300	88,500	95,900	119,900

SOURCE: City of Kingston Population, Housing and Employment Growth Scenarios in Report to Council Report Number 24-016 December 5, 2023.

2.0 Commercial Policy Review

2.1 Official Plan

This section provides an overview of the principal commercial land use designations within the City of Kingston’s Official Plan (“OP”), consolidated on December 1st 2022 and Kingston Zoning By-law Number 2022-62. We understand that the City is preparing modernized updates to both the OP and the Zoning By-law to integrate modern planning best practices and ensure consistency with ongoing policy developments by the Province of Ontario.

Commercial Designations in the Urban Boundary

Section 3.4 of the Official Plan identifies six categories of commercial land uses that currently form the basis of the City’s commercial structure. The next page illustrates the various locations of these land use categories within Kingston’s Urban Boundary (Figure 2). The following highlights the key characteristics of each land use category:

1. **Central Business District (CBD).** The CBD is intended to be the centre for commercial, recreational, and institutional uses for the City of Kingston and the broader region. Within the CBD, the OP permits a wide range of commercial and cultural/institutional uses that complement the pedestrian-oriented structure of Downtown Kingston.
2. **Regional Commercial.** This commercial designation is intended to support large-scale retail facilities which attract a large regional market and are typically located in highly accessible sites along collector or arterial roads. Two key criteria for ‘Regional Commercial’ sites include a minimum site area of 14 hectares or larger and a minimum leasable floor area of 30,000 square metres. There are currently four regional commercial areas designated in the City (Figure 2).
3. **Main Street Commercial.** Commercial uses under the Main Street Commercial designation are intended to serve the surrounding neighbourhoods in a pedestrian-focused setting. Land uses permitted under this commercial designation include hospitality, personal services, community uses, and small office buildings.

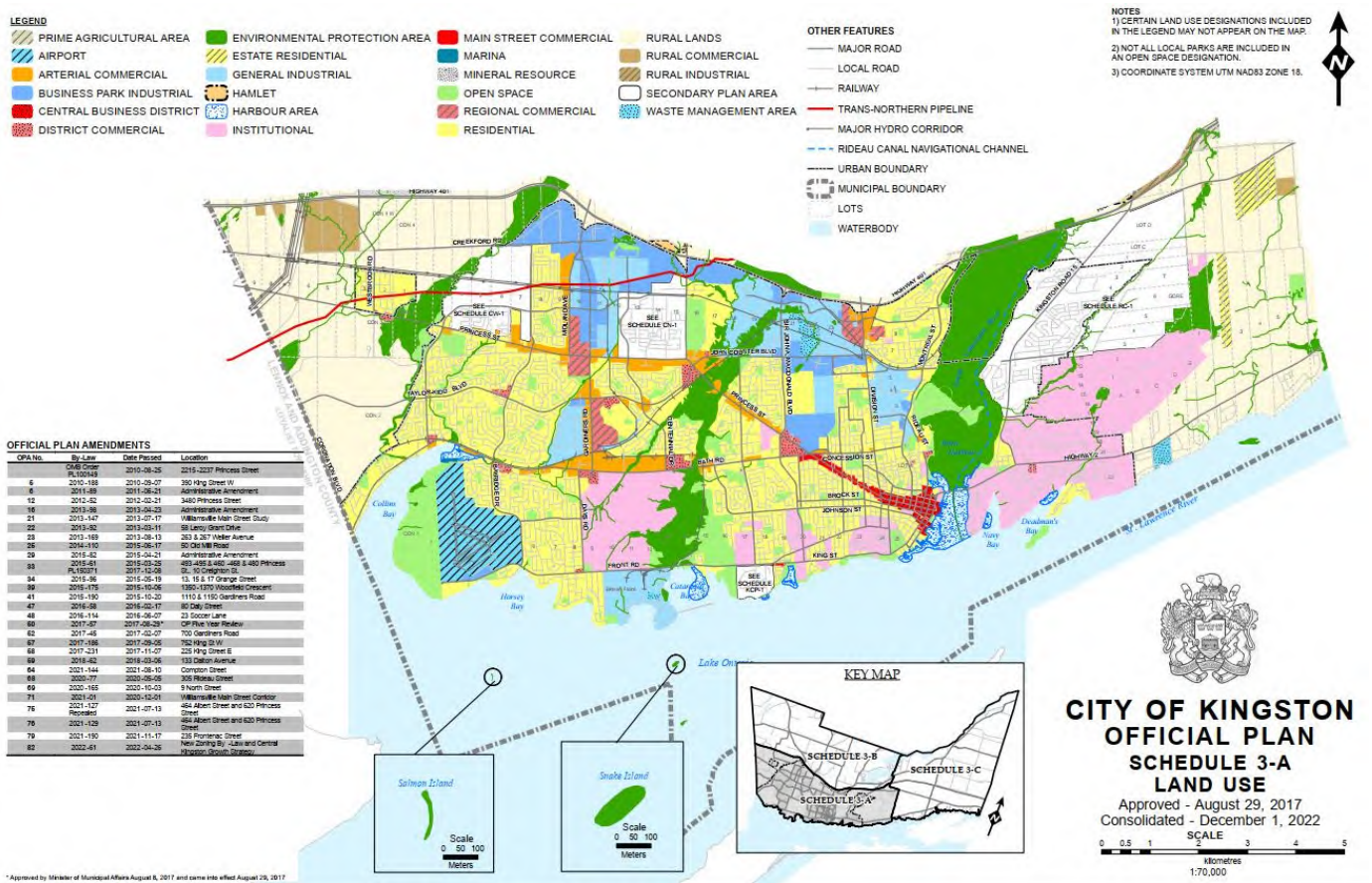
The Main Street Commercial designation is limited to a corridor surrounding Princess Street, which runs from the edge of the CBD to Concession Street.

4. **District Commercial.** The District Commercial designation is intended to serve the daily shopping needs of multiple surrounding neighbourhoods. These locations are typically anchored by food-store retail and include other local-serving goods and services (e.g., restaurants, pharmacies, convenience stores, and dollar stores).
5. **Arterial Commercial.** This designation is largely intended for commercial uses oriented towards the travelling public. It typically accommodates uses with larger space requirements,

such as automotive and hospitality activities, where opportunities may be limited on other designations. Arterial Commercial sites are typically visible and easily accessible by motor vehicle traffic.

- Neighbourhood Commercial.** This designation is permitted within Residential designated areas. It is intended to facilitate the development or operation of small-scale commercial sites designed to serve residents' day-to-day convenience needs. Permitted uses include local retail (e.g., convenience stores), personal services, small take-out restaurants, and live-work units. Policy 3.4.F.4 allows the municipality to strictly limit the location and size of neighbourhood commercial establishments, while Policy 3.4.F.6 sets out development criteria for proposed neighbourhood commercial uses.

Figure 2: Official Plan Schedule 3A



SOURCE: City of Kingston Official Plan Consolidated Dec 1st 2022

The various Secondary Plans (e.g., Rideau Community, Cataraqui North, Cataraqui West) and policy areas (e.g., Princess Street Corridor, Central Kingston) identify additional guidelines regarding the

development of commercial uses. In addition, the OP identifies subsets of the six commercial categories permitted within each of these Secondary Plans and specific policy areas.

Commercial Designations Outside the Urban Boundary

Rural Commercial

In addition to lands within Kingston’s urban boundary, the Rural Commercial designation allows commercial uses to support the rural/agricultural community and the travelling public. Many of these locations accommodate light industrial users and agricultural support uses requiring open storage. It is important to note that small-scale commercial uses are also permitted in the Rural Land designation, which is not reflected in the Rural Commercial designation in Schedule 3.

Hamlet

The Hamlet designation allows for various uses within small and compact rural communities. It is intended to support limited commercial uses and is oriented towards serving the convenience commercial needs of residents of the surrounding rural area and the agricultural community.

2.2 Zoning By-law

The City of Kingston Zoning By-law 2022-62 outlines seven types of commercial zones, each designed to implement the Commercial Land Use Designations from the Official Plan. Additionally, the By-law includes Mixed-Use Zones, which are planned to continue supporting commercial development in Kingston. These zones balance residential and commercial development while promoting vibrant, accessible, and sustainable urban environments.

Zoning Classes Permitting Retail and Service Commercial Uses

In addition to the land use designations included in the Official Plan, Section 15.1 of Zoning By-law 2022-62 identifies seven types of commercial zones:

- Neighbourhood Commercial Zone (CN)
- Arterial Commercial Zone (CA)
- District Commercial Zone (CD)
- Regional Commercial Zone (CR)
- General Commercial Zone (CG)
- Marine Commercial Zone (CW)
- Harbour Zone (HB)

These zones generally implement the Commercial Land Use Designations outlined in the Official Plan. Additional zoning classes significant to the Kingston commercial market include Mixed Use Zones:

- Williamsville Zone 1 (WM1)
- Williamsville Zone 2 (WM2)
- Downtown Zone 1 (DT1)
- Downtown Zone 2 (DT2)

The following section summarizes the commercial zones based on their ability to support mixed-use and commercial development over the forecast period. To do so, we have identified three impact areas: Development Limitations, Connectivity and Public Realm, and Tenant Restrictions. These three areas are often cited as barriers to successful mixed-use or commercial development.

Zoning Class	Development Limitations	Connectivity & Public Realm	Tenant Restrictions
Neighbourhood Commercial (CN)	<ul style="list-style-type: none"> • Maximum height 12 metres (2/3 storeys). • Ground Floor Commercial Use Requirements 	<ul style="list-style-type: none"> • Ground floor uses provide for a connected and animated streetscape 	<ul style="list-style-type: none"> • Maximum GFA of 185 square metres for specific uses
Arterial Commercial (CA)	<ul style="list-style-type: none"> • 20% minimum landscaped open space 	<ul style="list-style-type: none"> • Provisions for mixed-use buildings encourage the integration of residential and commercial uses, improving mobility. 	<ul style="list-style-type: none"> • Minimum lot area for dwelling units (1,393 square metres). • Ground floor commercial use requirements
District Commercial (CD)	<ul style="list-style-type: none"> • Minimum lot frontage requirements (60 meters) and rear setback (15 meters) 	<ul style="list-style-type: none"> • Setback requirements create auto-oriented streetscape and disincentivize active transportation 	<ul style="list-style-type: none"> • A broad range of permitted uses • Large setback requirements limit how companies can utilize their property.
Regional Commercial (CR)	<ul style="list-style-type: none"> • 14-hectare minimum lot area • 30,000 square metre gross leasable area requirement 	<ul style="list-style-type: none"> • Ability to accommodate comprehensive mobility solutions • Big parking lots may reduce pedestrian connectivity. 	<ul style="list-style-type: none"> • Wide range of permitted uses allows some adaptability within the constraints of large-scale development
General Commercial (CG)	<ul style="list-style-type: none"> • Flexible lot area requirements (as low as 464.5 sq. meters), making it accessible for various businesses • Maximum gross leasable area (2,000 sq. meters) for multi-use buildings could limit expansion 	<ul style="list-style-type: none"> • The requirement for ground floor commercial uses promotes street-level activity and walkability 	<ul style="list-style-type: none"> • This zone supports diverse commercial activities, allowing businesses to respond to changing market conditions
Marine Commercial (CW)	<ul style="list-style-type: none"> • Minimum lot area requirements (560 sq. meters) 	<ul style="list-style-type: none"> • The restriction of outdoor storage to rear yards ensures organized and navigable environments 	<ul style="list-style-type: none"> • Restrictions on outdoor storage • Provide adaptability within the maritime sector.
Harbour Zone (HB)	<ul style="list-style-type: none"> • Variety of setback and site-specific requirements 	<ul style="list-style-type: none"> • Generally supportive of marine mobility above pedestrian and vehicle 	<ul style="list-style-type: none"> • Potential restrictions on non-maritime uses could impact overall vibrancy and diversity of uses within the zone

2.3 Current Policy Summary

While the City continues to make efforts to integrate and simplify Kingston's planning and land use framework, there are opportunities to build greater degrees of adaptability and flexibility into a new Official Plan and Zoning By-law. Positively, many of the Official Plan Amendments and Site-Specific Policies integrated into the current framework permit a variety of mixed-use developments, which are expected to support a significant portion of development moving forward.

While the current Official Plan does provide for mixed-use development, the new Official Plan development process will need to continue to accommodate mixed-use projects with the goal of reducing the need for site-specific amendments and policies. It will also need to thoroughly evaluate the City's policy intents and priorities and assess whether the Official Plan and Zoning By-law align in achieving these priorities. This could take the form of a decision tree analysis. As an example, ensuring that the intent of a landscaped open space provision as part of a zoning class, whether to limit the density of development, to provide a permeable area for flood mitigation, to achieve a desired public realm, or for another reason, is still the most effective way of achieving this goal. This requires consideration of its unrelated impacts. These lines of thinking help guide the adaptation of current policies and ensure that the entire land use planning framework aligns with the City's policy intents and priorities.

3.0 Commercial Market Overview

3.1 Market Profile

The commercial retail and service market in the City of Kingston can be generally considered a mature and complete regional market. This means it has no critical commercial gaps or missing retail or service categories that leave large population segments unable to meet its needs within the city. This is not to say that every resident can purchase everything they want at a store in the city or has access to every service, but that, in general, Kingston serves as a complete hub for a broad market area that extends outside of its boundaries into neighbouring municipalities.

Residents of adjacent municipalities are generally more likely to visit Kingston to purchase goods or services than Kingston residents are to travel to neighbouring municipalities, such as Loyalist or Frontenac. In addition to its function as a mature and complete regional market, Kingston serves as a centre for post-secondary education and tourism. As a result, Kingston tends to have more space relative to its size than other municipalities, including goods and services tailored specifically to these markets. Students and tourists tend to eat a larger proportion of their meals outside of the home or lodging, leading to a strong concentration of food services and drinking places, with a particularly dense concentration in the downtown and along Princess Street.

One factor to consider in the Kingston market is the comparative lack of food store retail (grocery and supermarket) space compared to other retail and service categories. As Kingston continues to grow, supermarket and grocery uses have the potential to emerge as a commercial market gap.

3.2 Inventory

Kingston has approximately 7.7 million square feet of retail/service commercial space. As shown in Figure 3, approximately 6.6 million square feet are concentrated across six general areas, with some 1.1 million square feet distributed throughout the remainder of the city. The inventory has been distributed among a number of different store categories, which are based on the North American Industry Classification System (NAICS):

- FSR = Food Store Retail, which comprises large format supermarkets and smaller specialty food stores.
- NFSR = Non-Food Store Retail, which comprises a wide range of store types which sell merchandise to retail customers.
- BWL = LCBO stores, The Beer Store, and independent wine and beer outlets, except where the predominant function is alcohol production or food service.
- Services = Commercial establishments which provide a service rather than selling goods. Examples, include restaurants, fast food establishments, hair salons, and financial institutions. It

also includes a wide range of offices in street front, plaza, or shopping centre locations, such as health care offices, accounting, financial, real estate, insurance offices, and others. This category excludes offices in multi-storey or purpose-built office buildings, hotels, motels, and other forms of accommodation, outdoor recreation facilities, cemeteries and funeral homes, and others.

The Appendix section of this report provides a complete list of the store types included under each category.

The commercial market has a vacancy rate of approximately 5%. This vacancy level is consistent with a balanced market as it allows for a degree of movement and opportunity for new businesses to enter the marketplace without an oversupply of space.

Figure 3: Kingston Commercial Space Inventory – Node Breakdown

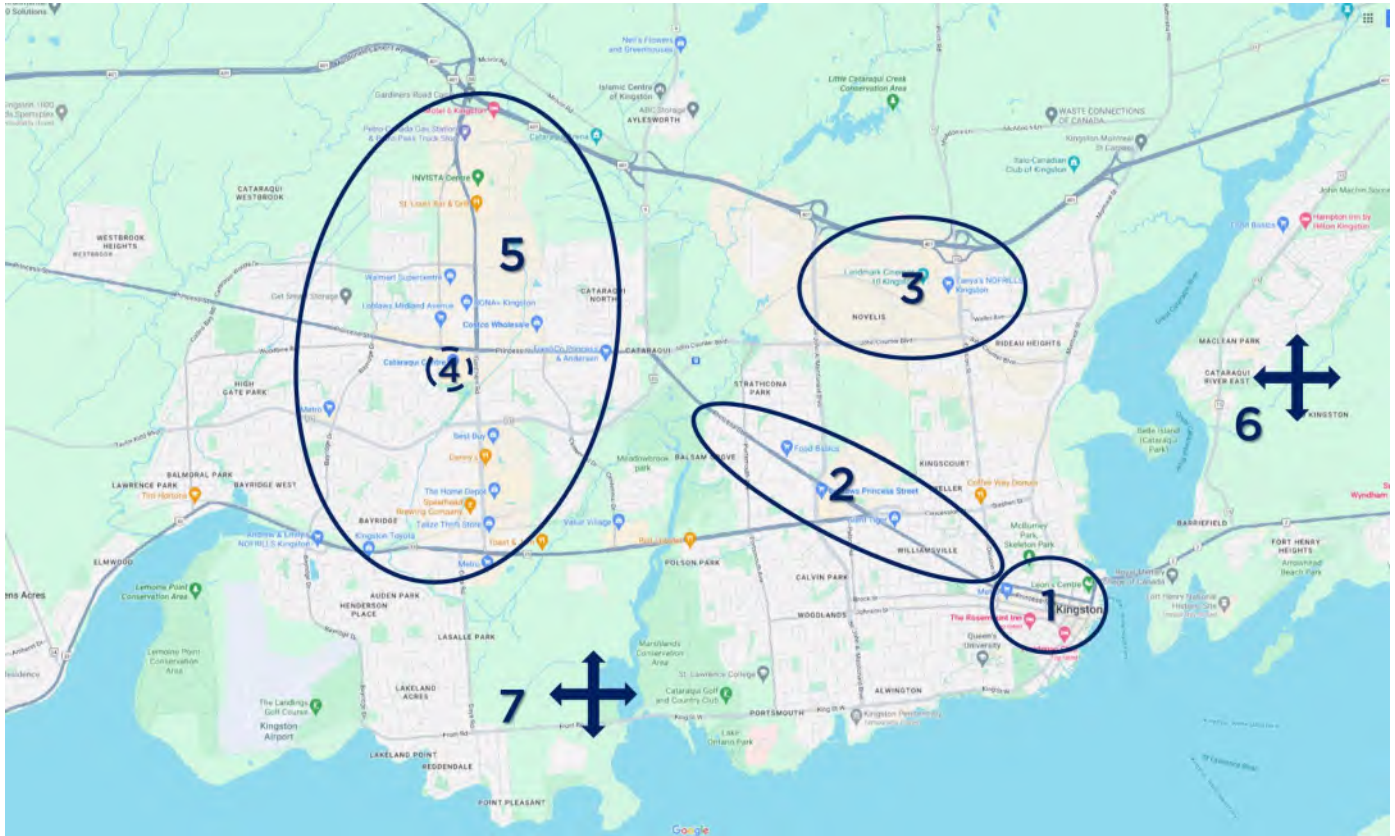
Category	1 - Downtown Kingston	2 - Kingston Centre and Princess St (Parkway to Division St)	3 - Hwy 401 and Division St	4 - Cataraqui Centre	5 - Gardiners Rd and surrounding Princess St & Bath Road	6 - Pittsburgh / Kingston East	7 - Other	Total (SF)	% of Total Inventory
Beer, Wine, Liquor (BWL)	13,200	14,600	16,900	0	30,800	9,400	12,400	97,300	1.3%
Food Store Retail (FSR)	78,500	115,900	41,200	1,400	260,800	63,000	98,100	658,900	8.5%
Convenience & Specialty Food	29,200	4,600	4,200	1,400	42,900	19,500	50,300	152,100	2.0%
Supermarkets & Grocery	49,300	111,300	37,000	0	217,900	43,500	47,800	506,800	6.6%
Non-Food Store Retail (NFSR)	316,700	283,200	357,900	401,000	1,882,000	67,100	268,200	3,576,100	46.3%
Services	629,100	281,100	153,900	28,000	1,119,900	106,100	708,500	3,026,600	39.2%
Vacant	43,400	33,100	20,200	118,300	136,700	5,500	13,900	371,100	4.8%
Grand Total	1,080,900	727,900	590,100	548,700	3,430,200	251,100	1,101,100	7,730,000	
Vacancy Rate (%)	4.0%	4.5%	3.4%	21.6%	4.0%	2.2%	1.3%	4.8%	

SOURCE: urbanMetrics Inc.

While each area plays a role in the commercial hierarchy, most of Kingston’s commercial space is located along Gardiners Road and the surrounding area, including Princess Street and Bath Road (Area 5). This node accounts for approximately 45% of all NFSR space in Kingston and approximately 25% of all commercial space.

A key commercial gap evident in reviewing the distribution of space across Kingston’s commercial areas is that the Food Store Retail Category accounts for less than 10% of the total commercial inventory. This is below what is typically observed in other cities comparable to Kingston, where their function as regional hubs tends to correlate with food stores comprising between 12% and 15% of the total inventory. The total amount of food store space (4.2 square feet per capita) is also below average per person compared to other medium to large municipalities, which typically have 5.0 or more square feet of food store space per resident.

Figure 4: Commercial Node Map

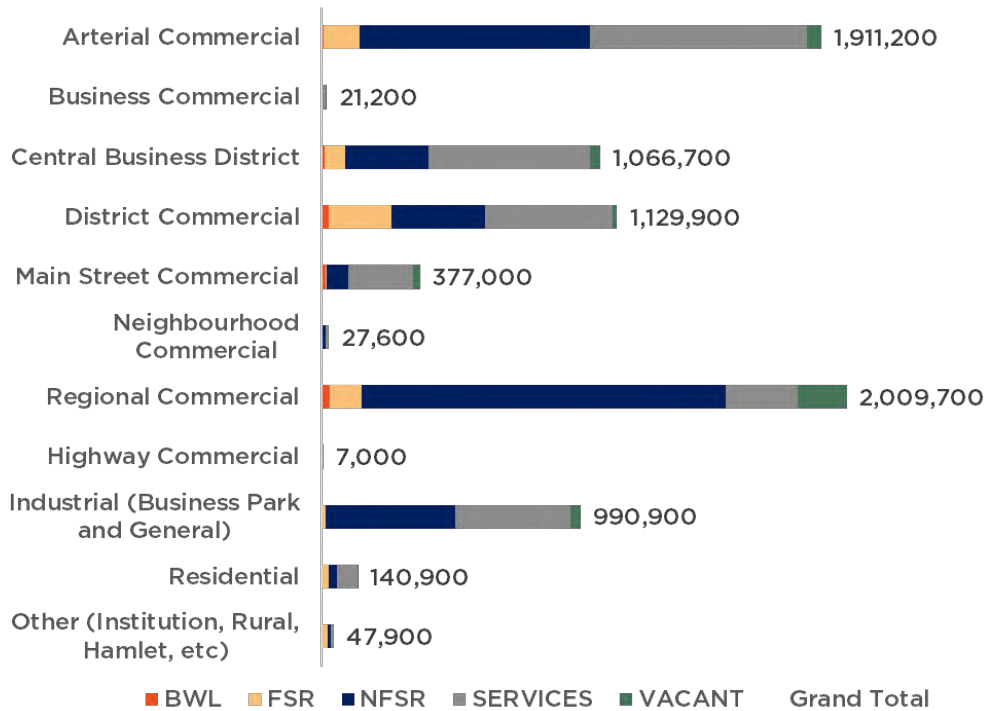


SOURCE: urbanMetrics inc.,

More than 50% of Kingston’s commercial space is located within Arterial Commercial and Regional Commercial Land Use designations (Figure 5). Arterial Commercial designations typically accommodate FSR and Service uses, while Regional Commercial designations tend to host more NFSR uses. As shown in Figure 5, lands originally planned for Industrial uses accommodate almost 1 million square feet of commercial space. It is essential to recognize that employment areas have historically played an important role in accommodating certain types of retail and service uses, particularly large-scale uses that rely on large amounts of storage, combine a retail function with a wholesale function, or are associated with potential nuisance impacts. These may include autobody and repair facilities, home improvement facilities (e.g. flooring, cabinetry, electrical, pool/spa, etc.), as well as a variety of other stores and services that either are challenged to be located in traditional commercial areas or are oriented to serving nearby employees and businesses.

It is important that municipal zoning and land use policies provide for these types of important employment area uses while limiting commercial uses in employment areas that can be accommodated elsewhere in the commercial hierarchy.

Figure 5: Commercial Space by Land Use Designation and Store Category



SOURCE: urbanMetrics inc.,

Note on Inventory Changes from 2016

urbanMetrics conducted an inventory of commercial space in 2016. The inventory identified herein differs in methodology and outcome from the 2016 version. First and foremost, there is an approximately 20% reduction in commercial space between 2016 and 2023. Several factors contributed to this measured reduction:

- The inventory excludes professional services in office buildings that were previously included (e.g., the Cornell Corporate Centre at 321 Concession Street). These services are not included in the updated inventory to better reflect Services intended to serve the general population.
- Demolition of portions of Frontenac Mall, totalling approximately 272,000 square feet.
- Fewer population-serving retail/service tenants in industrial land uses (Business Park or General), which are thus no longer included in our inventory
- Old commercial properties were demolished and redeveloped into mixed-use buildings still under construction (e.g., 575 Princess Street), or the total retail space was smaller than the previous retail space.
- Demolition of some commercial buildings which, at the time of this inventory, were empty lots (e.g., 855 Princess Street)

These factors contribute to what appears to be a decline in commercial space. However, this decline is overstated, and the principal conclusion is that the Kingston commercial real estate market is dynamically adapting to changing local and macroeconomic conditions.

3.3 Customer Origins Analysis

Before undertaking the consumer survey, the consulting team undertook a spatial customer origins analysis focusing on the origin of visitors to three of Kingston’s largest commercial areas: Downtown Kingston, the RioCan Centre, and the Cataraqui Centre. Data on visitation was collected for the entirety of 2023. This section discusses the results of this analysis and its applications to the rest of the commercial land review.

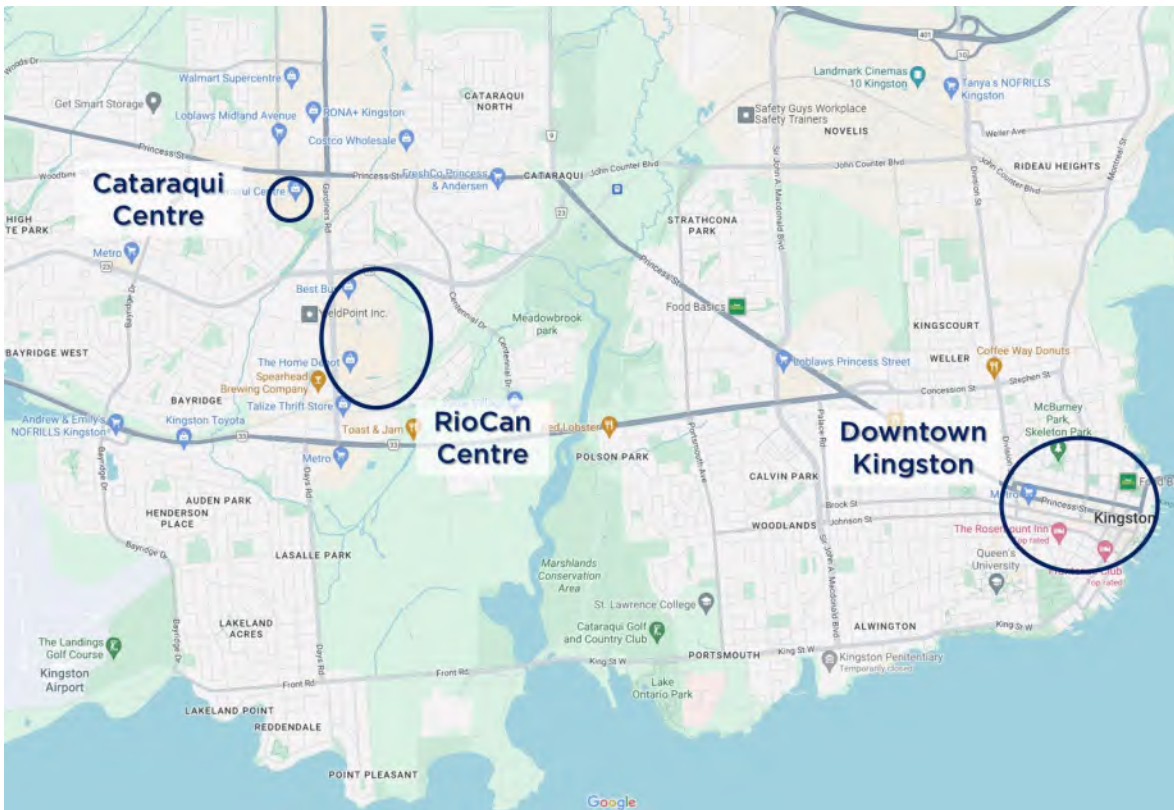
The data is based on an analysis of cell phone usage. The appendix provides a more detailed description of the methodology. This type of analysis is commonly used in retail and real estate market analysis.

Figure 6: Customer Origins Data: Three Key Commercial Nodes

	Downtown Kingston	RioCan Centre	Cataraqui Centre	Total
Kingston	67.6%	64.0%	65.4%	66.3%
<i>Elsewhere in Frontenac County</i>	5.5%	9.9%	6.9%	6.9%
Loyalist Township	2.7%	7.4%	6.9%	4.5%
<i>Elsewhere in Lennox and Addington County</i>	1.8%	4.7%	4.1%	2.8%
Leeds and Grenville	3.4%	4.0%	6.2%	3.8%
City of Ottawa	2.1%	3.0%	1.1%	2.3%
Greater Toronto and Hamilton Area	6.4%	2.8%	4.0%	5.1%
All other areas	10.6%	4.3%	5.3%	8.2%
Total	100.0%	100.0%	100.0%	100.0%

SOURCE: urbanMetrics inc., via Azira LLC.

Figure 7: Map of Customer Origins Nodes



SOURCE: urbanMetrics inc., with imagery from ESRI.

Local Visitation

Kingston residents comprise nearly two-thirds (66.3%) of visitation to the three tracked commercial areas: Downtown Kingston, RioCan Centre, and Cataraqui Centre. This high percentage underscores the critical role that residents play in sustaining the commercial vitality of these areas. The 2019 Kingston Household Travel Survey evaluated modes of transportation to “special generators,” which included the Downtown, the RioCan Centre, and the Cataraqui Centre. Results from the survey aligned with the customer origins analysis and the public commercial survey (discussed in Section 4.1) in highlighting the role of Kingston residents in supporting commercial areas and the reliance of

Given residents' importance in supporting these commercial nodes, planning efforts can capitalize on this by maintaining and enhancing the accessibility and appeal of these areas to Kingston residents. This includes ensuring convenient public transportation, access to parking, and pedestrian-friendly environments to encourage local shopping and reduce leakage to other regions.

Regional Visitation

Both the RioCan Centre and Cataraqui Centre, which are regional-serving commercial nodes, attract approximately 7% of their visitors from Loyalist Township. This indicates their significant role in serving Kingston residents and neighbouring communities, enhancing their regional importance.

Excluding the City of Kingston, residents from Frontenac County, Lennox and Addington County, and Leeds and Grenville make up 18% of all visits to these commercial nodes. This suggests that these areas contribute notably to the commercial activity in Kingston, emphasizing the need for regional planning considerations.

Downtown Kingston

Among the three commercial nodes, Downtown Kingston experiences the highest visitation from Greater Toronto & Hamilton Area residents and other Canadian and international visitors. This highlights Downtown Kingston's broader appeal and function as a key tourist destination vital for local economic development.

Downtown Kingston's commercial offerings are more strongly oriented to tourists and international visitors than the RioCan Centre or Cataraqui Centre. This wider geographic reach indicates that Downtown Kingston serves local and regional needs and plays a crucial role in the city's tourism strategy, necessitating targeted planning and investment to support and enhance its attractiveness.

What attracts tourists to Downtown Kingston is the visitor experience delivered by heritage buildings, pedestrian-friendly streetscapes, and diverse cultural and recreational offerings.

3.4 Key Trends

The following section elaborates on national, regional, and local trends that will continue influencing the demand for commercial space to serve Kingston's future growth. These trends should be considered when creating a planning framework to support commercial uses moving forward. Additionally, special consideration is given to the unique needs of student populations, seasonality, and the potential for mutual benefits between students and surrounding residents.

Mixed Use Intensification

Like many comparable cities across Canada, Kingston is experiencing a gradual transition towards higher-density formats and mixed-use buildings that more intensively use existing built-up areas and support sustainable urban growth. This approach integrates residential, commercial, and sometimes institutional spaces within a single development, promoting walkable neighbourhoods and reducing urban sprawl. Intensification can lead to more efficient use of land and infrastructure, reducing the need for urban sprawl and preserving green spaces. For Kingston, this trend supports creating vibrant mixed-use communities that attract residents and businesses, boosting local economic activity and enhancing the quality of life.

Mixed-use developments can offer amenities catering to students and permanent residents in municipalities with a large student population, fostering a sense of community. Integrating student housing with commercial spaces can also help mitigate the seasonality of tourist visitation to Kingston, helping provide a steadier flow of potential customers and ensuring that commercial areas remain vibrant year-round. Such developments can create opportunities for students to access essential services within walking distance, reducing their reliance on transportation and enhancing their overall college experience.

Reduction of Commercial Space with Mixed-Use Redevelopments

The downside of intensification is that due to the challenges of incorporating commercial space into mixed-use projects and the relatively greater profitability of residential development, the redevelopment of older retail sites often reduces retail uses and floor area. In addition, there can be a marked change in function, away from food and food service uses, which are more challenging to incorporate into mixed-use developments. Instead, many mixed-use projects are moving towards a tenant mix dominated by personal and health-related services which require less space; are associated with fewer conflicts with apartment residents on the upper floors, have lower customer flows, and put a much lower strain on supporting infrastructure needed for deliveries, garbage collection, outdoor patio space, and customer parking.

Changing Use of Commercial Space

Public health measures, repositioning anchor tenants, and incorporating community and temporary uses in shopping centers have led to dynamic changes in how commercial spaces are utilized. These fluctuations drive demand for adaptive strategies to maintain the relevance and profitability of commercial properties amid changing consumer behaviours and market conditions. As commercial spaces undergo dynamic changes, Kingston must adapt its zoning and land use policies.

These changes necessitate that commercial spaces be designed and located to easily accommodate transitions to new uses. This adaptability is critical to maintaining high occupancy rates, supporting diverse business activities, and fostering economic resilience.

In areas where the student population is a significant market influence or where tourism visitation fuels business operations, fluctuations in commercial space usage can be particularly pronounced due to the academic calendar and seasonal visitation trends. Adaptive strategies should consider the seasonal ebb and flow of these populations. Policies encouraging pop-up shops and seasonal businesses can help maintain vibrancy during quieter months. Additionally, flexible leases can attract startups and small companies, which often align well with the innovative spirit of student communities.

E-retailing and the E-Commerce Space

Some retail categories are reducing their physical footprints and number of locations. At the same time, there is an increased need for distribution and warehousing facilities to support the growth of e-commerce transactions. This shift also necessitates accommodating a significant increase in delivery



Penguin Pick Up Location via PenguinPickUp Social Media

traffic, impacting the design and functionality of both commercial and residential spaces. There has been a marked increase in commercial delivery traffic via automobiles and e-bikes at the local neighbourhood level, particularly in higher-density neighbourhoods. While newer higher-density buildings with smaller floor plates reduce the amount of on-site parking required, they can also create more logistical challenges (both on-site and on public roadways) in accommodating short-term stops and movements by delivery drivers and customers picking up orders. By getting ahead of this trend and planning infrastructure to manage delivery traffic and incorporating last-mile delivery solutions, cities can improve efficiency and support the competitiveness of local businesses and quality of life for nearby residents.

For example, creating efficient delivery hubs in high-density areas can streamline logistics and reduce traffic congestion. Shared delivery points or smart lockers within mixed-use developments can also cater to residents, enhancing convenience and fostering a seamless urban experience.

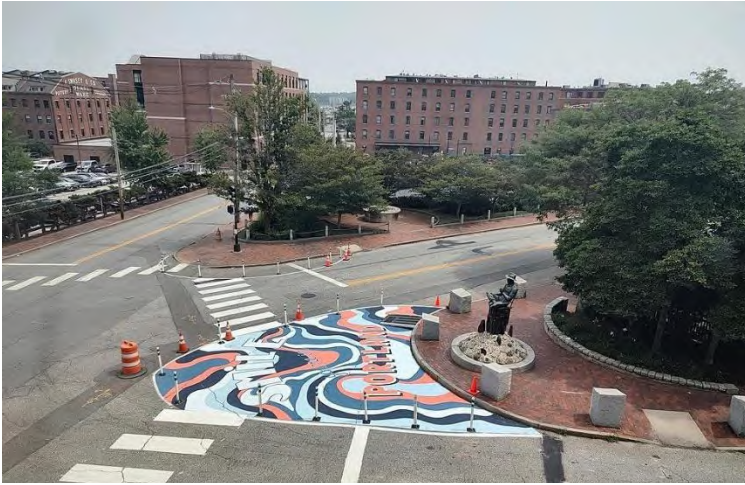
Incorporating student populations into planning for e-retailing and e-commerce involves recognizing their tech-savvy nature and high reliance on online shopping. Creating efficient delivery hubs near student residences can streamline logistics and reduce traffic congestion. Shared delivery points or smart lockers within mixed-use developments can cater to students and residents, enhancing convenience and fostering a seamless urban experience.

Curb Competition

In addition to changing fulfillment patterns for commercial businesses, e-retailing has changed the usage patterns of shared infrastructure. Ridesharing, expanded patio licensing programs, online grocery orders, electric micro-mobility devices, and an increased volume of online consumption have increased pressure on curb and sidewalk space from a diverse and expanding user group. This trend highlights the need to manage urban public spaces efficiently.

Mitigating the negative impacts of this curb competition involves balancing the needs of pedestrians, cyclists, public transport, and delivery services to ensure a seamless urban experience¹. Effective curb space management is essential for balancing the diverse needs of urban users and enhancing mobility and accessibility. Prioritizing pedestrian-friendly designs and integrating multimodal transport solutions can improve the urban environment and support economic vitality.

¹ Urban Freight Lab. “Managing Increasing Demand for Curb Space in the City of the Future”. Pacific Northwest Transportation Consortium. (Fall 2022).



A Pilot Pedestrian Improvement/Activation in Portland, Maine. Image via Jeff Parsons 949whom.com

In student towns, curb competition can be intensified by the high volume of foot traffic and the need for efficient public transportation. Designing curb spaces that accommodate bike-sharing programs, ride-hailing services, and dedicated pedestrian zones can significantly improve mobility. Additionally, creating areas for social interaction, such as outdoor seating and plazas, can enhance the urban experience for both students and residents, fostering a vibrant community atmosphere.

Other cities have approached this challenge by implementing “road diets”, which use a variety of methods to reclaim road space for other uses by constructing bump outs on corners and mid-block to increase the turning radius and slow traffic, improving pedestrian safety and creating more curb space for bicycle parking and other uses, as well as carving out dedicated on-street parking spaces. Alternative approaches have seen bicycle parking, patios, etc., oriented towards side streets adjacent to the main street frontage, reducing competition for space on the primary pedestrian area and activating the quieter corners where side streets and main streets intersect.

Category Blending

Another key trend in retailing across Canada is category blending. This occurs when larger retailers diversify their offerings by moving into different categories, including food, to capture broader market segments. This trend blurs the traditional lines between retail sectors, driving innovation and adaptation of store formats and marketing strategies and necessitating new approaches to managing retail uses.

Some recent examples include the expansion of Shoppers Drug Mart to include large prepackaged, frozen and refrigerated foods, and discount and dollar stores, such as Giant Tiger and Dollarama, to include food and grocery items. The student population is an especially important market for food purchases in these stores.



Giant Tiger grocery section. Source: Canadian Grocer

New Provincial regulations regarding the sale of beer, wine, and liquor will see many stores diversify their current offerings to include alcohol, which may shift the draw for certain stores and commercial areas. A review may need to be conducted once more is understood about how this new legislation will impact local areas and specific locations.

Kingston should consider ways to support the evolution of retail spaces to accommodate category blending, understanding that previous approaches to zoning and other

regulations may not reflect businesses' current retail and service offerings. This adaptability can attract larger retailers and stimulate local economic growth by providing consumers with a broader range of products and services.

4.0 Stakeholder Perspectives

4.1 Public Commercial Survey

Part of the commercial study and land review process involves gathering information on the shopping habits and purchasing patterns of Kingston residents and visitors to the area. This information is used to assess the current state of the City’s commercial hierarchy. It provides crucial context for developing policy directions for planning the City’s future commercial environment. The primary method of collecting this information is a Consumer Survey.

The Consumer Survey was made available online and in paper formats and had 1,704 respondents who contributed to 1,190 completed surveys. Of the completed surveys, 93% of respondents were living in Kingston (including students), while 53% of all respondents worked in Kingston (Figure 8).

Figure 8: Survey High-Level Results

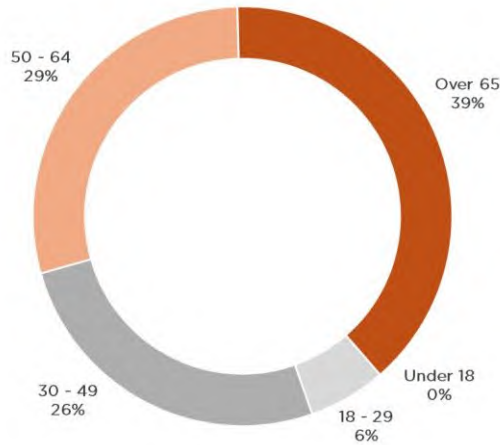


SOURCE: urbanMetrics inc., Kingston Consumer Survey

Of the 1,190 completed surveys, 39% of respondents were over 65, with 6% between 18 and 29, 26% between 30 and 49, and 29% between 50 and 64. Kingston's population is older than many comparable municipalities, so the relative overrepresentation of the over-65 age group is understandable. The most underrepresented group in the survey is the 18-to 29-year-old age group. This is typical of municipal surveys, as fostering engagement in consumer or other public surveys can be challenging with this younger demographic.

This relative lack of respondents aged between 18 and 29 indicates a less-than-representative sample, given the large student population in Kingston. This lack of response from this demographic highlights the need to consider the student population's needs in the commercial needs analysis.

Figure 9: Age of Respondents

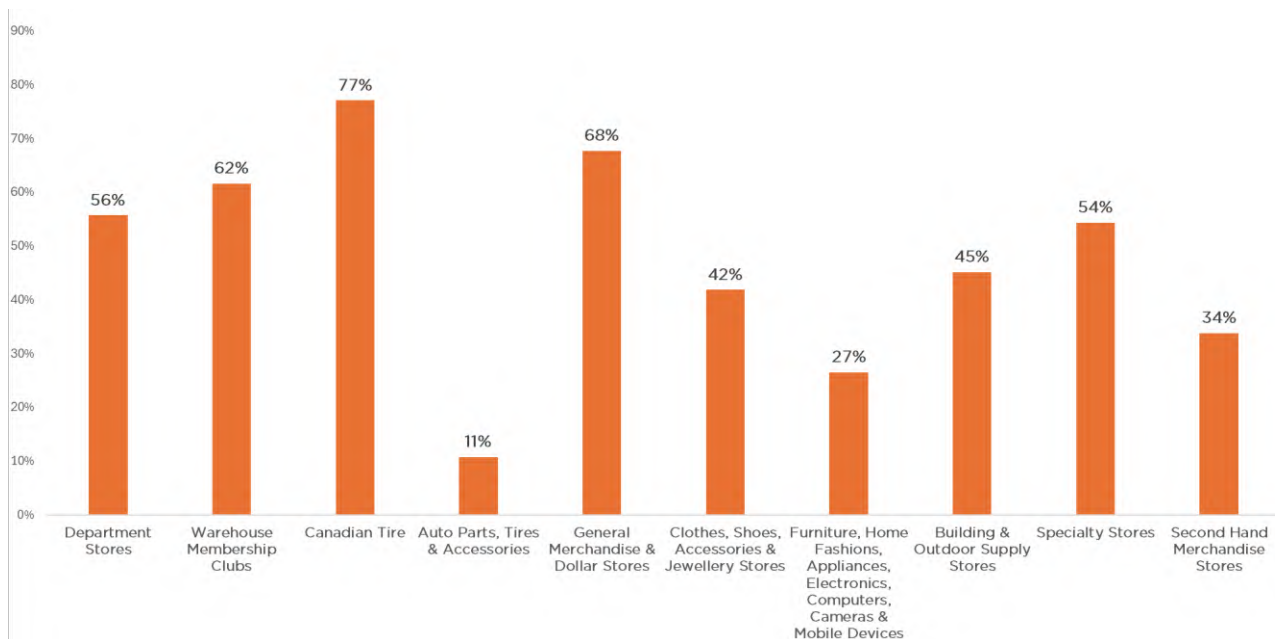


SOURCE: urbanMetrics inc., Kingston Consumer Survey

Store Types & Locations

Figure 10 indicates the most popular or most influential retailers in Kingston. As shown, Canadian Tire, other General Merchandise and Dollar Stores, Warehouse Membership Clubs such as Costco, and Department Stores such as Walmart and the Bay are some of the most popular store types or categories among respondents.

Figure 10: Favoured Non-Food Store Types (% of Reported Expenditures in Last 3 Months)



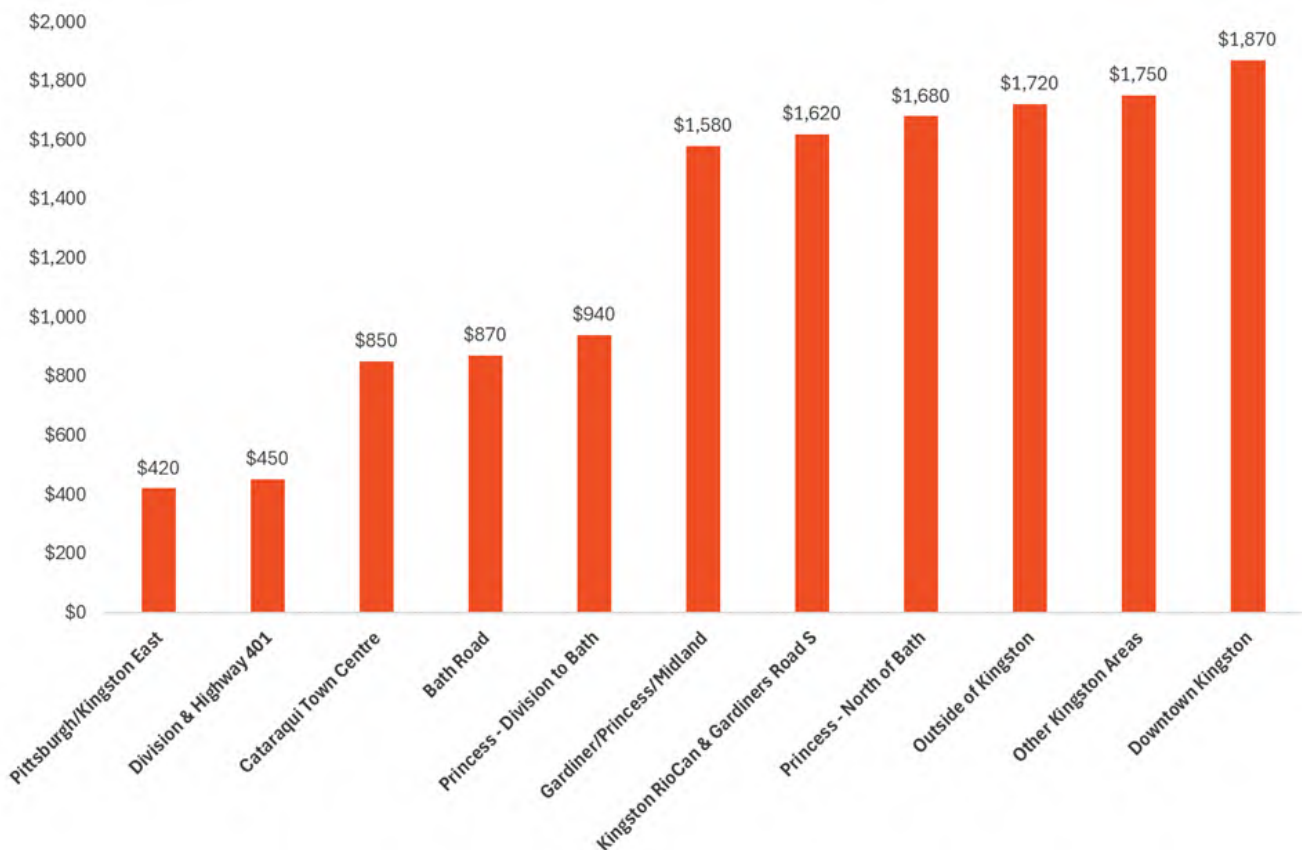
SOURCE: urbanMetrics Inc. Original question: In the past three months, have you visited and shopped at any of the following types of stores? N=1,263

Beyond the types of stores favoured by respondents, this question category also evaluated their locational preferences by asking them to quantify expenditures across eleven different commercial nodes across the city; a map was provided to aid in the accuracy of responses.

Downtown Kingston was identified as where Kingston residents spend the most money, with the shops, restaurants, and services downtown fueling strong consumer spending. Reported average expenditures of \$1,870 over the last three months were more than \$100 more than the location, with the subsequent highest reported spending, Other Kingston Areas, with reported spending of \$1,750 (Figure 11).

In addition, respondents cited areas outside of Kingston where they spent a large amount of money. This is a typical response in consumer surveys, as spending on travel and vacations is not only typically elevated compared to day-to-day expenditures but is also more memorable than day-to-day spending, which can be under-reported due to its repetitive nature.

Figure 11: Index of Respondent Average Total Expenditure (All Store Types)



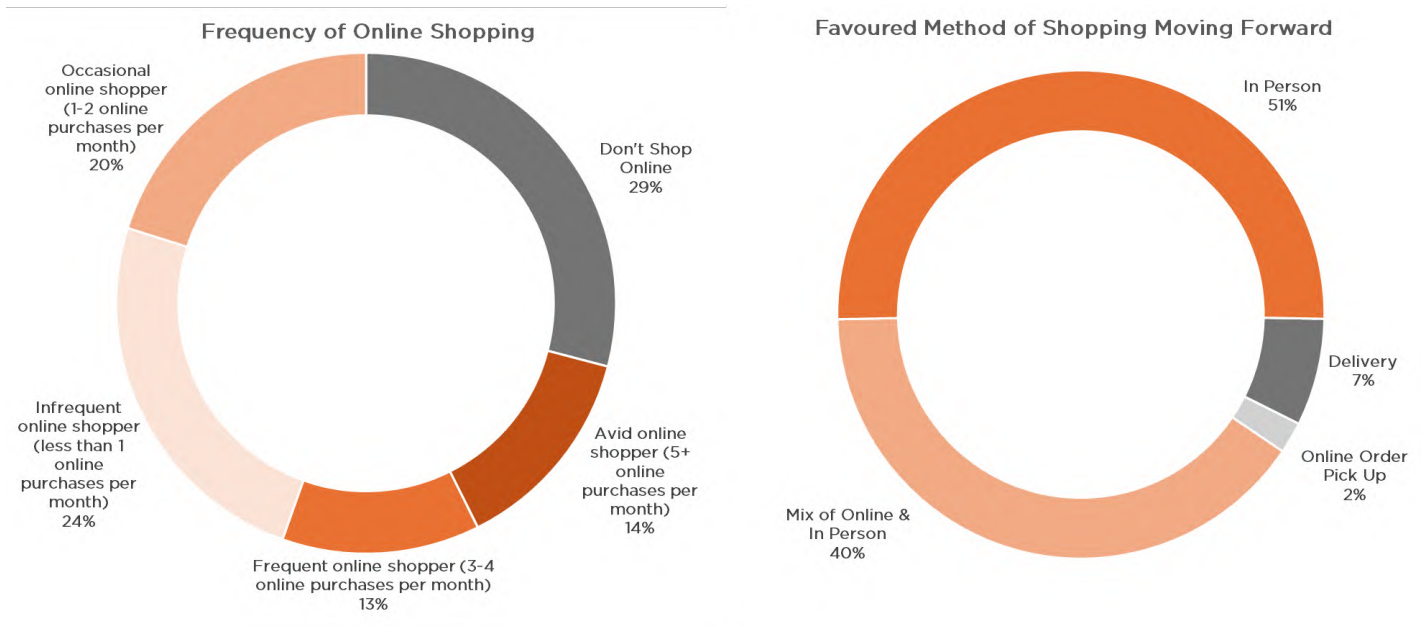
SOURCE: urbanMetrics Inc. based on the average of respondents' reported expenditures by store category, aggregated for each node.

Places and Transportation

Another critical aspect of the consumer survey was preferences in how people shop, particularly concerning online versus in-person spending. This helps obtain local insights on the preference to shop online versus in-person spending, which serves as an input into the expenditure model that projects the need for future commercial space. The greater the preference for online shopping, the less physical retail space is needed to meet commercial needs.

14% of respondents indicated they are avid shoppers who make online purchases five or more times per month (Figure 12). Conversely, 29% of respondents indicated that they do not shop online. The remainder shopped online 3 or 4 times per month (13%), 1 or 2 times per month (20%), or less than once per month (24%). This is less than other regional or national surveys on online shopping and potentially reflects the age bias of the respondents to the consumer survey.

Figure 12: Online Shopping Now and Moving Forward



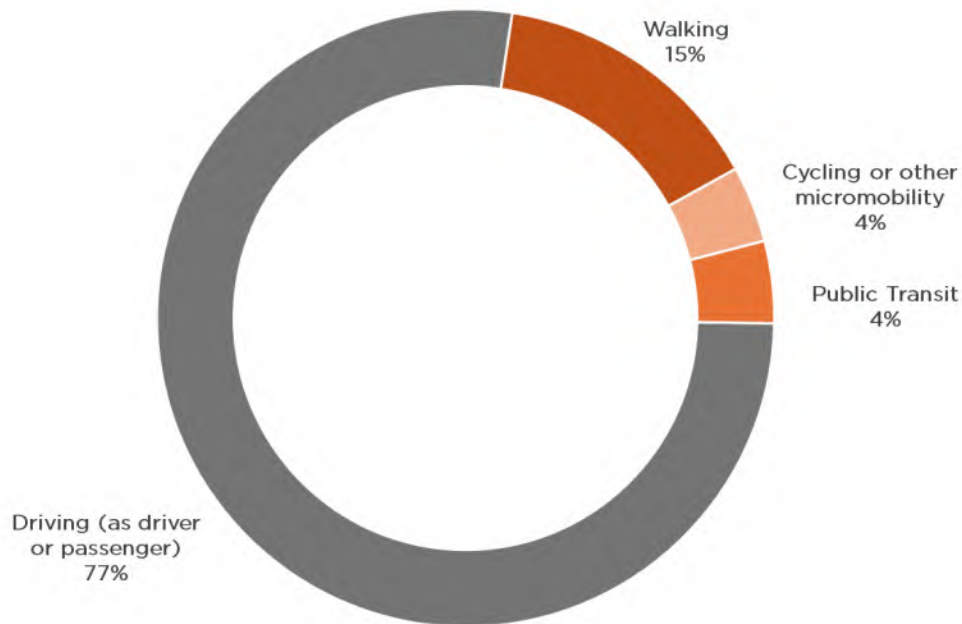
SOURCE: urbanMetrics inc.,

In addition to their current online shopping preferences, respondents provided insights on their favoured method of shopping moving forward. Most respondents (51%) indicated they prefer to continue or return to shopping in person. The next largest category (40%) prefers a mix of online and in-person shopping, with a minority (7%) preferring delivery and an even smaller proportion (2%) preferring online order pickup.

Given this preference for, and the continued importance of, in-person shopping, respondents provided relevant insights on how to fulfill this in-person preference. 77% of respondents indicated that their

typical mode of transportation is driving, either as a driver or passenger (Figure 13). 15% of respondents typically walk to shopping destinations, and 4% cycle or use other micro-mobility and public transit, respectively. These preferences have changed slightly since the 2019 Household Travel Survey, which saw 79% of respondents typically drive, 13% walk, and approximately 7% use other micromobility or public transit.

Figure 13: Typical Mode of Transportation to Shopping Destinations

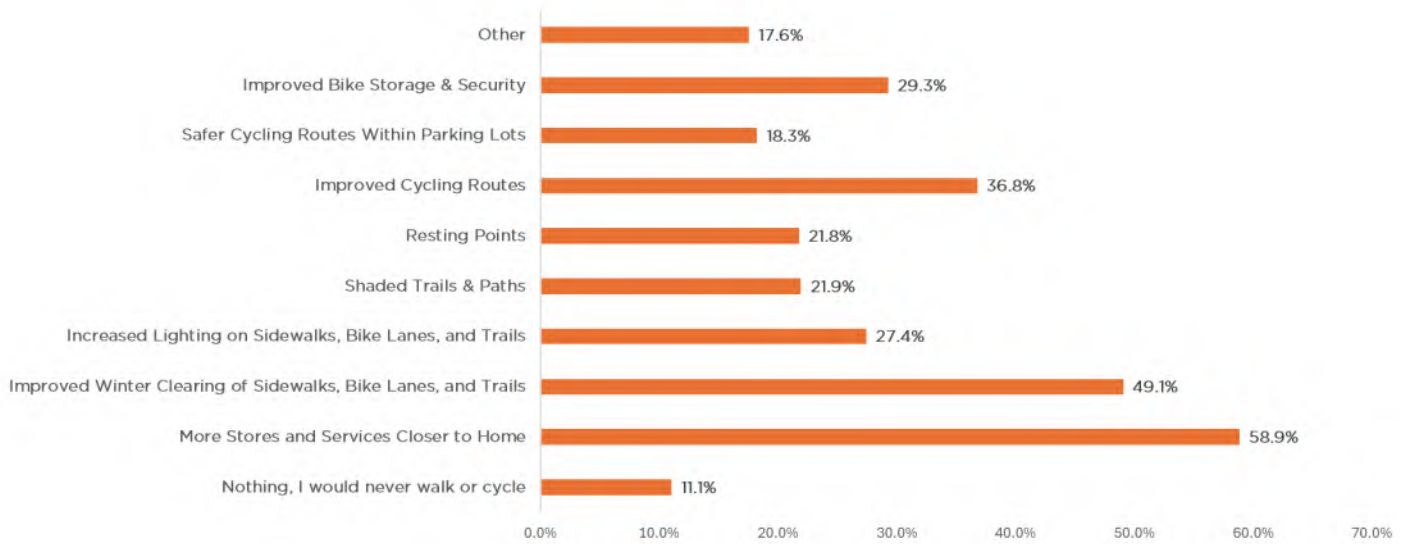


SOURCE: urbanMetrics inc.,

Subsequent questions addressed how the City could impact transportation choices and encourage healthier options over personal vehicles, such as active transportation and micro-mobility (Figure 14). Some of the ways to encourage alternative transportation to commercial destinations that most resonated with respondents included encouraging more stores and locations closer to residential areas (58.9% of respondents), improving winter clearing of active transportation paths (49.1%), improving the safety of cycling routes (36.8%), more and improved options for bike storage and security (29.3%), and increasing lighting on bike lanes and trails (27.4%) (Figure 14).

Other areas cited as increasing the likelihood of alternative modes of transportation include safer cycling routes within the parking lots surrounding many commercial plazas and shopping centres, shaded trails and paths to reduce heat in the summer, resting points on bike lanes and trails, and many other considerations.

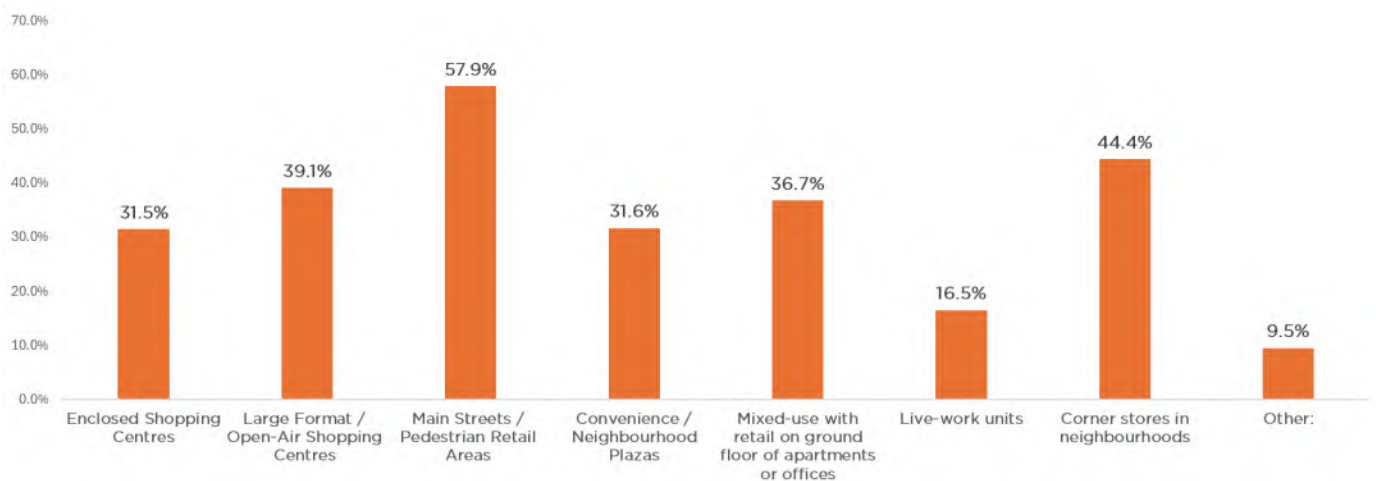
Figure 14: How the City Could Impact Transportation Choices



SOURCE: urbanMetrics. What would encourage you to increase the number of times you would walk or cycle to a store or service? N=1,167

Further questions in this thematic area revealed respondents’ preferences for the built form and typology of new commercial space. 57.9% of respondents identified main streets or pedestrian retail areas as a format they liked (Figure 15). Other popular options included corner stores in neighbourhoods (44.4%), large-format or open-air shopping centres (39.1%) (such as those along Gardiners Road), and mixed-use retail integrated into taller buildings with office or residential uses (36.7%).

Figure 15: Preferred Types of New Commercial Spaces



SOURCE: urbanMetrics Inc. If more stores were added to Kingston, which formats would you prefer? N= 1,188

These responses generally align with a more flexible land use framework that permits commercial uses in mixed-use or residential areas and prioritizes main street-type retail with a more significant focus on pedestrian options. However, there is public support for planning policy and infrastructure interventions to encourage alternative modes of transportation that align with these preferred types of commercial spaces and ensure the success of businesses in new commercial developments (Figure 14).

4.2 Commercial Stakeholder Engagement

As part of our comprehensive review of Kingston's policy framework and commercial development environment, we collaborated closely with City staff to develop a robust stakeholder engagement process. This involved identifying and reaching out to a diverse list of 24 public and private sector organizations, reflecting a broad spectrum of perspectives and interests. Our engagement efforts culminated in 12 in-depth interviews, each lasting 30 to 60 minutes. These interviews provided invaluable insights on various topics critical to Kingston's commercial landscape.

The interview guide covered vital themes such as the strengths and challenges of the commercial real estate market, the pressures and opportunities associated with mixed-use development, and the ongoing challenges to doing business in Kingston. Additionally, discussions delved into the importance of tourism, the needs of the student market, and the impact of current zoning policies on various sectors. Several unifying themes emerged through these conversations, highlighting the need for flexible zoning, enhanced infrastructure and connectivity, and robust support for economic development and small businesses.

Public Sector Stakeholders

Need for Enhanced Infrastructure and Connectivity

- Stakeholders mentioned the need for better transit connectivity, particularly to and from the Via Rail station, and the importance of serviceable land for tourism infrastructure like conference centers and deep-water docks.
- It was cited that efforts to create tourism districts or attractions outside the downtown core could support independent stores and businesses.
- Stakeholders noted the lack of off-campus meal plans and a preference for services within walking distance of campuses, indicating a need for improved local infrastructure and connectivity to support student needs.
- An exciting trend of small grocery stores opening near key streets, like Princess Street, suggests a growing demand for accessible local services.
- The City overall has significant growth potential, but site availability and connectivity to essential services such as transit and commercial spaces are limiting factors.

- The permanent closure of call centers and the shift towards remote work were mentioned, emphasizing the need for infrastructure that supports modern work arrangements.

Support for Mixed-Use and Infill Development

- Stakeholders emphasized the need for more infill development and increased residential density to support businesses during off-peak periods.
- There is a demand for balancing street closures with maintaining business accessibility.
- The importance of revitalizing the waterfront to enhance downtown livability and attractiveness was highlighted.
- The push towards mixed-use development is demonstrated by redevelopment projects that include neighbourhood commercial uses.
- Certain populations felt the loss of major retailers, like Indigo downtown, indicating a need for more diverse commercial offerings in mixed-use developments.
- Advocacy for creating permanent pedestrianized streets downtown was mentioned to enhance the tourism experience and support local businesses.
- Public realm improvements in parks and other areas were stressed to support mixed-use developments.

Economic Development and Support for Small Businesses

- The need for complementary uses in outer areas and the demand for wet labs and pre-built commercial spaces for start-ups were pointed out.
- It was noted that recent efforts to update zoning By-laws have significantly improved flexibility for businesses, making Kingston more attractive for investment.
- The importance of making it easier to do business in Kingston and supporting tourism districts outside the downtown core to grow independent stores and businesses was stressed.
- The importance of creating experiences that attract discretionary spending from tourists and residents alike was emphasized.
- Rising commercial leasing costs and the loss of independent retailers were mentioned, highlighting the need for policies that support small businesses and reduce overheads.
- The need for more diverse commercial offerings, such as hardware stores and specialty food stores, to meet the needs of downtown residents was discussed.

Private Sector

Need for Flexible and Supportive Zoning

- Stakeholders highlighted that zoning challenges are a significant barrier, particularly for healthcare and mixed-use developments. They call for more consistency and flexibility in zoning regulations to support diverse commercial and residential uses.
- The importance of designing buildings with flexible uses from the start was emphasized, noting that different uses need to be integrated seamlessly to support long-term viability.
- The need for more serviced land to accommodate residential and commercial developments was mentioned as critical for supporting growth and attracting businesses.

Enhancing Infrastructure and Connectivity

- Stakeholders noted the need for better transit options and improved traffic flow to support commercial and residential growth. This includes rerouting bus routes and providing more parking solutions to accommodate increased density.
- The significance of connectivity between different parts of the city, such as linking Queens University with downtown and improving access to commercial areas, was highlighted.
- There was mention of the need for more tourist facilities and attractions to encourage longer stays and enhance visitors' overall experience.

Support for Economic Development and Small Businesses

- The need for economic diversification was emphasized, with growth areas identified in the healthcare and biomedical sectors. Supporting start-ups and small businesses through flexible commercial spaces and incentives was seen as vital.
- Stakeholders expressed the importance of creating vibrant commercial spaces that enhance community feeling and attract residents and tourists. This includes maintaining a good mix of commercial facilities across different areas of the city.
- The role of high-density residential developments in supporting ground-floor commercial uses and activating street life was noted, as well as the potential benefits of pedestrianized areas.

5.0 Warranted Commercial Space - Technical Assessment

This section outlines the technical analysis assessing the quantity and type of commercial space required to support Kingston’s population growth through 2051. This analysis is based on industry-standard approaches developed into urbanMetrics’ projection model. This model relies primarily upon Statistics Canada Retail Trade Data, which provides aggregate and per capita expenditures by 2-digit North American Industry Classification System (NAICS) code. This model is applied to Kingston using regression equations that adjust provincial average spending to local areas based on local incomes and the established relationship between income and expenditure in each NAICS category.

Projected Space

The model outputs begin with a top-down projection of space required to serve a projected 2051 population of 220,900 across three categories: Food Store Retail (FSR), Non-Food Store Retail (NFSR), and Services. This technical calculation, in line with projects completed in municipalities across Ontario, is supported by market and competitive considerations based on Kingston’s local context and our professional experience.

Space Adjusted to Land Need

After accounting for local market dynamics and competitive factors, the amount of space is translated into a land need based on space ratios per capita, floor area ratios of different types of development, special considerations for large-format commercial uses, and commercial uses that are projected to be developed on lands not currently designated commercial.

Land Supply

The following subsection outlines the current supply of commercial land after accounting for commercial development between 2021, the base year of the growth projections, and the third quarter of 2023, the base year for the commercial analysis. This part of the analysis also considers the proposed pipeline of commercial space as part of active development applications.

Supply & Demand Reconciliation

Lastly, the need for commercial land is reconciled with the current supply and development pipeline to conclude how much space is market-supported to serve the population and the quantity of land in various land use designations needed to facilitate the development of the required space.

5.1 Projected Future Demand

The warranted commercial space for a 2051 projected population of 220,900 is divided into three main categories:

- **Food Store Retail**
Stores selling a general or specialized selection of food or beverage products including grocery and convenience, specialty food (butchers, greengrocers, etc), and beer, wine and liquor retailers.
- **Non-Food Store Retail**
Stores selling a range of non-food products such as apparel and accessories, household goods and merchandise, consumer electronics, and more.
- **Services**
Businesses and organizations provide various services, including restaurants and food services, educational programs, and commercial health care, among other consumer-focused services.

The amount of warranted space in the Kingston market is calculated based on various factors. The following summarizes our methodology utilized to calculate warranted space for each of the categories analyzed:

1. The customer origin of all expenditures made in Kingston is estimated based on various considerations, including commercial survey results, customer origins data, and previous urbanMetrics analysis in Kingston. For example, 90% of consumer expenditures by Kingston residents typically occur within the Kingston market, with the remaining 10% referred to as “outflow” as they occur outside the city. Conversely, expenditures in Kingston by residents of other municipalities (visitors, tourists, etc.,) are accounted for later as “inflow.”
2. Estimated per capita retail expenditures are adjusted to account for online spending at retailers outside of the Kingston area. This analysis is based on a weighted average of linear trends in e-commerce spending from 2014 to 2019 and the changes to these spending patterns during the COVID-19 pandemic. Approximately two-thirds of the weighting is placed on a linear forecast based on pre-pandemic trends, with one-third on the pandemic-impacted data.
3. Future Kingston market shares have been forecast over the study period (until 2051), based on the potential for changing spending patterns. These shares have been held constant over the forecast period.
4. Kingston’s share is applied to the available expenditure potential, and inflow rates are added to account for expenditures by non-residents. The total market expenditure is then calculated. This total market expenditure is forecasted alongside population growth over the study period.

- The warranted space in each category is then calculated based on expected sales performance levels applied to the total sales volume available.

The following chart (Figure 16) highlights per capita retail expenditures for all Kingston residents using a 2023 base year. It is important to note that this exercise relies on per-capita, not per-household data, and does not discriminate between household members. In addition, it represents an average of all residents of disparate income levels. The estimated total expenditure of \$11,479 also reflects adjustments for online spending unrelated to geography or trade areas like in-person spending.

Figure 16: Kingston Per Capita Retail Expenditures 2023

2023 Dollars	2023	Share
Province of Ontario		
Food Store Retail (FSR)	\$ 3,409	29.7%
Beer Wine & Liquor	\$ 651	5.7%
Supermarket & Grocery	\$ 2,330	20.3%
Other Specialty Food	\$ 428	3.7%
Selected Non-Food Store Retail (NFSR)	\$ 8,071	70.3%
Building & Outdoor Home Supply	\$ 1,041	9.1%
Large Format Retailers	\$ 2,389	20.8%
Other General Merchandise	\$ 232	2.0%
Apparel & Accessories	\$ 976	8.5%
Furniture, Home Furnishings & Electronics	\$ 1,106	9.6%
Other Miscellaneous Retail	\$ 963	8.4%
Health & Personal Care	\$ 1,363	11.9%
Total Retail Expenditures ¹	\$ 11,479	100.0%

SOURCE: urbanMetrics inc., with inputs from Statistics Canada Table 20-10-0056-01 and Table 20-10-0065-01, as well as the 2024 Kingston Consumer Survey

¹ The base year percentage distributions are urbanMetrics’ estimates based on our review of the provincial distribution and accounting for local considerations and the influence of e-commerce expenditures.

Moving forward, per capita expenditures are projected to increase to an estimated \$11,803 in 2031, \$12,289 in 2041, and \$12,774 in 2051, based on constant 2023 dollars (Figure 17). Total market expenditures are estimated to increase by \$940 million, from \$1.8 billion in 2023 to approximately \$2.8 billion in 2051.

Figure 17: Kingston Total Retail Expenditure Potential Forecast

2023 Dollars	2023	2031	2041	2051
Kingston				
Per Capita Retail Expenditures ¹	\$ 11,415	\$ 11,803	\$ 12,289	\$ 12,774
Population ²	160,450	178,400	200,700	220,900
TOTAL RETAIL EXPENDITURE POTENTIAL (\$Millions)	\$ 1,831.5	\$ 2,105.7	\$ 2,466.4	\$ 2,821.8
Food Store Retail (%)	29.7%	24.0%	24.0%	24.0%
Beer Wine & Liquor (%)	5.7%	5.7%	5.7%	5.7%
Supermarket & Grocery (%)	20.3%	20.3%	20.3%	20.3%
Other Specialty Food (%)	3.7%	3.7%	3.7%	3.7%
Non-Food Store Retail (%) ³	70.3%	70.3%	70.3%	70.3%
Building & Outdoor Home Supply (%)	9.1%	9.1%	9.1%	9.1%
Large Format Retailers (%)	20.8%	20.8%	20.8%	20.8%
Other General Merchandise (%)	2.0%	2.0%	2.0%	2.0%
Apparel & Accessories (%)	8.5%	8.5%	8.5%	8.5%
Furniture, Home Furnishings & Electronics (%)	9.6%	9.6%	9.6%	9.6%
Other Miscellaneous Retail (%)	8.4%	8.4%	8.4%	8.4%
Health & Personal Care (%)	11.9%	11.9%	11.9%	11.9%
TOTAL	100.0%	94.3%	94.3%	94.3%
Food Store Retail (\$Millions)	\$ 543.8	\$ 625.2	\$ 732.3	\$ 837.9
Beer Wine & Liquor (\$Millions)	\$ 103.9	\$ 119.4	\$ 139.9	\$ 160.0
Supermarket (\$Millions)	\$ 371.7	\$ 427.3	\$ 500.5	\$ 572.6
Other Food (\$Millions)	\$ 68.3	\$ 78.5	\$ 92.0	\$ 105.2
Non-Food Store Retail (\$Millions)	\$ 1,287.7	\$ 1,480.5	\$ 1,734.1	\$ 1,983.9
Building & Outdoor Home Supply (\$Millions)	\$ 166.1	\$ 191.0	\$ 223.7	\$ 255.9
Large Format Retailers (\$Millions)	\$ 381.2	\$ 438.3	\$ 513.3	\$ 587.3
Other General Merchandise (\$Millions)	\$ 37.0	\$ 42.5	\$ 49.8	\$ 57.0
Apparel & Accessories (\$Millions)	\$ 155.7	\$ 179.0	\$ 209.6	\$ 239.8
Furniture, Home Furnishings & Electronics (\$Millions)	\$ 176.5	\$ 203.0	\$ 237.7	\$ 272.0
Other Miscellaneous Retail (\$Millions)	\$ 153.7	\$ 176.7	\$ 207.0	\$ 236.8
Health & Personal Care (\$Millions)	\$ 217.5	\$ 250.1	\$ 292.9	\$ 335.1
TOTAL (\$Millions)	\$ 1,831.5	\$ 2,105.7	\$ 2,466.4	\$ 2,821.8

SOURCE: urbanMetrics inc., based on inputs from Statistics Canada and 2024 Kingston Consumer Survey.

1 Per Capita expenditure calculated based on differences from the provincial average and adjusted based on insights obtained from the 2024 Kingston Consumer Survey.

2 Population projections from Watson & Associates 2024 Population, Housing and Employment Growth Forecast: Update to 2051, 2023 estimate extrapolated from 2021 base and 2026 projection.

3 Large-Format Retailers represent the Department Stores and Major Retailers in the General Merchandise Category, including the Bay, Walmart, Costco, and Canadian Tire. Their expenditure calculations have been adjusted by 50% to reflect their ability to drive improved sales performance numbers. As a result, their locational and expansion decisions differ from those of other retailers.

Food Store Retail

Trade Area residents currently spend an estimated \$543.8 million in the food store retail category, of which an estimated \$503.0 million occurs within the City of Kingston (Figure 18).

Historically, liquor, beer, and wine stores have been analyzed separately from food store retailers. However, with anticipated Provincial legislation permitting the sale of alcohol in a much wider array of stores, including convenience stores, it is expected that over the long term, a large sale of liquor, beer, and wine will occur within stores traditionally classified as food stores. For long-term planning purposes, we have combined food and alcohol stores into a single category. As a result, sales per square foot estimates have increased, as alcohol sales are typically a merchandise category with relatively high profit margins.

Based on expenditure trends, the total available expenditure in this category is projected to increase by \$272 million by 2051. After accounting for inflow and assuming existing stores in Kingston can capture some market growth by improving their sales efficiency, a total increase of \$272 million in food store retail spending by 2051 will result in an estimated \$259.2 million in residual sales potential that fuels demand for between 272,800 and 345,600 square feet of new food store retail space.

Figure 18: Food Store Retail Warranted Space Projections

2023 Dollars	2023	2031	2041	2051
Kingston				
Food Store Retail (FSR) Expenditures (\$Millions) ¹	\$ 543.8	\$ 625.2	\$ 732.3	\$ 837.9
Estimated Kingston Share (%) ²	92.5%	92.5%	92.5%	92.5%
Estimated Kingston Share (\$Millions)	\$ 503.0	\$ 578.4	\$ 677.4	\$ 775.0
Residual Potential (\$Millions)		\$ 75.3	\$ 174.4	\$ 272.0
STUDY AREA WARRANTED FSR SPACE (including inflow)				
Additional Residual Potential Available from Kingston Residents		\$ 75.3	\$ 174.4	\$ 272.0
Plus Inflow Sales ³		10.0%	10.0%	10.0%
Inflow Sales		\$ 8.4	\$ 19.4	\$ 30.2
TOTAL SALES POTENTIAL AVAILABLE IN THE TRADE AREA (\$Millions)		\$ 83.7	\$ 193.8	\$ 302.2
Estimated Allocation of Additional Sales Captured by Existing Stores (\$Millions)		\$ 12.3	\$ 27.7	\$ 43.0
Available Additional Potential for New Stores		\$ 71.4	\$ 166.1	\$ 259.2
Square Feet Warranted (excluding sales transfers from Trade Area Stores) ³		Square Feet ⁴		
@\$750 per square foot		95,200	221,500	345,600
@\$850 per square foot		84,000	195,400	304,900
@\$950 per square foot		75,100	174,800	272,800

SOURCE: urbanMetrics inc., with inputs from Watson & Associates Economists, Statistics Canada Table: 21-10-0019-01, Table: 20-10-0008-01

¹ based on Statistics Canada Provincial Expenditure Data, the results of the online consumer survey, and urbanMetrics regression model.

² urbanMetrics inc., estimates.

³ Assumes existing stores in Kingston achieve an annual productivity increase of 0.25% (not compounded).

Non-Food Store Retail

Trade Area residents spend an estimated \$1,287.7 million in non-food store retail. \$1,094.5 million, approximately 85%, is estimated to occur within the City of Kingston (Figure 18).

Based on expenditure trends, this category's total available expenditure growth is projected at \$591.8 million by 2051. After accounting for inflow, the total expenditure increase is estimated at \$739.8 million. This amount is then adjusted to account for the competitive influence of incumbent major retailers (\$136.0 million) and the allocation of sales performance improvements to other existing stores (\$117.2 million). These adjustments reflect that market growth will be insufficient for many large-scale retailers to open additional stores in Kingston and that a large share of additional sales will accrue to existing outlets. After these adjustments, a total increase of \$486.5 million in non-food store retail spending by 2051 supports between 572,400 and 884,600 square feet of new NFSR space.

Figure 19: Non-Food Store Retail Warranted Space Projection

2023 Dollars	2023	2031	2041	2051
Kingston				
Non-Food Store Retail (NFSR) Expenditures (\$Millions) ¹	\$ 1,287.7	\$ 1,480.5	\$ 1,734.1	\$ 1,983.9
Estimated Kingston Share (%) ²	85.0%	85.0%	85.0%	85.0%
Estimated Kingston Share (\$Millions)	\$ 1,094.5	\$ 1,258.4	\$ 1,473.9	\$ 1,686.3
Residual Potential		\$ 163.9	\$ 379.4	\$ 591.8
STUDY AREA WARRANTED ADDITIONAL NFSR SPACE (including inflow)				
Additional Residual Potential Available from Trade Area Residents		\$ 163.9	\$ 379.4	\$ 591.8
Plus Inflow Sales ³		20.0%	20.0%	20.0%
Inflow Sales		\$ 41.0	\$ 94.9	\$ 148.0
TOTAL ADDITIONAL SALES POTENTIAL AVAILABLE IN THE TRADE AREA (\$Millions)		\$ 204.8	\$ 474.3	\$ 739.8
Major Retail Adjustment Factor		\$ 37.7	\$ 87.2	\$ 136.0
Estimated Allocation of Additional Sales Captured by Existing Stores (\$Millions)		\$ 32.8	\$ 75.4	\$ 117.2
TOTAL ADDITIONAL SALES POTENTIAL AVAILABLE FOR STORE EXPANSION (\$Millions)		\$ 134.3	\$ 311.7	\$ 486.5
Square Feet Warranted (excluding sales transfers from Trade Area Stores) ³		Square Feet ⁴		
@\$550 per square foot		244,200	566,700	884,600
@\$700 per square foot		191,900	445,300	695,000
@\$850 per square foot		158,000	366,700	572,400

SOURCE: urbanMetrics inc., with inputs from Watson & Associates Economists, Statistics Canada Table: 21-10-0019-01, Table: 20-10-0008-01

¹ based on Statistics Canada Provincial Expenditure Data, the results of the online consumer survey, and urbanMetrics regression model.

² urbanMetrics inc., estimates.

³ Assumes existing stores in Kingston achieve an annual productivity increase of 0.25% (not compounded).

In addition to the integrated assumption that incumbent store efficiency will increase by 0.25% per year (non-compounding) over the projection period, we have also assumed an increase in overall performance levels per square foot. This assumption is that per-square-foot performance levels will rise to between \$550 and \$850 per square foot by 2051. This assumption reflects the continual improvement and innovation in the retail industry but also incorporates the need for increased

performance to survive in a denser urban environment. Mixed-use store formats require higher performance levels to justify the existence of commercial space alongside the residential component of development.

Services

This section uses a per capita space ratio technique to examine future demand for service-oriented space in Kingston. This methodology is used because of the difficulties in standardizing a sales performance level on a square foot basis for services that vary significantly in nature, and all have a different relationship with the size of the space in which they occur. However, this approach can impose a generic or typical market demand conditions on Kingston's current and future population.

These conditions are based on existing service levels in the city and observations made in other comparable markets around southern Ontario. As such, they do not directly reflect uniquely local circumstances. In addition, services are a growing proportion of the Canadian economy and are subject to trends and changing formats that can alter per capita space ratios over time. As a result, a flexible and realistic interpretation of the findings is important to this approach.

The following retail and service space facilities are included in this analysis:

- Bank services and other financial services;
- Consumer goods rental and repair;
- Eating and drinking services, including both quick and full-service facilities;
- Entertainment such as theatres, bowling alleys, etc.;
- Medical and dental care space;
- Personal care services include hair salons, nail salons, tanning, and dry cleaners.

Interpolating the population forecast to arrive at a 2023 population estimate of 160,450, Kingston is expected to see a population increase of 60,450 residents by 2051. This population is projected to drive demand for some 674,900 square feet of additional service commercial space (Figure 20: Warranted Service Commercial Space - Population Growth 2023-2051).

Figure 20: Warranted Service Commercial Space - Population Growth 2023-2051

Commercial Needs - Retail Category	Typical Space Per Capita (Sq Ft)	Total Space Required by Residents (Sq Ft)	Target Capture	Space Required (Sq Ft)	Inflow Growth	Total Warranted Space (Sq Ft)						
Net New Population (2023-2051)	60,450	A	=	B	x	C	=	D	x	E	=	F
Store Categories												
Services												
Food Services & Drinking Places	3.5	211,575	90%	190,400	5.0%	200,400						
Finance, Insurance and Real Estate	1.5	90,675	70%	63,500	0.0%	63,500						
Health Care	1.5	90,675	90%	81,600	0.0%	81,600						
Personal Care	2.0	120,900	90%	108,800	0.0%	108,800						
Business Services ¹	1.5	90,675	80%	72,500	0.0%	72,500						
Other ²	3.5	211,575	70%	148,100	0.0%	148,100						
Total	13.5	816,075		664,900		674,900						

¹ Includes: Professional, Scientific and Technical Services, Select Civic and Social Organizations, Select Office Administrative Services

² Includes: Cultural, Entertainment and Recreation, Personal & Household Goods Repair and Maintenance, Select Educational Services, Social Services, Consumer Goods Rental

SOURCE: urbanMetrics inc.,

Aggregate Demand for Commercial Space

Based on low vacancy rates across retail and service commercial properties and considering the strong influence of tourists and other inflow sources in local spending, we have assumed Kingston’s present commercial service space is mainly balanced.

However, it is important to note that, at 18 square feet per capita, the city has an elevated level of service space per resident compared to other municipalities, which typically average between 12 to 14 feet per capita. As such, to support the growth of existing businesses and not over-deliver space, we have projected a lower per capita space ratio for new residents over the projection period than is experienced by current residents.

As shown in Figure 21, the current ratio of 48 square feet of total (FSR, NFSR and Services) commercial space per capita is projected to reduce to 41 square feet per capita in 2051, with 24 square feet serving net new population growth. This considers the rationalization of space resulting from e-commerce and continued merchandise blending.

Figure 21: Per Capita Commercial Space 2023 to 2051

Time Period	Population	Space	Per Capita
Current: 2023	160,500	7,730,000	48
Growth: 2023-2051	60,400	1,423,700	24
Future: 2051	220,900	9,153,700	41

SOURCE: urbanMetrics inc.

Our professional opinion is that this reduction in commercial space per capita will ensure a more balanced commercial market that supports existing small businesses and retains a healthy vacancy rate while encouraging the intensification of commercial areas and higher sales performance for retailers on a per-square-foot basis.

To allow flexibility in projecting space needs over an extended period to align the projected Services space with the high and low estimates for Food Store and Non-Food Store retail space, we have utilized a plus or minus 10% margin of error for Services space. This results in a range of between 611,900 square feet and 747,900 square feet of additional warranted service space by 2051. Combining the high and low projections of Food Store Retail, Non-Food Store Retail, and Service space results in an aggregate range of between 1.45 million and 1.74 million square feet of market-supported commercial space in Kingston over the projection period (Figure 22: Gross Warranted Space). These projections are the primary building block for the calculations in Section 5.3.

Figure 22: Gross Warranted Space

	2051	
	Low	High
Food Store Retail	272,800	304,900
Non Food Store Retail	572,400	695,000
Services	611,900	747,900
Total Space Warranted	1,457,100	1,747,800

SOURCE: urbanMetrics inc.,

5.2 Market & Competitive Considerations

A key consideration in understanding the need for commercial space to serve a growing Kingston population is an awareness of the decision-making factors for larger retailers. Canada’s largest and highest-performing retailers are concentrated in the grocery and general merchandise categories and ubiquitous in larger population centres nationwide.

Examples include the various Loblaw grocery brands (No Frills, Zehrs, Real Canadian Superstore, etc.), Shoppers Drug Mart, Canadian Tire, Walmart, Empire grocery brands (Sobeys, Farm Boy, etc.), and more specialized retailers such as Costco. These retailers and their brands significantly influence the nature of a commercial marketplace as they often serve as the anchors for commercial plazas, main streets, and shopping centres. As previously mentioned, Kingston is a mature commercial market with a presence of these major retailers.

As Kingston plans for population growth from 2023 to 2051, the amount of commercial space that supports this growth will be impacted by the considerations of these retailers. Businesses must consider expanding a store, opening a new store, bringing a new banner or brand into the market, or absorbing demand within their existing footprint through increased sales per square foot. Our

professional judgement of the competitive marketplace in Kingston supports the conclusion that Kingston’s future growth will likely lead to three to five major commercial anchor locations from these large retailers.

Approximately 10,000 residents are typically needed to support a large-format supermarket store of approximately 35,000 square feet, a standard store module. A larger superstore-type format would need a population of roughly 20,000 or more. Considering a balance between the ongoing trend of smaller grocery store formats in urbanizing areas and a growing share of grocery expenditures occurring at large format retailers with grocery options, Kingston’s projected population growth of more than 60,000 people is likely to support between 5 and 7 new supermarkets over the projection period.

Decision-Making Factors

Retail locational decisions are influenced by several key factors, including:

- **Market Saturation:** The existing presence of stores and the potential for market cannibalization
- **Population Density & Growth:** Neighbourhoods with more planned growth will be more attractive than stable communities.
- **Accessibility:** Proximity to major roads and public transportation.
- **Competition:** Presence and timing of competitive retailers and overall competitive landscape.

Specific Retailer Considerations

While Kingston’s population growth represents a potential new market for retailers, it is important to consider the unique challenges for dominant large retailers such as Walmart, Canadian Tire and Costco, which fall into the General Merchandise NAICS category. These stores often serve as the anchor tenants for larger commercial developments and are important facilitators of future commercial growth, particularly in greenfield areas.

- **Costco**

Costco’s locational decisions are characterized by large trade areas encompassing multiple smaller or mid-size municipalities and hundreds of thousands of residents. Under its current operating model, Kingston’s projected population growth is likely insufficient to support a second Costco location. However, if Costco were to transition to alternative models or smaller format stores, this could impact potential expansion decisions.

- **Walmart**

Since entering the Canadian market, Walmart has typically employed sub-regional trade areas, with multiple locations in mid and large-size urban areas. This is evidenced by Walmart’s previous interest in opening a second location in Kingston in the late 2010s, which did not come

to fruition. As Kingston grows and the nature of the urban area shifts, Walmart might revisit its approach and consider new formats or locations.

- **Canadian Tire**

Canadian Tire stores typically serve smaller trade areas, as evidenced by the three full-sized existing stores in Kingston alongside locations in Napanee and Gananoque. Given its strong existing presence in the market and locations spread across northern, central, and western Kingston, we believe that geographic considerations mean Kingston is unlikely to support another full-size Canadian Tire, except in the event of a community area expansion to the east, farther from the areas serviced by existing locations. However, Canadian Tire has begun to pursue smaller format locations in mixed-use developments within more dense urban areas. As such, there is potential for this type of store format to be accommodated within the built-up area over the projection period.

Future Retail Development

As illustrated in the expenditure model projections for NFSR space, there is likely to be sufficient residual demand to support an additional large-scale general merchandise store within Kingston. This store could also include a grocery component and support the absorption of some residual FSR expenditures, particularly if this location serves as the anchor tenant for a new commercial node in an expanded community area.

5.3 Land Needs

Calculating land needs begins with translating the space warranted by the expenditure and per capita analysis into the space that needs to be constructed. This step considers the commercial developments since the 2023 base year, and the developments that are currently in various stages of planning and engineering approvals.

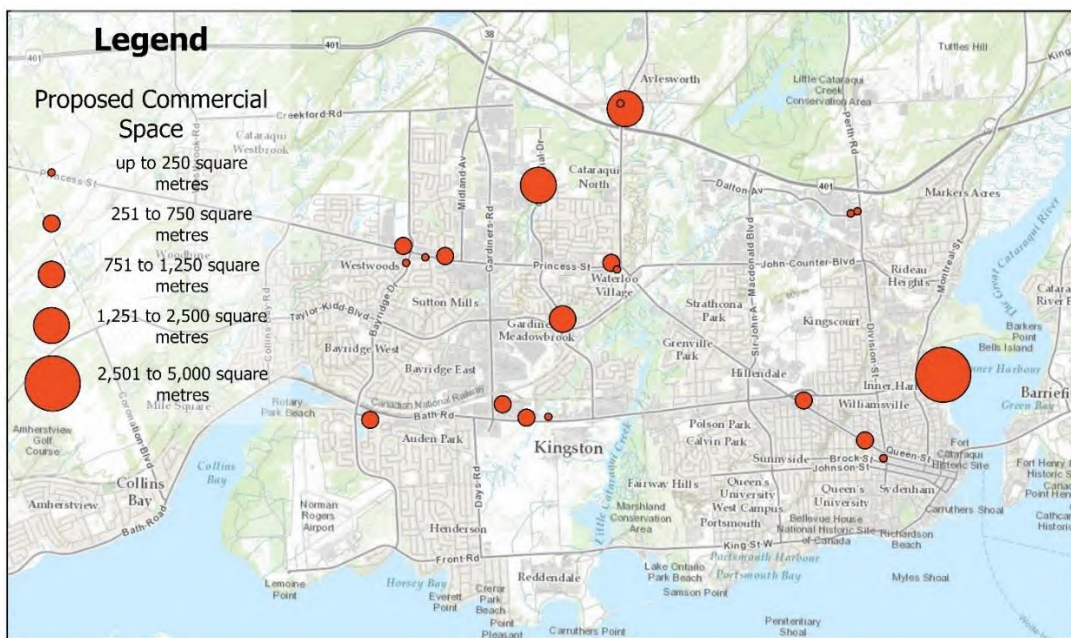
Proposed Space & Space Built Since 2021

A review of City of Kingston building permit and development application data identified a total of 274,400 square feet of commercial space that should be adjusted to the gross total warranted space (Figure 24).

- 72,300 square feet of space constructed since the inventory was finalized
- 202,100 square feet (18,766 square metres) of commercial space in the development pipeline.

Of the currently active total, 142,200 square feet (approximately 13,200 square metres) of this space is in active developments that have already been submitted to the City (Figure 23). The remaining 59,900 square feet result from applications that will likely be subject to revision as they progress through the development approval process. We have assumed a 50% split between non-food store retail and services space for developments where the specific future use is unknown. The review identified no proposed supermarket or explicitly pre-identified goods store space.

Figure 23: Proposed Commercial Space in Active Developments



SOURCE: urbanMetrics inc., via the City of Kingston DASH application. Does not include vacant commercial lands or applications in the pre-application stages.

As a result of this completed and in-process space (Bin Figure 23), gross warranted space of between 1.45 and 1.75 million square feet (A in Figure 23) is adjusted downward to a range of between 1.18 and 1.47 million square feet (C in Figure 24).

The rest of this analysis utilizes the high end of the range (1.47 million square feet) to provide for vacancy and increased flexibility to ensure that commercial needs can be met.

Figure 24: Residual Warranted Space Summary

GROSS WARRANTED SPACE SUMMARY			
		2051	
		Low	High
A	Food Store Retail	272,800	304,900
	Non Food Store Retail	572,400	695,000
	Services	611,900	747,900
	Total Space Warranted	1,457,100	1,747,800
- LESS PROPOSED SPACE & SPACE BUILT SINCE 2021			
		2024	
		Low	High
B	Food Store Retail		
	Non Food Store Retail	137,200	137,200
	Services	137,200	137,200
	Total Space Proposed	274,400	274,400
= RESIDUAL (SURPLUS / SHORTFALL)			
		2051	
		Low	High
C	Food Store Retail	272,800	304,900
	Non Food Store Retail	435,200	557,800
	Services	474,700	610,700
	Total Space Surplus/Shortfall	1,182,700	1,473,400

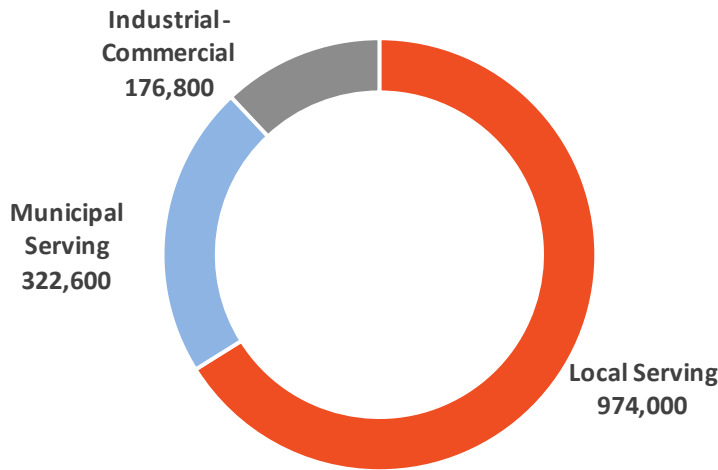
SOURCE: urbanMetrics inc., with data from the City of Kingston

Commercial Space by Market Type

In addition to being distributed by retail category (i.e. Food Store, Non-Food Store, and Service space), market-supported commercial space needs to be considered as part of the commercial hierarchy, where businesses meet local needs, municipal-wide needs, and the needs of the business community through quasi-industrial uses that are captured under commercial NAICS and sales data. The 1.47 million square feet of commercial space can be broken down based on the markets it serves and the planning policy geography of the city.

At a high level, the space can be broken out into Local-Serving, Municipal-Serving, and Industrial-Commercial Space (Figure 25).

Figure 25: Commercial Space Hierarchy Breakdown



SOURCE: urbanMetrics inc.,

Of the total 1.47 million square feet of market-supported commercial space, some 974,000 square feet is expected to be local-serving, with 322,600 square feet of municipal-serving space and an additional 176,800 square feet of industrial-commercial space also supported by a growing commercial market (Figure 25).

Local-Serving Space by Policy Area

The 974,000 square feet of local-serving commercial space can then be allocated into three different policy areas based on the unit allocations in the Kingston Community Area Land Needs and Intensification Analysis and an adjustment process that considers the current supply of commercial space in the area, available commercial lands, and high-level intensification opportunities.

- **417,400 square feet of local-serving space requiring 11.1 hectares to serve an expanded community area.**

The projected growth in an expanded community area is expected to be served by 20 square feet of local serving space per person. Adjusting for competitive and land supply factors, the future population of this area is expected to support an additional 417,400 square feet of commercial space. Assuming a 35% floor area ratio, this will require 11.1 net hectares of land. This land is factored into the other community area lands in the Community Area Land Needs and Intensification Analysis through the 50% net to gross assumption for local roads, parks, trails, stormwater ponds, and non-residential uses (1 in Figure 26).

- **101,600 square feet of local-serving space requiring some 3.1 hectares to serve the build out of the current Designated Greenfield Area.**

Planned development in the existing Designated Greenfield Area is expected to support demand at a rate of roughly 20 square feet per capita. Adjusting for competitive and land supply factors results in 101,600 square feet of warranted local-serving space. Assuming a 30% floor area ratio, this will require some 3.1 hectares of land (2 in Figure 26).

- **455,000 square feet of space, requiring an estimated 13.5 hectares, to serve the growing population of the Built Up Area.**

The projected population increase in the Built-Up Area is expected to be served by a lower per capita ratio of 17.5 square feet per capita to reflect the existing concentration of commercial space, ensuring additional space to serve new residents while allowing population growth to support existing businesses. Accounting for these and other considerations, this is expected to result in 455,000 square feet of new commercial space (3 & 4 in Figure 26).

This local-serving space within the Built-Up Area is assumed to occur in freestanding and mixed-use developments. Based on recent trends and the availability of large commercial parcels, the calculations assumed that 30% of new space will be freestanding commercial buildings, requiring approximately 3.6 hectares of land, and 70% will occur in mixed-use formats, requiring 9.9 hectares of land for a total of 13.5 hectares of land (3 & 4 in Figure 26).

In total, Kingston is expected to support 974,000 square feet of local serving space over the projection period, which is estimated to require 27.7 hectares of land.

Figure 26: Market-Supported Commercial Space & Associated Land Needs

		Commercial Growth Share ¹	Square Feet GLA	FAR	Net Acres	Net Hectares
Growth - Warranted Commercial Space			1,473,400			
Local Serving Commercial Uses						
1	Expansion Area	43%	417,400	35%	27.4	11.1
2	Current DGA	10%	101,600	30%	7.8	3.1
	BUA Intensification	47%	455,000			
3	Freestanding Format (30%)		136,500	35%	9.0	3.6
4	Mixed-Use Format (70%)		318,500	30%	24.4	9.9
Total Local Serving			974,000		68.5	27.7
5	Municipal Serving Commercial Uses		322,600	35%	21.2	9.9
6	Other Commercial Uses²		176,800	20%	20.3	8.2
7	Specialty Commercial Uses³				28.7	11.6
Sub -Total			1,473,400		138.6	57.4

SOURCE: urbanMetrics inc.,

¹ Growth shares are urbanMetrics estimates of the share of direct population-related commercial development that can be expected in area based on a combination of the unit allocations by policy area in Figure 7 of the Community Area Land Needs Analysis, Persons Per Unit Ratios for low density, medium density, and high density units, the distribution and concentration of existing commercial space across the city, and the likelihood of commercial development based on locational, lot size, and other requirements.

² Other Commercial Uses are commercial enterprises that tend to locate within industrial areas or near industrial users due to their generally business-to-business orientation, potential for nuisance activities that require separation from sensitive land uses, or requirements for large lot sizes and/or heavy vehicle traffic.

³ Specialty commercial uses refers to commercial operations with unique spatial requirements such as mid or large scale hotel and conference space, and automobile dealerships.

Non-Local Commercial Space

- **322,600 square feet of municipal serving space requiring 9.9 hectares.**

In addition to the Local-Serving uses, market growth is expected to support some 322,600 square feet of Municipal-Serving commercial uses. These uses are expected to largely take the form of freestanding commercial buildings. Based on an assumed 35% floor area ratio, these uses would require 9.9 hectares of land (5 in Figure 26)

- **176,800 square feet of other commercial space requiring 8.2 hectares.**

Beyond local or broader serving uses, other commercial uses have requirements or characteristics that lead them to seek out locations within or adjacent to industrial areas. This analysis assumes that the rate of commercial development within what is currently referred to as Employment Areas will follow historical trends. This results in approximately 176,800 square feet of commercial uses that would have historically occupied employment areas. Assuming a lower floor area ratio of 20%, these uses will occupy a projected 8.2 hectares (6 in Figure 26).

These uses would include specialty automotive repair and autobody shops, specialty home improvement stores (e.g. flooring, lighting, cabinetry, pool/spa, plumbing, etc.) and similar uses that would not be compatible with traditional commercial areas or mixed-use developments. In addition, we anticipate that a small amount of ancillary retail and services space would be required within Employment Areas to support local employees and businesses.

The projected 8.2 hectares of land to support other commercial uses will require careful consideration under the new Provincial Policy Statement, 2024 to ensure that lands within or adjacent to industrial areas are provided for commercial uses with these specific requirements to both support the local economy and ensure sufficient distance between potential nuisance activities associated with these commercial users and sensitive land uses.

- **An estimated 11.6 hectares for specialty commercial uses.**

The analysis also considers the requirements of specialty commercial uses such as hotels and car dealerships. To ensure land is available for these uses, we have incorporated 4.6 hectares to accommodate more than 1,000 new hotel rooms based on modern standards of hotel unit size, as well as 7 hectares to accommodate 5-6 new auto dealers. These assumptions are conservative in that they overstate the likely land requirements of these uses. The resulting land need is 11.6 hectares (7 in Figure 26).

Gross Commercial Land Need

In aggregate, Kingston is expected to require 57.4 hectares of commercial land to accommodate commercial development supported by market growth to 2051 (Figure 26).

If the 11.1 hectares of land already accounted for in assumptions made in the Kingston Community Area Land Needs and Intensification Analysis are excluded to avoid double counting, there are 6 categories to be planned for, resulting in 46.3 hectares of land (Figure 27). We have assumed varying floor area ratios depending on the policy area and types of buildings. Kingston’s projected population growth will require approximately 46.3 hectares of commercial land to meet its growing commercial needs, in addition to those met in other land use designations and other planning exercises.

Figure 27: Commercial Space to be Accommodated on Commercial Lands

	Residual Space Category	Commercial GLA	FAR	Net Acres	Net Hectares
2	Current DGA	101,600	30%	8	3.1
3	Local Serving Freestanding - BUA	136,500	35%	9	3.6
4	Local Serving Mixed Use - BUA	318,500	30%	24	9.9
5	Municipal Serving	322,600	35%	21	9.9
6	Other Commercial Uses	176,800	20%	20	8.2
7	Specialty Commercial Uses			28.7	11.6
	Space to be Accounted For	879,200		111.3	46.3

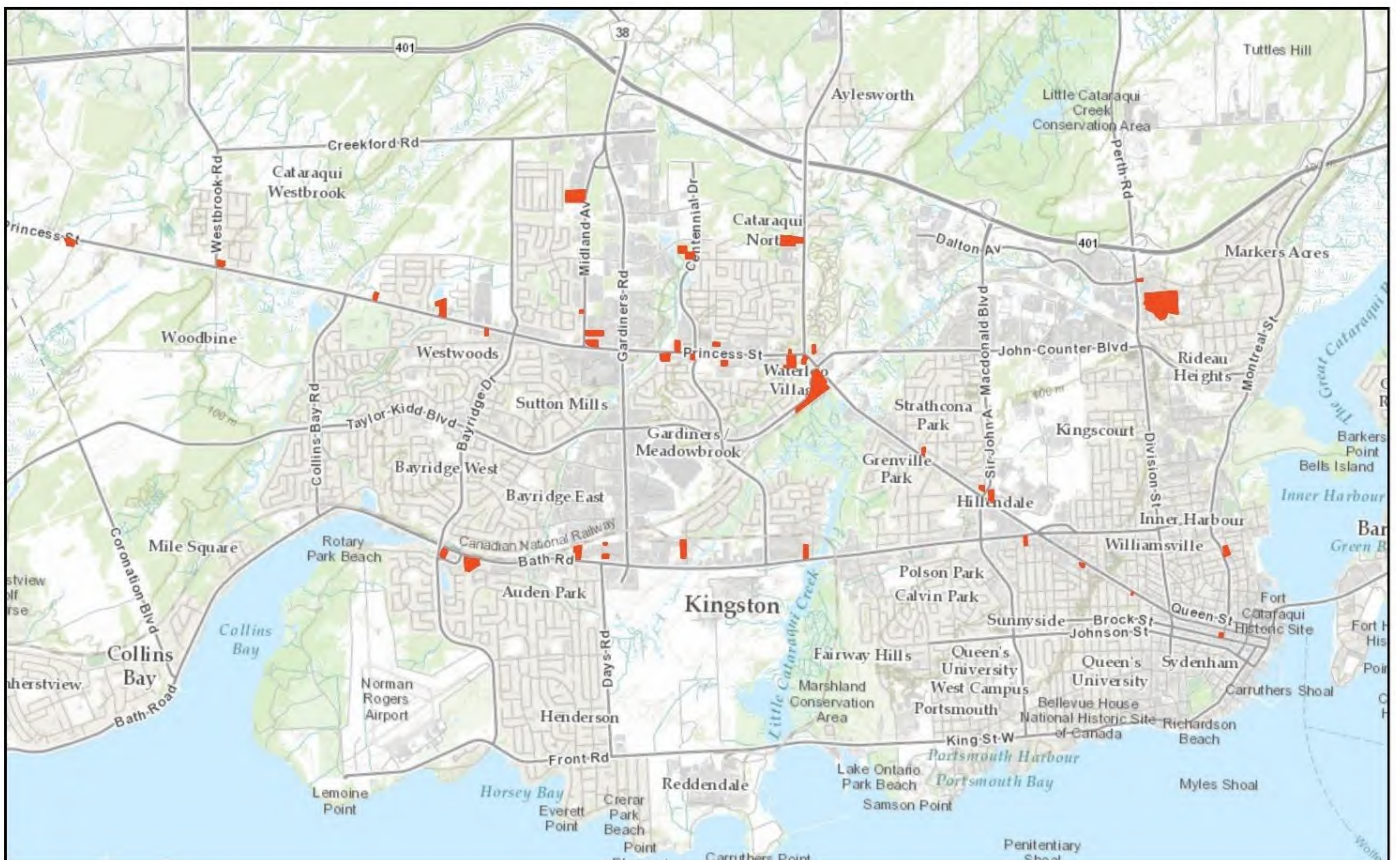
SOURCE: urbanMetrics inc., with inputs from Watson & Associates Economists Ltd.

5.4 Land Supply

A land needs assessment was conducted alongside the rest of the consulting team and the City of Kingston’s project team, and 31.2 hectares of vacant land were identified under existing commercial designations within the urban boundary. In addition, there are limited but additional opportunities for commercial development in rural areas on Rural Commercial and Hamlet designations. Still, these primarily take the form of intensification opportunities that depend on individual landowners' decisions.

This space is primarily concentrated along Princess Street and Gardiners Road in the Kingston Centre Protected Major Transit Station Area, along Bath Road, and Centennial Drive (Figure 28). The largest currently vacant parcel is 23 Soccer Lane, an approximately 7.3-hectare property adjacent to the Days Inn near the Division Street and Weller Ave intersection.

Figure 28: Vacant Commercial Land Supply Map



SOURCE: urbanMetrics inc., with inputs from the City of Kingston and imagery from ESRI & OpenMap

5.5 Land Needs Summary

Approximately 1.47 million square feet of new retail and service commercial space is required to meet projected growth in demand by 2051. The Kingston Community Area Land Needs and Intensification Analysis identified a need for community areas beyond those within the current settlement boundary to accommodate population growth, which results in a need for commercial space to serve new communities. Simultaneously, a growing population in the Built-Up Area will intensify commercial space demand, particularly in strategic growth areas, Protected Major Transit Station Areas, and designated centres and corridors.

Gross Market-Supported Space Projections

- Growth in the Kingston market is projected to support a high-end estimate of 1.74 million square feet of gross commercial space in Kingston between 2021 and 2051 (Figure 22).
- 274,000 square feet of this space has already been constructed or is currently included in active development applications, reducing the net need for new commercial space to 1.47 million square feet.
- Of this 1.47 million square feet of market-supported space, 974,000 square feet is expected to take the form of local-serving commercial uses. The remainder is comprised of 322,600 square feet of larger municipal-serving commercial facilities, and 176,800 square feet is projected to take the form of commercial uses that historically choose or are restricted to locate on non-commercial lands because of the nature of their business (Figure 25).

Local & Municipal Serving Space

- Of the 974,000 square feet of warranted local-serving space, 417,400 square feet (43%) is expected to be developed in community areas added to the urban boundary to accommodate Kingston’s growing population. Based on a 35% floor area ratio, these uses will require an estimated 11.1 hectares accounted for in the Kingston Community Area Land Needs and Intensification Analysis by including a 50% net to gross assumption for new community area lands.

The remaining 556,600 square feet of local-serving warranted space (57%) is expected to develop within the existing settlement area through intensification and developing the 31.2 hectares of vacant commercial land within the current urban boundary. This space is assumed to be developed in various types based on differing typologies between greenfield, intensification, and mixed-use developments. Based on floor area ratios ranging from 30% to 35%, this local-serving space will require approximately 16.6 hectares (Figure 27).

- In addition to local serving space, we project that market growth will support approximately 322,600 square feet of more prominent municipal-serving commercial uses. Assuming a 35% floor area ratio these uses will require 9.9 hectares of land.

Other & Specialty Commercial Space

- In conjunction with the Employment Area Lands Review, this analysis projects that growth in the Kingston economy will support some 176,800 square feet of other commercial uses through 2051. These uses would typically be located within or adjacent to employment areas. At a 20% floor area ratio, these uses would require 8.2 hectares of land.
- The process also accounts for the land needs of specialty commercial uses such as hotels, convention centres, and car dealerships. These uses have unique land needs, which are assumed to require some 11.6 hectares (Figure 26).

Net Commercial Land Need

1. With 57.4 hectares of projected need and 31.2 hectares of identified supply, the City has an aggregate shortfall of 26.2 hectares of commercial land over the 2051 projection period.
2. The City must plan to accommodate 11.1 hectares (417,400 square feet) of commercial land within an expanded community area for local-serving commercial uses. Sufficient accommodation for this space was made during the Community Area Land Needs and Intensification Analysis, which reduces the aggregate land need to 46.3 hectares.
3. A further 8.2 hectares (176,800 square feet) would previously have been assumed to develop on employment lands, but must be considered separately to be consistent with the Provincial Policy Statement, 2024. The City must structure changes to its Official Plan to bring it into conformity with the new definition of areas of employment in the Provincial Policy Statement in such a way that accounts for the estimated 8.2 hectares (176,800 square feet) of other commercial uses that represent commercial demand for land within employment areas absent any policy changes.
4. After accounting for the 11.1 hectares of local-serving commercial land within an expanded community area and resolving the need for 8.2 hectares of land that would historically have been located within employment areas, the City has a residual requirement of 38.1 hectares of commercial land.
5. The City's supply of vacant commercial land within the urban boundary is estimated at 31.2 hectares. It should be noted that while preliminary due diligence to avoid the consideration of environmentally protected lands has been undertaken, portions of this vacant land supply may be undevelopable and increase the estimated shortfall.
6. The City can seek to address this shortfall of commercial land by expanding Mixed-Use permissions to include new commercial space in currently residential areas, by incorporating additional commercial land in an expanded urban boundary, by increasing the permitted or required density of commercial developments, or by reconsidering the role of rural commercial and hamlet designations outside of the urban boundary.

6.0 Commercial Best Practices & Case Studies

This section provides analysis and commentary on seven best practices in the planning and delivery of urban commercial space, alongside supporting case studies that are examples of these best practices. Each case study is not presented as a perfect outcome but as an example of plans and tactics utilized by other cities or towns to deliver improved mixed-use and commercial areas.

6.1 Mixed-Use Development in Greenfield Areas

Combining commercial space alongside other uses will be vital to achieving the City’s planning and economic development goals. Kingston has already seen mixed-use transformations along key corridors such as Princess Street, and similar redevelopments are likely to serve as a significant source of new commercial space within the built-up area. Promoting mixed-use development integrates residential, commercial, institutional, or other uses within the same neighbourhoods, blocks, or buildings, fostering vibrant neighbourhoods suitable for various transportation options and lifestyles. Further, ensuring mixed-use development delivers solid, usable commercial space supports local businesses by increasing foot traffic and creating opportunities for small businesses to thrive within dynamic, multi-purpose environments.

Related Policies:

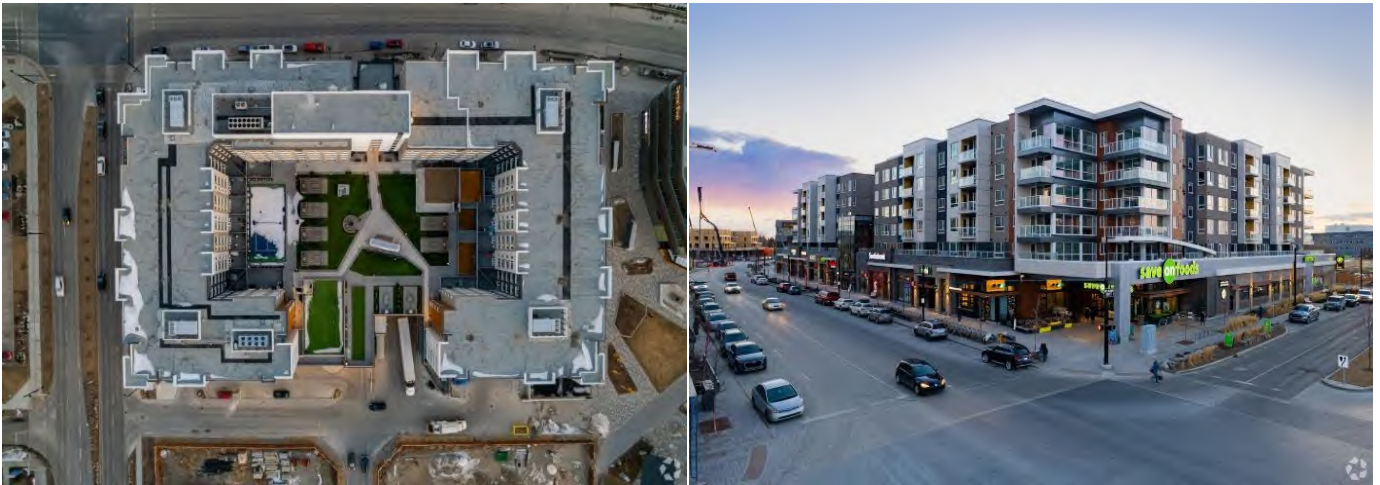
- **Permitted Uses:** Mixed-use buildings are encouraged, combining residential, commercial, and institutional uses to create vibrant, walkable neighbourhoods.
- **Ground Floor Uses:** Ground floor commercial uses are mandated along major streets, with residential or office uses on upper floors.

University District in Calgary, AB

The University District in Calgary is an example of a greenfield development integrating a variety of uses, housing types, and built forms at above-average densities. This example looks at a mixed-use building that integrates a Save On Foods supermarket into the podium of a rental apartment building.

- 65,000 square feet of commercial space integrated into the podium with 288 residential units above.
- Anchored by 38,000 square foot Save-On-Foods grocery store.
- Residential amenity space located on top of commercial services and parking.
- Part of University District Master Plan for 200-acre site.
- Residential amenity space located on top of commercial services 488 underground and surface parking spots.

Figure 29: University District in Calgary, Alberta



SOURCE: CoStar Realty Group Ltd.

Key Takeaways

- Maximize benefit of underground parking to provide parking for broader commercial area
- Share parking among multiple uses or tenants
- Provide commercial uses along entire frontage to animate streetfront
- Identify location for community anchors, such as grocery stores, early in area planning process
- Identify anchor tenant and their space requirements early in the planning and design process

6.2 Intensifying Through Mixed-Use Development

Cities can encourage redeveloping and converting aging commercial sites into higher-density formats by directing development to infill, brownfield, and underutilized properties. This uses land more efficiently, reduces distances between essential community sites, and accommodates population growth within existing infrastructure. Moreover, it boosts economic activity and supports the development of businesses. This is achieved by reducing the tax burden on individuals and organizations and spreading it across a growing tax base. This strategy is one of multiple planning approaches to enhancing the community's economic health.

When planning for intensification, it's crucial to ensure a human scale of development that provides attractive outdoor spaces and green space. This is not just about increasing density but also about creating a livable environment. Planning for public squares, parks, and other green spaces is vital to intensifying urban areas in a way that supports residents and business owners. Modern approaches to delivering these critical community assets include green infrastructure, which provides opportunities to increase the attractiveness and health of built spaces by incorporating green roofs, urban parks, and garden space in new developments.²

Related Policies:

- **Height and Density Increases:** Policies support moderate increases in building height and density at the edges of neighbourhoods, particularly near transit routes, community facilities, and mixed-use centres.
- **Infill Development:** Encourages residential intensification through infill and converting existing buildings to multiple units.

² MMAH & OPPI. "Planning by Design: A Healthy Communities Handbook. Fall 2009

King High Line – Toronto, ON

King High Line is a mixed-use development on the edge of Liberty Village in downtown Toronto. The project, which was completed in 2019, includes 160,000 square feet of commercial space and 10,000 office spaces. Over 500 rental units are located above the non-residential podium and condominium towers throughout the development. The project is in a prime location with excellent frontages, street exposure, multiple entrances, underground parking, and public transit access.

- Completed in 2019.
- 160,000 square feet of commercial space.
- 10,000 square feet of co-working office space.
- 500 high-end residential units including both condominium and purpose-built rental.
- Anchored by 42,000 ft² Longo's supermarket, Canadian Tire, and Shoppers Drug Mart.

Figure 30: King High Line Development in Toronto, ON



SOURCE: CoStar Realty Group Ltd.

Key Takeaways

- Design buildings to deliver productive and functional lower-level space
- Share parking amongst multiple uses or tenants
- Commercial uses along entire frontage to animate street front
- Adequate sidewalk width, particularly at corners.

6.3 Flexible Zoning & Transit-Oriented Development

It has been long acknowledged that walkability and access to public transportation are key conditions for commercial success in urban areas. Kingston’s infrastructure and culture support an automobile-reliant commercial environment. While intensifying the urban area will support active transportation and walkability, it will be important to ensure that community members who rely on their cars can continue to be conveniently served by commercial spaces.

However, reliance on personal cars is diminishing, and creating attractive streetscapes that serve as places, rather than roads, to travel from home to a store will support small businesses and investment in the local economy. It will also reduce transportation costs for consumers while contributing to sustainable economic development and the overall liveability of the community.

Related Policies:

- **Transit-Oriented Development:** The planning framework encourages higher densities and mixed-use development along priority transit routes to support public transportation but is only beginning to support this targeted development with an expansion of transit service.
- **Shared Parking and Access:** Promote shared parking facilities and minimize surface parking to encourage active transportation and transit use.

Orenco Station - Hillsboro, OR

Orenco Station in Hillsboro, a suburb of Portland, Oregon. The first development phase was completed in 2003 and was ongoing until 2018. It provides an enduring example of how flexible zoning can support mixed-use, higher-density development around a major transit hub using several key strategies³. The masterplan provides almost 2,000 dwelling units over 135 acres, including a diverse mix of housing types and a main street style core with offices and housing above ground floor retail⁴.

- **Flexible Zoning:** The area was planned to accommodate a mix of residential, commercial, and recreational uses in proximity to the Orenco MAX light rail station. This land use framework was supported with zoning flexibility to eliminate barriers to creating a walkable neighbourhood with diverse land uses.
- **Public-Private Partnerships:** The planning and development process involved collaboration between local government, private developers, and the transit authority to ensure that the project met transportation and housing needs while ensuring it was financially feasible for developers and the infrastructure costs to the public sector.

³ Congress for the New Urbanism. “Orenco Station Project Details”. (October 2003).

⁴ Urban Land Institute. “Orenco Station Development Case Studies”. (November 1999).

- **Community Amenities:** The plan and subsequent development include parks, retail spaces, and community centres to encourage a vibrant pedestrian-friendly environment and ensure a vibrant place where people can spend time and patronize businesses.

Figure 31: Orenco Station in Hillsboro, Oregon



SOURCE: City of Hillsboro.

Key Takeaways

- Have planning framework in place to capitalize on transit investments
- Prioritize connectivity between different forms of transportation and mitigate the potential for conflicts
- Ensure parks and community amenities are phased in tandem with development
- Identify areas to focus commercial and pedestrian activities that are supported by the rest of the planning framework and infrastructure delivery

6.4 Complete Communities

Already a part of Kingston’s planning framework, planning for neighbourhoods where residents can more easily access most of their daily needs supports healthier communities by incentivizing walking and biking and bringing community members closer to the stores and services they rely on. This concept supports living locally by creating smaller commercial market areas and helping small businesses attract and retain nearby customers. This process also contributes to a sense of community, a hard-to-measure facet of local economies.

Example policy approaches include “complete streets” and the incorporation of active transportation infrastructure to accommodate a wider variety of users and improve the public realm by prioritizing how people interact with a space⁵.

Current Policies:

- **Accessibility and Connectivity:** Policies promote improved pedestrian linkages and accessibility within neighbourhoods and to adjacent areas.
- **Local Services and Amenities:** Supports the integration of neighbourhood commercial uses, parks, and community facilities to serve residents within walking distance.

Shops at Morgan Crossing - Surrey, BC

- Completed in 2011
- Commercial Space: 393,000 square feet
- 457 Residential Units
- Anchor Commercial Tenants: Thrifty Foods, Best Buy, London Drugs

The Shops at Morgan Crossing, completed in 2011, is a mixed-use development located in Surrey, British Columbia. It features almost 400,000 square feet of leasable space and more than 500 residential units, with spin-off development of hundreds more units. Main anchor commercial tenants include Thrifty Foods, Best Buy, and London Drugs, providing residents with essential services and retail options.

This project demonstrates how to intensify lower-density commercial properties by integrating residential and public spaces, contributing to a complete community with a balanced mix of living, shopping, and recreational areas. The development provides a compromise between low-density commercial development and successful urban intensification by up-zoning commercial uses with residential units and bringing population growth into the proximity of large-format retail uses.

⁵ Town of Whitchurch-Stouffville. “Planning for Complete Communities” Discussion Paper. March 2021.

Including diverse commercial options alongside residential units enhances residents' convenience and livability, fostering a walkable neighbourhood without completely sacrificing parking and relying on access to higher-order transit.

Figure 32: Shops at Morgan Crossing in Surrey, British Columbia



SOURCE: MCM Architects

Key Takeaways

- Explore opportunities to deliver traditional commercial functions that support higher densities.
- Identify main street areas to serve as core commercial and pedestrian areas serving as the focus of surrounding infrastructure.
- Orient commercial functions internal to the site as opposed to facing the major roadway, to support pedestrian activity.
- Ensure sufficient commercial space to have a critical mass of activity.

6.5 Prioritizing Community and Stakeholder Engagement

Community and stakeholder engagement is crucial in planning and delivering commercial space and mixed-use developments. It ensures that the needs and aspirations of residents and businesses are met. Active engagement with various stakeholders fosters a sense of ownership and pride, allowing the development to reflect the unique character and identity of the community.

This collaborative approach helps address concerns and incorporate feedback, resulting in more inclusive and sustainable projects. Engaging the community builds trust and ensures the development is socially and culturally enriching, making it a space where people feel connected and invested.

Relevant Policies

- **Public Engagement Policies:** The public engagement policies embedded in the current Official Plan encourage diverse engagement strategies to ensure broad participation in the planning process. These include public meetings, surveys, workshops, and online platforms to gather input from various community members.
- **Community Vision:** The current Official Plan includes community visioning policies that support the development of a community vision through stakeholder engagement, helping to shape the long-term goals and priorities for the city's growth and development.

River Arts District – Asheville, NC

Asheville's River Arts District revitalization relied on extensive community and stakeholder engagement in the transformation of an industrial area into a vibrant arts and cultural district using several related tactics integrated into the Wilma Dykeman RiverWay Masterplan⁶. The plan builds upon more than 20 years of planning and design efforts.

- **Public Forums and Workshops:** A key part of the development process, and one that is followed in Kingston and throughout Ontario, is holding public meetings and workshops to gather input from residents, artists, and business owners. The process in Asheville went further, soliciting creation from the public rather than feedback.
- **Collaborative Planning:** The design and construction process involved partnerships with local artists, arts organizations, and community groups to plan, deliver, and occupy spaces. The active involvement of these stakeholders from the beginning of the process resulted in more successful outcomes and immediate take-up of space by stakeholder groups acting as first movers, supporting the initiative's success.

⁶ City of Asheville. "Planning and Urban Design: Urban Design + Place Strategies". March 2023.

- **Cultural Programming:** Through participation and collaboration, the district hosts regular events, exhibitions, and festivals that engage the community and attract visitors, fostering a sense of ownership and pride among residents.
- **Funding and Support:** The City and its partners secured funding through as many disparate sources as possible, including federal and state grants and public-private partnerships to support infrastructure improvements and cultural initiatives.

Figure 33: River Arts District in Asheville, NC



SOURCE: River Arts District Asheville via Instagram

Key Takeaways

- Treat the creation of planning frameworks and development strategies as participatory and collaborative rather than following a create and receive feedback approach.
- Align with other funding sources for the arts, tourism, and other sector-specific opportunities.

6.6 Revitalizing Infill Areas

Revitalizing infill areas is a critical strategy for sustainable urban development. It efficiently uses existing land and infrastructure while enhancing the urban fabric. Transforming underutilized areas into dynamic, mixed-use neighbourhoods integrates residential, commercial, and public spaces, creating walkable, transit-oriented communities that support a high quality of life.

Focusing on infill development addresses urban sprawl, reduces environmental impact, and promotes economic vitality. This approach optimizes land use and fosters vibrant urban environments where people can live, work, and play. The success of such revitalizations demonstrates the potential of infill development to rejuvenate cities and create sustainable, interconnected communities.

Related Policies

- **Infill Development:** Support infill development in the urban area to utilize existing infrastructure efficiently.
- **Urban Intensification:** Support urban intensification efforts on brownfield sites, vacant lots, and utilized properties to create vibrant, livable communities with a mix of uses.

Boulder Junction - Boulder, Colorado

Boulder Junction integrates residential, commercial, and recreational spaces with a focus on sustainability and community connectivity applying several key strategies⁷. The planned area has expanded, and Phase 2 consultation, guided by the Transit Village Area Plan, is now underway.

- **Integrated Design:** The development features a mix of housing types, retail spaces, offices, and public parks, using a cohesive design typology oriented around walkability and community interaction between uses and users.
- **Sustainability:** The development was used as a case study to incorporate green building standards, energy-efficient systems, and green infrastructure throughout the extensive green spaces. A priority was placed on active transportation and transit infrastructure, reducing the reliance on cars and parking minimums and improving developers' financial feasibility.

⁷ City of Boulder. "Boulder Junction Phase 2". January 2023.

- **Community Spaces:** The development prioritized public plazas, parks, and community centres to create spaces where people want to linger, gather, and socialize, increasing the likelihood of support for local businesses.

Figure 34: Boulder Junction Redevelopment Plans & Images



SOURCE: City of Boulder

Key Takeaways

- Consider strategies to add public places such as plazas and parks, to support adjacent businesses by creating places where people want to meet and linger.
- Use redevelopment projects as opportunities to deliver public infrastructure and improve connectivity through pathways and active transportation networks.

6.7 Leveraging Interim Uses and Space Activations

Leveraging interim uses and space activations can breathe new life into underutilized urban areas, catalyzing long-term development. Encouraging temporary uses and creative activations, such as pop-up shops, art installations, and events, transforms neglected spaces into vibrant community assets. These interim uses generate interest and activity, paving the way for more permanent developments while maintaining flexibility.

Using space activations and supporting interim uses maximizes the utility of public spaces and vacant or underutilized spaces and contributes to a sense of community and civic innovation. Adaptive reuse and interim activations in urban planning are highlighted by their contribution to the gradual revitalization of urban areas, showcasing how temporary interventions can lead to lasting positive change.

Related Policies

- Facilitate the issuance of temporary use permits to support events, festivals, and seasonal markets. It supports the activation of public spaces and provides flexible solutions for temporary activities that benefit the community. Examples include temporary pedestrianization of downtown streets.
- Supports identifying areas where pedestrian movement is prioritized in the city. This includes developing pedestrian malls, enhanced crosswalks, and traffic calming measures to create safe and attractive walking environments.

Ouseburn - Newcastle, UK

The Ouseburn area's transformation involved a non-profit entity, the Ouseburn Trust, overseeing its rehabilitation. The trust leveraged creative temporary uses to activate spaces and attract community engagement and future development using key strategies.⁸ The area began with a small district of 300 houses and 20,000 square feet of permanent commercial space but sought to grow larger using creative activations to foster arts and cultural development.

- **Pop-Up Shops & Markets:** Temporary retail spaces and markets were established in underutilized buildings and open spaces, bringing economic activity and vitality to the area.
- **Cultural Events:** The area hosts festivals, art exhibitions, and performances in temporary venues, drawing visitors and fostering a vibrant cultural scene.

⁸ Ouseburn Futures and Newcastle City Council. "Ouseburn Regeneration Plan 2012-2020". (October 2012).

- **Adaptive Reuse:** Old industrial buildings were repurposed for temporary and permanent uses, including studios, galleries, and creative office space.
- **Community Engagement:** Local artists, businesses, and residents were actively involved in planning and implementing temporary uses, ensuring that initiatives meet community needs and interests.

Figure 35: Ouseburn - Newcastle, UK



SOURCE: Igloo Regeneration

Key Takeaways

- Leverage existing heritage assets to create high-character spaces through adaptive re-use.
- Use festivals and other activations to increase pedestrian traffic in commercial areas and showcase local businesses. This is particularly relevant to support newly redeveloped spaces.
- Prioritize increasing residential options in new commercial areas to support their long-term vibrancy, including family-sized and affordable units where possible.

7.0 Conclusions & Strategic Directions

7.1 Land Needs Conclusions

As identified in Section 5.0, the City should plan to accommodate 1.47 million square feet of new commercial space over the projection period. This has several implications for the new Official Plan.

Approximately 1.47 million square feet of new retail and service commercial space is projected to be required to meet growth in demand by 2051. The Kingston Community Area Land Needs and Intensification Analysis identified a need for community areas beyond those within the current settlement boundary to accommodate population growth, which results in a need for commercial space to serve new communities. Simultaneously, a growing population in the Built-Up Area will intensify commercial space demand, particularly in strategic growth areas, Protected Major Transit Station Areas, and designated centres and corridors.

1. With 57.4 hectares of projected need and 31.2 hectares of identified supply, the City has an aggregate shortfall of 26.2 hectares of commercial land over the 2051 projection period.
2. The City must plan to accommodate 11.1 hectares (417,400 square feet) of commercial land within an expanded community area for local-serving commercial uses. Sufficient accommodation for this space was made during the Community Area Land Needs and Intensification Analysis, which reduces the aggregate land need to 46.3 hectares.
3. A further 8.2 hectares (176,800 square feet) would previously have been assumed to develop on employment lands, but must be considered separately to be consistent with the Provincial Policy Statement, 2024. The City must structure changes to its Official Plan to bring it into conformity with the new definition of areas of employment in the Provincial Policy Statement in such a way that accounts for the estimated 8.2 hectares (176,800 square feet) of other commercial uses that represent commercial demand for land within employment areas absent any policy changes.
4. After accounting for the 11.1 hectares of local-serving commercial land within an expanded community area and resolving the need for 8.2 hectares of land that would historically have been located within employment areas, the City has a residual requirement of 38.1 hectares of commercial land.
5. The City's supply of vacant commercial land within the urban boundary is estimated at 31.2 hectares. It should be noted that while preliminary due diligence to avoid the consideration of environmentally protected lands has been undertaken, portions of this vacant land supply may be undevelopable and increase the estimated shortfall.
6. The City can seek to address this shortfall of commercial land by expanding Mixed-Use permissions to include new commercial space in currently residential areas, by incorporating additional commercial land in an expanded urban boundary, by increasing the permitted or required density of commercial developments, or by reconsidering the role of rural commercial and hamlet designations outside of the urban boundary.

7.2 Accommodating Specialty Commercial Uses Under a New Provincial Policy Framework

On October 20, 2024, the Provincial Planning Statement (“PPS”) will come into force. This new policy document will replace the current Provincial Policy Statement. Among other policy changes, the new PPS will implement an updated definition of *Employment Area* based on 2023 amendments to the *Planning Act* that newly define the term “area of employment”. Under this new definition, municipalities are required to protect employment areas for a more limited range of industrial uses and other uses associated or ancillary to this primary use, with non-conforming uses not permitted to develop in employment areas in the future. Lands not meeting this definition would not be subject to provincial protections and would, therefore, be open to residential and non-employment uses. This policy change and its broader consequences are discussed in more detail in the Kingston Employment Lands Review.

While this change affects employment areas, it is relevant to this Commercial Land Review because of its implications for the approximately 1 million square feet of commercial uses (as identified in the inventory and discussed in Section 3.2) that have historically chosen locations within Kingston’s employment areas. Under the new definitions, these types of uses would, for the most part, not be permitted in areas of employment. How existing uses that do not conform to the new definition will be treated under the new PPS will likely be worked out over time. However, it is clear that new non-conforming uses would not be permitted.

These locational decisions are made based on a variety of factors, including a need for larger land parcels, requirements for industrial fixtures such as loading bays and ceiling heights, the potential for nuisance impacts, a need for outdoor storage where applicable, as well as co-location or cluster benefits from being adjacent to industrial users. Based on historical trends and market growth, Kingston is expected to support the development of approximately 176,800 square feet of this type of space, requiring approximately 8.6 hectares of land using a 20% floor area ratio.

Policy Directions

- **Consider A New Land Use Designation for Certain Commercial Uses:** Introduce a land use designation to accommodate the other commercial uses historically located within employment areas, including vehicle and equipment sales and storage, home improvement facilities, autobody and repair facilities, public storage depots, and other large-format or potential nuisance-impact commercial uses. Another option could be to permit these commercial uses within a land use designation that replaces Business Park Industrial as a result of any changes made to the new Official Plan to bring it into conformity with the new Provincial Policy Statement.

- **Plan for Commercial Uses to Support Areas of Employment:** Designate lands adjacent to areas of employment or rural industrial clusters to accommodate the aforementioned commercial uses. These commercial uses complement industrial uses in the local economy, and planning for their co-locating will benefit both users and mitigate truck and other vehicle traffic in different parts of the city related to business-to-business purchases between industrial and these more specialized commercial operations.

7.3 New Commercial Facilities in Greenfield Areas

Greenfield Areas allow Kingston to expand and accommodate new communities through thoughtful planning and development. The challenge is balancing the need for commercial space with integrating these areas into the existing urban fabric. If done successfully, orienting commercial development to support active transportation and vehicle access will lead to convenient and vibrant neighbourhoods. Strategic stakeholder engagement and leveraging new planning frameworks can help fill geographical market gaps, reduce reliance on car travel, and enhance local amenities.

From a technical perspective, the primary planning challenges for commercial space in greenfield areas are twofold. Firstly, the City needs to plan for approximately 417,400 square feet in 11.1 hectares of land (35% lot coverage) to meet the local commercial needs of new communities in an expanded Settlement Area. Secondly, of the estimated 556,600 square feet of remaining local serving commercial space, we have assumed that, based on the unit counts allocated to the existing Designated Greenfield Area in the Community Area Land Needs and Intensification Analysis, 101,700 square feet will serve the build-out of the existing greenfield areas. Using a 30% lot coverage ratio, this will require approximately 3.1 hectares of land.

To maximize the potential for successful local commercial spaces, the City should continue its participatory planning practices with further stakeholder engagement opportunities. Business owners, operators, and commercial developers should all participate in the Official Plan process to learn lessons from the planning, policy incentives, and urban design of past commercial developments, leading to the improvement of new offerings.

The potential to expand the urban boundary offers a chance to plan for a complete community with population-related commercial uses integrated into a low and medium-density community area that fulfills market demand for ground-related housing. A potential urban boundary expansion and the remaining vacant land within the existing Designated Greenfield Area are opportunities to address geographical gaps in the Kingston commercial market and expand options for residents outside of the city’s core. This would reduce the need for regular car travel and provide another option for those travelling to Kingston to make irregular purchases.

Policy Directions

- **Increase the Permitted Density of Formalize Local Commercial Uses:** Introduce a “Local Commercial” designation to accommodate retail and service uses designed to serve the surrounding neighbourhoods. Sites designated local commercial could be permitted to be developed as mixed commercial-residential provided that the predominant use of the site was for commercial uses. This designation could allow the relative intensification of existing neighbourhood commercial uses within residential areas experiencing or expected to experience residential intensification.
- **Create Local Commercial 1 and 2 Designations:** A Local Commercial designation could be further divided into a Local Commercial 1 designation, which should contain an urban-format large food store or similar anchor, and Local Commercial 2, which would be reserved for smaller sites (e.g., under 1 hectare or current Neighbourhood Commercial sites) and provide for smaller-scale convenience-type uses.
- **Shape Greenfield Designations Around Infrastructure:** The Local Commercial designation should also be integrated into the planning of greenfield areas to facilitate the creation of walkable complete communities and support small businesses and entrepreneurship. The consideration of these sites should prioritize local active and public transportation when deciding the location of commercial designations in an expanded settlement area through the official plan or secondary plan process.
- **Amend Policy 3.4.10 of the Official Plan:** This would eliminate the requirement that a proponent undertake a market justification and impact assessment for new commercial development over 5,000 square metres outside the Central Business District for all properties under any Mixed-Use designation.

7.4 Supporting Intensification and Commercial Mixed-Use Development

The Built-Up Area of Kingston faces the challenge of integrating large-format commercial uses within a competitive and space-limited environment. This requires careful planning to meet commercial needs while retaining valuable commercial space during residential development. However, a significant opportunity exists to add gentle density to existing low-density commercial areas and redevelop underutilized sites, driving economic growth and creating mutually beneficial environments for businesses and residents.

As Kingston grows, optimizing land use by promoting higher-density and mixed-use developments is crucial. These developments combine residential, commercial, and recreational spaces, fostering vibrant, resilient, and economically diverse urban environments. Mixed-use projects help

accommodate the city's growing population and unique needs, including those of its student community, while promoting walkability, reducing the need for long commutes, and creating more dynamic neighbourhoods.

One key challenge in planning to meet the commercial needs of Kingston residents is accommodating traditionally large format uses such as grocery stores, home goods, furniture, and home improvement retailers within a market environment with a limited supply of developable land. Additionally, there is a need to ensure that the pressure from residential development does not result in the loss of significant amounts of commercial space or land to residential uses without including new commercial space.

Despite these challenges, intensification offers clear opportunities to create mutual benefits for residents and business owners. By increasing density within the Built-Up Area, Kingston can support higher performance levels for existing businesses and facilitate the intensification of underutilized properties, such as surface parking lots. These efforts can enhance the urban experience, support local businesses, and contribute to economic growth.

Policy Directions

- Review and Align Neighbourhood Commercial Uses:** Ensure that the Neighbourhood Commercial Policies and provisions of the Official Plan and Zoning By-law do not place unnecessary burdens on proponents of generally conforming commercial uses within residential areas. As neighbourhoods gently densify, these commercial facilities are likely to be better supported, fostering future growth in their popularity. The City of Kingston was an early adopter of policies permitting small-scale commercial uses within residential areas, and the new Official Plan presents an opportunity to continue to lead the way in Neighbourhood Commercial planning. To maintain consistency with new commercial facilities in Greenfield Areas, the Neighbourhood Commercial Areas could be reclassified as Local Commercial 2.
- Create New Mixed Use Designations:** The Regional Commercial, District Commercial, Main Street Commercial, and Business Commercial designations could be transformed into a new "Mixed Use" designation. This could be further subdivided. Mixed Use 1 would be for priority Retail sites, such as the Cataraqui Town Centre, Kingston Centre and strategically located sites, where retail uses should be the predominant use of the site, but residential and other uses would be permitted. Stand-alone commercial sites would also be permitted under this designation. Mixed Use 2 would be for other sites where ground floor commercial uses would be required but could be of a small sale subordinate to the principal residential use. Additional site plan and urban design guidelines could be used to distinguish between the two designations (see below).
- Reduce Arterial Commercial Designation:** Reduce the prevalence of the Arterial Commercial Designation across the city, transitioning these lands into the new Mixed Use designation, with exceptions in key areas such as Bath Road between Centennial Drive and Tanner Drive and Midland Avenue from along Princess Street. This transition supports a more integrated and dynamic land

use approach while preserving land for auto-centric uses that will continue to play a role in the local economy.

- **Enhance the Flexibility of the Ground Floor Commercial Space Requirement:** Consider altering requirements for ground-floor commercial uses within the Main Street Commercial designation (to be converted into Commercial Mixed-Use) to allow for commercial space to be provided both horizontally and vertically in multi-property development projects that meet key other criteria outlined in Specific Policy Area & Urban Design Guidelines. While maintaining the requirement for commercial space, this approach should consider broader configurations that accommodate market needs and ensure that commercial space is considered and delivered at a high level of quality as opposed to being included solely as a policy consideration.
- **Increase Zoning Flexibility:** Implement flexible zoning for various commercial and residential uses within mixed-use zones, particularly in PMTSAs (Protected Major Transit Station Areas), Strategic Growth Areas, and areas adjacent to universities and transit stops. This flexibility ensures that the Official Plan and Zoning By-law can adapt to market changes and demographic shifts.
- **Evaluate Incentives for Mixed-Use Projects:** Evaluate existing and potential future financial incentives, such as density bonuses and tax abatements, to encourage the development of mixed-use projects that include affordable housing and green spaces. These incentives will help attract investment and promote urban intensification.

7.5 Commercial Uses to Support the Tourism Sector

Kingston’s role as a tourist destination brings distinct challenges and opportunities for commercial planning. Addressing the need for larger conference and hotel facilities can help maintain and grow the city’s tourism sector year-round. Enhancing the public realm, especially in the walkable and historic downtown, is crucial for attracting tourists. The city’s planning framework must balance development with preserving Kingston’s unique heritage and charm. Kingston can strengthen its appeal to tourists and support the local economy by fostering developments that improve the public realm and provide high-quality amenities.

Of particular importance is the longstanding need for a conference centre and hotel complex that would allow Kingston to host regional or national-level conferences, which presents a simultaneous challenge and opportunity. Previous work by Tourism Kingston has identified a need for additional conference and hotel space to allow Kingston to host more significant regional and national events. Based on the 2021 census population, Kingston provides approximately 19.5 hotel rooms per 1,000 residents, roughly between destinations such as Ottawa (10 rooms per 1,000) and Quebec City (29 rooms per 1,000).

Previous studies have identified Block 4, currently used as parking for Slush Puppy Place, as a suitable location for a hotel and conference centre⁹. The analysis of vacant commercial land herein has not considered lots currently employed for interim uses, such as parking. 8.6 hectares of commercial land were identified for commercial uses with specific land needs, including hotels.

In addition to tourist accommodating facilities, one of Kingston’s main tourist attractions is its walkable downtown and charming heritage buildings. Contributing to an improved public realm that continues to develop Kingston’s signature look and feel should be an essential part of the Official Plan process. The City’s planning framework must facilitate development that supports an attractive public realm without negatively impacting the features that make Kingston attractive to tourists. The key challenge is balancing incentives and restrictions to deliver an integrated and improved public realm without overly restricting development.

Policy Directions

- Permit hotels and conference facilities in the new Commercial-Mixed Use designation, allowing them to be located along primary corridors and in key centres throughout the City.

7.6 Facilitating High-Quality Commercial Development

The City can augment its role as an approval authority for development applications by playing an educational and facilitation role in shaping future mixed-use and commercial development. Having high-quality spaces is a significant factor in the success of businesses, and the City can help tenants, property managers, owners, and developers understand what a high-quality commercial space is and the mutual benefit of constructing it in new buildings.

Many of the challenges commercial tenants face in built-up areas are related to the design of the building or streetscape. The City began work on the Density by Design: Kingston’s Mid Rise and Tall Building Policies program in 2019. We understand that work has culminated in the Density by Design: Issues and Options Report.

The City should continue working to implement this policy program while ensuring that best practices in designing the commercial components of mixed-use buildings are a key part of the program. In addition, beyond creating a design manual that identifies best practices, the City should evaluate ways of using the program to educate developers who may not be familiar with commercial uses on how to improve their assets, as well as evaluate ways of building incentives for good commercial-serving

⁹ Kingston Conference Centre Hotel Capacity Research Paper by FLOOR13 for Kingston Accommodation Partners in October 2021

design into a Community Improvement Plan, either as a standalone commercial spaces program or integrated into a broader Community Improvement Plan.

Quality Commercial Spaces in Mixed-Use Development

For a variety of reasons, in municipalities across the Province, where retail is required on the ground floor of mixed use buildings, often retail units are given very low priority compared to the residential component. This results in units that are extremely limited in their desirability and the types of tenants they can accommodate.

These spaces are characterized by some or all of these conditions:

- Small spaces (500 square feet and smaller)
- Poorly configured units often with supporting columns interfering with floor area or the visibility through the shop windows.
- Minimal variety in unit sizes with limited or no opportunity to re-demise units to accommodate tenant growth or tenants looking for larger units.
- Units without rear loading capabilities to accommodate deliveries and trash removal.
- Insufficient and poorly placed parking to accommodate high traffic retail uses, such as food stores, restaurants and quick food establishments.
- Lack of ventilation and utility connections to accommodate restaurants, quick food establishments, food stores, which require cooking or freezer facilities.
- Low ceiling heights (i.e. below 12 ft).
- Residential lobbies and other non-public uses which occupy a large portion of the street front.

In addition, the design of the public realm in front of mixed-use developments sometimes does not adequately complement the needs of the ground floor retail units, which can also limit their attractiveness to potential tenants. This can include:

- High road speeds without mid-block crossing points;
- Narrow sidewalks, which do not encourage pedestrian activity and limit opportunities for patios and other retail activities that help to animate the street front;
- Lack of bike lock facilities and bike infrastructure;
- Lack of curbside parking, which increases the need for more on-site parking and less efficient building use; and,
- Lack of mid-block connections from rear parking or from nearby neighbourhoods.

On priority retail sites, i.e. those that might be considered for the Mixed Use 1 designation, the City should work with the developer and where appropriate, incorporate urban design guidelines and site plan policies to ensure that:

- There is a variety of retail unit sizes to accommodate various tenant types (e.g. 500 to 1,500 sf or more).
- Where possible, units should be designed to retain the adaptability to be demised (expanded or contracted) differently in the future to provide greater flexibility in attracting tenants with different space needs. Developers should be discouraged from condominium-izing retail units for similar reasons.
- Larger units should have rear-loading facilities.
- Some units should be designed to install ventilation and utilities to support food and food service tenants.
- Ceiling heights are at least 15 to 20 feet, depending on the retail unit size.
- Where significant pick-ups and deliveries are anticipated, the City should work with the developer to agree on a plan for short-term vehicle stopping.

Policy Directions

- Evaluate best practices in municipal commercial design policies, manuals, and guidelines, such as the City of Toronto’s Retail Design Manual (2019). Consider preparing a “Made in Kingston” retail design manual.
- Seek feedback and first-hand information on design standards during the next phases of the Density by Design engagement processes with business owners and operators and property owners and operators.
- Prioritize commercial design best practices and incorporate an economic development lens into the finalized Density by Design: Kingston’s Mid-Rise and Tall Building Policies.
- Evaluate how storefront design guidelines can be incorporated into planning policies, such as the Official Plan, Zoning By-law and site plan control. The intent is to encourage high-quality design without being so prescriptive as to discourage the development of retail units.
- Evaluate ways to integrate incentives, such as grants or loans, for commercial best practices into Community Improvement Plan policies in future updates.

7.7 Downtown (Central Business District)

The Central Business District is the heart of Kingston and, although it is recognized in the current Official Plan, as a “commercial designation”, this area is truly a multi-functional area containing retail, office, institutional, tourist, residential and other uses, that is distinct from any other part of the City. For this reason, it should retain a separate land use designation to reflect the fact that there is a synergy created by the diversity of uses that needs to be retained and supported.

The current Central Business District designation is intended to contain the broadest range of commercial uses, tourist and hospitality facilities, and civic activity within a context that preserves human scale, historic amenities and vibrant pedestrian activity. The official plan already has policies that require retail frontage on pedestrian streets. Where mixed-use infill development is permitted, the above policy recommendations for mixed-use development could be applied downtown.

Appendix A Glossary of Terms

Anchor Tenants: Key stores attracting customers to a shopping center.

Arterial Commercial: Commercial uses oriented toward the travelling public.

Best Practices: Most efficient and effective methods.

Brownfield Development: Development on previously industrial or contaminated land.

Category Blending: Merging different retail product categories.

Community Amenities: Facilities like parks and retail spaces that enhance community life.

Complete Communities: Communities with a mix of housing, jobs, and services.

Curb Competition: Competition for curb space among different users.

Customer Origins: Analysis of where customers come from.

District Commercial: Serves multiple neighbourhoods with daily or weekly shopping needs.

E-commerce: Selling goods and services primarily oriented towards other businesses online.

E-retailing: Selling goods and services primarily oriented towards the public online.

Expenditure Potential: Projected spending capacity of consumers.

Flexible Zoning: Zoning that allows for a range of land uses.

Floor Area Ratio (FAR): Ratio of building floor area to land area.

Greenfield Development: Development on previously undeveloped land.

Gross Leasable Area (GLA): Total area available for lease in a property.

Inflow Rate: Percentage of spending or visitation by non-residents.

Last-Mile Delivery: Final step of the delivery process to the end user.

Main Street Commercial: Commercial designation for pedestrian-focused neighbourhood services on major or historic streets.

Market Incumbents: Established businesses in a market.

Mixed-Use Development: A building or property where residential, commercial, and sometimes institutional uses occur on the same property.

NAICS: North American Industry Classification System

Neighbourhood Commercial: Small-scale sites serving day-to-day needs.

Official Plan (OP): The guiding local policy document for land use planning in Ontario municipalities.

Per Capita Space Ratio: The quantity of commercial space per person in a given area.

Population Growth Scenario: Projection of population increase over time

Public-Private Partnerships (PPP): Collaborations between government and private sector.

Reconciliation: Aligning data to resolve differences.

Regional Commercial: Retail and service facilities serving the entirety of Kingston and broader region.

Settlement Boundary: A designated area within which urban development is permitted.

Spatial Analysis: Study of geographical patterns and relationships.

Stakeholder Engagement: Involving interested parties in decision-making.

Strategic Directions: Long-term planning and policy recommendations.

Technical Analysis: Detailed examination of data for decision-making.

Transit-Oriented Development (TOD): Development designed to maximize access to public transportation.

Zoning By-law: Regulations specifying land use and building requirements for different properties and activities.

Appendix B Retail Sales Data

Month	Year	TOTAL Retail Trade 44-45	Motor vehicle and parts dealers[441]	New car dealers[441.1]	Used car dealers[441.2]	Other motor vehicle dealers[441.2]	Automotive parts, accessories and tire stores[441.3]	Furniture, home electronics and appliances retailers [449]	Furniture and home furnishings stores [449.1]	Furniture stores [449.1.1]	Home furnishings stores [449.1.2]	Electronics and appliance stores [449.2]	Building material and garden equipment and supplies dealers [44.1]	Food and beverage stores [445]	Grocery stores [445.1]	Supermarkets and other grocery (except convenience) stores [445.1.1]	
1	2023	20331349	5010095	4113524	460334	460334	287084	1397160	620804	586908	370768	250036	776356	979280	4016042	3123256	2392089
2	2023	2011914	5279165	4515812	496833	496833	295603	1358763	586908	354417	232492	771854	973810	3873687	2990466	2592104	
3	2023	23906461	6779721	5511887	699551	699551	1701771	1701771	752552	416266	335925	549220	1247967	4442088	3328217	3114639	
4	2023	24343156	6882956	5304743	648220	648220	414994	1446725	681344	415468	265852	705384	1482040	4482535	3253116	3085039	
5	2023	27214715	7288694	6223484	671420	671420	488877	1640380	749807	459467	310340	890572	1392802	4760149	3545341	3297210	
6	2023	26585798	7888262	6108420	673121	673121	419317	1600729	696905	414680	282225	903824	1782600	4865570	3584441	3296210	
7	2023	25387317	6942080	5307491	624865	624865	419317	1600729	705117	453587	267499	921732	1392974	4960543	3585722	3303029	
8	2023	25781736	6999780	5368112	680958	680958	419317	1600729	741285	453587	267499	977870	1392935	4687028	3386235	3153960	
9	2023	25212350	6888548	5459528	682735	682735	342306	1719154	682735	452182	280342	987735	1302114	4697154	3423451	3180031	
10	2023	2528311	6888548	5459528	682735	682735	342306	1719154	682735	452182	280342	987735	1302114	4697154	3423451	3180031	
11	2023	2528311	6888548	5459528	682735	682735	342306	1719154	682735	452182	280342	987735	1302114	4697154	3423451	3180031	
12	2023	2528311	6888548	5459528	682735	682735	342306	1719154	682735	452182	280342	987735	1302114	4697154	3423451	3180031	
Total Annual Spending		297154400	79227510	63739072	7363246	7363246	466262	2003510	8535138	5005739	3519338	11444729	17208823	54879437	40744180	37762816	
Per Capita		18095	5014	4039	466	466	293	1250	540	317	223	724	1076	3473	2559	2389	
Convenience stores [44512]		256364	630382	1747768	2166469	994649	758749	117174	118727	1098403	409039	2810238	800659	154956	2011349	14956	
Specialty food stores [4452]		279526	643695	1868243	1996469	1077592	798483	117954	161156	1098403	374911	2793414	723492	141848	2011349	14956	
Brew, wine and liquor stores [4453]		334584	779237	1841919	1287676	1287676	969278	156927	161471	1343826	438089	3084578	914273	158832	2300661	158832	
Health and personal care stores [456]		339238	820121	1863027	2134813	1404629	1048156	195745	160728	1443826	455711	3502625	888115	160065	2434616	160065	
Gasoline Stations [457]		345867	868970	1888091	2257743	1531325	1137187	197573	196566	1494531	463889	3763089	1030642	162473	27214713	162473	
Clothing and clothing accessories stores [448]		370591	950337	1847585	2216224	1505917	1130209	195730	179978	1507734	466111	3556376	1041623	991131	25387919	991131	
Furniture, home electronics and appliances retailers [449]		351659	989561	1824260	2321878	1460312	1089670	195617	175025	1470230	484830	3538332	985401	176080	25687919	176080	
Furniture and home furnishings stores [449.1]		357437	948336	1854796	2488524	1506067	1117318	212260	176488	1478299	487848	3466973	991131	188443	25767738	188443	
Home furnishings stores [449.1.1]		355853	877851	1854796	2422472	1445111	1103213	194421	147477	1445263	465587	3355634	979676	175455	25272530	175455	
Home furnishings stores [449.1.2]		336937	801723	2028637	2350058	1437140	1088547	193618	154975	1469694	466987	3592772	1002707	17726	25268818	17726	
Electronics and appliance stores [449.2]		353447	802063	2191230	2256614	1497400	1088547	237577	154975	1469694	466987	3592772	1002707	17726	25268818	17726	
Building material and garden equipment and supplies dealers [44.1]		469846	1169591	2198085	1990935	2168266	1520122	276985	371610	1715204	713076	4315308	1002128	183946	26582721	183946	
Food and beverage stores [445]		4151349	10281897	22817518	26770995	17600047	13086561	2291581	2221209	1718387	5782067	41707073	11401221	2011883	26582721	2011883	
Grocery stores [445.1]		2764482	10281897	22817518	26770995	17600047	13086561	2291581	2221209	1718387	5782067	41707073	11401221	2011883	26582721	2011883	
Supermarkets and other grocery (except convenience) stores [445.1.1]		175	651	1444	1694	1114	828	145	141	1087	366	2639	722	127	26582721	127	
TOTAL		297154400	79227510	63739072	7363246	7363246	466262	2003510	8535138	5005739	3519338	11444729	17208823	54879437	40744180	37762816	

Appendix C Customer Origins Data Methodology

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Derivation of Common Evening and Common Daytime Locations



Overview

The Near user database is developed by associating a hashed consumer device ID (Apple IDFA or Android AAID) with a Common Evening Location (CEL) and a Common Daytime Location (CDL), then associating each of those locations with various geographic districts. District assignments always includes the country. In several countries, various additional districts are available, including the province, postal code and census region.

Data Source Discussion

Near sources data from a variety of partners which provide us with human movement data—latitude and longitude coordinates which are returned from smart-device “location services.” This data is generated device-manufacturer-proprietary combination of satellite (GPS) and often terrestrial signals (Wifi) that yields the most accurate possible location of the mobile device.

In order to ensure that the data signals are derived from interaction with the GPS on devices and not by some other means, Near scores each ingested data point, and discards those data points deemed low quality—points that were determined at the time of the device registration, or that have been derived via an IP lookup, or that were cached while the owner had location services turned off for example.

All location data points are time-stamped with UTC time. For efficiency, local time is approximated by adjusting the recorded UTC time by the reported longitude; detailed timezone information is ignored.

Analysis Timeframes

The **Common Evening Location (CEL)** for a device is estimated by determining where a device most frequently appears during the “non-work” hours (evening through morning and weekends). The overnight hours are defined as after 6pm and before 8am, weekends include Saturday and Sunday.

The **Common Daytime Location (CDL)** for a device is estimated by determining where a device most frequently appears during the “work” hours (daytime on weekdays). The hours are defined as after 8am and before 6pm from Monday through Friday.

Estimating Locations

For each device with sufficient data, estimates of CEL and CDL are made monthly, combining data from the most recent month with results from the two previous months to form updated location estimates. CEL and CDL are estimated independently for each device, each using the same process described below.



Location data for a device over the course of the month may contain many distinct points that represent the presence in the same building or land parcel. However, we are not concerned in small variations in position (e.g., if a device is at one end of a house or the other.) In order to collect statistics on position data which represent the same meaningful location, we group all the points which fall close to each other (within approximately 100 feet) into “groupings” and count the number of points in that grouping. If a device has at least two groupings, or one grouping of two requests, during the month then the estimation will proceed. A device’s groupings are ranked by the number of points contained in each grouping. The top five groupings per device, per month are retained indefinitely.

For each monthly update, the groupings from the current and two previous months are considered. Groupings are scored by the number of points in each, subject to a fading memory weighting. A grouping of 10 points from this month will have a higher score than a different grouping of 10 points seen one month ago. Similarly, a third grouping seen with 10 points in each of two distinct months (20 total points) will have a higher score than either of the previous two examples, but a value less than 20. The current month’s CEL or CDL update will use the highest scoring grouping.

To combine the points in the highest scoring grouping efficiently, the simple average latitude and average longitude of all points in the grouping over all months are formed. These become the updated CEL or CDL coordinates for the month. Recall that these points are no more than about 100 feet apart, so average-distorting outlier points will not be present; the averaging simply acts as a minor geographic refinement in position.

From January 2018-forward, each monthly update is stored in order to maintain a historic record of movements of the devices CELs and CDLs over time. These movements are then reflected in the various CEL-CDL reports output.

District Assignments

Once the CEL or CDL locations are derived for a given months, the data is loaded into our platform. When a CEL or CDL data point is set to be returned within a data set, any geographic districts associated with the CEL or CDL are applied.

A set of geographic boundary files have been collected which define country boundaries, postal districts, municipality boundaries, administrative and/or demographic reporting regions and similar (e.g., US Census Block Groups, Australian SA1 boundaries, Romanian Communes, or Obces in Czechia). These are used to assign district codes to any CEL or CDL points which fall within one of the defined shapes. The list of these available and automatically assigned boundaries is available for download [here](#).

Some specific caveats on the geographic district assignments. For all countries, at a minimum, devices seen in the country and meeting viewability thresholds in the CEL-CDL database are assigned



a home country. This is generally taken from the country corresponding to the CEL location, but if only a CDL is available, the home country will be assigned as the country of the CDL. The country boundaries are defined by a country's high resolution district files when available, or by a coarser public-domain global country boundary shapefile. Note that because the district boundaries come from various sources, the spatial resolution is variable and borders are not necessarily consistent at all scales, thus some inconsistency may occur in assignment when a CEL or CDL is very near a geographic border defined by these shapefiles.

Boundary Licensing

Near offers the ability to license any of the geographic shapes through a partnership (MBI) which specializes in gathering these boundaries and generating structured outputs. Contact your Near representative to discuss further.

Beyond standard government-created geographic boundaries, there may be an interest in applying a custom context shape to the output of any given CEL or CDL report. Near has developed a system whereby our partners can license or create shape files for their own use and load those into the platform. When a report is requested by that company (and that company alone), these special district assignments will appear within the report. Segmentation tiles, custom grid shapes, congressional districts, etc are all examples of districts supported on a company-by-company basis; other companies do not have rights to shape files sourced from another partner.

Geohex, geohash or h3 hex are available instead of lat-long are also available for CEL/CDL outputs.

Notes on Privacy

In addition to hashing, all CEL and CDL locations output by Vista are jittered 50m in a random direction in order to help maintain the de-identification of device-level data.

In the EU, no lat-long points, including jittered points, are present in the output of the CEL and CDL reports. The latitude and longitude columns are empty.

Expectations of CEL-CDL Placement

Note: while the following analysis references the United States, the general logic applied is also applicable to other countries as well.

About half of the US devices in the CEL/CDL database have very little spatial separation (less than 100ft) between the CEL and CDL. This is expected and consistent with the US labor force participation rate and other labor statistics described in more detail below. When interpreting CDL reports, it is important to keep in mind that it is an estimate where the device most often spends its weekday daytimes. Although the CDL time window (8am-6pm, M-F) corresponds to traditional "business hours", not all devices are owned by people employed in traditional businesses. In fact, a



large fraction of the US adult population is not in the labor force at all. For example, in 2017 only 60% of adults in the US were employed [1].

Overall, multiple factors contribute large number of devices having an estimated daytime location in about the same place as their common evening location:

- The sizable population not in the labor force (retirees, homemakers, people on permanent disability, etc.), as well as the unemployed. This is about 40% of the adult population.
- Teenage device owners, who may be home in the afternoon and over the summer. Teenagers make up about 12% of the population [2].
- Shift workers (e.g. hourly retail, restaurants, etc.) whose work hours are variable and may be home on some weekdays.
- Work-from-home workers, and a growing fraction of employees who do so part of their time. As many as 43% of employed people spent some time working remote [3].
- “Gig economy” workers who are potentially not in one place consistently enough to establish a single daytime location (e.g. Uber/Lyft drivers).
- Some tablet devices may stay at home permanently.
- Device owners may preferentially use some apps at home rather than at work.
- Some workplaces have restrictive policies which do not allow phone use.

Together these factors should be considered when evaluating CDL reports. The CDL estimates do show where the device most often spends its weekday daytimes, even if it is not a traditional workplace. A large fraction of the population is either not employed, does not have consistent daytime working hours or does not have an out-of-home workplace. Near’s location reports can help reveal these diverse patterns of life across the population.

References:

[1] Bureau of Labor Statistics, *The Employment Situation - December 2017*, https://www.bls.gov/news.release/archives/empsit_01052018.pdf

[2] US Census, *American Community Survey 2012-2016*, https://factfinder.census.gov/bkmk/table/1.0/en/ACS/16_5YR/DP05

[3] New York Times, 2017-02-15, <https://www.nytimes.com/2017/02/15/us/remote-workers-work-from-home.html>



**City of Kingston
Report to Council
Report Number 24-230**

To: Mayor and Members of Council
From: Paige Agnew, Commissioner, Growth & Development Services
Resource Staff: Brandon Forrest, Director Business, Real Estate and Environmental
Date of Meeting: September 17, 2024
Subject: Municipal Support for Carbon Storage Through Enhanced Rock Weathering Program

Council Strategic Plan Alignment:

Theme: 2. Lead Environmental Stewardship and Climate Action

Goal: 2.2 Support climate action and sustainability for residents, businesses and partners.

Executive Summary:

Enhanced rock weathering (ERW) is a process by which atmospheric carbon dioxide (CO₂) can be captured and trapped through chemical reaction with minerals within certain types of rock. The use of ERW is an emerging and scientifically robust method for durable removal of atmospheric carbon dioxide. There is a relatively large and concentrated deposit of a favorable ERW mineral, wollastonite, located within Kingston. Representatives from the owners of the deposit, Canadian Wollastonite, have created a program whereby crushed wollastonite is placed on agricultural lands which allows capture of CO₂ while providing pH and structure enhancements to the soils that benefit the agricultural operation.

Canadian Wollastonite's proposed program aims to provide wollastonite amendment at no cost to agricultural receiving sites. To achieve this, they require approximately \$10 per tonne to cover costs related to transportation of the material to receiving sites. This report recommends the development of a municipal support program that will provide support to participating agricultural operators within the City of Kingston so that a portion of their material transportation costs can

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be rebated annually. The proposed municipal support program is intended to provide rebates for two years so that the start-up of the ERW program is assisted and local agricultural operators can gain familiarity with the program.

With approximately 30,000 acres of agricultural land in Kingston, the program has the potential to provide up to 375,000 tonnes of durable and verified GHG capture over the next 10 years while also providing improved agricultural soils and agricultural productivity.

The proposed municipal support program would require \$100,000 each year for two years and is expected to generate up to 24,000 tonnes of CO₂ capture.

The proposed municipal support program will also seek to increase wollastonite application by receiving and spreading material on up to 200 acres of open space lands owned by the City annually for three years. The City would be responsible for transportation costs to receive wollastonite at the receiving sites which is expected to cost approximately \$4,000 per year in each of the three years.

Recommendation:

That Council approve contribution up to \$212,000 to be funded from the Environment Reserve Fund to enable the City's participation in and support of Canadian Wollastonite's enhanced rock weathering carbon capture program during 2025 to 2027; and

That staff provide an annual report back to Council that documents the number of acres of supported agricultural application and estimates of resultant carbon dioxide capture and storage.

September 17, 2024

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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	

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Options/Discussion:

Enhanced rock weathering (ERW) is a process by which atmospheric carbon dioxide (CO₂) can be captured and trapped through chemical reaction with minerals containing calcium or magnesium silicates. The use of ERW is an emerging and scientifically robust method for durable removal of climate change causing CO₂. Most ERW projects utilize reactive basalt rock because of its relative abundance globally; however, some rarer minerals such as wollastonite, a calcium silicate, provide much greater CO₂ capture reaction rates and capacities through the ERW process. There is a relatively large and concentrated deposit of wollastonite located within Kingston near Seeley's Bay (the St. Lawrence deposit).

Representatives from the owners of the deposit, Canadian Wollastonite, have approached City staff, the district councilor and KEDCO and requested consideration of municipal support to assist in implementation of a program that would see crushed wollastonite spread over participating agricultural lands within Kingston where it would allow durable and quantifiable capture of atmospheric CO₂ while providing beneficial pH and structure enhancements to receiving soils.

Canadian Wollastonite's proposed program aims to provide wollastonite amendment at no cost to agricultural receiving sites. To achieve this, they require approximately \$10 per tonne to cover costs related to transportation of the material to receiving sites. This report proposes a municipal support program that rebates a maximum of \$5/tonne for transportation costs back to receiving agricultural operators. A \$5/tonne of Wollastonite rebate equates to a subsidy cost for carbon capture of approximately \$8 per tonne CO₂ which is significantly lower than many other common methods of CO₂ avoidance or capture. Canadian Wollastonite is proposing to place 40,000 tonnes of wollastonite on to Kingston farms over a two-year period (20,000t/yr) which, if supported by the City, would require a municipal rebate cost of \$100,000 in each year and produce a carbon capture of approximately 24,000 tonnes CO₂ over a three-year weathering period. Following the initial two-year municipal rebate period, the program is expected to have achieved acceptance by the local agricultural community and will not require the municipal rebate to continue.

With approximately 30,000 acres of agricultural land in Kingston, the program has the potential to provide up to 375,000 tonnes of durable and verified GHG capture over the next 10 years while also providing improved agricultural soils and agricultural productivity. If the program becomes successful over the longer term, Canadian Wollastonite will provide support for Kingston's climate action initiatives via tree planting or other yet to be determined contributions.

The wollastonite amendment is verified as safe and has been registered with the Canadian Food Inspection Agency (CFIA) and certified as an organic approved input in both Canada and US through the Organic Materials Research Institute (OMRI).

The City may be able to leverage its support for the program with grant funding from FCM Green Municipal Fund or other grant funding agencies. If municipal support for this program is approved, staff will initiate applications to leverage City support.

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Enhanced Rock Weathering to Capture GHGs

The process of using rock materials to capture GHGs and store them in mineral form is known as enhanced rock weathering (ERW) and is an accepted method of carbon capture. ERW projects typically use reactive basalt rock because of its favourable mineralogy and because of its relative abundance. In the ERW process, naturally occurring calcium and magnesium silicates in the basalt rock react with atmospheric CO₂ in rainwater to create stable bicarbonates that lock the carbon away from the atmosphere. The process relies upon the weathering breakdown of the added rock and so is slow (years); but the speed of the process is “enhanced” by crushing the basalt rock to a fine grain size. Capture of CO₂ through ERW is regarded as durable because it can reliably store atmospheric carbon for thousands of years.

Less common deposits of minerals such as wollastonite (a calcium-magnesium silicate) can also be used for ERW and provide much greater capacities and rates of CO₂ capture because of the purity and abundance of the calcium and magnesium chemistry relative to basalt rock.

The St. Lawrence Wollastonite deposit straddles the border between the City of Kingston and the Township of Leeds and Thousand Islands and contains over 17 million tonnes of high purity wollastonite ore. The deposit is owned by Canadian Wollastonite who are proposing to utilize crushed wollastonite as an agricultural soil amendment that will provide durable (>10,000 years) capture of atmospheric CO₂ while also providing soil chemistry and structure benefits that can improve agricultural yields.

Canadian Wollastonite’s Proposed Carbon Capture Initiative

Canadian Wollastonite is proposing to market the use of wollastonite as an agricultural soil amendment to Eastern Ontario farm operators and generate revenue through the production of verified durable carbon offset credits. By targeting local agricultural lands rather than more distant parts of the province (e.g. SW Ontario, northern US, etc.), transportation costs and related emissions can be minimized. Verification research undertaken for Canadian Wollastonite by the Yale University Centre for Natural Carbon Capture has estimated that each tonne of crushed wollastonite applied can provide a durable (>10,000 years) capture of up to 0.6 tonnes of CO₂ over a weathering period of 36 months (approx. 0.2 tonnes CO₂ per year per tonne of wollastonite applied). An overview of Canadian Wollastonite’s agricultural application program is provided in Exhibit A.

Canadian Wollastonite has partnered with UNDO Carbon Ltd. to market verified carbon credits produced from their proposed ERW initiative to companies wishing to purchase verified and durable carbon credits. Canadian Wollastonite and UNDO will utilize verification standards developed by a third party (PURO Earth) so that the quantities of carbon storage achieved can be measured and verified with accuracy and precision. The result of this will be rigorously verified carbon capture quantities that can be relied upon by the carbon credit market and by the City and others providing support for the proposed program.

The program aims to gain local acceptance by supplying and spreading the beneficial soil amendment on local agricultural lands at no cost to the farmer in the initial two-to-three-year

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start-up period. Receiving sites are expected to cover the cost of trucking the wollastonite from the mine site near Seeley's Bay to the receiving property.

Placement of wollastonite is being proposed as a replacement for more traditional applications of lime that are used to create optimal soil pH conditions for agriculture. Canadian Wollastonite is asking the City to consider providing a subsidy to local farmers who use the amendment so that they are able to recover some of the transportation costs during a two-year start-up period.

The use of wollastonite is not something that local agricultural operators have experience with, and once the 2-year start-up period has been completed it is expected that local agricultural operators will be able to confirm the benefits provided by the amendment and the City's proposed transportation subsidy will no longer be needed.

Canadian Wollastonite has approached City staff to request the City's consideration of support for the carbon capture program by rebating a portion of the transportation costs back to participating farm operators. Canadian Wollastonite is proposing to deliver 40,000 tonnes of wollastonite to Kingston farms over an initial two-year period. The per tonne cost to transport wollastonite will be dependent on actual distance from mine to farm but on average is expected to be about \$10/tonne.

City of Kingston Participation

The benefits of carbon capture through enhanced rock weathering can be quantified and included as a CO₂ reduction within the City's annual community greenhouse gas emission inventory reporting. The use of wollastonite within the geographic area of Kingston will assist the City in achieving its community greenhouse gas emission reduction goals and produce beneficial economic activity within the rural portions of the municipality while assisting local agricultural operators by improving soil quality and crop health.

Staff have examined the projected costs provided by Canadian Wollastonite and are recommending that the City support the carbon capture initiative by providing a \$5 contribution (approximately 50% of transport costs) for each tonne of wollastonite amendment verified as placed within the City of Kingston municipal boundary during a two-year start up period.

Each year, a verification report will be prepared by Canadian Wollastonite and provided to the City so that the City may provide Wollastonite Transportation Rebates directly to participating farm operators. The budget for the Wollastonite Transportation Rebates will be managed by the Climate Leadership Division and funded through the Environment Reserve Fund.

It is possible the City's contribution to the program's start-up may be leveraged or shared by attracting additional funding from FCM's Green Municipal Fund or similar granting agencies.

Potential Impact on Kingston's Community GHG Emissions

Each tonne of wollastonite product applied to agricultural fields is expected to capture up to 0.6 tonnes CO₂ over a weathering period of 36 months (or 0.2 tonnes per year). The actual capture

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of CO₂ achieved will be verified by [UNDO Carbon Ltd.](#) using verification standards developed by [PURO Earth.](#)

Canadian Wollastonite has indicated they believe they can achieve placement of 20,000 tonnes of wollastonite soil amendment within Kingston each year in 2025 and 2026. The placement of 40,000 tonnes of wollastonite amendment in the two-year start-up period would require the following municipal contributions and create removal and durable capture of the following amounts of atmospheric CO₂:

Year	Wollastonite Applied (t)	Municipal Support	Estimated CO ₂ Capture (t)
2025	20,000	\$100,000	- 4,000
2026	20,000	\$100,000	- 8,000
2027			- 8,000
2028			- 4,000
	Totals	\$200,000	- 24,000

Application of Wollastonite on Municipally Owned Lands

The proposed municipal support program will also seek to increase wollastonite application by receiving and spreading material on up to 200 acres of open space lands owned by the City annually for three years. The City would be responsible for transportation costs to receive wollastonite at the receiving sites which is expected to cost approximately \$4,000 per year in each of the three years.

Potential application sites will be assessed further for suitability but currently include:

- Norman Rogers Airport
- Grass Creek and Cecil & Wilma Graham Parks
- Closed landfill sites

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Public Engagement

Public consultation was not carried out by the City as part of this proposed program.

Climate Risk Considerations

The proposed support will enable a project that has the potential to significantly reduce local GHG emissions at the community level through durable capture of atmospheric CO₂.

Indigenization, Inclusion, Diversity, Equity & Accessibility (IIDEA) Considerations

No IIDEA requirements or considerations have been identified for matters covered by this report.

Existing Policy/By-Law

City of Kingston Climate Leadership Plan; 2021

City of Kingston Strategic Plan 2023-2026: Net Zero by 2040

Kingston City Council declaration of Climate Change Emergency; March 5, 2019

Financial Considerations

There are sufficient monies within the Environment Reserve Fund to support the \$212K requested for the implementation of the wollastonite enhanced rock weathering carbon capture program.

Municipal support for implementation of the program would take the form of annual rebates directly to participating farm operators within Kingston with supporting documentation provided by Canadian Wollastonite and UNDO Carbon.

Contacts:

Paul MacLatchy, Environment Director, 613-546-4291 extension 1226

Other City of Kingston Staff Consulted:

Julie Salter-Keane, Manager Climate Leadership

Lana Foulds, Director Financial Services

Exhibits Attached:

Exhibit A Canadian Wollastonite Information Pamphlet



CANADIAN WOLLASTONITE



**Spread wollastonite to add essential nutrients
to your soil replace lime, and capture carbon**

**We are on a mission to remove 1 million tons of
atmospheric CO₂ while increasing soil fertility
through a process called enhanced rock weathering**



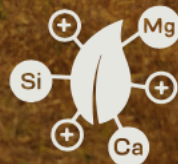
SOIL pH



SOIL FERTILITY



CROP HEALTH



ADDED NUTRIENTS

WHAT ARE THE BENEFITS OF WOLLASTONITE?

Mineral-rich rocks have been applied as soil amendments for hundreds of years to improve soil fertility, biology, crop yield, and health. Wollastonite is a unique, locally sourced lime alternative that rapidly releases calcium, silicon, magnesium, and more. Silicon is a beneficial nutrient that has been proven to increase tolerance to pests, diseases, and climate extremes across a wide range of crops. Each tonne of lime can be replaced with 1.3 mt of wollastonite. For every 1.6 metric tons of wollastonite spread, 1 metric ton of CO₂ is captured.



	NUTRIENT	%	LBS/MT	VALUE
Macro Nutrients	Calcium as CaO	24-27	570	\$15 as lime
	Silicon as SiO ₂	54-58	1200	\$25 as basalt
	Magnesium as MgO	5-7	140	\$12 as dolomite
Major Nutrients	Sulphur as SO ₂	1-2	30	\$8 as elemental
	Potassium as K ₂ O	1-2	30	\$12 as muriate of potash
	Iron as FeO ₃	2-3	47	
	Sodium as NaO	1-2	30	
Micronutrients	Manganese as Mn	0.03-0.05	0.7	\$3 as manganese sulphate \$75 per mt of wollastonite

HOW DO WE WORK WITH FARMERS?

We supply crushed wollastonite to you or your contractor at no cost and cover up to half of the trucking to bring scientifically proven benefits to your crops. Wollastonite is suitable for every kind of farming (row-crop, pasture, vineyards, orchards) and can be applied anytime of the year with a lime spreader.

Step 1. Contact us to discuss your land and questions

Step 2. We confirm fields to spread, and the amount of wollastonite needed for your first application

Step 3. Once delivered, you or your contractor spread the wollastonite and provide photographs of the spread

Get the power of wollastonite to increase pH and resistance to diseases, pests, and weather extremes while capturing thousands of tonnes of CO₂. The carbon captured in this program is used to subsidize the costs of trucking and the wollastonite. We look forward to working with you to make this program successful for your operation.

"I've been applying wollastonite for 8 years and my fields keep getting better. I get less lodging and my crops grade higher. Yields are up overall, and the crops seem to handle the weather extremes better. From sod to corn I use wollastonite on a wide variety of crops. Signing up for the carbon project was straightforward. The fact wollastonite captures carbon is a nice bonus for the planet."
Matt Gauthier, Markham, Ontario



LETS CONNECT

Harris Ivens | Project Manager | C: 613 793 7153
carboncapture@canadianwollastonite.com
www.canadianwollastonite.com/carboncapture

CANADIAN WOLLASTONITE + UNDO CARBON + FARMERS

Canadian Wollastonite and UNDO are coordinating a pioneering enhanced rock weathering (ERW) project to provide agronomic benefits for farmers and demonstrate how ERW can be used to capture carbon in agricultural soils.

Join us on our mission and help keep our planet fit for future generations.

LEARN MORE:

Harris Ivens | Project Manager | C: 613 793 7153
 carboncapture@canadianwollastonite.com
 www.canadianwollastonite.com/carboncapture



Wollastonite is registered as a soil amendment with the CFIA #2019140F

www.canadianwollastonite.com | www.un-do.com
 Material Safety Data Sheet available on our website





**City of Kingston
Report to Council
Report Number 24-211**

To: Mayor and Members of Council
From: Lanie Hurdle, Chief Administrative Officer
Resource Staff: Janet Jaynes, City Clerk
Date of Meeting: September 17, 2024
Subject: Council Procedural By-Law Updates

Council Strategic Plan Alignment:

Theme: Policies & by-laws

Goal: See above

Executive Summary:

City of Kingston By-Law Number 2021-41, A By-Law to Provide Rules for Governing the Order and Procedures of The Corporation of the City of Kingston (the “Council Procedural By-Law”), sets out the meeting rules for both Council and committees of Council. Section 17.2 of the Council Procedural By-Law requires that staff initiate a review of the by-law every five years or at such earlier date as deemed necessary at the discretion of the Clerk. Staff initiated the review of the Council Procedural By-Law at this time as it is mid-way through the Council term. The review focused on improving meeting efficiencies and transparency, eliminating administrative functions from the by-law, and achieving alignment with legislation.

The purpose of this report is to recommend amendments to the Council Procedural By-Law based on the results of the municipal scan undertaken by staff, and the feedback received from Members of Council. Amendments to the by-law would not come into effect until January 1, 2025 to allow staff time to advise the public of changes with respect to delegations.

Recommendation:

That Council approve the by-law attached as Exhibit A to Report Number 24-211 (A By-Law to Amend By-Law Number 2021-41, A By-Law to Provide Rules for Governing the Order and Procedures of the Council of The Corporation of the City of Kingston).

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Authorizing Signatures:

ORIGINAL SIGNED BY CITY CLERK

Janet Jaynes, City Clerk

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
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

September 17, 2024

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Options/Discussion:

Background

The Council Procedural By-Law was enacted in 2021. As stated in the Council Procedural By-Law, a review of the by-law is required every five years, at a minimum.

The Clerk’s Department has conducted a governance review to ensure that the procedures and practices used by the City of Kingston reflect best practices. To inform the review, staff conducted a broad scan of 24 comparator and larger municipalities to determine which practices in the Council Procedural By-Law needed to be updated.

Through the review of municipal comparators and the Council Procedural By-Law itself, staff determined there was a need to update the by-law sections related to delegations, briefings, how voting is captured, and a variety of administrative functions and staff directions. There were also a number of legacy materials and language regarding old technologies found within the Council Procedural By-Law that had been carried forward from previous versions.

Consideration of the Strong Mayor Powers that were extended to Kingston on July 1, 2023 is also included in the proposed amendments. One of the amendments introduced through the Strong Mayor Powers shifts responsibility for the appointment of the standing committee chairs for the next calendar year to the Mayor. As a result, the section of the Council Procedural By-Law describing the process for electing chairs must be amended to specify that it only occurs at non-standing committees.

The largest updates to the Council Procedural By-Law are discussed in greater detail in the sections below.

Briefings

In the current Council Procedural By-Law, briefings take place early in the agenda and, often, a significant amount of time elapses between the briefing and when the business item that the briefing relates to is debated. Staff are recommending moving briefings, from staff or retained consultants, in the agenda from before Petitions to immediately before the associated report on the agenda to which the briefing pertains. By doing so, briefings will be able to match up more closely with their associated business item, which replicates the current practice at the committee level. No changes are proposed to the length of time for staff briefings.

Briefings conducted by members of upper levels of government would remain on the agenda before Petitions. This heading on the agenda would only be listed when a scheduled briefing from an upper level of government was to occur. To allow flexibility in managing conversations with upper levels of government, briefings from upper levels of government would not require an accompanying staff report. In addition, it is proposed to delete the portion of the Delegations section relating to upper levels of government, and instead, to have all appearances from these bodies take the form of a briefing.

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Delegations

Delegations are one form of opportunity for members of the public to engage with their elected Council to share their views. The current Council Procedural By-Law proscribes that there be a maximum of three delegations per meeting at Council. With an affirmative vote of two-thirds of the Council Members present and voting on the matter, Council has the ability to add additional delegations. It is a regular occurrence for Council to add delegations in this manner.

The municipal scan undertaken by staff revealed that while there is no commonality amongst municipalities with respect to delegations permitted at a Council, all municipalities do impose some form of limitations on delegations. Some municipalities, primarily larger municipalities, such as Hamilton, London, Ottawa and Toronto, do not permit any delegations at Council. Other municipalities have no limitation on the number of delegations at Council, but instead have time or topic-based limitations that apply to delegations.

Staff are recommending an increase in the number of delegations permitted at a Council meeting from three to six. In addition to increasing the number of as-of-right permitted delegations, this change improves transparency because permitted delegations are listed on the Council Agenda, thus providing advance notice to the public of individuals who will be speaking at a meeting and the subject of their delegation. Further, staff are recommending an amendment wherein each Member of Council would be permitted to move a motion to add one additional delegation to the meeting. Such a motion would require an affirmative vote of two-thirds of the Members present. Staff are recommending that additional delegations be permitted three minutes to address Council. No changes to delegations at committees are proposed.

To improve meeting efficiency, staff are recommending that delegations at a Council meeting be limited to staff reports that contain a recommendation (i.e. CAO Consent, Recommend, and Consider reports), reports from Advisory Committees, and New Motions. Delegations on reports from Standing Committees (Planning, Arts, Recreation & Community Policies, Environment, Infrastructure & Transportation Policies, and Administrative Polices) or information reports from staff would not be permitted.

Delegations will still be permitted, in their current format, at all Standing Committee meetings. A Standing Committee is composed entirely of Members of Council. The primary purpose of a Standing Committee is to consider policies in the functional areas under the committee's jurisdiction and make recommendations to Council. By providing feedback at the committee level, members of the public help the committee in making the best possible recommendation to Council. Provision of feedback at this level also respects the important role that committees play in the governance process. The proposed process does not represent a significant change in approach as it relates to Planning Committee, as the Council Procedural By-Law already prohibits delegations on most planning applications under the *Planning Act*.

Information Reports to Council do not contain a staff recommendation and, as such, there is no decision being requested of Council. For this reason, staff are recommending that delegations

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on information reports be removed. Delegations on the subject matter of an information report would be permitted when the matter returns to Council with a recommendation.

As stated above, delegations on reports from Advisory Committees will still be permitted. Advisory Committees are composed primarily of public members and one or two Members of Council. These committees advise Council and staff on matters related to their mandate. Advisory Committees, with the exception of the Kingston Heritage Properties Committee, do not frequently make recommendations to Council.

Updating Voting Procedures

Currently, every Council vote, regardless of whether it is procedural in nature or advances the business of the City, is displayed in the Minutes with a recorded vote indicating which Members voted in favour, against, or were absent. This has been a long-standing practice but was never set out in the Council Procedural By-Law. The proposed amendments to the Council Procedural By-Law would codify that any motion which either advances the business of the City, or requires a two-thirds vote to pass, will be displayed in the Minutes as a recorded vote. Procedural votes, such as adoption of the Minutes and adjournment, will no longer be displayed as a recorded vote, and instead, will be noted by their final disposition, for example 'carried' or 'lost'. Any vote conducted electronically will be displayed on the screen in the Council Chamber after the vote has concluded for members of Council and the public to see. Staff are recommending this amendment to improve meeting efficacy as votes on matters of a procedural nature are typically unanimous in support. Any Member who desires a recorded vote always has the option to request same.

Other Updates

Administrative functions that have been removed from the Council Procedural By-Law and other minor changes are summarized below:

- "Town Hall" meetings have been renamed "Public Participation Meetings" to better reflect their intended purpose.
- With the clarification of the above item, the "Public Consultation" meeting type has been removed.
- The one-minute time limit for discussion on Motions to Defer has been added to the By-Law as this common practice was not included in the By-Law.
- "Ceremonial Presentations" have been renamed "Presentations" and increased to a maximum time limit of 10 minutes.
- The "Entrance of the Mayor" and "Roll Call" sections have been removed; and
- Communications have been streamlined into a single section of the agenda, to be titled "Communications Package". All correspondence received will be listed in the package for the relevant Council meeting and displayed as a single attachment to the agenda.

The proposed amendments include removing detailed administrative processes with respect to the creation of the agenda, and the annual calendar of meetings. Staff will continue to bring a

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proposed calendar of meetings to Council for approval in the fourth quarter of each year. In addition, the Council Procedural By-Law currently contains several legacy details regarding old voting systems and log in / log out procedures, which have been removed in the amending by-law.

To ensure continued openness and transparency, and in consideration of Council's role as decision maker, staff are recommending that reports with multiple options for consideration ("options reports") be limited to reports provided directly to Council. Because of the manner in which options reports function and how Standing Committees report to Council, only the option(s) recommended by the committee would otherwise be brought forward for consideration by Council as a whole. This limits Council's ability to debate or propose the other options originally proposed in the options report to the committee.

The municipal scan undertaken by staff did not disclose a common procedure for dealing with motions that are outside of jurisdiction. Some municipalities do not permit any motion that is outside of the jurisdiction of Council while others left the decision of jurisdiction to either the Mayor or a majority decision of Council, with such a motion to be decided without debate. In recent years, several international issues have arisen that have generated interest from the public and resulted in requests for the City to take an official position on those issues. The results of these decisions can have unintended consequences and cause divisiveness. As international geopolitical issues and other spontaneous world events are outside the scope of the municipality, staff recommend that motions seeking an official City position on these matters be prohibited. Motions requesting action from other levels of government in Canada, or their agencies, would continue to be permitted.

Next Steps

Once approved by Council, the proposed amendments will come into effect on January 1, 2025. The purpose of the delayed effective date is to allow staff time to share information with the public regarding the changes, and in particular the changes to delegations.

Existing Policy/By-Law

City of Kingston By-Law Number 2021-41, A By-Law to Provide Rules for Governing the Order and Procedures of the Council of The Corporation of the City of Kingston.

Notice Provisions

As required by the City of Kingston Public Notice Policy, notice of the proposed amendments to the Council Procedural By-Law was given 14 days in advance of this report's consideration by Council. Notice was provided via a news release on the [City of Kingston website](#).

Financial Considerations

None.

September 17, 2024

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Contacts:

Janet Jaynes, City Clerk, 613-546-4291 extension 1262

Other City of Kingston Staff Consulted:

Derek Ochej, Deputy City Clerk

Iain Sullivan, Committee Clerk

Exhibits Attached:

Exhibit A – A By-Law to Amend By-Law Number 2021-41, A By-Law to Provide Rules for Governing the Order and Procedures of the Council of The Corporation of the City of Kingston

City of Kingston By-Law Number 2024–XXX

By-Law to Amend City of Kingston By-Law Number 2021-41 A By-Law to Provide Rules for Governing the Order and Procedures of the Council of The Corporation of the City of Kingston

Whereas:

The Corporation of the City of Kingston (the “**City**”) is a single-tier municipality incorporated pursuant to an order made under Subsection 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)).

Every municipality must pass a procedure by-law for governing the calling, place and proceedings of meetings (*Municipal Act, 2001*, s. 238).

On March 18, 2021, council for the City (“**council**”) enacted *City of Kingston By-Law Number 2021-41 “A By-Law to Provide Rules for Governing the Order and Procedures of the Council of The Corporation of the City of Kingston, and to Repeal By-Law Number 2010-1, Council Procedural By-Law, as Amended, in its Entirety”* (the “**By-Law**”).

Council considers it necessary and desirable for the public to amend the *By-Law*.

Therefore, *council* enacts:

1. Amendment of Section 4

1.1 Subsection 4.9 of the *By-Law* is amended:

- (a) in clause (b), by deleting the words “at the next Council Meeting”;

- (b) by deleting clause (c) in its entirety; and
- (c) by renumbering clause (d) to (c) and by adding “as an item of miscellaneous business” at the end of the clause.

2. Amendment of Section 5

- 2.1 Subsection 5.8 of the *By-Law* is amended by adding “that is not a Standing Committee” between “Committee” and “in”.

3. Amendment of Section 6

- 3.1 Subsection 6.4 of the *By-Law* is amended by deleting it in its entirety and subsequent subsections are renumbered accordingly.
- 3.2 Subsection 6.5 of the *By-Law* is amended by deleting it in its entirety and subsequent subsections are renumbered accordingly.
- 3.3 Subsection 6.4 of the *By-Law*, as renumbered by this by-law, is amended by deleting “budget items”.
- 3.4 The heading above subsection 6.8 of the *By-Law*, as renumbered by this by-law, is amended by deleting it in its entirety and substituting “Public Participation”.
- 3.5 Subsections 6.8, 6.9, 6.10, 6.11, 6.12, 6.13, 6.14 and 6.15 of the *By-Law*, all as renumbered by this by-law, are each amended by deleting “town hall” and substituting “public participation”.
- 3.6 Subsection 6.16 of the *By-Law*, as renumbered by this by-law, is amended by deleting it in its entirety and subsequent subsections are renumbered accordingly.
- 3.7 Subsection 6.19 of the *By-Law*, as renumbered by this by-law, is amended by deleting “6.19” and “6.21” and substituting “6.16” and “6.18” respectively.
- 3.8 Subsection 6.20 of the *By-Law*, as renumbered by this by-law, is amended by deleting it in its entirety.

4. Amendment of Section 8

- 4.1 Subsection 8.1 of the *By-Law* is amended by deleting it in its entirety and substituting:

Exhibit A to Report Number 24-211

“The Clerk shall prepare and deliver the Agenda for all Council Meetings with the order of business listed as follows:

- (a) Call Meeting to Order;
- (b) The Committee of the Whole “Closed Session” (if any);
- (c) Report of the Committee of the Whole “Closed Session” (if any);
- (d) Approval of the Addendum (if any);
- (e) Disclosure of Pecuniary Interest;
- (f) Presentations;
- (g) Delegations;
- (h) Petitions;
- (i) Deferred Motions;
- (j) Motions of Congratulations, Recognition, Sympathy, Speedy Recover, etc.;
- (k) Briefings;
- (l) Reports:
 - (i) CAO Consent, Recommend, and Consider;
 - (ii) Administrative Policies Committee;
 - (iii) Arts, Recreation and Community Policies Committee;
 - (iv) Environment, Infrastructure and Transportation Policies Committee;
 - (v) Kingston Heritage Properties Committee;
 - (vi) Planning Committee;
 - (vii) All other Committees reporting to Council in alphabetical order; and

- (viii) Other Reports;
- (m) Committee of the Whole Report;
- (n) Information Reports; Information Reports from Members of Council;
- (o) Miscellaneous Business;
- (p) New Motions;
- (q) Notice of Motions;
- (r) Minutes;
- (s) Communications Package;
- (t) Other Business;
- (u) By-Laws; and
- (v) Adjournment.”

4.2 Subsection 8.3 of the *By-Law* is amended by deleting “in consultation with the Mayor or Chief Administrative Officer”.

5. Amendment of Section 9

5.1 Subsection 9.6 of the *By-Law* is amended by deleting it in its entirety and substituting:

“Subject to Subsection 3.4 (c) of this By-Law, a Member who intends to leave a Meeting shall advise the Chair or Clerk before doing so.”

6. Amendment of Section 12

6.1 Subsection 12.1 of the *By-Law* is amended by deleting it in its entirety and subsequent subsections are renumbered accordingly.

6.2 Subsection 12.2 of the *By-Law*, as renumbered by this by-law, is amended by deleting it in its entirety and subsequent subsections are renumbered accordingly.

6.3 The heading above subsection 12.5 of the *By-Law*, as renumbered by this by-

law, is amended by deleting “Ceremonial”.

6.4 Subsection 12.5 of the *By-Law*, as renumbered by this by-law, is amended by deleting “Ceremonial presentations” and substituting “Presentations”.

6.5 Subsection 12.6 of the *By-Law*, as renumbered by this by-law, is amended by deleting it in its entirety and substituting:

“A presentation shall not exceed five minutes.”

6.6 Subsection 12.7 of the *By-Law*, as renumbered by this by-law, is amended by adding “The Clerk will not accept a request received after the deadline” after “heard.”

6.7 Subsection 12.8 of the *By-Law*, as renumbered by this by-law, is amended by deleting “an item” and replacing with “a Report or New Motion”.

6.8 Subsection 12.9 of the *By-Law*, as renumbered by this by-law, is amended by deleting it in its entirety and substituting:

“Subject to the following terms, the number of Delegations at a Meeting shall not exceed six. At a Meeting, each Member may make one, but no more than one, Motion to permit one, but no more than one, Delegation in excess of such limit. In order for such a Motion to pass, a two-thirds majority of all votes must be cast in its favour. No debate is permitted on such a Motion.”

6.9 Subsection 12.14 of the *By-Law*, as renumbered by this by-law, is amended by deleting it in its entirety and subsequent subsections are renumbered accordingly.

6.10 Subsection 12.16 of the *By-Law*, as renumbered by this by-law, is amended:

- (a) in clause (c), by deleting “but have not yet been heard by Council”;
- (b) by adding the following clause (d): “reports received from a Standing Committee;” and subsequent clauses are renumbered accordingly; and
- (c) by adding the following clause (e): “an Information Report to Council;” and subsequent clauses are renumbered accordingly.

6.11 Subsection 12.16 of the *By-Law*, as renumbered by this by-law, is amended by adding “, expand the scope of the completed delegation,” between “opinions”

and “or”.

- 6.12 Subsection 12.19 of the *By-Law*, as renumbered by this by-law, is amended by deleting it in its entirety and subsequent subsections are renumbered accordingly.
- 6.13 Clause 12.19 (e) of the *By-Law*, as renumbered by this by-law, is amended by deleting “their name, address and a valid email address” and substituting “their name and either their address or postal code”.
- 6.14 Subsection 12.21 of *the By-Law*, as renumbered by this by-law, is amended by deleting “and may request, without a Motion, that it be referred to a particular member of staff or a Committee for a report to Council”.
- 6.15 Section 12 of the *By-Law* is amended by adding the heading “Briefings” under subsection 12.25 of the *By-Law*, as renumbered by this by-law.
- 6.16 Section 12 of the *By-Law* is amended by adding the following subsection 12.26:
“Subject to subsection 12.27 and the following terms, staff may give a Briefing with respect to any item on the Agenda. A Briefing shall not exceed ten minutes unless the Chief Administrative Officer has recommended an extension of such limit and the Clerk has approved such extension.”
Subsequent subsections are renumbered accordingly.
- 6.17 Section 12 of the *By-Law* is amended by adding the following subsection 12.27:
“A Minister or staff of the Government of Ontario or the Government of Canada, or an agency, board or corporation of the Government of Ontario or the Government of Canada, may give a Briefing with respect to any item on the Agenda. There is no limit on the length of time permitted for such a Briefing.”
Subsequent subsections are renumbered accordingly.
- 6.18 Section 12 of the *By-Law* is amended by adding the following subsection 12.32:
“A CAO consider report is not permitted at a Committee Meeting.”
Subsequent subsections are renumbered accordingly.
- 6.19 Section 12 of the *By-Law* is amended by adding the following subsection 12.45:

“A Member may not make a New Motion to adopt an official City position in response to an international political activity or spontaneous world event.”

6.20 Subsection 12.52 of *the By-Law*, as renumbered by this by-law, is amended by deleting it in its entirety and subsequent subsections are renumbered accordingly.

6.21 The heading below subsection 12.51 of the *By-Law*, as renumbered by this by-law, is amended by adding “Package” after “Communications”.

6.22 Section 12 of the *By-Law* is amended by adding the following subsection 12.52:

“The Clerk shall assemble, in a manner that will ensure its efficient presentation to Council, all documents received as a communication from a local board or agency and intended for presentation to Council, including meeting agendas, meeting minutes and financial statements.”

Subsequent subsections are renumbered accordingly.

6.23 Subsection 12.56 of the *By-Law*, as renumbered by this by-law, is amended by deleting it in its entirety and subsequent subsections are renumbered accordingly.

6.24 Subsection 12.59 of the *By-Law*, as renumbered by this by-law, is amended by deleting it in its entirety and substituting:

“The Clerk may add to an Agenda communications received from the council of another municipality requesting consideration or endorsement of such council’s resolution or by-law. Communications received from another municipality requesting the support of another municipality’s resolution or by-law will not be included with communications assembled under Subsection 12.52.”

6.25 Subsection 12.60 of the *By-Law*, as renumbered by this by-law, is amended by deleting “or ask a question during this portion of the Meeting. A Member may bring forward a matter of other business when the item comes up on the Agenda”.

7. Amendment of Section 13

7.1 Section 13 of the *By-Law* is amended by adding the following subsection 13.15:

“Members make speak to a Motion to Defer but, when doing so, shall not exceed one minute.”

Subsequent subsections are renumbered accordingly.

8. Amendment of Section 14

8.1 Subsection 14.3 of the *By-Law* is amended by deleting it in its entirety and substituting:

“The mover of a Motion shall speak first and may also speak last.”

8.2 Subsection 14.4 of the *By-Law* is amended by deleting it in its entirety and subsequent subsections are renumbered accordingly.

9. Amendment of Section 15

9.1 Subsection 15.11 of the *By-Law* is amended by deleting “All votes captured in a digital format will be displayed on the Council Chamber projection screen(s).” and by deleting “15.13” and replacing it with “15.14”.

9.2 Section 15 of the *By-Law* is amended by adding the following subsection 15.14 under the “Recorded Vote” heading:

“In a Council Meeting where electronic voting is available, the Clerk shall take a recorded vote on all Motions that advance the business or decision-making of Council.”

Subsequent subsections are renumbered accordingly.

10. Coming into Force

10.1 This by-law will come into force and take effect on January 1, 2025.

Exhibit A to Report Number 24-211

1 st Reading	date
2 nd Reading	date
3 rd Reading	date
Passed	date

Janet Jaynes
City Clerk

Bryan Paterson
Mayor



**City of Kingston
Report to Council
Report Number 24-232**

To: Mayor and Members of Council
From: Lanie Hurdle, Chief Administrative Officer
Resource Staff: Jennifer Campbell, Commissioner, Community Services
Date of Meeting: September 17, 2024
Subject: Limestone City Co-operative Housing Inc. - Project Proposal Update

Council Strategic Plan Alignment:

Theme: 1. Support Housing Affordability

Goal: 1.3 Increase supply of new-build not-for-profit and co-op housing and ensure sustainability and quality of existing stock.

Theme: 4. Foster a Caring and Inclusive Community

Goal: 4.2 Help address food insecurity and sustainability.

Executive Summary:

In June 2023, City Council approved a contribution of \$50,000 to Limestone City Co-operative Housing Inc. (LCCH), to advance its housing project development work. This is a standard City contribution for consulting fees to support new affordable housing projects.

Following this, in February 2024, City Council committed the City-owned property located at 900 Division Street for a one-year period to allow the LCCH to develop architectural designs as well as a financing plan for a future residential development.

LCCH engaged a consultant/architect (Planetary Harvest Projects) to produce a preliminary concept for this housing development, which is attached as Exhibit A to this report. The project aims to address a number of social issues including the housing crisis and food insecurity.

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LCCH intends to apply to the Seed Funding program with the Canada Mortgage and Housing Corporation (CMHC) and to the Sustainable Affordable Housing Fund with the Federation of Canadian Municipalities (FCM) to continue the design work and advance it to a Class B estimate, which would include advancing the project through the detailed design phase, a zoning by-law amendment and generating a construction cost estimate. LCCH is also trying to secure funding to support the development of an innovation and feasibility study, a business plan and viability report as well as the retention of professional philanthropic services. A Class B estimate is required to submit a construction loan application with CMHC.

The total cost estimate to advance the project to a Class B estimate and retain philanthropic services is estimated at \$2,290,000. This amount includes the cost to retain NOOR consultants (\$1,580,000) which would lead the majority of the studies to advance the work to a Class B. This amount would also cover the land use studies and zoning amendment application.

As indicated, LCCH intends to apply for Seed Funding with CMHC which could provide a maximum of \$350,000 in the form of an interest-free repayable loan and a maximum of \$150,000 in grant funding. The CMHC Seed Funding is not retroactive which means that funds cannot be utilized to cover costs already incurred. LCCH also intends to apply for the Sustainable Affordable Housing Fund with FCM which provides a maximum grant of \$250,000.

If LCCH was successful in obtaining the maximum funding from both CMHC seed funding and FCM funds, there would still be a minimum financial gap of \$1,540,000 to advance studies and design to a Class B estimate which would enable LCCH to then apply for a construction loan with CMHC. It should be assumed that the financial gap could be greater, especially with the CMHC Seed Funding including a repayable loan portion. City staff have been advised by a CMHC representative that the seed funding programs are very competitive, and an applicant should not expect to receive the maximum amount.

Therefore, LCCH is requesting a forgivable loan from the City of up to \$2,290,000 of which it is anticipated at least \$1,540,000 would likely be in the form of a grant. The LCCH Board Chair has confirmed that the Board is supportive of this request although it has not yet been endorsed by the Board of Directors. The total value of the grant and loan would depend on what other additional sources of funding LCCH can secure, which are still unknown. This funding would ensure that the project is shovel ready; outside of this the overall construction cost for the project is estimated by Planetary Harvest Projects to be between \$170M and \$180M.

The City would also need to provide consent to the LCCH to file a zoning by-law amendment as 900 Division Street is still owned by the City of Kingston.

It is important to note that this financial request is much higher than the typical City contributions to support affordable housing design costs. This type of investment usually includes a commitment to a number of actual housing units; whereas the LCCH project offers housing for its co-operative members through a mixed-income housing project and proposes a 14-storey cooperative housing development with indoor farm/vertical farming. This report provides Council with options for next steps as it relates to LCCH's request and future affordable housing project.

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Recommendation:

That Council consider the following options as it relates to the Limestone City Co-Operative Housing Inc.'s request for funding and commitment to the 900 Division Street City-owned property:

Option 1:

That Council approve up to \$2,290,000 as a forgivable loan/grant from the Working Fund Reserve to be allocated to the Limestone City Co-Operative Housing Inc. to complete the following work:

a zoning by-law amendment application for 900 Division Street on behalf of the City of Kingston;

advance the design and costing to a Class B estimate for a future cooperative housing development;

develop an innovation and feasibility study as well as a business plan and viability report; retain an owner's representative to Class B;

retain philanthropic services; and

That staff report back on the status of the Limestone City Co-Operative Housing Inc. project in February 2025.

Option 2:

That Council decline the request for \$2,290,000 from the Limestone City Co-Operative Housing Inc.; and

That Council continue to commit the City-owned property at 900 Division Street until February 2025, as previously approved, allowing the Limestone City Co-Operative Housing Inc. opportunity to secure its financing to advance design and studies to a Class B estimate; and

That staff report back on the status of the Limestone City Co-Operative Housing Inc. project in February 2025.

September 17, 2024

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Authorizing Signatures:

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

Jennifer Campbell, Commissioner, Community Services

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

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Options/Discussion:**Background**

The Limestone City Co-operative Housing Inc. (LCCH) is a local co-operative housing organization that obtained its certificate of incorporation in May 2023. The organization's goal is to offer housing for its co-operative members through a mixed-income housing project. This is the organization's first housing development project. LCCH does not currently own or operate any other housing projects.

On June 20, 2023, through [Report Number 23-174](#), City Council endorsed a contribution of up to \$50,000 to support LCCH with the retention of consulting expertise to develop a concept and budget for a future residential development.

LCCH retained a consultant/architect to support the development of its future project and on February 6, 2024, through [Report Number 24-074](#), City Council committed the City-owned property located at 900 Division Street for a one-year period to allow the Limestone City Co-operative Housing Inc. to have a dedicated property to develop architectural designs as well as a financing plan for a residential development.

At this location LCCH, with support from Planetary Harvest Projects (PHP), aims to construct a 14-storey cooperative housing and indoor farm/vertical farming development with 248 proposed residential units. The initial proposal contemplated 5-6 rent-geared-to-income (RGI) units, and it now contemplates that in addition to the RGI units, 30% of all units (approximately 74 units) will offer rent at a rate of 80% of average market rent (AMR) or less. The number of RGI units could vary depending on final architectural plans and grant opportunities. CMHC funding programs require that the development includes a minimum of 30% of all units be established at 80% AMR or less. Though the addition of 74 affordable housing units within the city is much needed, the introduction of these 74 affordable housing units within the Kingscourt-Rideau district is concerning as this is the district with the highest concentration of housing and homelessness facilities. This is something that was flagged by City staff in early discussions with LCCH. The Kingscourt-Rideau district includes about 33% of the city's shelter beds and community housing units (i.e. supportive, social, and affordable housing units). Council strategic priorities provide clear direction that support appropriate redistribution of affordable housing across all areas of the city.

Other units within the project, will be set at "cost" which the LCCH hopes will be at or below market rent. As an incorporated not-for-profit housing co-operative, LCCH cannot charge more in housing costs than what is reasonably necessary to maintain the building and pay off debts and obligations. Furthermore, residents are co-operative members, not tenants, and are expected to contribute to the maintenance and upkeep of the LCCH through mandatory volunteer hours. This approach often means that it is cheaper to occupy a unit in a not-for-profit housing co-operative than a traditional apartment building.

The project that is contemplated by LCCH would incorporate various green spaces including community gardens and vertical farming which would enable members to grow and consume

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their own food. Very preliminary information indicates that the overall project cost could range between \$170M - \$180M. There is still significant work to be done on the concept and business/financing plans.

Analysis

LCCH is now considering retaining a consultant/architect to move the project to the Class B estimate stage which would include advancing the project through the detailed design phase, a zoning by-law amendment and generating a construction cost estimate. NORR has provided a cost estimate of \$1,580,000 to complete a design, and the related studies needed to complete a zoning amendment application. Furthermore, LCCH is requesting funding to complete an innovation and feasibility study, a business plan and viability report as well as retain philanthropic services and an owner’s representative to Class B. The total amount requested by LCCH is \$2,290,000 in the form of forgivable loan/grant.

LCCH is currently preparing to apply for funding through CMHC Seed Funding program and then the Affordable Housing Fund and the Co-op Housing Development Program as well as the FCM Green Municipal Fund - Sustainable Affordable Housing Fund and continues to explore other sources of seed funding available.

CMHC Seed Funding

CMHC's Seed Funding program provides financial support for individuals or organizations involved in the initial phases of creating an affordable housing project. Applications can be considered for up to \$350,000 in interest-free loans and a maximum of \$150,000 of non-repayable grant contribution to assist with early development expenses, for a maximum funding of \$500,000. These expenses can include things like the formulation of a business plan, creation of preliminary design concepts and conducting environmental site assessments. This fund is not retroactive and therefore cannot be utilized for expenses already incurred.

CMHC - Co-op Housing Development Program loan structure

Construction funding is a combination of both forgivable and repayable loans. Although CMHC can fund up to 100% of the eligible soft and hard project costs (repayable and forgivable combined). Up to two-thirds of project costs could be considered as repayable loans and up to one-third of project costs as forgivable loans when combined with repayable loans. City staff were informed by CMHC that this program will be oversubscribed and therefore projects should not expect to receive 100% funding.

FCM Green Municipal Fund (GMF) - Sustainable Affordable Housing Fund

The Affordable Housing initiative supports local affordable housing providers, including municipal, not-for-profit organizations and housing co-ops, to retrofit existing affordable housing units, or construct energy efficient new builds.

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GMF funds local sustainability projects that help municipalities adopt climate solutions faster. The funding can cover between 50 and 80 percent of eligible project costs. The funding offers grants for planning, studies and pilot projects. Loans are also available for capital projects, and most recipients receive an additional grant of up to 15% of their loan amount.

The maximum seed funding that LCCH could receive from both CMHC and FCM seed funding programs combined is \$750,000, including a repayable loan with CMHC. The financial support requested by LCCH is \$2,290,000. This means that the City would need to provide a grant of at least \$1,540,000 and possibly up to \$2,290,000 to complete the design, studies, Class B cost estimate and retain professional services. It is important to note that significant additional financing would be required for this project to proceed to construction.

Public Engagement

Public engagement for this project will be required through the relevant and appropriate land use process.

Climate Risk Considerations

The LCCH project proposes residential development on an underutilized property located within the existing urban boundary, hence maximizing existing resources. Furthermore, the LCCH project proposes significant green spaces as well as community gardens and vertical farming.

Indigenization, Inclusion, Diversity, Equity & Accessibility (IIDEA) Considerations

It is anticipated that the project will provide affordable rental and co-operative ownership options for Kingston residents.

Financial Considerations

The financial contribution of up to \$2,290,000 could be funded from the Working Fund Reserve. There is currently approximately \$9.8M remaining in the Working Fund Reserve. A healthy Working Fund Reserve is around \$10M.

Contacts:

Lanie Hurdle, Chief Administrative Officer, 613-546-4291 extension 1231

Other City of Kingston Staff Consulted:

Lana Foulds, Director, Financial Services

John Henderson, Housing Program Administrator, Housing & Social Services

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Exhibits Attached:

Exhibit A – LCCH Schematic Drawings and Assessment Report - Planetary Harvest Projects

Exhibit B – LCCH Proposal



LIMESTONE CITY COOPERATIVE HOUSING ASSESSMENT REPORT

May 3rd, 2024

Dear Jeff and LCCH Board Members,

This Assessment report follows the overall Masterplan Framework presented December 1st, 2023 where we interpreted the descriptive architectural notes the LCCH provided in its the original RFP document.

This document accompanies the Limestone City Cooperative Housing Schematic Drawings prepared by Planetary Harvest Projects on April 2nd, 2024.

This report highlights the:

- Synergies of the LCCH Project with the City of Kingston’s strategic vision for the future in terms of housing, food security and climate change.
- Photorealistic renderings of the Co-op
- Initial feasibility assumptions and proforma prospectus
- Next steps for funding and engagements

Planetary Harvest Projects is here to help you navigate towards additional funding and continued project success.

Sincerely,



RC (Chuck) Smith



Richard Gibson

Limestone City Cooperative Housing Project (Assessment Report)

The Housing Opportunity

Kingston has a housing affordability crisis limiting Kingston’s social and economic vitality.¹⁶ Household incomes are polarized and there is a clear contrast between renters and owners.¹¹ The situation is forecast to become worse as demand for attainable housing increases from these mixed-income sectors:

- in-migration from younger seniors (age 55-74)
- young families (age 25-44) and
- post-secondary students, entry level workers

The City of Kingston is supportive of proven concepts such as well-governed co-ops to be expanded.¹⁶ The Limestone City Cooperative Housing project would ensure that approximately 250 mixed-income families would have a safe, attainable, well-maintained home.^{3,5}

The Limestone City Cooperative Housing project will increase the long-term housing supply in Kingston, aiding the alleviation of inflationary pressures on accommodations, decreasing resident turnover rates, reducing gentrification and renoventions, aiding employers hiring and retaining staff by minimizing car dependent commuting into the city, and expanding supportive and attainable housing.¹⁶

Climate Leadership

Since 2009, the City of Kingston has pursued an ambitious vision to become Canada's most sustainable city, aiming to be an innovative carbon-neutral city, fostering climate leadership and resilience.¹⁴ In fact, the City of Kingston was the first Ontario municipality to declare a climate emergency (in 2019) recognizing the threats and opportunities from carbon emissions and energy efficiency.^{15,16}

Climate projections for Kingston in the 2050s indicate significant adverse weather events may become commonplace such as:

Notable increase in temperatures: Average temperature rising by 4°C and hot days exceeding 30°C surging from 6 to 48 days annually will heighten the demand for cooling systems, energy consumption, and potential power outages due to grid overload.¹⁴

Heat-related health risks: Risks especially among vulnerable groups, are expected to rise while the demand for cooling, greenspace, and outdoor recreation could strain existing resources.¹⁴

Change in freeze-thaw cycles are anticipated: A decrease in thaw cycles per year, but more concentrated in winter months, leading to winter related power outages, water main breaks, and increased and rapid snowmelt for potential flooding risks.¹⁴

Anticipated increase in precipitation and heavy rainfall events: Increases up to 10% in annual precipitation expected in all seasons except summer. Annual heavy rains to increase up to 10 times per year accompanied by a rise in intense rain and severe storm events.¹⁴

Storm water system overload: Increased frequency and magnitude of combined sewer overflows, road and culvert washouts.¹⁴

Wind gusts: Stronger wind gusts, with gusts over 90km/h expected to increase 15%.¹⁴

Premature degradation of buildings: Weathering impacts may increase maintenance requirements¹⁴

Effective land use planning, urban design, and mixed-use developments influence building and transportation emissions from cities. Location, density design, and car dependency, are vital considerations for reducing greenhouse gas emissions.¹⁵

The opportunities with the greatest potential to further reduce Kingston's emissions are:¹⁴

- Climate and energy smart buildings
- Supporting local food systems
- Waste management
- Widespread adoption of electric vehicles

Addition of new visually interesting housing structures that incorporate architectural diversity, material and climate mitigation technologies, with higher densities and taller buildings, have the potential to dramatically advance public interest objectives and enhance urban design aesthetics.¹⁵

The Four Lenses on New Housing

The City developed 4 perspective lenses to assess housing affordability challenges within its 'Density By Design: Kingston Mid-Rise and Tall Building Policy Issues and Options Report'¹⁵ which will be useful to frame the interconnectedness of the social, technical and

design aspects of the Limestone City Co-op Housing (LCCH) project within this Assessment Report.

Lens 1. The Link Between Land Use Planning, Transportation, Building Design and Climate

Lens 2. Affordability and Market Choice

Lens 3. “Sense of Place” and Neighbourhood Character

Lens 4. Ease of Development in the Most Important Places

Innovative climate smart and attainable housing projects can align with the city's unique built and cultural heritage, and desired future density, by balancing design and context and creating an inviting sense of place for residents for a vibrant and sustainable future.

Limestone City Cooperative Housing Inc. (LCCH)

Limestone City Cooperative Housing Inc. (LCCH) address the growing and pressing need for more attainable housing in Kingston.¹ LCCH offers a unique housing option for those who find home ownership financially out of reach, but who long for control and input over their living situation, or those that desire community-minded living.³

The purpose of this project is to provide the best in community environment for the LCCH association members.¹³ The target membership consists of:

- younger seniors (age 55-74)
- young families (age 25-44) and

- post-secondary students, entry level workers

This model aims to address the need for mixed-income, attainable housing, and offers the potential for the City of Kingston to advance its housing and climate leadership initiatives, while reflecting the basic philosophical principles and community objectives set out by the LCCH Board of Directors.^{8, 13}

On February 4, 2024 the City-owned property located at 900 Division Street was committed to the Limestone City Cooperative Housing for one year to allow LCCH to develop detailed concept plans with Planetary Harvest Projects (LCCH’s design firm), arrange for financing, work with community partners, and the City to develop, a biophilic residential design and a community-first, a co-op run, indoor farm.⁴

This LCCH project will not just benefit those who will eventually live in the housing co-operative; it will positively impact everyone who works or lives nearby, enjoys gardens and local amenities, or loves year-round fresh produce.³

Co-Operative Housing

Healthy neighbourhoods are ones where residences, employment opportunities, amenities and services are concentrated near each other, where active transportation such as walking, cycling and transit are encouraged, and the housing choices suit a mix of incomes, life stages, and abilities.¹⁶ Housing affordability, accessibility, and healthy neighbourhoods are intertwined with cultural recognition and public health.¹⁶

What is Co-Operative Housing?

Many Kingston residents are struggling with the high cost of housing, lack of suitable housing for their demographic and inflation pressures in general. Housing co-operatives offer a permanently affordable, community-based solution for increasing a community's housing stock (which has been shown to boost local economic productivity).¹²

Co-operative housing offers a distinct living experience where members collectively operate their housing community by electing a Board of Directors comprised of fellow residents. Unlike traditional renting or owning, co-op residents are part of an organization that owns and manages the property, fostering a strong sense of community and self-governance. This model not only allows residents to have more control over their homes, from setting housing costs to deciding on renovations, but also promotes a collaborative environment where members actively participate in shaping their living space. Co-operative housing is one of the best ways to address the housing crisis, and yet there are only a handful in Kingston.^{1,2,3,4,9}

One of the distinguishing features of co-operative housing is its emphasis on self-governance and community involvement. Members have the opportunity to make decisions regarding various aspects of their housing, promoting a sense of ownership and responsibility. Through contributing volunteer hours for the betterment of the co-op, residents quickly develop meaningful connections and foster a supportive community atmosphere. Co-operatives offer residents greater flexibility and freedom over their living situations compared to traditional landlord-renter arrangements, providing a safe, well maintained and affordable place to live while ensuring housing costs remain reasonable.^{1,2,3,4,7,16}

Financially, co-operative housing operate on a non-profit basis, unlike landlords who seek profit, co-ops set monthly housing charges at cost, covering only the expenses necessary for running the community. This ensures that residents are not subjected to market-driven rent or mortgage payments, making housing more attainable for all members.

Research has shown that as the affordability of other housing has become increasingly uncertain, co-operatives offer greater stability and affordability over time compared to market housing.¹² Increasing the number of co-operative housing developments in Kingston could effectively address its housing affordability crisis while promoting community engagement, resilience and new economic opportunities to combat climate change.^{1,2,3,4}

Food Production Co-Ops

Of the four sectors in Kingston's community inventory, food sector carbon emissions are the most challenging to address, as global food transportation systems are beyond community influence. To reduce emissions in this sector, Kingston suggests that it will need to strengthen its local food systems.¹⁴

About 2% of food consumed in Kingston is locally produced, an increase in local production could significantly decrease carbon emissions due to transportation (food miles) and generate local economic benefits.¹⁴

Public feedback reveals significant interest in local food but with many expressing concerns over high costs and limited variety.¹⁴ There is enormous untapped potential for food production within the City

of Kingston for local food production and sales leading to greater food equity and food security.¹⁴

Indoor and urban agriculture can build community, empower individuals with skill-sharing, and connect more people to fresh local food.¹⁴ The proposed LCCH co-op has an integrated indoor food production facility which is in alignment with the City's Culinary Strategy and municipal guidelines for food-related activities such as farm-to-table, farmers markets and community gardens.¹⁴

The LCCH co-op will contribute to a healthy, equitable society, stimulate local economic development, food security and enhance community climate resilience.¹⁴ It is believed that the LCCH model is the first of its kind in Canada to combine co-op living with a full scale commercial indoor farm operation.

Housing Design Features

The LCCH proposes a new paradigm reflecting the values of community, indoor farming, food security, and common causes for human flourishing. It integrates attainable housing with a community accessible green courtyard, retail spaces, and physical workspaces that help reduce car dependency for social interactions, food essentials and commuting.¹⁴

The building design incorporates Jane Jacobs' philosophy of the "ballet of the good city sidewalk" along the building's edges and through the accessible green courtyard, with benches, trellises, and facilitation from building edges to the street thoughtfully integrated with greenery and landscaping to enhance safety, interest, and

sociability. The building includes semi-underground parking, a rooftop greenhouse atrium and planter boxes on every floor.

The roof top atrium and outdoor gardens offers amenities for social and culturally supportive gatherings (ceremonies, smudging, planting of culturally significant herbs and flowers etc.).

The LCCH design satisfies the human need for connection with nature. Using natural elements, such as wood, stone, and earth tones, to create a tranquil, Co-operative, harmonious atmosphere for a strong sense of place.

The overall LCCH project fosters a sense of belonging through communal spaces and shared experiences, eliminating loneliness by promoting trust and connections. It provides consideration for residents with mobility issues to fully engage with their surroundings.¹⁶ The LCCH understands the importance of creating an environment where residents truly feel at home.

Parking and Transportation: The geological characteristics of the site preclude an economical underground parking solution, however, recognizing the importance of preserving aesthetics, pedestrian safety and experience with climate action principles, the building's parking is partially below grade to host a shared LCCH fleet of EV vehicles with charging stations, member vehicles and retail parking stalls.¹⁵

Passenger vehicles accounted for 36% of Kingston's total community emissions.¹⁴ The proposed LCCH EV fleet vehicles and ride share option enables all members equitable access to rapid transport, alleviating cost concerns, and need for, purchasing their own vehicle.^{14,16}

The LCCH building design also supports active, healthy and sustainable alternatives to the car, including walking, biking and public transit ridership.¹⁵ Enhancing pedestrian amenities, such as benches, lighting, and landscaping/street trees, creates safer and more inviting environments for pedestrians.

Provisions for secured well-lit bike parking, both private and for retail and Co-op visitors, is available. A bike repair workshop and cleaning facility is located in the parking area to support and promote active bike transportation and decreased car dependent travel.¹⁵

Indoor Farm and Landscape Features

The LCCH project represents a Canadian first of its kind Co-operative that integrates a full scale commercial indoor farm, as a common Co-op cause, contributing to local food security. The indoor farm utilizes simplified, manual processes that are functional and user-friendly.

Food security: Food security will be enhanced by offering a fresh produce market within the Co-op's retail space and supplying other markets and farm to table programs.¹⁴ The indoor farm will produce root crops, leafy, legumes and fruiting crops maximizing food selection and nutritional density with the capacity to produce ~160,000 plants every 90 days on average.

Outdoor landscaping will focus on accessible edible forests by the public. Co-op members have planter boxes on every floor, supplied with horticultural plantings, including seasonal fresh herbs and leafy green seedlings from the indoor farm.

Low Carbon Food Transportation: Transportation of food into the City of Kingston generates significant greenhouse gas emissions, and with rising populations, creating more emissions.¹⁴ The LCCH is a full commercial scale vertical farm able to directly serve members, neighbours and the community with minimal transportation.

Waste heat sharing. The waste heat generated by the indoor farm lighting and HVAC operations can be efficiently shared, similar to district heating, with the residential areas of the building contributing to overall sustainability and cost effectiveness of the integrated Co-op.

Air quality: Spent air from the LCCH residences will be routed to the indoor farm for CO₂ capture before being vented out as oxygen enriched air.¹⁷ Energy savings in both summer and winter can be realized by utilizing the pre-conditioned residential air exhaust within the indoor farm and vice versa. This is a potential area for energy and carbon reduction through HVAC integration.

Water efficiency: Water demand in the indoor farm will be reduced by recycling HVAC condensate and irrigation water.¹⁷ Rainwater collection will be collected and used to water the residential planter boxes and supplement the needs of the indoor farm. Of note, rain water collection will assist in reducing storm water surges and storm drain flooding from anticipated heavy rains in the future.¹⁷

Organic Farm Waste Composting: The City of Kingston has a goal for diverting organic waste away from landfills.^{14,17} The LCCH indoor farm will compost all of its non-edible or unharvested planting material through a thermal digester system for re-use within the indoor farm and residential planter boxes.

Indoor farm waste recycling: The indoor farm systems to be used will incorporate material re-use, recycling and waste minimization processes.¹⁷

Carbon Reduction and Sustainability

The LCCH design responds to the available incentives for the construction of efficient, sustainable buildings aiming for Net Zero greenhouse gas emissions, offering benefits like lower energy expenses, improved environmental impact, healthier indoor air quality, reduced maintenance costs, and increased durability.¹⁷

Mass and Cross Laminated Timbers (CLT): The building is constructed of mass timber and cross-laminated timber (CLT) which embody captured carbon from the air, reducing the project's carbon footprint substantially when compared to concrete buildings. These mass timber structural members are a sustainable alternative to concrete or steel. CLT is renewable, modular, and allows for efficient construction. Efficient buildings are more adaptable to rapid changes in temperature and extreme heat.¹⁴

Energy Efficiency: The LCCH design incorporates energy efficient insulation, windows, appliances and equipment standards.¹⁷

Energy Transition: By 2040, Kingston's buildings will need to rely on low carbon sources of energy for heating and industrial processes.¹⁴ The integrated indoor farm design represents a step-change in energy efficiency for buildings as the complementary heating, cooling, and rain water collection systems will contribute to the LCCH building being environmentally and economically sustainability as well.

Renewable Electricity and Storage

Kingston is considering community-driven renewable energy initiatives for the long term, including exploring opportunities for solar energy Co-operatives to enhance local energy resilience and sustainability, with dynamic grid management.^{14,17}

An optional solar energy installation area is available on the stepback roof sections of the indoor farm. These solar panels could be integrated with the EV vehicle charging stations. These electric car batteries could also provide a backup energy source for the indoor farm during power outages, grid overload situations or as storage points for excess solar power during times of peak production as envisioned within Kingston's dynamic grid management vision.¹⁴

1) The Masterplan Framework

The project's vision and goals for community integration, and sustainability are being refined. The process of obtaining approvals from Kingston City Council and the collaboration between the design team, LCCH and the City continues.

The initial allocation of residential and commercial space considering factors such as unit size, amenities, and housing type have been proposed in this document.

2) Architectural Design Commentary

The presented design (Image 1, Image 2) harmonizes with the massing of its current (and future) surroundings and aligns with understood land use compatibility policies. The building was designed for a balanced urban environment, considering factors such as shadowing, privacy preservation, pollution levels, wind impacts, traffic effects, environmental concerns, infrastructure capacity, property enjoyment, streetscape aesthetics, reservation, architectural harmony, and view preservation. Some factors are subjective in nature and the presented design may not be the final iteration.

The design team chose to utilize setbacks to reduce the visual impact of height and mass for pedestrians and observers. This design element improves the human scale, preserves sunlight and sky views, widens public vistas, enhancing compatibility with adjacent structures, and supports design objectives such as improved building envelope performance.¹⁵

The presented design incorporates comfortable setbacks from the adjacent streets with opportunities for street activation and pedestrian comfort amenities such as trees and outdoor seating aiming to create vibrant and walkable streets.¹⁵ The design of the ground floor "street wall" is considered crucial for the pedestrian experience, and visual interest of the building at eye-level.¹⁵

The unique pathway through the building complex recreates a legacy footpath and significantly influences both the actual and perceived safety of individuals crossing through this public space. The use of Crime Prevention through Environmental Design (CPTED) concepts to promote successful street vitality is incorporated into the design.¹⁵

Building entrances play a crucial role in the legibility of structures, ensuring that residents and visitors can easily locate pedestrian and parking entry points. The design gives special attention to pickup/drop-off zones and commercial delivery areas with drop lockers to facilitate seamless access to the building.¹⁵

The building is capped with an atrium conservatory for a visually interesting and beautiful way to close the vertical lines from the mass timber supporting structure. Negative visual elements such as mechanical equipment will be appropriately hidden.¹⁵

Commercial Integration

The design has a combination of residential and commercial uses that integrates goods and services that co-op members and surrounding community would frequent in a walkable lifestyle on a regular basis. Partially below grade retail parking shared with the buildings fleet of EV vehicles and member parking is also available.¹⁵

Image 1: Street View



LIMESTONE CITY COOPERATIVE HOUSING STREET VIEW



Image 2: Aerial View



LIMESTONE CITY COOPERATIVE HOUSING AERIAL VIEW



3) Planning Approvals

The City has recognized the need to build greater sustainable, and more resilient communities, consistent with Provincial direction. The City's population projections against units currently in the pipeline represents 62% of the total number of housing units required over the next 30 years.¹⁵ Kingston's current policy allows consideration of tall buildings/high-density subject to specific criteria.¹⁵

As outlined in the 'Density By Design: Kingston Mid-Rise and Tall Building Policy Issues and Options Report' and the 'Mayor's Task Force on Housing Final Report' the planning department can consider factors that positively influence land use planning outcomes.¹⁵

The LCCH has presented initial design concepts to the City of Kingston's planning department and discussions are ongoing.

4) Feasibility Study

A high level proforma feasibility analysis of the LCCH housing project was drafted (Table 1,2 and Appendix 3,4).

With the City donating the land and contributing a hypothetical \$5M grant towards a 248 unit not-for-profit housing project, and with a conservative contribution based on 18 hours per month of volunteer time from the indoor farming component (Table 2) of the housing project of ~\$337, the base monthly housing charges (exclusive of heating costs and taxes) would be:

- 1 bedroom (560sf) \$917,
- 2 bedroom (660sf) \$1081,
- 3 bedroom (800sf) \$1310 and
- studio (450sf) \$737.

with an ample LCCH reserve fund for maintenance and upkeep of the property.

Kingston has encouraged the building of affordable housing by eliminating planning fees for affordable units (80% of CMHC median market rent or lower) in a new residential building, and eliminated planning fees for not-for-profits (containing affordable units).¹⁶

An additional, and significant, investment in time and effort is required to conduct a through feasibility study, to update the assumptions with more detail, and to successfully compete for grants and attract capital investment to advance the project. This activity is contained within the Select phase of the proposed Masterplan Framework.

Table 1: The Proforma Housing Prospectus

248 UNIT APARTMENT PROPOSAL LIMESTONE CITY COOPERATIVE HOUSING ELLIOT AND DIVISION STREETS, KINGSTON			
FINANCIAL PROSPECTUS			
CONSTRUCTION EXPENSES			
LAND VALUE	land area square feet 55,636 sq ft City of Kingston donated	land cost per sf \$ 170.00	\$0.00
CONSTRUCTION	total residential building area 239,100	const cost per sf \$ 460.00	Total \$109,986,000.00
	total commercial building area 6,500	const cost per sf \$ 250.00	Total \$1,625,000.00
	total CEA building area 7,425	const cost per sf \$ 250.00	See Indoor Farm prospectus \$1,856,250.00
SOFT COSTS	DESIGN COSTS (CMHC feasibility grant)		cost estimates \$0.00
	ENGINEERING, (included above)		\$0.00
	PHP PROJECT OVERSITE		\$100,000.00
	CMHC MORTGAGE APP FEE		\$31,000.00
	CITY SERVICES (contingency)		\$800,000.00
TOTAL			\$931,000.00
SUBTOTAL COSTS			\$115,329,250.00
SUBSIDIES	CITY OF KINGSTON		-\$5,000,000.00
	PROVINCE OF ONTARIO		-\$10,000,000.00
	GOV OF CANADA		-\$25,000,000.00
TOTAL			-\$40,000,000.00
TOTAL CONST. COST			\$75,329,250.00
RESIDENTIAL HOUSING INCOME			
RES LEASE: 248 UNITS	total leaseable area 136,890	average housing cost/sf \$27.00	annual income \$3,696,030.00
COMMERCIAL LEASE	13,925	\$35.00	\$487,375.00
PARKING LEASING	154	\$1,800.00	\$277,200.00
STANDARD UNIT COST**	average unit area SQ FT 552	avg monthly housing rate \$1,242.00	
FARM LABOUR INPUT*	Annual farm input unit \$4,051.42	average monthly subsidy \$337.62	
FINAL UNIT HOUSING COST	Housing cost /ft after farm input*** \$19.66	ased on 552 sq ft average \$904.38	
RESIDENTIAL EXPENSES			
WATER, SEWER, WASTE, REC.	Annual residential cost per unit \$1,040.00	number of units 248	-\$257,920.00
MAINT,FEES,INSURANCE	Annual residential cost per unit \$4,711.00	number of units 248	total management fees -\$1,168,328.00
TOTAL REVENUE (after expenses)			\$3,015,077.00
MORTGAGE	Total Mortgage Amount \$75,329,250.00	2% CMHC, 50 yr, monthly \$229,587.00	annual cost -\$2,755,044.00
RESERVE FUND	annual amount/unit \$1,048.52	wowa.ca	\$260,033.00
Farm labour input* to offset unit housing costs based on 18 volunteer hours/month: \$1,053,370.00			
Standard unit cost**: the above projections are not inclusive of Municipal and Provincial taxes or heating costs.			
Housing Cost /unit***at \$19.66/sf/ 12 months: 1 bdrm 560sf \$917, 2bedrm 660sf \$1081, 3 bedrm 800sf \$1310, studio 450sf \$737.			
planetary harvest projects			

Table 2: The Proforma Indoor Farm Prospectus

PHP MULTI-VARIETAL INDOOR FARM SYSTEM LIMESTONE CITY COOPERATIVE HOUSING ELLIOTT AND DIVISION STREETS, KINGSTON			
FINANCIAL PROSPECTUS			
CAPITAL COSTS			
BUILDING	Floor area square feet 7,425	cost per sf \$ 250.00	See Multifamily Mortgage
PHP REVI SYSTEM	total number of grow bays 585	const cost per bay \$ 12,000.00	\$7,020,000.00
SOFT COSTS	DESIGN COSTS 4% of construction		cost estimates \$280,800.00
	ENGINEERING, LEGAL contingency		\$55,000.00
	SERVICES contingency		\$120,000.00
SUBTOTAL			\$455,800.00
TOTAL COSTS			\$7,475,800.00
OPERATING COSTS			
UTILITIES	usage- .75 kw/hour/bay X 24 hours 10,530	cost/watts/hour \$ 0.0125	annual consumption \$48,043.13
MANAGEMENT WAGES	2 full time production managers @ \$40/hr \$80.00	paid hours + benefits 2,100.00	total management fees \$168,000.00
LABOUR WAGES	30 full and part time staff average \$23.00/hr \$690.00	\$690/hr X 1500 hrs 1,035,000.00	volunteer costs \$0.00
SUPPLIES	Number of Bays 585	Consumption per Bay/day \$0.75	annual consumption \$160,143.75
LOCAL DELIVERY	Cost per Kg \$0.45	% of VP production by wt 137,592.00	annual cost \$61,916.40
INSURANCE/TAXES, ETC	Floor area square feet 7,425	cost per sf. \$25.00	annual cost \$185,625.00
LEASE TO LCCH	Floor area square feet 7,425	cost per sf. \$25.00	annual cost \$185,625.00
EQUIPMENT LOAN	Total Mortgage Amount \$ 7,475,800.00	6% rate, 50 yr, monthly \$35,873.00	annual mortgage \$430,476.00
TOTAL OPERATING COSTS			\$1,239,829.28
REVENUE			
PRODUCE PRODUCTION	585 bays x 280 vp/bay = # VP*/ crop 163,800	Crops per year average 4	Annual VP* production 655,200.00
TOTAL PRODUCE SALES	Annual VP production 655,200	VP average retail price \$3.50	\$2,293,200.00
TOTAL OPERATING COSTS			-\$1,239,829.28
RESIDUAL INCOME			\$1,053,370.73
VP* Vegetable Placement (head of lettuce, bundle of carrots or beets) approximately 350 grams in weight.			
planetary harvest projects			

5) Funding Strategy

New funds are being announced regularly in support of housing initiatives, the most recent was on April 2nd 2024. The federal government is launching a new \$6 billion "Canada Housing Infrastructure Fund" meant to speed up construction and upgrade key infrastructure such as waste and water systems. An inquiry into the eligibility of the LCCH for a small study on rainwater collection for stormwater mitigation is warranted.

The City has noted that some community organizations have experience and expertise on their governing boards and capacity to scale up, others have significant creative ideas and energy, but lack the technical expertise needed for grant applications to advance their projects.¹⁶

In response, Interim funds should be sought by the LCCH to continue with advisory and relevant consultants to complete the relevant portions of the Step-by-Step Guide to Developing Affordable Housing document to gain additional funding consideration.¹⁰

Cross referencing the strategic directions provided by municipal, provincial and federal governments with their affordable housing and technology innovation programs against the LCCH proposed building designs will identify key stakeholders and programs for initial consultation.

A partial list of available funds is itemized in Appendix 2.

Significant pre-work is required for these consultations as the stakeholders should be aligned, with a letter of support or similar documentation, for the specific fund being sought. Having

documented support from local, provincial, federal governments and other stakeholder groups makes for a productive consultation.

These consultations will help prioritize the most appropriate grants for the project based on timing, depth of information available, critical paths, matching requirements and award dates.

Of interest is the Kingston Climate Action Plan which advances the adoption of net zero ready new construction ahead of the release of requirements expected in national building and energy codes in 2030.¹⁴, the Green Standard Community Improvement Plan, which incentivizes low carbon new buildings, and the Savings by Design and Commercial Custom New Construction programs.¹⁴

The LCCH combination of affordable housing and indoor farm production is unique in Canada. It advances both the LCCH's goal for developing Co-op housing and raises the profile of Kingston as an innovation centre for affordable housing, community sustainability, climate change mitigation and carbon reduction advancements.

The potential for innovation grants to assist with the development of competitive housing and energy grants is a useful exercise for consideration.

Proposed Next Steps

The Scope of Services is designed as an iterative process with successive detailed phases (Assess, Select, Define, Execute, and Operate) leading to the successful completion of the project.

This Assessment phase collected initial data regarding the Master Plan Framework, Council mandate, Physical requirement analysis, Workforce strategy, Architectural Design Schematic, Architectural schematic development, Planning Approvals, Preliminary planning discussions, Land use change application, Feasibility Study and Preliminary construction costing.

The Selection Phase of the Masterplan Framework is focused on obtaining critical approvals and generating the detailed data necessary to secure additional funding.

PHP Observations and Proposed Next Steps

The City will likely explore backing well-managed Co-operatives, pending financial scrutiny. The City noted that non-profit housing typically requires public/philanthropic funding to be viable.¹⁶

- The LCCH should seek City funds to complete relevant portions of the *Step-by-Step Guide to Developing Affordable Housing* document to gain consideration by potential funders such as the CMHC and its related housing and energy programs.¹⁰
- Connect with the Co-operative Housing Foundation of Canada, The Co-operative Housing Development Program, National Housing Co-Investment Fund, and the City to develop an aligned strategy for funding further studies on this unique Co-op/Indoor farm concept.

- Engage with the scientific community and seek support from local, provincial and federal innovation funders to further develop the synergistic Co-op/indoor farm and HVAC model.

The City received ~\$3.2M from the "Canada Housing Infrastructure Fund" to upgrade key infrastructure such as waste and water systems.

- Inquire on LCCH eligibility for a small study to model rainwater collection for managing storm water and storm surge mitigation from the LCCH design, for future buildings.

Continued and frequent communication with the Kingston Planning Department to work through the required zoning and other regulatory approvals.

- Project approval will require, among other reports, an Urban Design Study, Environmental Impact Assessment, Infrastructure and Utilities Upgrade Analysis, Archeological Study, and Community Engagement as outlined by the Planning department.
- Pursuit of a development permit and selection process (as part of the Masterplan Framework) to hire, with PHP oversight, a local design firm for implementation.

Utilizing the data contained in this Assessment Report, LCCH should continue to identify early-stage feasibility studies and engage with provincial and federal stakeholders in support of an initial funding or referral discussion.

APPENDIX 1: PUBLIC WORKSHOPS FOR LIMESTONE CITY COOPERATIVE HOUSING

Kingston City Hall

Date: January 31, 2024

A DAY IN THE LIFE OF A MEMBER OF LCCH: The daily routine at the LCCH is designed to incorporate various sustainable practices and community interactions throughout the day. Starting at 6:00 AM with activities like feeding birds, working out, and contributing to communal composting, residents engage in environmentally conscious tasks. As the day progresses, they partake in shared experiences such as coffee and conversation, tending to community gardens, and utilizing communal resources like car sharing and communal kitchens. Special events and annual celebrations further enhance community engagement and sustainability efforts, creating a vibrant and interconnected living environment focused on climate health and well-being.

WORKSHOP BRAIN STORMING RESULTS

TITLE: Indoor/Outdoor Communal Kitchen

Main Features: The Indoor/Outdoor Communal Kitchen features include accommodating up to 20 people, potentially offering multiple kitchen spaces for community use. It is conveniently located near an outdoor patio adjacent to a paddle pool, with close proximity to a communal beverage bar. Indoor and outdoor (with dogs permitted) dining areas are situated nearby, allowing for seamless transitions between spaces.

TITLE: Common Recreational Area

MAIN FEATURES: The LCCH offers a range of recreational and social support activities to enhance residents' well-being and community engagement. These include gardening, a tools library, computer/appliance repair stations, exercise areas, and bike repair stations for recreational pursuits. Additionally, LCCH provides social support amenities such as hospice space, a wellness center with a sauna, interdenominational chapel or meditation areas for spiritual well-being, daycare facilities for families, and a business center with work cubicles to support professional activities and productivity.

TITLE: Communal Food Production

FEATURES: The Communal Food Production initiative encompasses various features aimed at fostering community sustainability and food accessibility. These include food donation and sharing programs, diverse food offerings, a greenhouse for year-round cultivation, and a living wall within communal spaces. Additionally, the initiative incorporates seed-to-table practices, rainwater retention systems, solar panels for energy efficiency, and aquaponics for integrated food production. Coordination of activities ensures efficient operation and engagement within the community.

Paradiso Pizza & Subs

Date: February 26th, April 4th, 2024

Public engagement with residents near the proposed development. Concerns noted, building height and shadowing, parking, increased traffic and busy intersections, and backyard overlook. Overall tone from February 26th meeting to the April 4th meeting was positive once the initial renderings were shown.

APPENDIX 2: POTENTIAL FUNDING SOURCES

Canada Mortgage and Housing Corporation (CMHC)
National Co-Investment Fund
Canadian Co-operative Investment Fund (CCIF)
Affordable Housing Innovation Funds
Co-operative Housing Federation of Canada (CHF Canada)
Community Housing Transformation Centre
Sector Transformation Funds (CMHC/National Housing Strategy)
Green Kickstarter-type funds
Green Municipal Fund (FMC program)
Planning, Study and Capital Project Grants
Canadian Worker Co-operative Federation programs
Federal government Women and Gender Equality Canada programs
Employment and Social Development Canada
Federal Economic Development Agency for Southern Ontario
(FedDev Ontario)
Innovation, Science and Economic Development Canada (ISED)
Sustainable Canadian Agricultural Partnership (Sustainable CAP) and
Agri-Science programs
Ontario's Community Housing Renewal Strategy and their Housing
Supply Action Plan
Ontario's Bill 108, the More Homes, More Choices Act, 2019,
Community Benefits Charge
Kingston Climate Action Plan and Green Standard Community
Improvement Plan
Canada Housing Infrastructure Fund

Appendix 3: Pro Forma Tables

Table 1: The Pro forma Housing Prospectus

248 UNIT APARTMENT PROPOSAL LIMESTONE CITY COOPERATIVE HOUSING ELLIOT AND DIVISION STREETS, KINGSTON			
FINANCIAL PROSPECTUS			
CONSTRUCTION EXPENSES			
LAND VALUE	land area square feet 55,636 sq ft City of Kingston donated	land cost per sf \$ 170.00	\$0.00
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SOFT COSTS	categories		cost estimates
	DESIGN COSTS (CMHC feasibility grant)		\$0.00
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	PHP PROJECT OVERSITE		\$100,000.00
	CMHC MORTGAGE APP FEE		\$31,000.00
	CITY SERVICES (contingency)		\$800,000.00
TOTAL			\$931,000.00
SUBTOTAL COSTS			\$115,329,250.00
SUBSIDIES	CITY OF KINGSTON		-\$5,000,000.00
	PROVINCE OF ONTARIO		-\$10,000,000.00
	GOV OF CANADA		-\$25,000,000.00
TOTAL			-\$40,000,000.00
TOTAL CONST. COST			\$75,329,250.00
RESIDENTIAL HOUSING INCOME			
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COMMERCIAL LEASE	13,925	\$35.00	\$487,375.00
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Standard unit cost**: the above projections are not inclusive of Municipal and Provincial taxes or heating costs.			
Housing Cost /unit***at \$19.66/sf/ 12 months: 1 bdrmm 560sf \$917, 2bedrm 660sf \$1081, 3 bedrm 800sf \$1310, studio 450sf \$737.			
planetary harvest projects			

Table 2: The Proforma Indoor Farm Prospectus

PHP MULTI-VARIETAL INDOOR FARM SYSTEM LIMESTONE CITY COOPERATIVE HOUSING ELLIOTT AND DIVISION STREETS, KINGSTON				
FINANCIAL PROSPECTUS				
CAPITAL COSTS				
BUILDING	Floor area square feet	7,425	cost per sf.	\$ 250.00
				See Multifamily Mortgage
PHP REVI SYSTEM	total number of grow bays	585	const cost per bay	\$ 12,000.00
				\$7,020,000.00
SOFT COSTS	categories			cost estimates
	DESIGN COSTS 4% of construction			\$280,800.00
	ENGINEERING, LEGAL contingency			\$55,000.00
	SERVICES contingency			\$120,000.00
SUBTOTAL				\$455,800.00
TOTAL COSTS				\$7,475,800.00
OPERATING COSTS				
UTILITIES	usage- .75 kw/hour/bay X 24 hours	10,530	cost/watts/hour	\$ 0.0125
				annual consumption \$48,043.13
MANAGEMENT WAGES	2 full time production managers @ \$40/hr	\$80.00	paid hours + benefits	2,100.00
				total management fees \$168,000.00
LABOUR WAGES	30 full and part time staff average \$23.00/hr	\$690.00	\$690/hr X 1500 hrs	1,035,000.00
				volunteer costs \$0.00
SUPPLIES	Number of Bays	585	Consumption per Bay/day	\$0.75
				annual consumption \$160,143.75
LOCAL DELIVERY	Cost per Kg	\$0.45	% of VP production by wt	137,592.00
				annual cost \$61,916.40
INSURANCE/TAXES, ETC	Floor area square feet	7,425	cost per sf.	\$25.00
				annual cost \$185,625.00
LEASE TO LCCH	Floor area square feet	7,425	cost per sf.	\$25.00
				annual cost \$185,625.00
EQUIPMENT LOAN	Total Mortgage Amount	\$ 7,475,800.00	6% rate, 50 yr, monthly	\$35,873.00
				annual mortgage \$430,476.00
TOTAL OPERATING COSTS				\$1,239,829.28
REVENUE				
PRODUCE PRODUCTION	585 bays x 280 vp/bay = # VP* / crop	163,800	Crops per year average	4
				Annual VP* production 655,200.00
TOTAL PRODUCE SALES	Annual VP production	655,200	VP average retail price	\$3.50
				\$2,293,200.00
TOTAL OPERATING COSTS				-\$1,239,829.28
RESIDUAL INCOME				\$1,053,370.73

VP* Vegetable Placement (head of lettuce, bundle of carrots or beets) approximately 350 grams in weight.

planetary harvest projects

Appendix 4: Pro Forma Mortgage Table

2% CMHC, 50 years, monthly as calculated by Wowa.ca

Month	Beginning Balance	Ending Balance	Monthly Payment	Interest	Principal						
0	75924219	75820648	229587	126016	103571	71	68126726	68010213	229587	113074	116513
1	75820648	75716906	229587	125844	103743	72	68010213	67893507	229587	112881	116706
2	75716906	75612991	229587	125672	103915	73	67893507	67776607	229587	112687	116900
3	75612991	75508903	229587	125500	104087	74	67776607	67659513	229587	112493	117094
4	75508903	75404643	229587	125327	104260	75	67659513	67542225	229587	112299	117288
5	75404643	75300210	229587	125154	104433	76	67542225	67424742	229587	112104	117483
6	75300210	75195603	229587	124981	104607	77	67424742	67307064	229587	111909	117678
7	75195603	75090823	229587	124807	104780	78	67307064	67189190	229587	111714	117873
8	75090823	74985869	229587	124633	104954	79	67189190	67071121	229587	111518	118069
9	74985869	74880740	229587	124459	105128	80	67071121	66952856	229587	111322	118265
10	74880740	74775437	229587	124284	105303	81	66952856	66834395	229587	111126	118461
11	74775437	74669960	229587	124110	105478	82	66834395	66715737	229587	110929	118658
12	74669960	74564307	229587	123935	105653	83	66715737	66596882	229587	110732	118855
13	74564307	74458479	229587	123759	105828	84	66596882	66477830	229587	110535	119052
14	74458479	74352475	229587	123584	106004	85	66477830	66358580	229587	110338	119250
15	74352475	74246296	229587	123408	106180	86	66358580	66239133	229587	110140	119448
16	74246296	74139940	229587	123231	106356	87	66239133	66119487	229587	109941	119646
17	74139940	74033407	229587	123055	106532	88	66119487	65999643	229587	109743	119844
18	74033407	73926698	229587	122878	106709	89	65999643	65879599	229587	109544	120043
19	73926698	73819812	229587	122701	106886	90	65879599	65759357	229587	109345	120242
20	73819812	73712748	229587	122523	107064	91	65759357	65638914	229587	109145	120442
21	73712748	73605507	229587	122346	107241	92	65638914	65518272	229587	108945	120642
22	73605507	73498087	229587	122168	107419	93	65518272	65397430	229587	108745	120842
23	73498087	73390489	229587	121990	107598	94	65397430	65276387	229587	108544	121043
24	73390489	73282713	229587	121811	107776	95	65276387	65155143	229587	108343	121244
25	73282713	73174758	229587	121632	107955	96	65155143	65033698	229587	108142	121445
26	73174758	73066624	229587	121453	108134	97	65033698	64912052	229587	107941	121647
27	73066624	72958310	229587	121273	108314	98	64912052	64790203	229587	107739	121849
28	72958310	72849816	229587	121094	108494	99	64790203	64668152	229587	107536	122051
29	72849816	72741142	229587	120914	108674	100	64668152	64545899	229587	107334	122253
30	72741142	72632288	229587	120733	108854	101	64545899	64423443	229587	107131	122456
31	72632288	72523254	229587	120552	109035	102	64423443	64300783	229587	106928	122659
32	72523254	72414038	229587	120372	109216	103	64300783	64177920	229587	106724	122863
33	72414038	72304641	229587	120190	109397	104	64177920	64054853	229587	106520	123067
34	72304641	72195062	229587	120009	109579	105	64054853	63931582	229587	106316	123271
35	72195062	72085302	229587	119827	109760	106	63931582	63808106	229587	106111	123476
36	72085302	71975359	229587	119645	109943	107	63808106	63684425	229587	105906	123681
37	71975359	71865234	229587	119462	110125	108	63684425	63560539	229587	105701	123886
38	71865234	71754926	229587	119279	110308	109	63560539	63436447	229587	105496	124092
39	71754926	71644435	229587	119096	110491	110	63436447	63312150	229587	105290	124298
40	71644435	71533761	229587	118913	110674	111	63312150	63187646	229587	105083	124504
41	71533761	71422903	229587	118729	110858	112	63187646	63062935	229587	104877	124711
42	71422903	71311861	229587	118545	111042	113	63062935	62938017	229587	104670	124918
43	71311861	71200634	229587	118361	111226	114	62938017	62812892	229587	104462	125125
44	71200634	71089224	229587	118176	111411	115	62812892	62687560	229587	104255	125333
45	71089224	70977628	229587	117991	111596	116	62687560	62562019	229587	104047	125541
46	70977628	70865847	229587	117806	111781	117	62562019	62436270	229587	103838	125749
47	70865847	70753880	229587	117621	111967	118	62436270	62310312	229587	103629	125958
48	70753880	70641727	229587	117435	112152	119	62310312	62184146	229587	103420	126167
49	70641727	70529389	229587	117249	112339	120	62184146	62057769	229587	103211	126376
50	70529389	70416864	229587	117062	112525	121	62057769	61931183	229587	103001	126586
51	70416864	70304152	229587	116875	112712	122	61931183	61804387	229587	102791	126796
52	70304152	70191253	229587	116688	112899	123	61804387	61677381	229587	102581	127007
53	70191253	70078167	229587	116501	113086	124	61677381	61550164	229587	102370	127217
54	70078167	69964893	229587	116313	113274	125	61550164	61422735	229587	102159	127428
55	69964893	69851431	229587	116125	113462	126	61422735	61295095	229587	101947	127640
56	69851431	69737780	229587	115937	113650	127	61295095	61167243	229587	101735	127852
57	69737780	69623941	229587	115748	113839	128	61167243	61039179	229587	101523	128064
58	69623941	69509914	229587	115559	114028	129	61039179	60910903	229587	101311	128277
59	69509914	69395696	229587	115370	114217	130	60910903	60782413	229587	101098	128489
60	69395696	69281290	229587	115181	114407	131	60782413	60653710	229587	100884	128703
61	69281290	69166693	229587	114991	114597	132	60653710	60524794	229587	100671	128916
62	69166693	69051906	229587	114800	114787	133	60524794	60395664	229587	100457	129130
63	69051906	68936929	229587	114610	114977	134	60395664	60266319	229587	100243	129345
64	68936929	68821761	229587	114419	115168	135	60266319	60136760	229587	100028	129559
65	68821761	68706401	229587	114228	115359	136	60136760	60006985	229587	99813	129774
66	68706401	68590851	229587	114036	115551	137	60006985	59876996	229587	99597	129990
67	68590851	68475108	229587	113845	115743	138	59876996	59746790	229587	99382	130206
68	68475108	68359173	229587	113653	115935	139	59746790	59616368	229587	99166	130422
69	68359173	68243046	229587	113460	116127	140	59616368	59485730	229587	98949	130638
70	68243046	68126726	229587	113267	116320	141	59485730	59354875	229587	98732	130855
						142	59354875	59223803	229587	98515	131072
						143	59223803	59092514	229587	98298	131290

144	59092514	58961006	229587	98080	131508	225	47701263	47550849	229587	79173	150414
145	58961006	58829280	229587	97861	131726	226	47550849	47400185	229587	78923	150664
146	58829280	58697336	229587	97643	131944	227	47400185	47249270	229587	78673	150914
147	58697336	58565172	229587	97424	132163	228	47249270	47098106	229587	78423	151165
148	58565172	58432789	229587	97204	132383	229	47098106	46946690	229587	78172	151415
149	58432789	58300187	229587	96985	132603	230	46946690	46795024	229587	77920	151667
150	58300187	58167364	229587	96765	132823	231	46795024	46643105	229587	77669	151919
151	58167364	58034321	229587	96544	133043	232	46643105	46490934	229587	77417	152171
152	58034321	57901057	229587	96323	133264	233	46490934	46338511	229587	77164	152423
153	57901057	57767572	229587	96102	133485	234	46338511	46185835	229587	76911	152676
154	57767572	57633865	229587	95881	133707	235	46185835	46032905	229587	76658	152930
155	57633865	57499937	229587	95659	133929	236	46032905	45879722	229587	76404	153183
156	57499937	57365786	229587	95436	134151	237	45879722	45726284	229587	76150	153438
157	57365786	57231412	229587	95214	134374	238	45726284	45572592	229587	75895	153692
158	57231412	57096816	229587	94991	134597	239	45572592	45418644	229587	75640	153947
159	57096816	56961996	229587	94767	134820	240	45418644	45264441	229587	75384	154203
160	56961996	56826952	229587	94543	135044	241	45264441	45109982	229587	75128	154459
161	56826952	56691684	229587	94319	135268	242	45109982	44955267	229587	74872	154715
162	56691684	56556192	229587	94095	135492	243	44955267	44800295	229587	74615	154972
163	56556192	56420474	229587	93870	135717	244	44800295	44645066	229587	74358	155229
164	56420474	56284532	229587	93645	135943	245	44645066	44489579	229587	74100	155487
165	56284532	56148364	229587	93419	136168	246	44489579	44333834	229587	73842	155745
166	56148364	56011969	229587	93193	136394	247	44333834	44177830	229587	73584	156004
167	56011969	55875349	229587	92967	136621	248	44177830	44021568	229587	73325	156262
168	55875349	55738502	229587	92740	136847	249	44021568	43865046	229587	73065	156522
169	55738502	55601427	229587	92513	137074	250	43865046	43708264	229587	72806	156782
170	55601427	55464125	229587	92285	137302	251	43708264	43551223	229587	72545	157042
171	55464125	55326595	229587	92057	137530	252	43551223	43393920	229587	72285	157302
172	55326595	55188837	229587	91829	137758	253	43393920	43236357	229587	72024	157564
173	55188837	55050850	229587	91600	137987	254	43236357	43078532	229587	71762	157825
174	55050850	54912635	229587	91371	138216	255	43078532	42920445	229587	71500	158087
175	54912635	54774189	229587	91142	138445	256	42920445	42762093	229587	71238	158349
176	54774189	54635514	229587	90912	138675	257	42762093	42603483	229587	70975	158612
177	54635514	54496609	229587	90682	138905	258	42603483	42444607	229587	70712	158875
178	54496609	54357474	229587	90452	139136	259	42444607	42285468	229587	70448	159139
179	54357474	54218107	229587	90221	139367	260	42285468	42126065	229587	70184	159403
180	54218107	54078509	229587	89989	139598	261	42126065	41966397	229587	69919	159668
181	54078509	53938679	229587	89758	139830	262	41966397	41806464	229587	69654	159933
182	53938679	53798618	229587	89525	140062	263	41806464	41646266	229587	69389	160198
183	53798618	53658323	229587	89293	140294	264	41646266	41485801	229587	69123	160464
184	53658323	53517796	229587	89060	140527	265	41485801	41325071	229587	68857	160731
185	53517796	53377036	229587	88827	140760	266	41325071	41164074	229587	68590	160997
186	53377036	53236042	229587	88593	140994	267	41164074	41002809	229587	68323	161265
187	53236042	53094814	229587	88359	141228	268	41002809	40841277	229587	68055	161532
188	53094814	52953352	229587	88125	141462	269	40841277	40679476	229587	67787	161800
189	52953352	52811655	229587	87890	141697	270	40679476	40517408	229587	67518	162069
190	52811655	52669722	229587	87655	141932	271	40517408	40355070	229587	67249	162338
191	52669722	52527554	229587	87419	142168	272	40355070	40192462	229587	66980	162607
192	52527554	52385151	229587	87183	142404	273	40192462	40029585	229587	66710	162877
193	52385151	52242510	229587	86947	142640	274	40029585	39866438	229587	66440	163148
194	52242510	52099633	229587	86710	142877	275	39866438	39703019	229587	66169	163418
195	52099633	51956519	229587	86473	143114	276	39703019	39539330	229587	65898	163690
196	51956519	51813168	229587	86236	143352	277	39539330	39375368	229587	65626	163961
197	51813168	51669578	229587	85998	143590	278	39375368	39211135	229587	65354	164233
198	51669578	51525750	229587	85759	143828	279	39211135	39046629	229587	65081	164506
199	51525750	51381683	229587	85521	144067	280	39046629	38881850	229587	64808	164779
200	51381683	51237378	229587	85281	144306	281	38881850	38716797	229587	64535	165053
201	51237378	51092832	229587	85042	144545	282	38716797	38551471	229587	64261	165326
202	51092832	50948047	229587	84802	144785	283	38551471	38385870	229587	63986	165601
203	50948047	50803022	229587	84562	145025	284	38385870	38219994	229587	63711	165876
204	50803022	50657756	229587	84321	145266	285	38219994	38053843	229587	63436	166151
205	50657756	50512248	229587	84080	145507	286	38053843	37887416	229587	63160	166427
206	50512248	50366499	229587	83838	145749	287	37887416	37720713	229587	62884	166703
207	50366499	50220509	229587	83597	145991	288	37720713	37553734	229587	62607	166980
208	50220509	50074276	229587	83354	146233	289	37553734	37386477	229587	62330	167257
209	50074276	49927800	229587	83111	146476	290	37386477	37218942	229587	62053	167534
210	49927800	49781081	229587	82868	146719	291	37218942	37051130	229587	61775	167813
211	49781081	49634119	229587	82625	146962	292	37051130	36883039	229587	61496	168091
212	49634119	49486912	229587	82381	147206	293	36883039	36714669	229587	61217	168370
213	49486912	49339462	229587	82137	147451	294	36714669	36546019	229587	60938	168650
214	49339462	49191767	229587	81892	147695	295	36546019	36377090	229587	60658	168929
215	49191767	49043826	229587	81647	147940	296	36377090	36207880	229587	60377	169210
216	49043826	48895640	229587	81401	148186	297	36207880	36038389	229587	60097	169491
217	48895640	48747208	229587	81155	148432	298	36038389	35868617	229587	59815	169772
218	48747208	48598530	229587	80909	148678	299	35868617	35698563	229587	59533	170054
219	48598530	48449605	229587	80662	148925	300	35698563	35528227	229587	59251	170336
220	48449605	48300432	229587	80415	149172	301	35528227	35357609	229587	58968	170619
221	48300432	48151012	229587	80167	149420	302	35357609	35186707	229587	58685	170902
222	48151012	48001344	229587	79919	149668	303	35186707	35015521	229587	58402	171186
223	48001344	47851428	229587	79671	149916	304	35015521	34844051	229587	58118	171470
224	47851428	47701263	229587	79422	150165	305	34844051	34672297	229587	57833	171754

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306	34672297	34500258	229587	57548	172039	387	19770162	19573388	229587	32814	196773
307	34500258	34327933	229587	57262	172325	388	19573388	19376288	229587	32487	197100
308	34327933	34155322	229587	56976	172611	389	19376288	19178861	229587	32160	197427
309	34155322	33982424	229587	56690	172897	390	19178861	18981106	229587	31832	197755
310	33982424	33809240	229587	56403	173184	391	18981106	18783023	229587	31504	198083
311	33809240	33635768	229587	56115	173472	392	18783023	18584611	229587	31175	198412
312	33635768	33462008	229587	55827	173760	393	18584611	18385870	229587	30846	198741
313	33462008	33287960	229587	55539	174048	394	18385870	18186799	229587	30516	199071
314	33287960	33113623	229587	55250	174337	395	18186799	17987398	229587	30186	199401
315	33113623	32938997	229587	54961	174626	396	17987398	17787665	229587	29855	199732
316	32938997	32764080	229587	54671	174916	397	17787665	17587602	229587	29523	200064
317	32764080	32588874	229587	54381	175207	398	17587602	17387206	229587	29191	200396
318	32588874	32413376	229587	54090	175497	399	17387206	17186477	229587	28859	200729
319	32413376	32237588	229587	53799	175789	400	17186477	16985415	229587	28526	201062
320	32237588	32061507	229587	53507	176080	401	16985415	16784020	229587	28192	201395
321	32061507	31885135	229587	53215	176373	402	16784020	16582290	229587	27858	201730
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REFERENCES

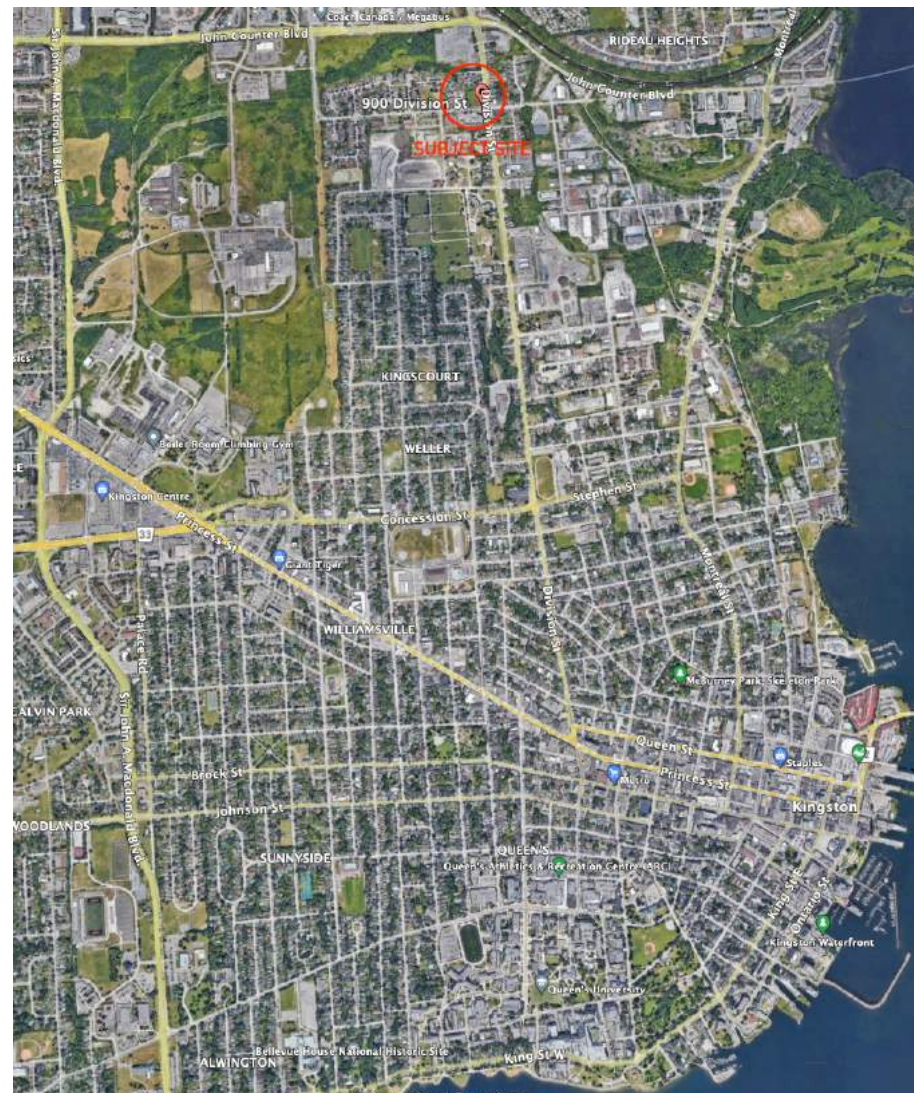
1. <https://lcch.ca/>
2. <http://lcch.ca/about/>
3. <https://lcch.ca/help-develop-more-co-operative-housing/>
4. <https://lcch.ca/seed-funding-motion-comes-before-council/>
5. <https://lcch.ca/councillor-mclaren-appointed-to-development-board/>
6. <https://lcch.ca/press-release-councillor-jeff-mclaren-addresses-housing-crisis/>
7. <https://canada-info.ca/en/city-councillor-seeks-approval-to-join-board-for-new-housing-non-profit/>
8. <https://www.kingstonist.com/news/city-council-to-appoint-councillor-to-limestone-city-co-operative-housing-board/>
9. <https://www.thewhig.com/news/city-councillor-hopes-to-join-housing-co-op-board-to-encourage-affordable-housing-development>
10. A Step-by-Step Guide to Developing Affordable Housing 2nd Edition (November 22, 2022)
11. CITY OF KINGSTON AND COUNTY OF FRONTENAC MUNICIPAL HOUSING STRATEGY FINAL SUMMARY REPORT
12. Co-operative Housing Today and Tomorrow: Building new co-op homes to address the affordable housing crisis
13. PHP Proposal to LCCH
14. City of Kingston Climate Action Plan
15. Density By Design: Kingston Mid-Rise and Tall Building Policy Issues and Options Report
16. Mayor's Task Force on Housing Final Report
17. <https://www.cityofkingston.ca/resident/climate-change/green-standard-community-improvement-plan>



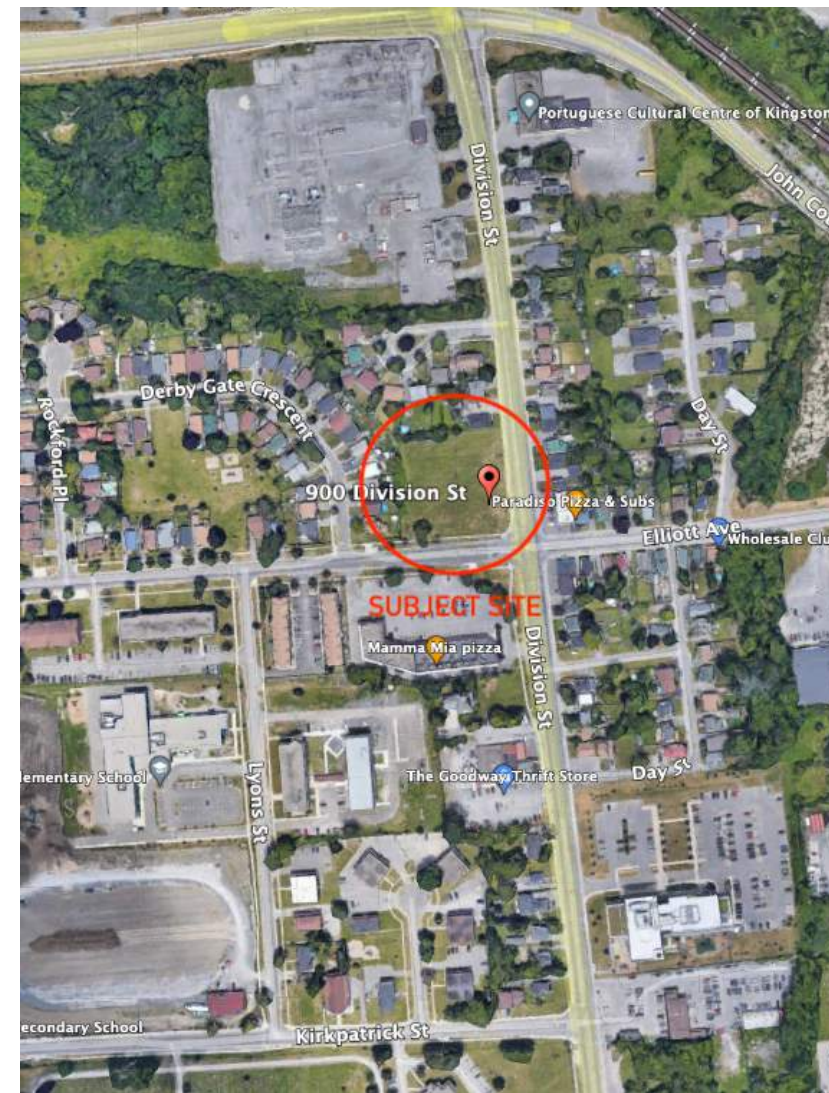
LIMESTONE CITY COOPERATIVE HOUSING SCHEMATIC DRAWINGS

900 DIVISION ST AND ELLIOT AVE. KINGSTON, ONTARIO.

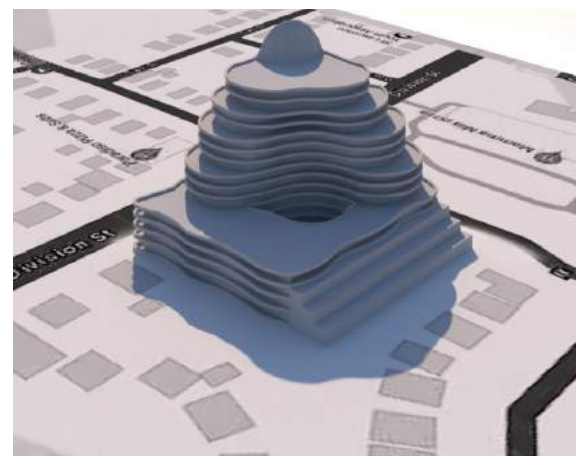
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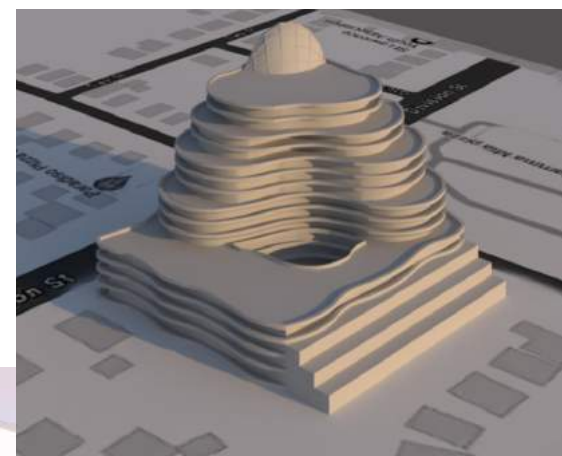
CITY CONTEXT MAP



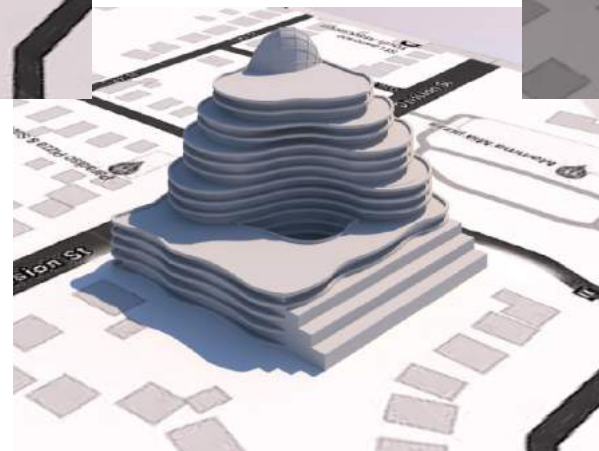
COMMUNITY CONTEXT MAP



9:00 AM MARCH/SEPTEMBER 21ST



5:00 PM MARCH/SEPTEMBER 21ST



12:00 NOON MARCH/SEPTEMBER 21ST

SHADOW STUDY

OPTION 1 - 14 STOREYS WITH A 4 STOREY BASE

MUNICIPAL ADDRESS

900 Divison Street
Kingston Ontario

LEGAL DESCRIPTION

PARTS OF LOT: 22,23 & 24
CONCESSION 2
CITY OF KINGSTON

BY-LAW ZONING

Amended by By-law number 2017-57
opa number 50
Single Family Residential

PROPOSED RE-ZONING

Urban High Density Multi-Residential (URM-?)
Lot Area: 51,620.22 m2
Height: 51.4 m
Front Setback: 8.4/4.5 m
Rear Setback: 4.5/3.4 m
Landscaped Area: 38%
Building Lot Coverage: 62%
Lot Depth 70.33/71.9 m
Floor Space Index: 4.5

VEHICLE PARKING

Residential units: 248
Commercial Use Area: 604 m2
Indoor Farm: 690 m2

Residential Stalls: 134
Car Share Stalls: 7
Commercial Guest Stalls: 20
Total Stalls: 141

RESIDENTIAL UNIT COUNT

FLOOR	ST	1 BD	2 BD	3 BD	TOTAL	M2	SQ.FT
MAIN	1	5	1	2	9	365.6	3,935.00
2ND	4	18	7	1	30	1588.2	17,095.00
3RD	6	20	6	2	34	1807.43	19,455.00
4TH	6	20	6	2	34	1807.43	19,455.00
5TH	4	12	2	2	20	1021.47	10,995.00
6TH	4	12	2	2	20	1021.47	10,995.00
7TH	4	12	2	2	20	1021.47	10,995.00
8TH	2	11	1	1	15	768.77	8,275.00
9TH	2	11	1	1	15	768.77	8,275.00
10TH	2	11	1	1	15	768.77	8,275.00
11TH	3	6	0	2	11	526.76	5,670.00
12TH	3	6	0	2	11	526.76	5,670.00
13TH	1	5	1	0	7	362.32	3,900.00
14TH	1	5	1	0	7	362.32	3,900.00
TOTAL	43	154	31	20	248	12,717.54	136,890.00
PERCENT	17.3%	62.1%	12.5%	8.1%			



Note:
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DO NOT SCALE THESE DRAWINGS

Project Information:
900 DIVISION STREET
KINGSTON STREET, ONTARIO
LOTS __ BLOCK __
PLAN __

Comments:
1. PACKAGE (PLANS AND 3D VIEWS) ARE PROVIDED FOR CONCEPTUAL REFERENCE. -FINAL SPECIFICATIONS & CONSTRUCTION DETAILS TO BE CONFIRMED BY ARCHITECTURAL TEAM
-REFER IN COORDINATION WITH MOST UPDATED CONSTRUCTION PACKAGE BY ARCHITECTURAL TEAM
3. ANY DISCREPANCIES TO BE BROUGHT UP WITH DESIGNER FOR DISCUSSION
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Drawing List

	Latest Version
PARKING LEVEL 1 & 2	A1.0
MAIN FLOOR & 2ND FLOOR PLAN	A1.1
3RD & 4TH FLOOR PLAN	A1.2
5TH -7TH FLOOR PLAN	A1.3
8TH & 9TH FLOOR PLAN	A1.4
10TH & 11TH FLOOR PLAN	A1.5
12TH & 13TH FLOOR PLAN	A1.7
14TH FLOOR & ROOF PLAN	A1.8

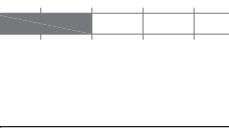
Revisions

IFC REVISIONS	DATE
IFC REVISIONS	MID/Y
-	-
-	-
-	-

Project Title:
LIMESTONE CITY
COOPERATIVE HOUSING

Drawing Title:
INFORMATION

Drawn By: _____
Checked By: CS
Scale: AS NOTED
Project No: _____



Drawing No.

A0.0



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LOTS __, BLOCK __
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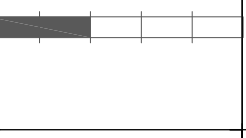
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14TH FLOOR & ROOF PLAN	A1.8

Revisions	DATE
IFC REVISIONS	M/D/Y
IFC REVISIONS	M/D/Y
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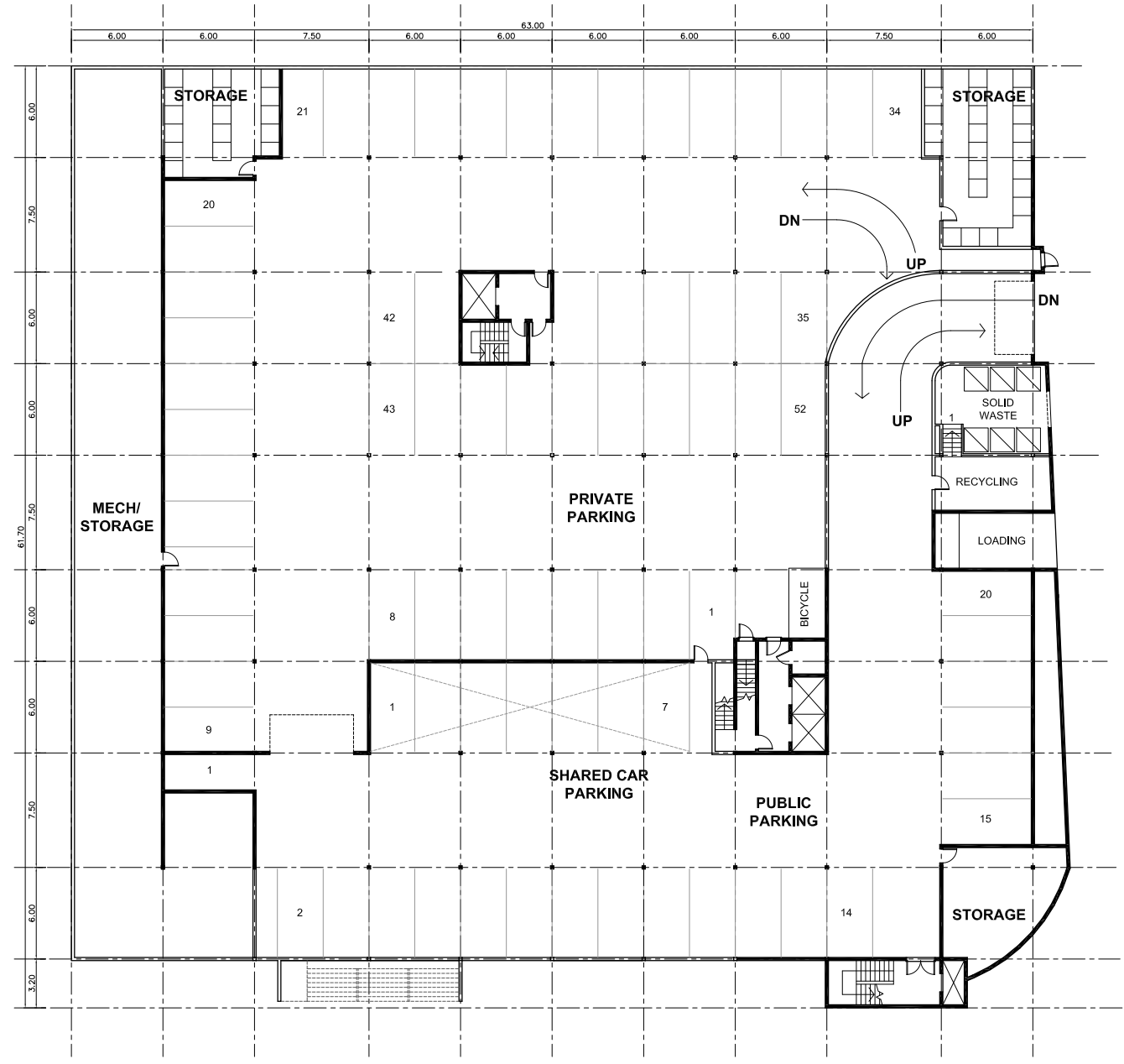
Project Title:
LIMESTONE CITY
COOPERATIVE HOUSING

Drawing Title:
BASEMENT PARKING

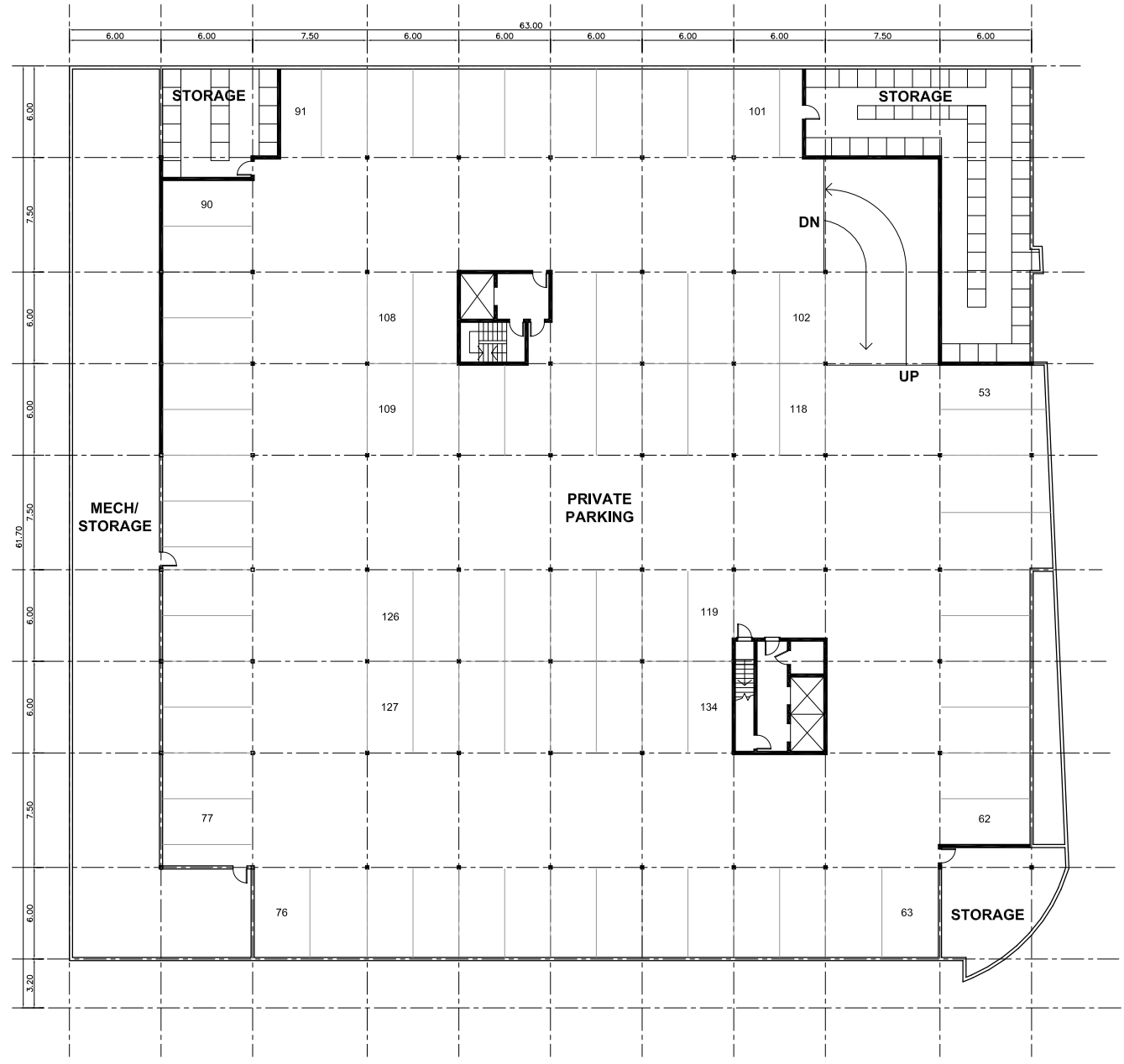
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Checked By: CS
Scale: 1:200
Project No: _____



Drawing No. A1.0



BASEMENT PARKING PLAN
LEVEL 1



BASEMENT PARKING PLAN
LEVEL 2



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900 DIVISION STREET
KINGSTON STREET, ONTARIO
LOTS __, BLOCK __
PLAN ____

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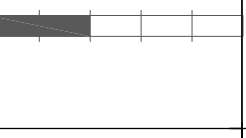
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IFC REVISIONS	M/D/Y
IFC REVISIONS	M/D/Y
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Project Title:
LIMESTONE CITY
COOPERATIVE HOUSING

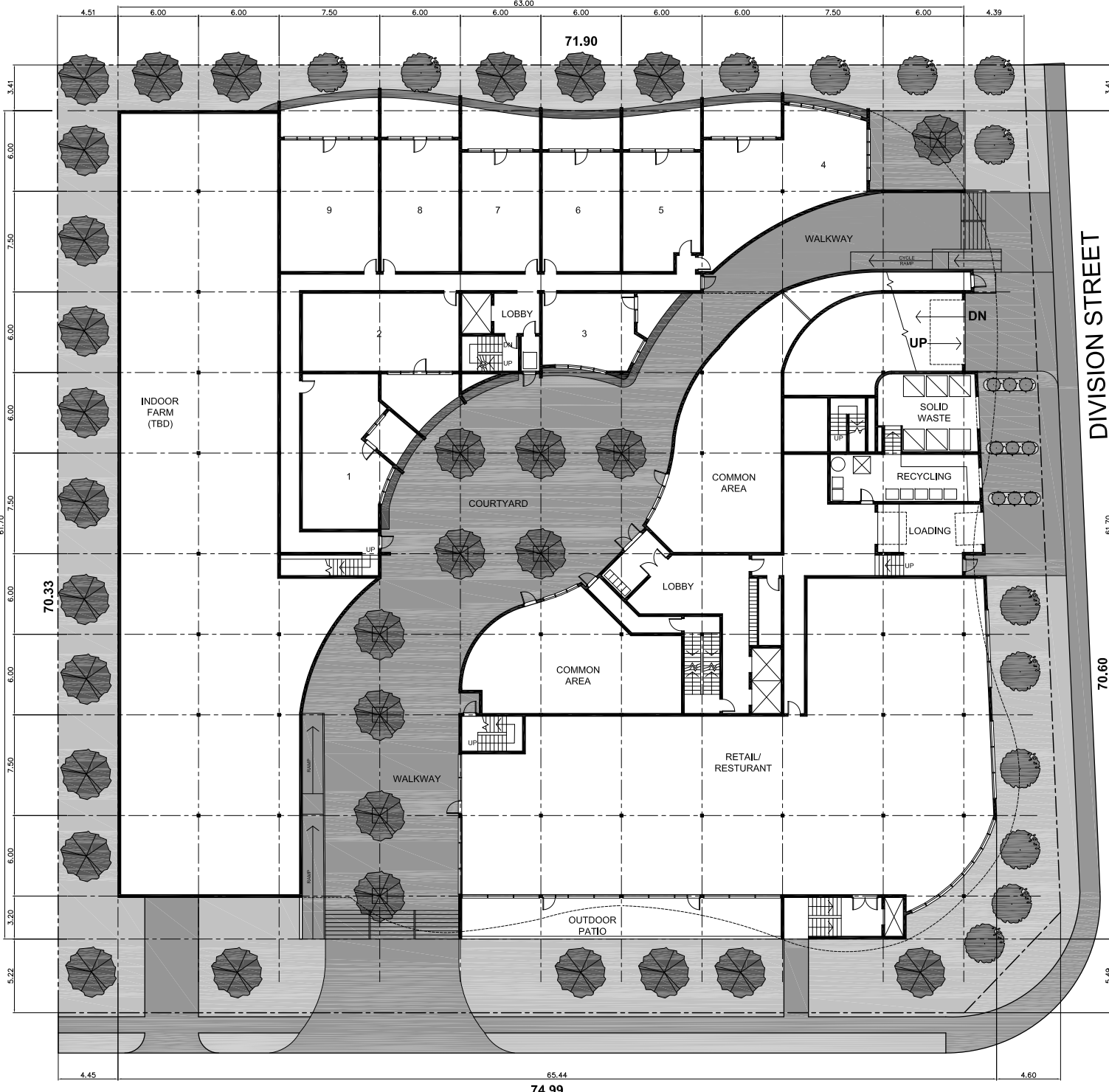
Drawing Title:
MAIN & SECOND FLOOR
PLANS

Drawn By: _____
Checked By: CS
Scale: 1 : 200
Project No: _____

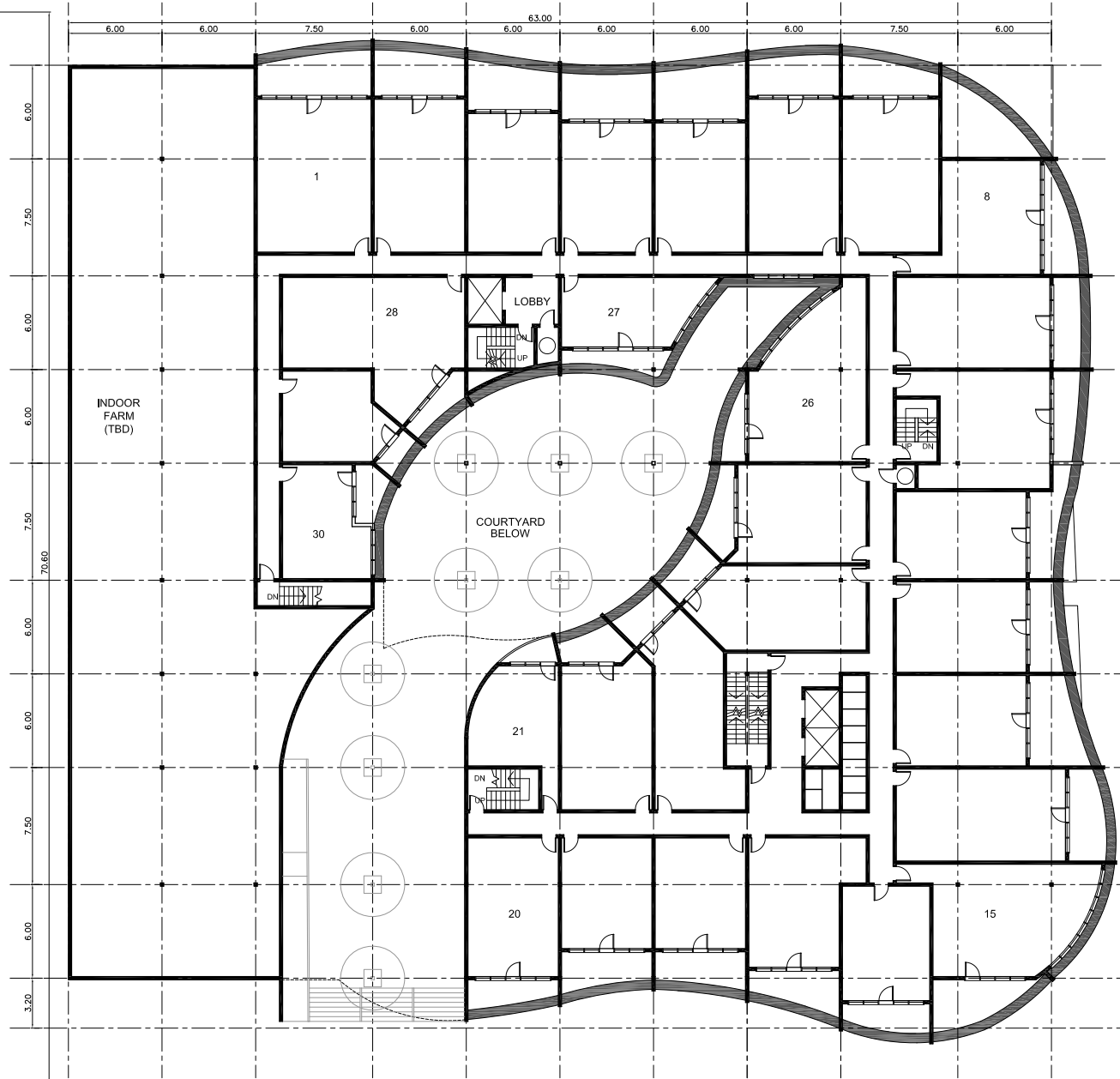


Drawing No.

ALL



ELLIOT STREET
MAIN FLOOR PLAN



SECOND FLOOR PLAN



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Project Information:
900 DIVISION STREET
KINGSTON STREET, ONTARIO
LOTS __, BLOCK __
PLAN ____

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IFC REVISIONS	M/D/Y
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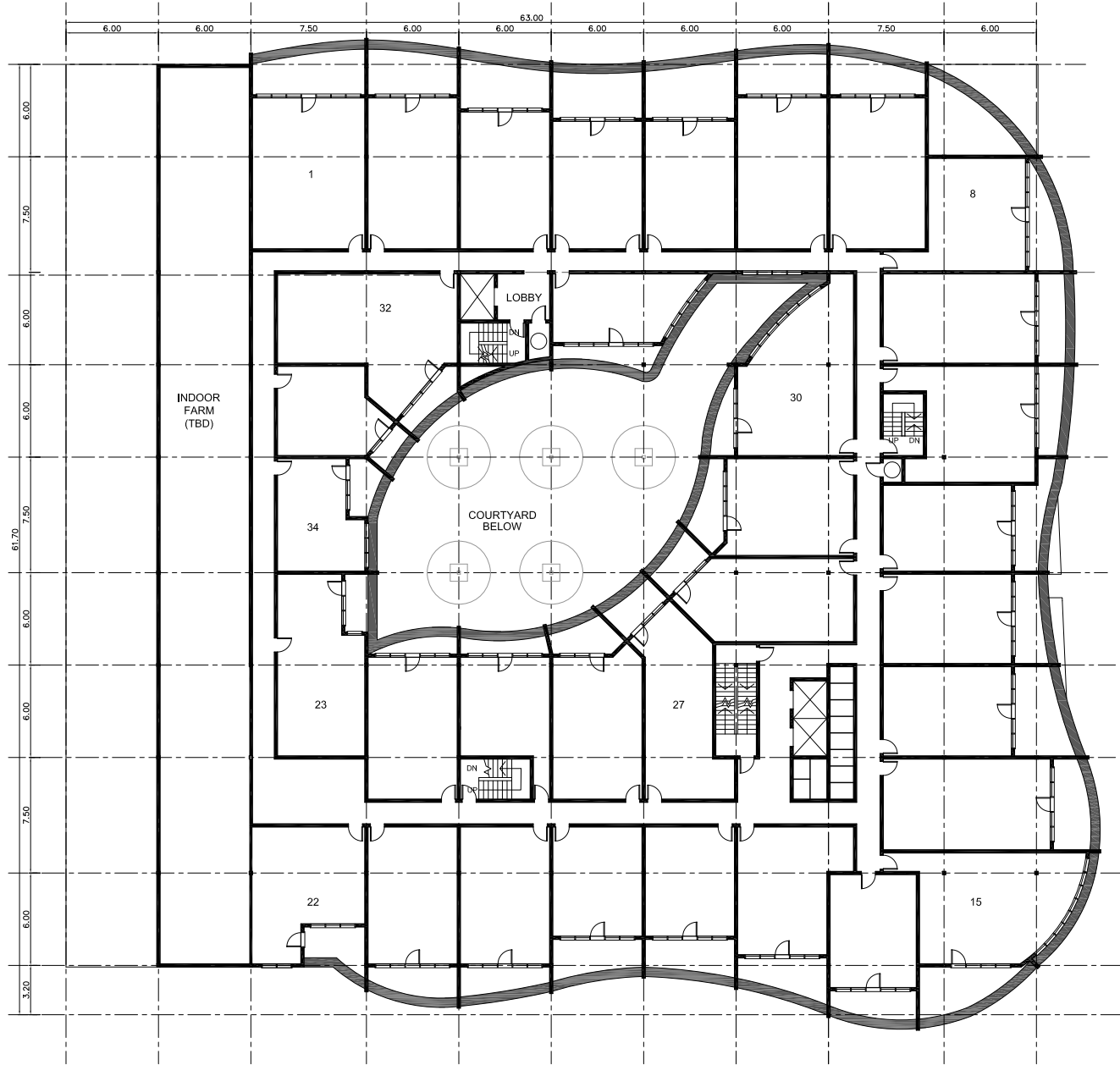
Project Title:
LIMESTONE CITY
COOPERATIVE HOUSING

Drawing Title:
3RD & 4TH FLOOR PLANS

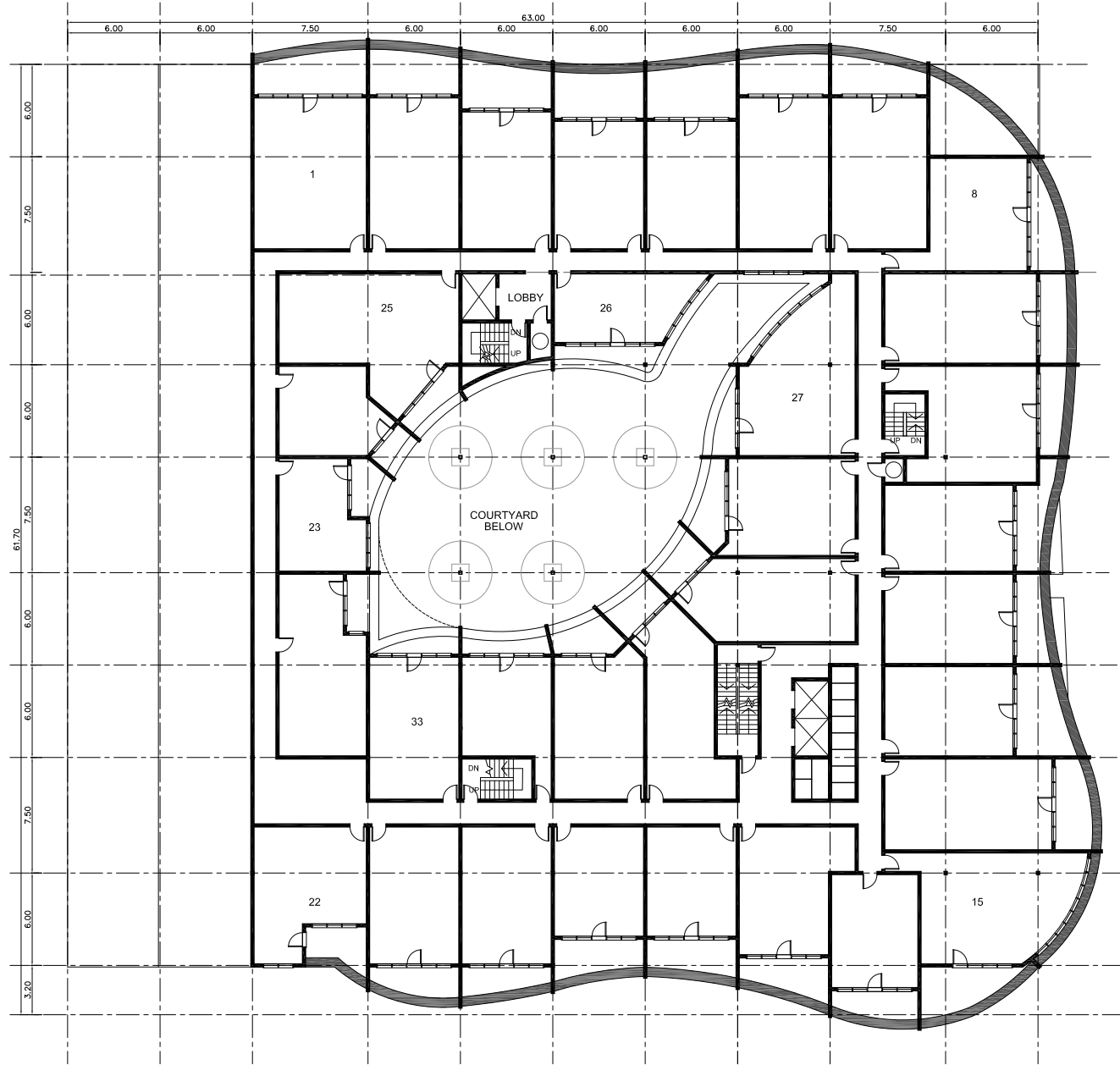
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Checked By: CS
Scale: 1 : 200
Project No: _____

Drawing No.

A1.2



THIRD FLOOR PLAN



FORTH FLOOR PLAN



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900 DIVISION STREET
KINGSTON STREET, ONTARIO
LOTS __, BLOCK __
PLAN ____

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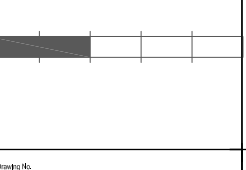
Drawing List	Latest Version
PARKING LEVEL 1 & 2	A1.0
MAIN FLOOR & 2ND FLOOR PLAN	A1.1
3RD & 4TH FLOOR PLAN	A1.2
5TH -7TH FLOOR PLAN	A1.3
8TH & 9TH FLOOR PLAN	A1.4
10TH & 11TH FLOOR PLAN	A1.5
12TH & 13TH FLOOR PLAN	A1.7
14TH FLOOR & ROOF PLAN	A1.8

Revisions	DATE
IFC REVISIONS	M/D/Y
IFC REVISIONS	M/D/Y
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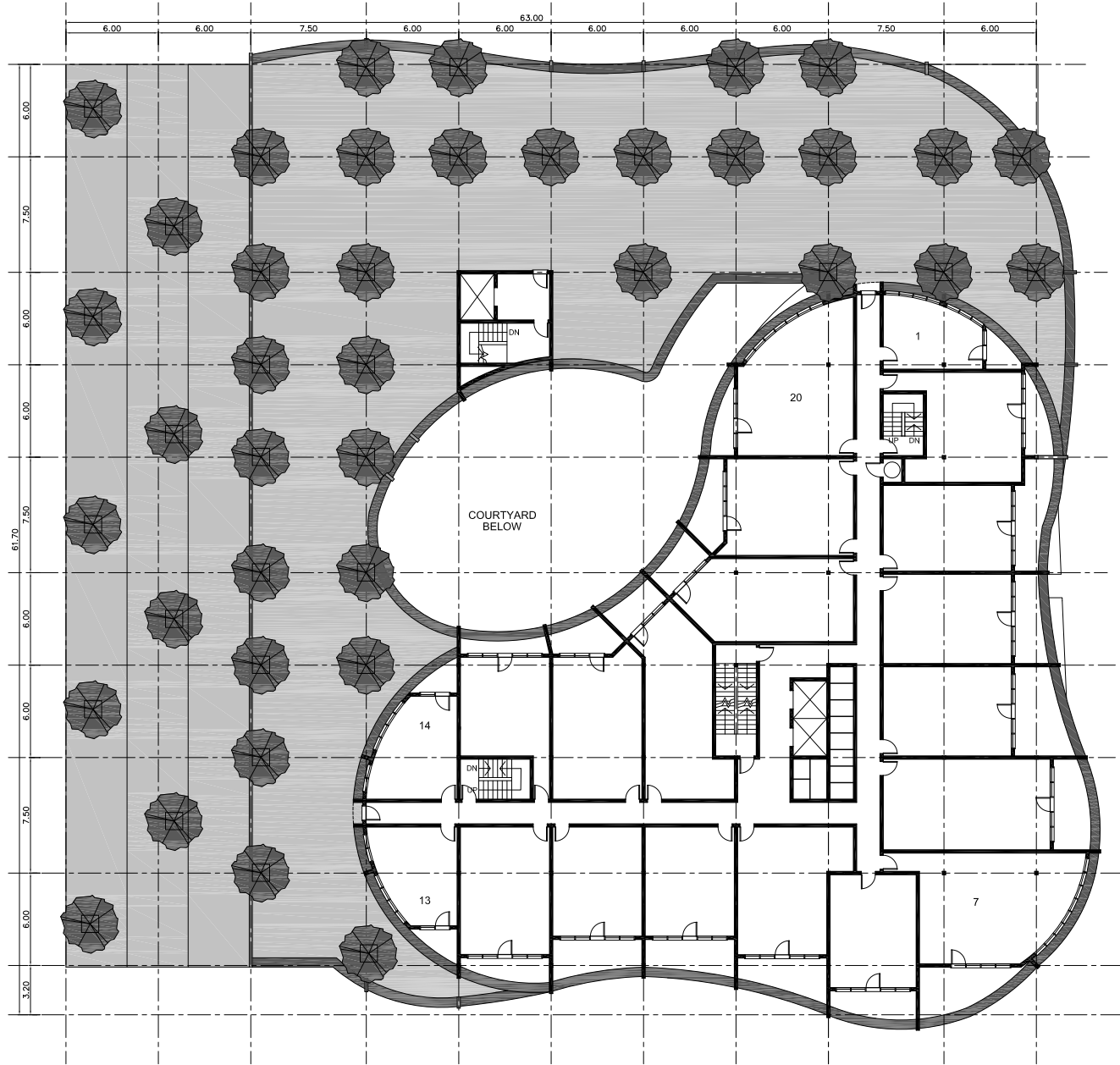
Project Title:
LIMESTONE CITY
COOPERATIVE HOUSING

Drawing Title:
5TH -7TH FLOOR PLANS

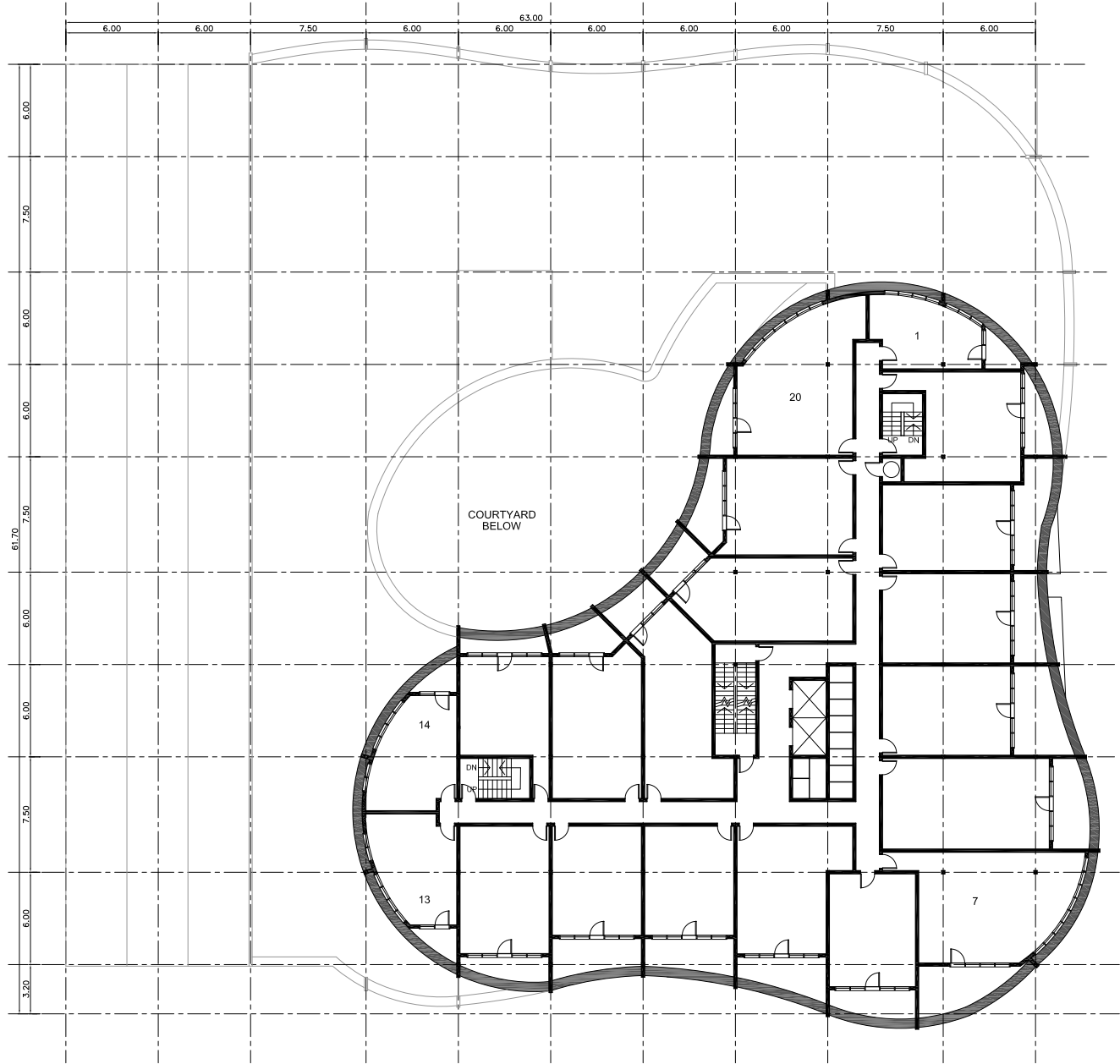
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Checked By: CS
Scale: 1 : 200
Project No: _____



Drawing No.
A1.3



FIFTH FLOOR PLAN



SIXTH & SEVENTH FLOOR PLAN



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10TH & 11TH FLOOR PLAN	A1.5
12TH & 13TH FLOOR PLAN	A1.7
14TH FLOOR & ROOF PLAN	A1.8

Revisions	DATE:
IFC REVISIONS	M/D/Y
IFC REVISIONS	M/D/Y
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Project Title:
LIMESTONE CITY
COOPERATIVE HOUSING

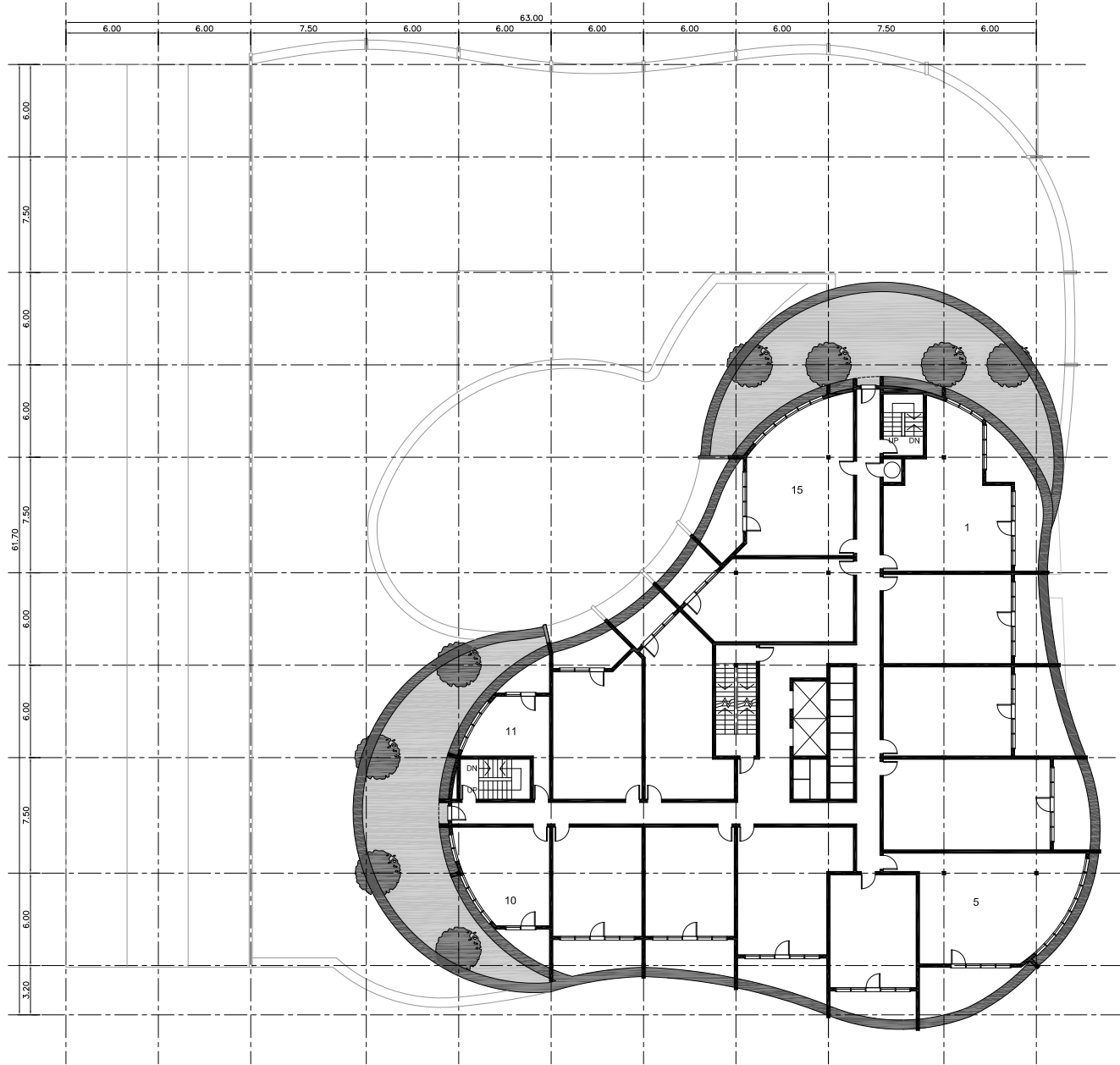
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8TH & 9TH FLOOR PLANS

Drawn By: _____
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Scale: 1 : 200
Project No: _____

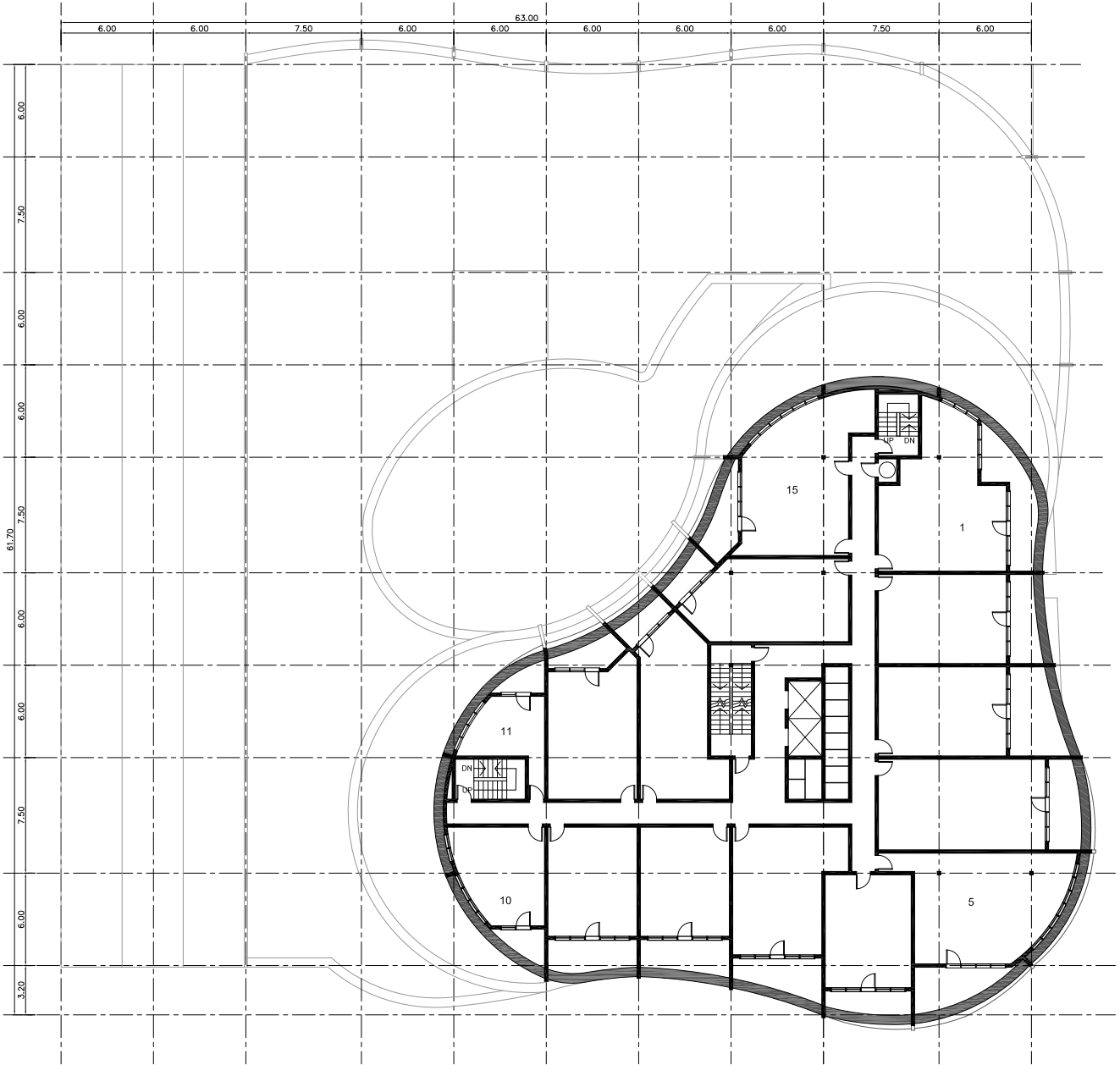


Drawing No.

A1.4



EIGHTH FLOOR PLAN



NINTH FLOOR PLAN



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8TH & 9TH FLOOR PLAN	A1.4	
10TH & 11TH FLOOR PLAN	A1.5	
12TH & 13TH FLOOR PLAN	A1.7	
14TH FLOOR & ROOF PLAN	A1.8	

Revisions	DATE
IFC REVISIONS	M/D/Y
IFC REVISIONS	M/D/Y
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Project Title:
LIMESTONE CITY
COOPERATIVE HOUSING

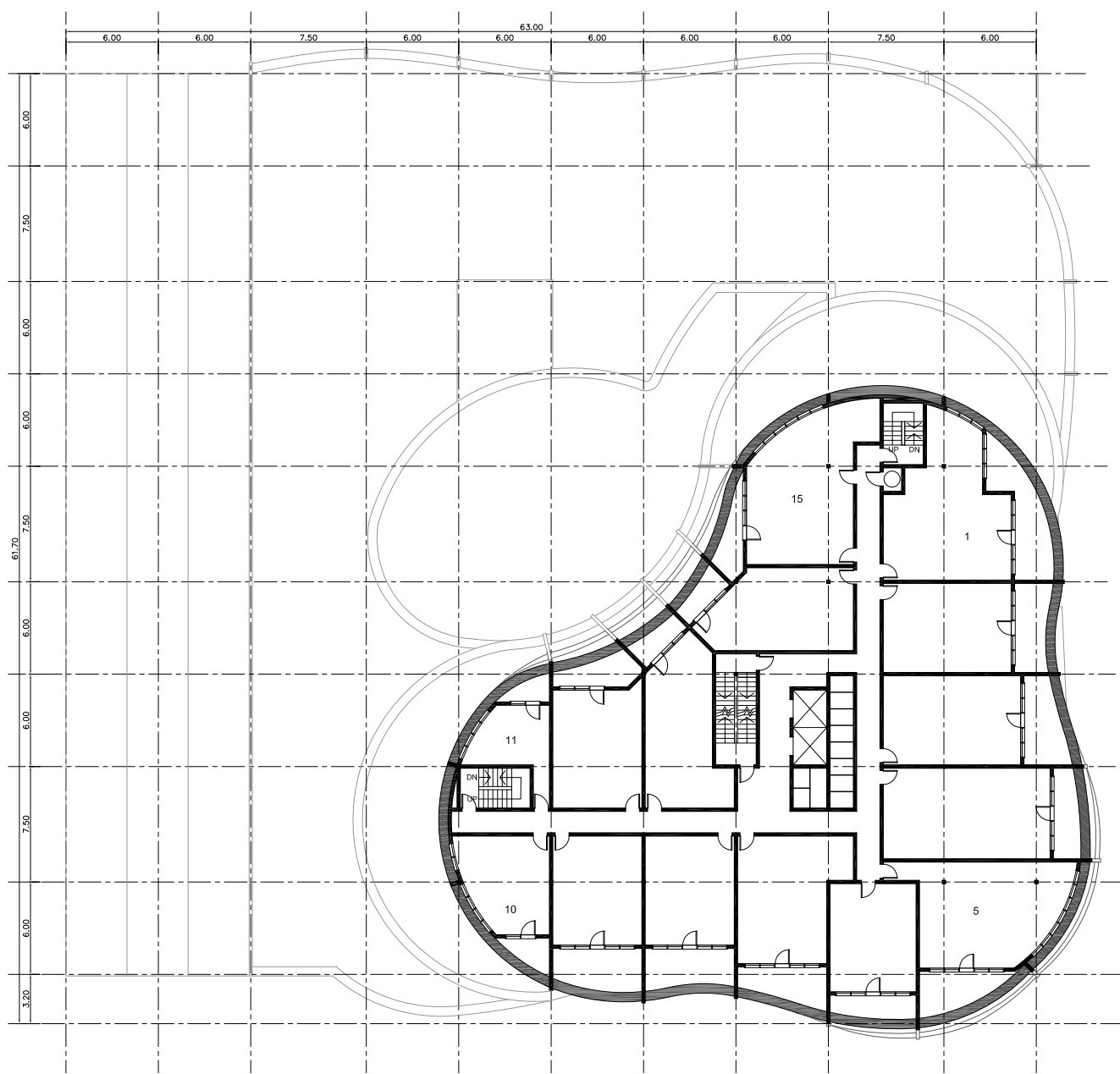
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10TH & 11TH FLOOR PLANS

Drawn By: _____
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Project No: _____

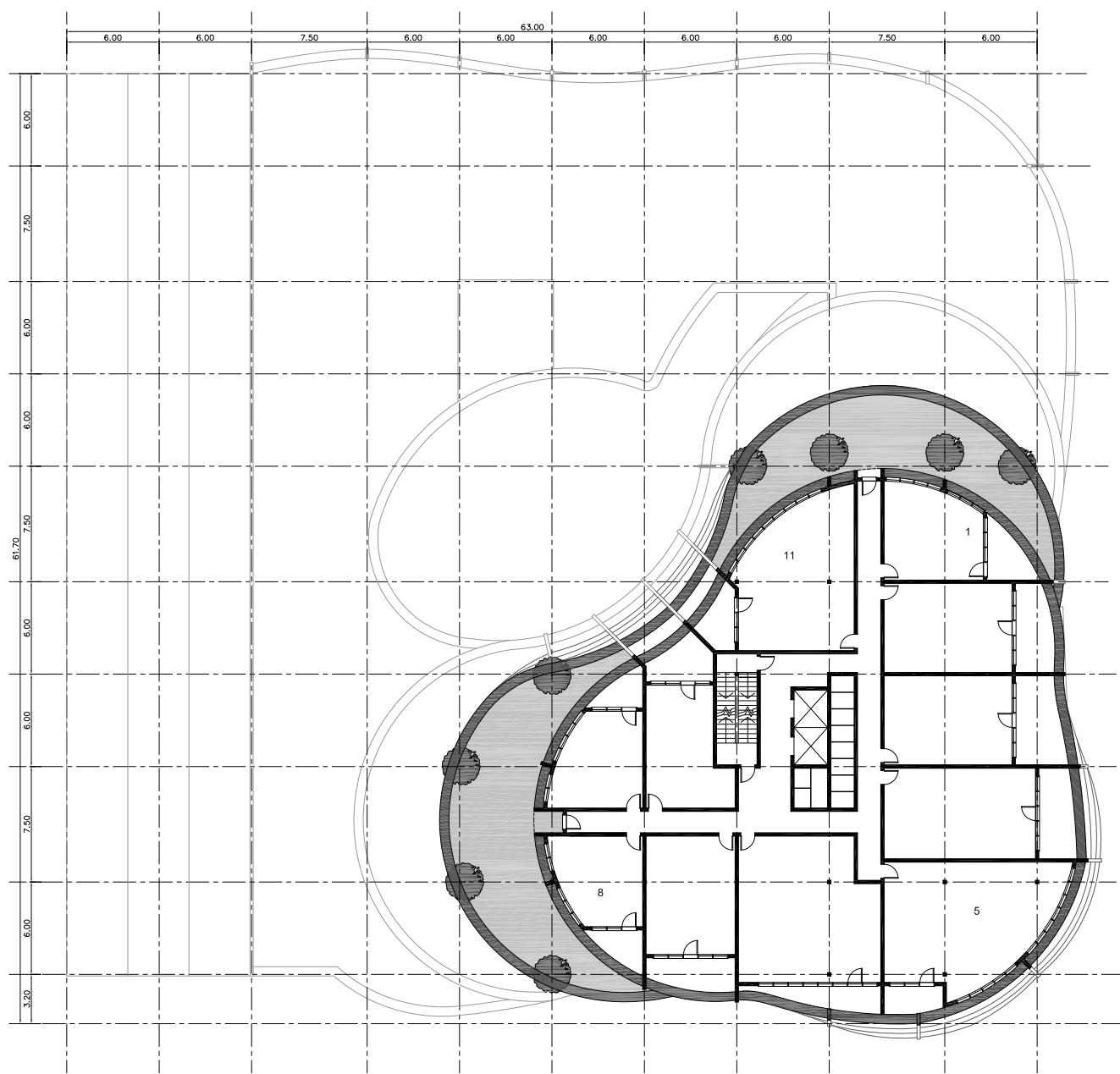


Drawing No.

A1.5



TENTH FLOOR PLAN



ELEVENTH FLOOR PLAN



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10TH & 11TH FLOOR PLAN	A1.5
12TH & 13TH FLOOR PLAN	A1.7
14TH FLOOR & ROOF PLAN	A1.8

Revisions

IFC REVISIONS	DATE:
IFC REVISIONS	M/D/Y
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Project Title:

LIMESTONE CITY
COOPERATIVE HOUSING

Drawing Title:

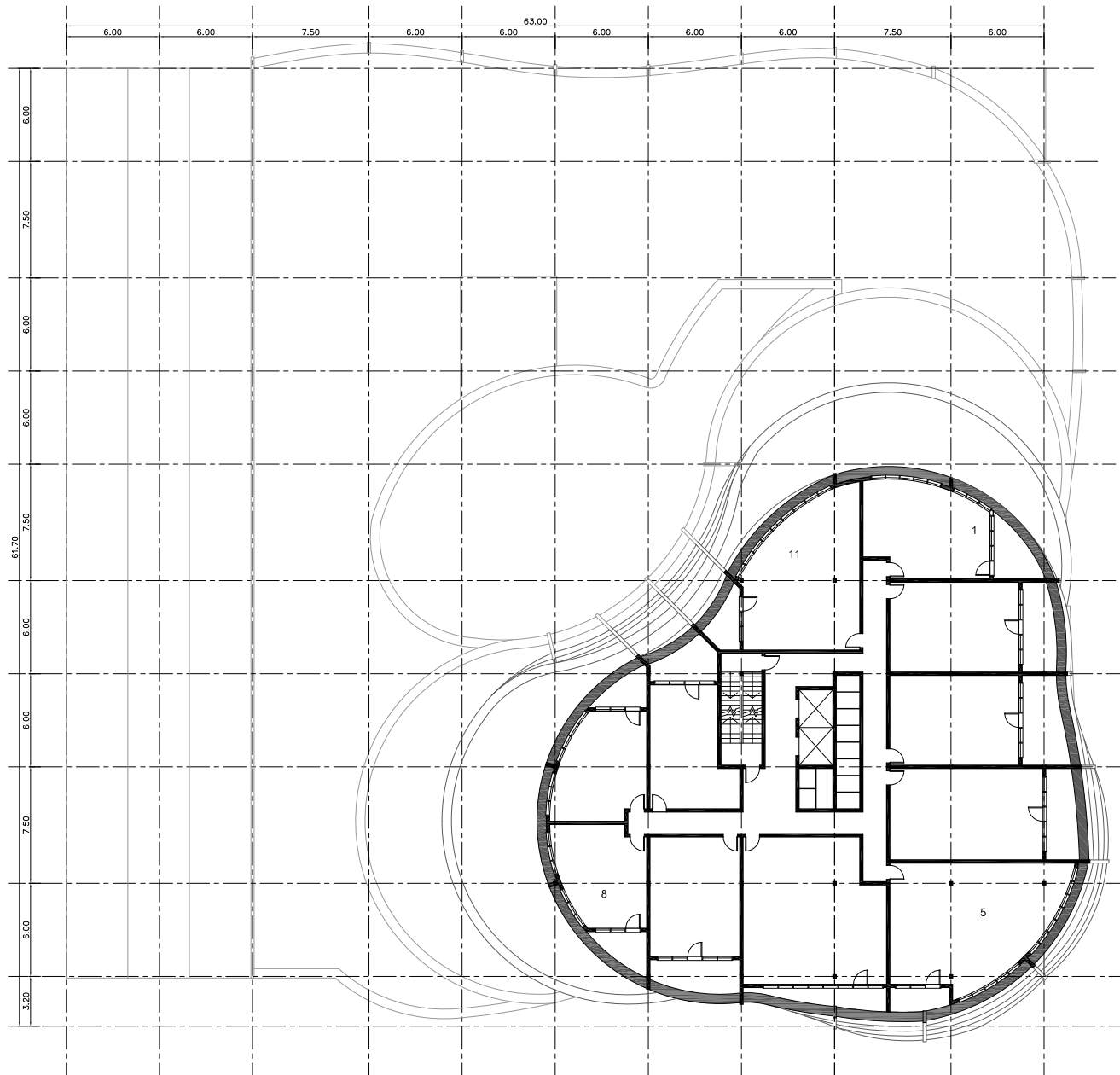
12TH & 13TH FLOOR PLANS

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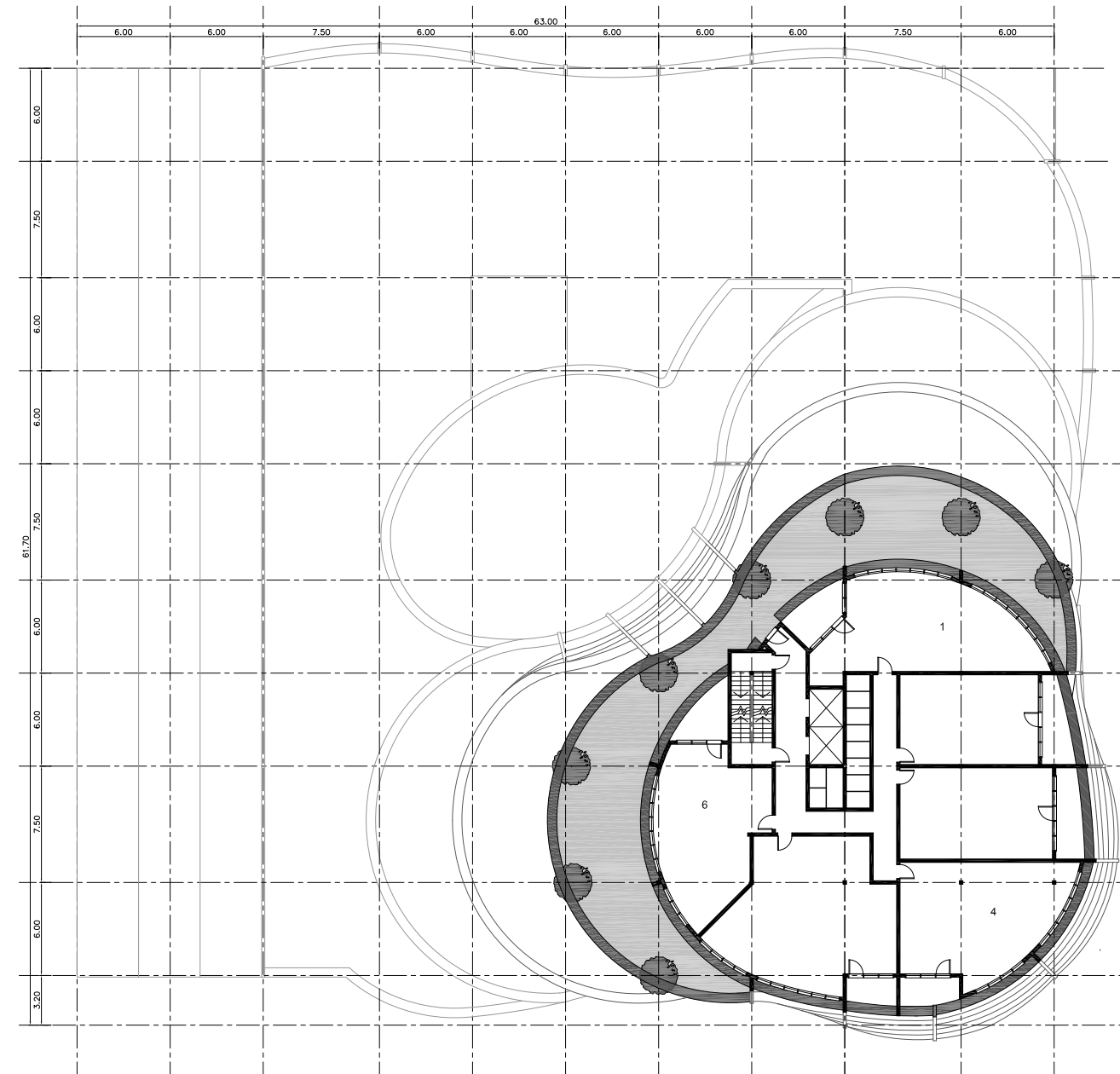
CS

Scale: 1 : 200

Project No.:



TWELFTH FLOOR PLAN



THIRTEENH FLOOR PLAN



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14TH FLOOR & ROOF PLAN	A1.8

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IFC REVISIONS	M/D/Y
IFC REVISIONS	M/D/Y
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Project Title:
LIMESTONE CITY
COOPERATIVE HOUSING

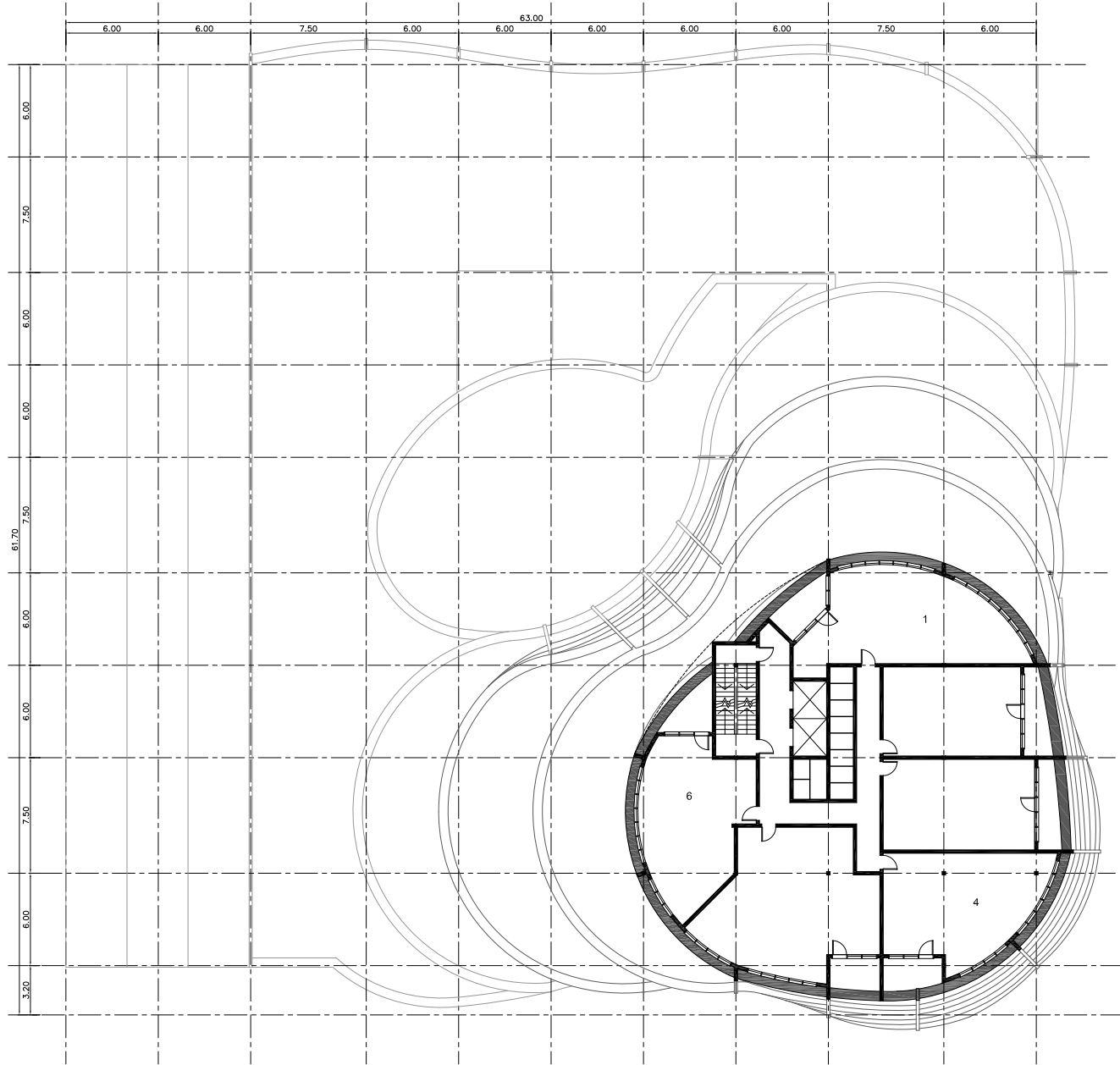
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14TH FLOOR & ROOF PLANS

Drawn By: _____
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Project No: _____

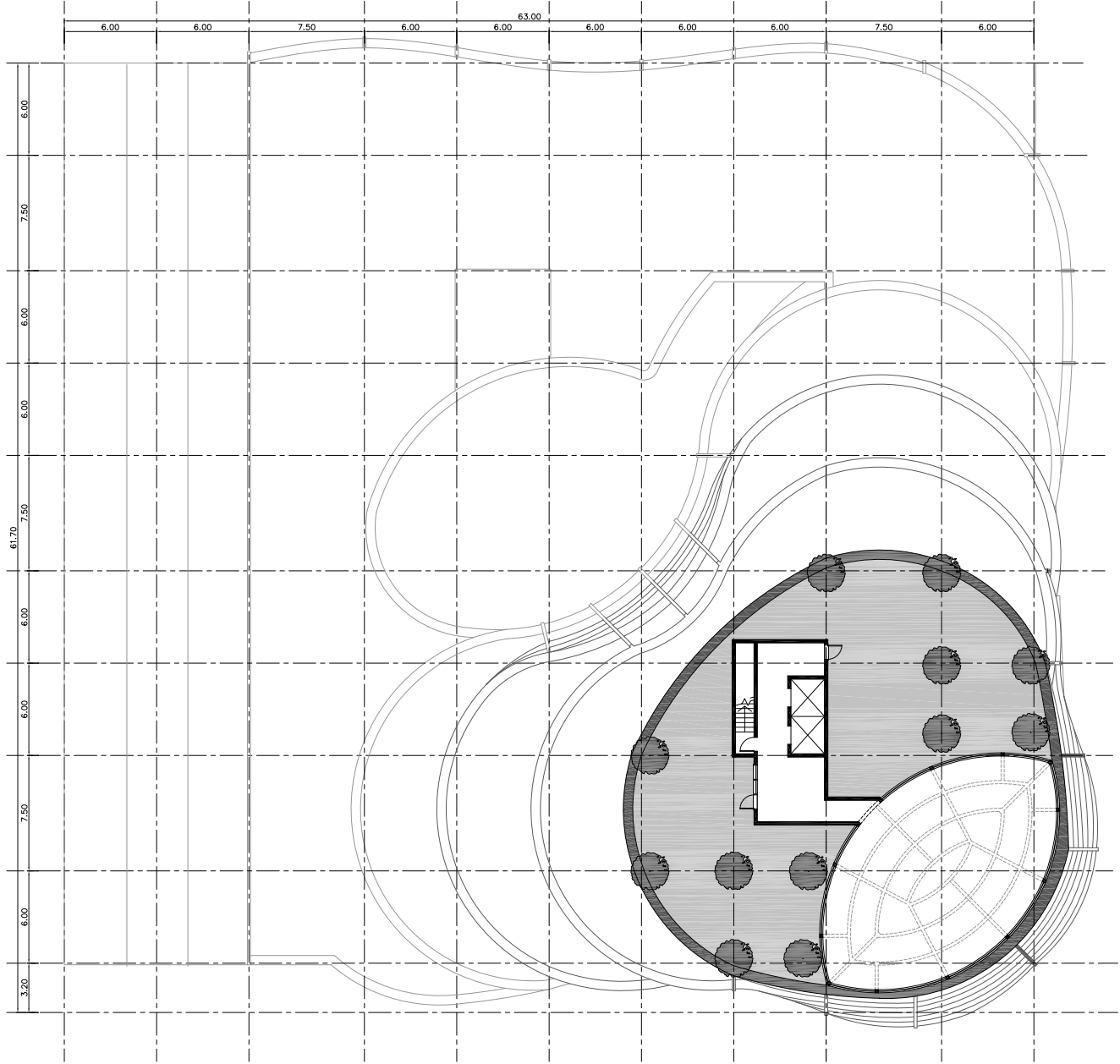


Drawing No.

A1.7



FOURTEENTH FLOOR PLAN



ROOF PLAN



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12TH & 13TH FLOOR PLAN	A1.7
14TH FLOOR & ROOF PLAN	A1.8
SOUTH & EAST ELEVATIONS	A2.0
NORTH & WEST ELEVATIONS	A2.1
WEST & SOUTH SECTIONS	A3.0

Revisions

DATE	MD/Y
IFC REVISIONS	MD/Y
IFC REVISIONS	MD/Y
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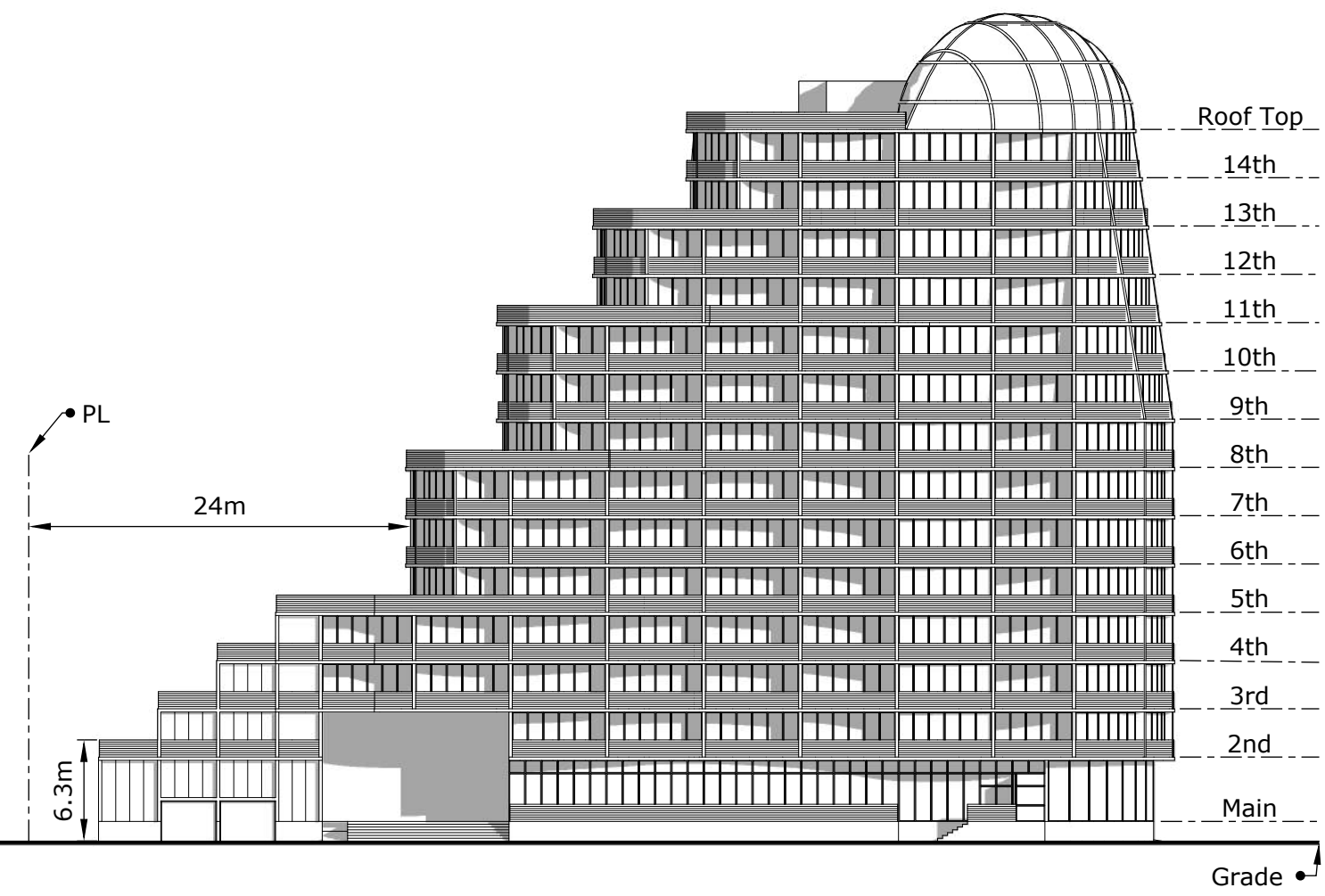
Project Title:
 LIMESTONE CITY
 COOPERATIVE HOUSING

Drawing Title:
 SOUTH & EAST
 ELEVATIONS

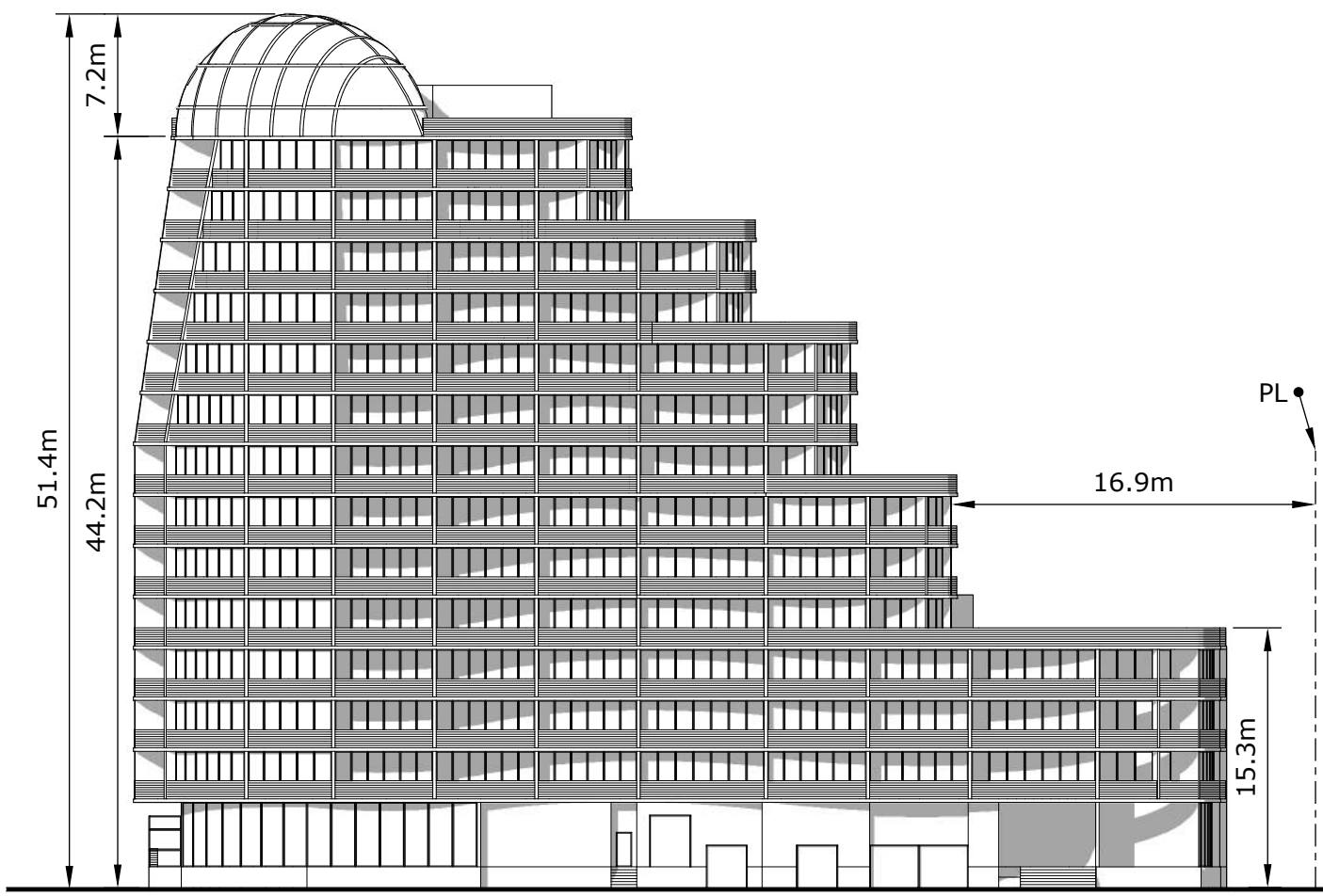
Drawn By: _____
 Checked By: CS
 Scale: AS NOTED
 Project No: _____

1" = 35'

A2.0



SOUTH ELEVATION



EAST ELEVATION



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NORTH & WEST ELEVATIONS	A2.1
WEST & SOUTH SECTIONS	A3.0

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IFC REVISIONS	MD/Y
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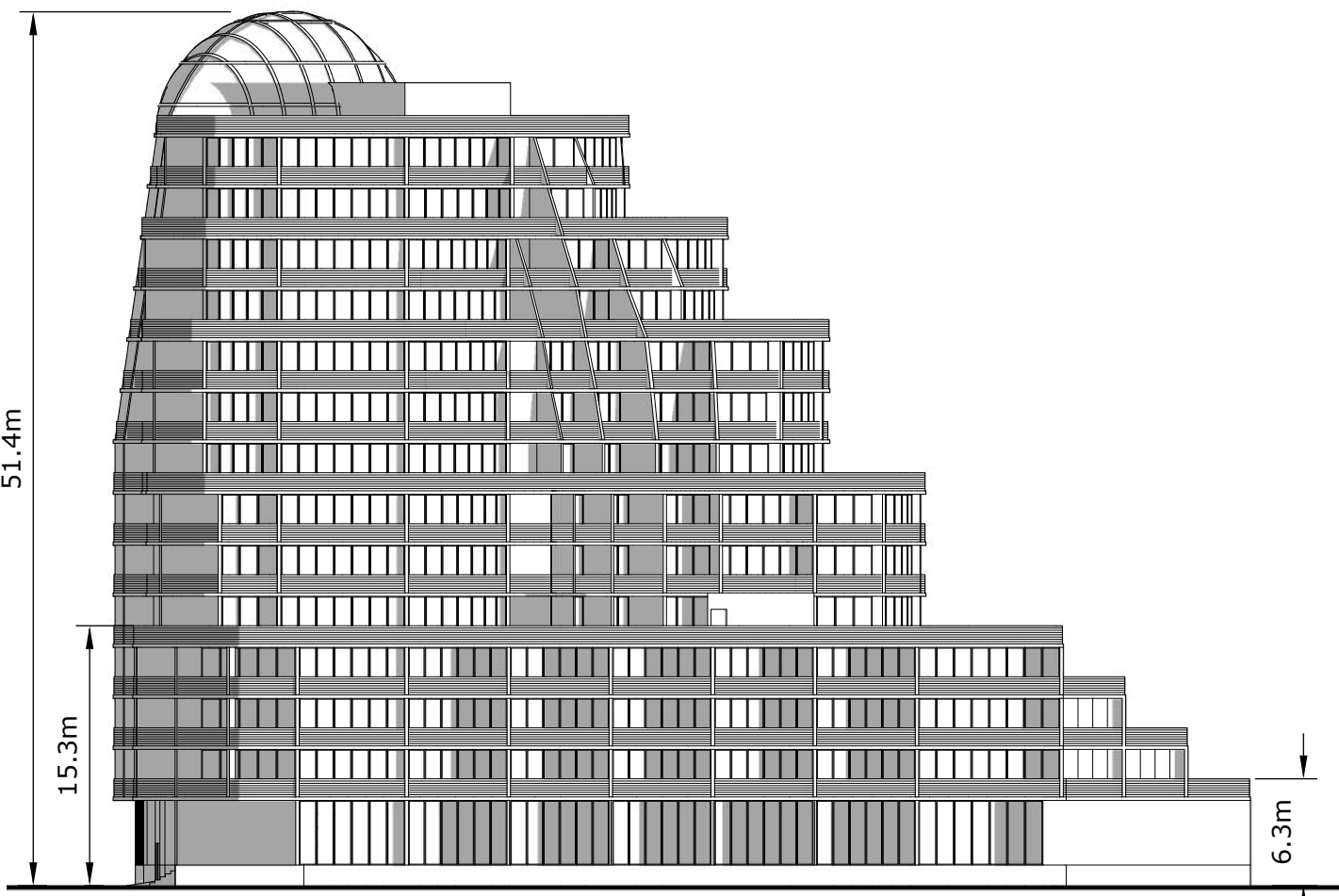
Project Title:
 LIMESTONE CITY
 COOPERATIVE HOUSING

Drawing Title:
 NORTH & WEST
 ELEVATIONS

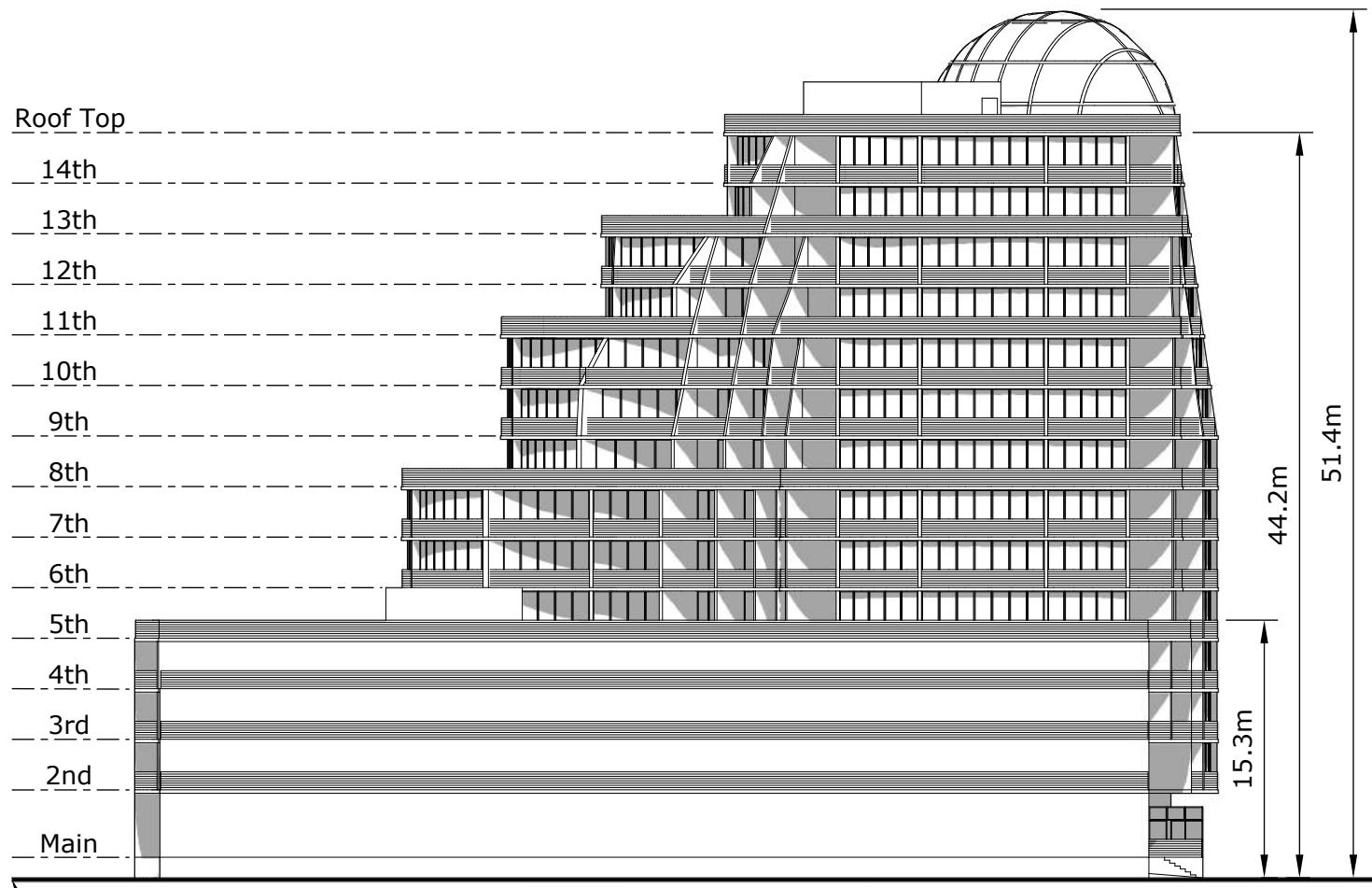
Drawn By: ---
 Checked By: CS
 Scale: AS NOTED
 Project No: ---

1" = 35'

A2.1



NORTH ELEVATION



WEST ELEVATION

- Roof Top
- 14th
- 13th
- 12th
- 11th
- 10th
- 9th
- 8th
- 7th
- 6th
- 5th
- 4th
- 3rd
- 2nd
- Main

Grade



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14TH FLOOR & ROOF PLAN	A1.8
SOUTH & EAST ELEVATIONS	A2.0
NORTH & WEST ELEVATIONS	A2.1
WEST & SOUTH SECTIONS	A3.0

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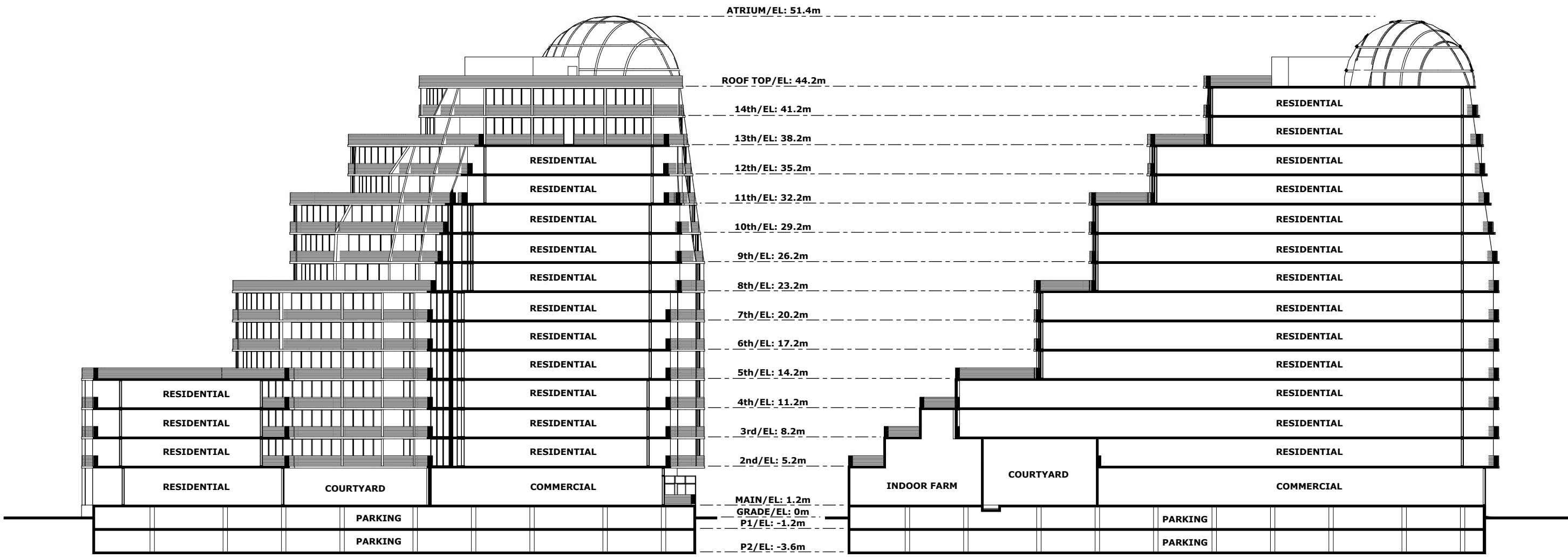
Project Title:
 LIMESTONE CITY
 COOPERATIVE HOUSING

Drawing Title:
 WEST & SOUTH SECTIONS

Drawn By: _____
 Checked By: CS
 Date: AS NOTED
 Project No: _____

1" = 35'

A3.0



WEST SECTION

SOUTH SECTION

September 17, 2024

Re: Funding Finance Proposal

Dear CAO Lanie Hurdle,

Regarding Limestone City Co-operative Housing Inc.'s (LCCH) funding and finance proposal, we recognize that our project is a very ambitious, complex, and multi-faceted undertaking. LCCH believes that unprecedented challenges locally and in the world are forcing us to respond in new and novel ways. This presents a challenge and an opportunity. The challenge is that established funding and financing channels are directed at established solutions (as opposed to synergistic solutions) and may not individually be sufficient to bring our project to realization. The opportunity is that there are non-traditional funding and financing channels that can be brought to bear in synergy. This proposal may fall into the non-traditional category.

LCCH's project seeks to advance human flourishing by fighting seven crises in one project: 1) the housing supply crisis, 2) the housing affordability crisis, 3) the food security crisis, 4) the access to nutritious food crisis (also sometimes referred to as the obesity crisis), 5) the epidemic of loneliness and isolation, 6) the climate crisis, and 7) the energy crunch crisis coming to North America.

To ensure that all our project's responses to the crises are well thought out, optimized and integrated will require considerably more upfront planning costs than would be necessary for any one solution to any one crisis. We believe that our combined solution will provide greater benefits than an equal amount of resources on 7 individual projects.

To the end of building our project we present you with a funding and financing plan.

- 1) In June of 2023, the Council of the City of Kingston authorized \$50,000 to LCCH in order to develop class D estimates, an assessment report, and building schematics for a building on the City owned lot of 900 Division St. This project was completed May 3, 2024.
- 2) We are currently applying for seed funding from CMHC and hope to receive \$350,000. in an interest free loan for 3 years – to be wrapped up into the larger CMHC Affordable Housing Fund (AHF) funding stream. LCCH can apply for this funding several times up to once a year.
- 3) We are concurrently applying to the Federation of Canadian Municipalities Green Municipal Fund, Sustainable Affordable Housing fund (FCM-GMF-SAH) for:
 - a. A planning grant of up to \$30,000.
 - b. A study grant/loan of up to \$250,000.
- 4) Our intermediate goal is to get Class B financial estimates and schematics because they are what is needed for the CMHC's AHF and their Co-operative Housing Development Program (CHDP) funding streams and FCM-GMF-SAH capital funds
 - a. Our first option is the AHF which claims to fund up to 95% of total costs in grants and loans – this fund is due to sunset in 2026 – it will be tight to make this deadline, but the housing crisis will not be over yet so likely it will be replaced or replenished.
 - i. The grant portion for our project will be $(\$75,000 * 248 \text{ units}) = \$18,600,000$. brought into the City.
 - ii. <https://www.cmhc-schl.gc.ca/professionals/project-funding-and-mortgage-financing/funding-programs/all-funding-programs/affordable-housing-fund/affordable-housing-fund-new-construction-stream>

Exhibit B to Report Number 24-232
Limestone City Co-Operative Housing

admin@lcch.ca

- b. Our second option is the CHDP which claims will fund up to 100% of total costs in forgivable loans, and loans (it has a 4 year life with a sunset in 2028) – from their website:
 - i. CMHC will fund up to 100% of eligible costs
 - ii. The program uses a combination of forgivable and repayable loans
 - iii. Forgivable loans will be the lesser amount of:
 - 1. One-third of the total contract amount, or
 - 2. The amount needed for the project to be financially viable
 - iv. Please see Fund Details on their website: <https://www.cmhc-schl.gc.ca/professionals/project-funding-and-mortgage-financing/funding-programs/all-funding-programs/co-op-housing-development-program>
 - c. FCM-GMF-SAH has an additional \$10 Million in capital funding in grants and loans
 - i. This capital funding will likely be enough to cover the missing 5% in AHF.
 - ii. Please see their application guide for information on their Planning Grant, Study Grant, and Capital Project fund
 - iii. <https://data.fcm.ca/Documents/forms/GMF/SAH/sah-application-guide-gmf.pdf>
- 5) LCCH views a successful application to CMHC’s AHF or CHDP as the most essential funding goal.
- a. Followed by the FCM-GMF-SAH capital fund
 - b. All three funds require Class B estimates to apply.
- 6) To get to our project’s Class B level estimates and schematics will require a maximum pre-development budget of approximately **\$2,290,000.** according to:
- a. conversations with our architects
 - b. And based on NORR’s estimated work plan with estimated prices and LCCH’s tasks to be done.
- 7) LCCH plans to hire Philanthropic services to engage foundations, the community, and the private sector
- i. We have had positive conversations with DCG Philanthropic Services Inc. <https://www.dcgsk.com/> on how that would look like post-Class B
 - ii. We are in preliminary conversations with BDLS International Group Ltd. <http://bdlsintl.com/index.html> on how that would look like pre-Class B
 - 1. They have indicated an ability to find private corporate and community sponsors which will increase our priority with CMHC
- 8) We have briefed our local MP and MPP and asked them to ask their respective Parliamentary Library for a list of all possible government funding sources that could contribute to fighting any of the 7 crises identified above. We are currently awaiting this information.
- 9) LCCH will continue to apply for any and all grants and funding opportunities because every dollar invested in LCCH’s project will increase its viability and performance and decrease its debt coverage ratio.

The Problem

- 10) Due to the complexity and scope of the project up front architectural and engineering services are more important and more complex, therefore more expensive, than what has been imagined by primary funders CMCH’s and FCM-GMF’s seed funding programs. That is LCCH will need a maximum highest estimate of **\$2,290,000.** to get to the point of Class B estimates and the ability to apply for the \$115 million or so needed to build the project.

Exhibit B to Report Number 24-232
Limestone City Co-Operative Housing

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- 11) In point of fact no non-profit housing co-op is ever going to be built without government assurances and assistance.

Ask of the City of Kingston

- 12) The virtue of LCCH's ask it to minimize the cost to the City of Kingston while maximizing its benefit.
- 13) **LCCH is seeking a forgivable, initially zero interest, bridge loan (in the form of a line of credit – to be disbursed upon third party invoice) to cover the unfunded costs of getting to the Class B requirements of CMHC.**
- a. **\$1,625,000. For NORR's services to class B estimates**
 - b. **\$ 360,000. For philanthropic services**
 - c. **\$ 200,000. For owner's representative to class B**
 - d. **\$ 70,000. For Innovation and Feasibility Study**
 - e. **\$ 35,000. For Business Plan and Viability Report**
 - f. **\$2,290,000. TOTAL Maximum Request**
- 14) In the longest-term worst-case scenario, the bridge loan will be paid off as a second mortgage with interest following a pay-as-you-go model commencing upon occupancy. (see (15)d below)
- 15) It is LCCH's intent that the bridge loan be used only to move the project forward at the most expedient speed to get to class B requirements. LCCH intends to pay off its debt as soon as possible.
- a. It is LCCH's first intent to hire a professional philanthropic services provider to maximize private donations and to use these donations as they become available first, (subject to the donor's intent) to pay for architectural and ancillary services needed to build the co-op before any more public funds from the City of Kingston are requested. That is, it is LCCH's intention to minimize the use of City of Kingston's bridge loan funds.
 - b. It is LCCH's second intention to use surplus private funds to reduce LCCH's current and future debt. That is, LCCH plans to pay off the City of Kingston's bridge loan as soon as possible.
 - c. It is LCCH's third intention to use surplus private funds to reduce the size of the final CMHC mortgage.
 - d. It is LCCH's fourth intention to pay off the City's loan with income from housing charges in the event that CMHC does not approve our funding, or reneges on their promise to fund, or if CMHC creates unfavourable eligibility loopholes.
- 16) LCCH is hoping to start as soon as possible and is hoping there is up to: **\$2,290,000.**
available over a maximum of 3 years.
- 17) If approved, LCCH believe **\$2,290,000.** to be the absolute maximum funding needed from the City in the worst-case scenario. This worst-case scenario would mean not getting any of the applied for seed funding grants and loans.
- a. It should be understood that CMHC and FCM-GMF loan portions will need a guarantor. The larger total City Line of Credit requested is calculated to provide that guarantee.
 - b. While capital dollars from CMHC and FCM-GMF are not guaranteed even if we get their seed funding, LCCH is aligning our request and adapting it to maximize our congruence with their funding requirements by going beyond their minimum requests and by incorporating in the present their future criteria.
- 18) LCCH believes that this plan maintains financial sustainability, allocates resources to strategic priorities without the need for tax increases or long-term debt, and grasps most

Exhibit B to Report Number 24-232
Limestone City Co-Operative Housing

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quickly an opportunity to increase long term tax revenue while advancing all strategic priorities.

- a. LCCH has a goal that by the start of the project build, the total cost to the City of Kingston would be the already disbursed \$50,000 in seed funding from June 2023. In other words, to have paid off the bridge loan by the time shovels are in the ground.
- 19) However, there are some risks.
- a. The City of Kingston Line of Credit will need to be forgiven if the project fails because LCCH has no means to pay back the loan without an occupied building.
 - b. There will be no seed money from CMHC nor from FCM-GMF without a City of Kingston commitment to get us to Class B estimates. CMHC and FCM-GMF seed funding are to be viewed as means to lighten the financial load and spread the risk prior to capital building funding.
 - c. There will be no capital building funds without a City of Kingston commitment.
 - d. There is not any guarantee that CMHC, or FCM-GMF will grant LCCH the full funding.
 - e. LCCH believes the risk to the City of Kingston is very low and very manageable.
 - i. In the first fiscal year of this extremely unlikely situation the up zoning of the parcel of land will increase the value of the land for the City. (understanding that an upzoned parcel of land may still need some zoning bylaw amendment, its value will go up due to the improved highest and best use from the LCCH upzone.)
 - ii. Beyond the first fiscal year in this extremely unlikely scenario, one possible solution would have LCCH ask the City to apply to Infrastructure Ontario (IO) for the remaining costs of building and LCCH would enter a pay-as-you-go re-payment model with the City to build our project and start reimbursing the City of Kingston once occupancy has been completed and income is forthcoming. Hopefully, such a loan could materialize on similar terms to CMHC's, i.e. below market interest rates and a 50-year amortization. LCCH will adjust as needed to facilitate IO funding.
 - f. In all cases it is LCCH's intention to not be an unwarranted or long-term burden on the City of Kingston, nor on their taxpayers.

Advantages of LCCH's Ask Over Not Asking

- 20) The primary advantage is speed of project completion.
- a. Without a City of Kingston credit line to fund getting to Class B estimates:
 - i. it will take many years of amateur fund-raising efforts to reach the funding necessary for Class B estimates.
 - ii. CMHC seed funding will not be granted without a realistic path to Class B estimates.
 - iii. FCM-GMF-SAH planning and study grants are also not going to be granted with out a commitment from other sources of funding.
 - b. With a City of Kingston credit line LCCH's workplan can begin right away and full occupancy would be realized as soon as possible with current estimates in 2028 or 2029.
- 21) The advantage of the City of Kingston committing first is that it sends the appropriate signal to other funders of our seriousness, commitment, and the City's fiscal oversight.
- a. The more funders the better for all funders – there is a band wagoning effect: funders want to be part of a successful project. BDLS International Group Ltd. has identified this phenomenon as a helpful tool to maximize community and corporate donations.

- b. More funders mean more reporting requirements and more entities having studied and committed to the project making it more trustworthy and increasing its attractiveness and its robustness overall.
- c. Preliminary talks with BDLS International Group Ltd. indicate that LCCH may need to set up a separate charitable foundation to facilitate private and corporate donations. Such a charitable foundation would add further legal legitimacy and the ability to issue charitable tax receipts to private donors.
 - i. Every dollar raised privately pre-Class B is one less dollar to be advanced by the City of Kingston.

22) The fiscal advantage to the City of Kingston is that this plan facilitates the complete repayment of all bridge loan funds most likely inside three years and plots the quickest path to collecting a maximized tax bill from the empty lot at 900 Division Steet.

- 23) An additional advantage for the community is that his plan pilots the fastest route to housing about 248 families including people with developmental disabilities and women and their children fleeing domestic violence.

Benefits to the Corporation of the City of Kingston

- 24) Increased supply of housing
- 25) Increased supply of affordable housing
- 26) Increased affordability of housing
- 27) 248 units added to the City of Kingston's construction goals
- 28) The inclusion of RGI units that count toward our legislative requirements
- 29) New RGI units not on the City budget and not funded by the City of Kingston
- 30) Hits every pillar of the Strategic Plan, LCCH's project promotes:
 - a. an active community and creates vibrant public spaces
 - b. innovation, entrepreneurship, and inclusive economic growth
 - c. a community in which everyone can be safe, healthy, nourished and welcomed
 - d. a green city and addressed the climate crisis
 - e. affordable and accessible housing
- 31) Addresses each of the seven crises outlined in the second paragraph above
- 32) The mayor's recent budget direction to City staff included two helpful clauses:
 - a. "b. incorporate additional investments in initiatives that will facilitate more housing construction, provide more affordable and supportive housing options..."
 - i. With regards to supportive housing options we are in discussions with Luke's Place Kingston and Extend-A-Family to provide housing for their developmentally challenged clients in order to maximize CMHC AHF's criteria for grants and loans
 - ii. Further with regards to supportive housing options we are in discussions with Interval House to provide housing to women and their children fleeing domestic violence in order to maximize CMHC CHDP's priority group clause.
 - b. "d. prioritize initiatives that are either specifically aligned with City Council's 2023-2026 strategic plan..."
 - i. LCCH's project is mentioned by name in Council's strategic plan: 1.3.1 Work with the Limestone City Co-operative Housing Inc. to identify a city property and develop an affordable housing project.
 - ii. LCCH is aligned with every pillar of the Strategic Plan, LCCH's project promotes:
 - 1. an active community and creates vibrant public spaces

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Limestone City Co-Operative Housing

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2. innovation, entrepreneurship, and inclusive economic growth
 3. a community in which everyone can be safe, healthy, nourished and welcomed
 4. a green city and addressed the climate crisis
 5. affordable and accessible housing
- 33) Please also consider this request as an example of the logic, rational, and one model of how the City of Kingston might invest in outside organizations such as Municipal Service Corporations (MSC).
- a. LCCH, while under a different legislative regime than MSCs, is functioning with an MSC intent:
 - i. a common purpose of benefiting the City of Kingston and our residents,
 - ii. advancing several strategic priorities, and
 - iii. doing so with a more flexible and independent governance structure.
 - b. LCCH's experience can provide valuable data, insight, and knowledge as many tasks LCCH will also need to be done by other MSCs.
 - c. Like MSCs, LCCH has a specific purpose and success will lead to many important improvements in City finance and service provision.
 - d. Like MSCs, in which the City transfers assets and invests, LCCH's is an example of one way this may look in the future.
 - e. LCCH also can serve as a proof of concept and example for future enterprises.

All the best,



Jeff McLaren
Chair - Limestone City Co-operative Housing Inc.
www.lcch.ca
jmcclaren@cityofkingston.ca
Cell (613) 328-1638
Work (613) 888-4327

By-Law Number 2024-XXX

**A By-Law To Amend The City Of Kingston Official Plan (Amendment Number 97,
1739 Westbrook Road)**

Passed: [Meeting Date]

Whereas a Public Meeting was held regarding this amendment on September 5, 2024;

Now Therefore the Council of The Corporation of the City of Kingston, in accordance with the provisions of Section 17 of the *Planning Act*, R.S.O. 1990, c.P13, hereby enacts as follows:

1. The City of Kingston Official Plan is hereby amended by the following map change which shall constitute Amendment Number 97 to the Official Plan for the City of Kingston.
 - (a) **Amend** Schedule '3-B', 'Land Use', of the City of Kingston Official Plan, so as to change the designation of the property located at 1739 Westbrook Road, as shown on Schedule 'A' to By-Law Number 2024-____, from 'Rural' and 'Environmental Protection Area' to 'Rural Industrial' and 'Environmental Protection Area'.
 - (b) **Amend** Schedule '3-D', 'Site Specific Policies', of the City of Kingston Official Plan, so as to designate the property located at 1739 Westbrook Road, as shown on Schedule 'B' to By-law Number 2024-____, as 'Site Specific Policy Number 79'.
2. That the City of Kingston Official Plan, as amended, be further amended by adding the following new Site-Specific Policy as Section 3.17.79:
 - (a) **Amend** Section 3.17 by adding a new Subsection 3.17.79, as follows:

"1739 Westbrook Road, Schedule 3-D, SSP Number 79

3.17.79 The lands located at 1739 Westbrook Road, shown on Schedule 3-D as Area 79, may be used as a propane transfer facility and supply depot in addition to those uses permitted within the Rural Industrial designation. Development of the property must maintain a minimum 30 metre setback from the Glenvale Creek tributary and, in all other respects, must comply with the policies of Section 3.15 of this Plan."
3. This by-law shall come into force and take effect on the day that is the day after the last day for filing an appeal pursuant to the *Planning Act*, provided that no Notice of Appeal is filed to this by-law in accordance with the provisions of

Section 17, Subsection 24 of the *Planning Act*, as amended; and where one or more appeals have been filed within the time period specified, at the conclusion of which, the By-Law shall be deemed to have come into force and take effect on the day the appeals are withdrawn or dismissed, as the case may be.

Given all Three Readings and Passed: [Meeting date]

Janet Jaynes
City Clerk

Bryan Paterson
Mayor



Schedule 'A' to By-Law Number _____

Address: 1739 Westbrook Road
File Number: D35-004-2024
Prepared On: Aug-08-2024

Certificate of Authentication

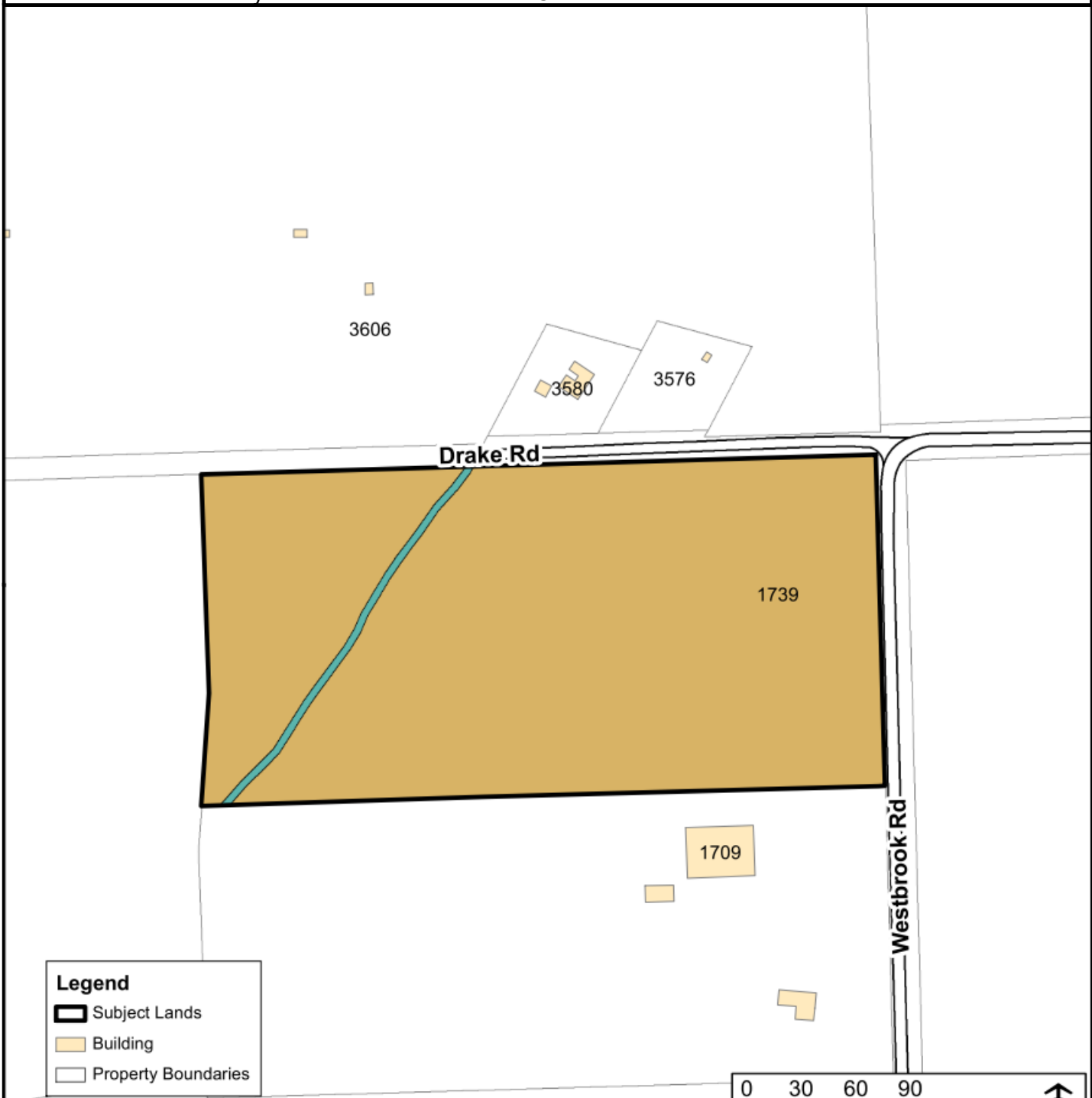
This is Schedule 'A' to By-Law Number _____, passed this _____ day of _____ 2024.

Mayor

Clerk

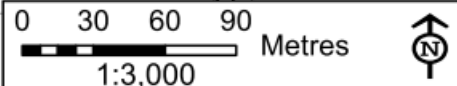
Official Plan Schedule 3B - Land Use

- Lands to Remain Designated as EPA
- Lands to be Designated Rural Industrial



Legend

- Subject Lands
- Building
- Property Boundaries



Prepared By: cbarratt
Date: Aug-08-2024

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**Schedule 'B'
to By-Law Number _____**

Address: 1739 Westbrook Road
File Number: D35-004-2024
Prepared On: Apr-29-2024

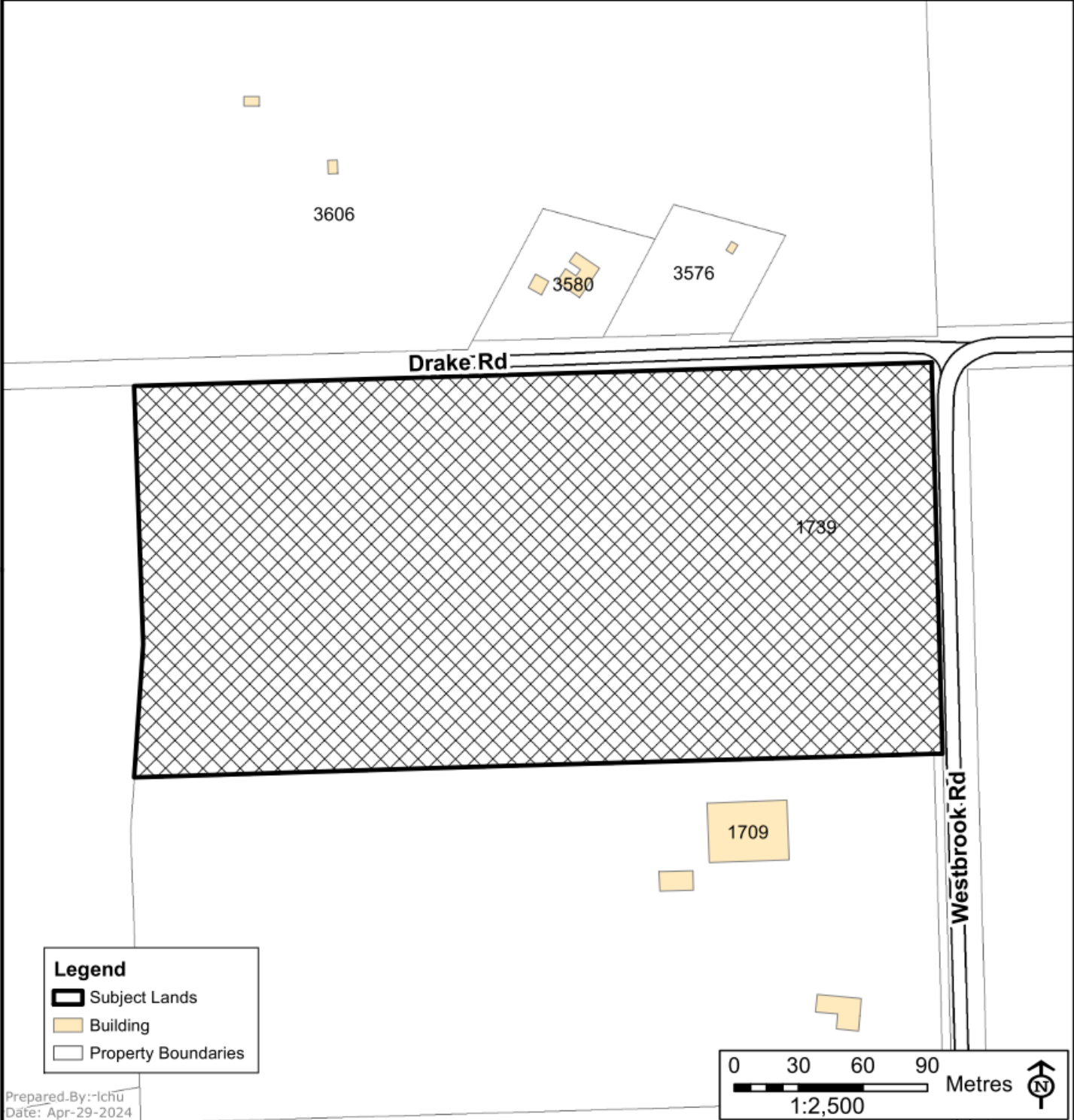
Certificate of Authentication

This is Schedule 'B' to By-Law Number _____, passed this _____ day of _____ 2024.

**Official Plan
Schedule 3D - Site Specific Policies**

 Lands to be added as
Site Specific Policy Area 79

Mayor Clerk



Prepared By: Ichū
Date: Apr-29-2024

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By-Law Number 2024-XX

A By-Law to Amend By-Law Number 2022-62, “Kingston Zoning By-law Number 2022-62” (Transfer of Lands into the Kingston Zoning By-law and Introduction of Exception Number E171 (1739 Westbrook Road))

Passed:

Whereas the Council of The Corporation of the City of Kingston enacted By-Law Number 2022-62, entitled “Kingston Zoning By-law Number 2022-62” (the “Kingston Zoning By-law”);

Whereas the Council of The Corporation of the City of Kingston deems it advisable to amend the Kingston Zoning By-law;

Therefore be it resolved that the Council of The Corporation of the City of Kingston hereby enacts as follows:

1. By-Law Number 2022-62 of The Corporation of the City of Kingston, entitled “Kingston Zoning By-law Number 2022-62”, is amended as follows:
 - 1.1. Schedule 1 – Zoning Map is amended by removing reference to “Not Subject to this By-law”, and by adding the zone symbol ‘RM2’, as shown on Schedule “A” attached to and forming part of this By-Law;
 - 1.2. Schedule E – Exception Overlay is amended by adding Exception Number ‘E171’, as shown on Schedule “B” attached to and forming part of this By-Law; and
 - 1.3. By adding the following Exception Number E171 in Section 21 – Exceptions, as follows:

“**E171.** Despite anything to the contrary in this By-law, the following provisions apply to the lands subject to this Exception:

 - (a) Despite the **uses** permitted by the applicable Zone, the following **uses** are the only permitted **uses**:
 - (i) **supply depot**;
 - (ii) **propane transfer facility**;
 - (iii) **outdoor storage**;
 - (iv) **transportation depot**;
 - (v) **warehouse**;

- (vi) **light industrial use**; and
 - (vii) **heavy equipment or truck repair shop.**
- (b) A minimum 30.0 metre wide undisturbed vegetated buffer must be maintained adjacent to a **waterbody**;
- (c) The following definitions apply for the purpose of this Exception:
- (i) **Supply Depot**: means the **use** of any **lot** or **building** for wholesale, commercial purposes or bulk storage and distribution of gasoline, propane, diesel fuel, aviation fuel, heating oil, motor oil or other fuels.
 - (ii) **Propane Transfer Facility**: means the **use** of any **lot** or **building**, pursuant to the *Technical Standards and Safety Act, 2000*, S.O. 2000, c. 16, for the filling of compressed gas cylinders and vehicles, the sale of propane to end users, or transferring propane in bulk.”
2. The lands shown on Schedule “A” to and forming part of this By-Law are incorporated into the Kingston Zoning By-law and the provisions of City of Kingston By-Law Number 76-26, entitled “Township of Kingston Restricted Area By-Law”, as amended, no longer apply to the lands.
3. This By-Law shall come into force in accordance with the provisions of the *Planning Act*.

Given all Three Readings and Passed: [Meeting Date]

Janet Jaynes
City Clerk

Bryan Paterson
Mayor



Schedule 'B' to By-Law Number

Address: 1739 Westbrook Road
File Number: D35-004-2024
Prepared On: Apr-29-2024

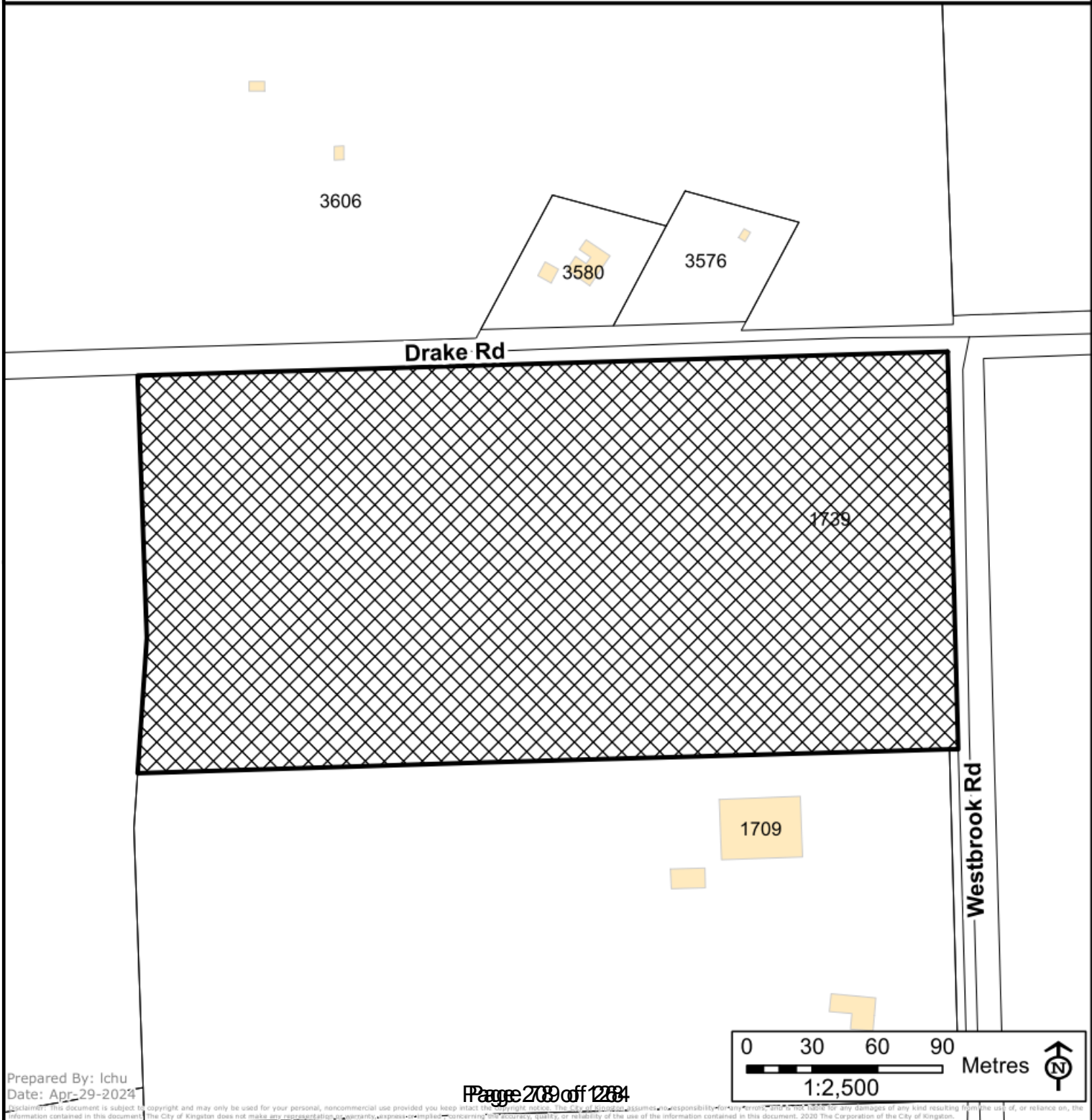
Kingston Zoning By-Law 2022-62 Schedule E - Exception Overlay

- Subject Lands
- Lands to be added as E171

Certificate of Authentication

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

Mayor Clerk





**Schedule 'A'
to By-Law Number**

Address: 1739 Westbrook Road
File Number: D35-004-2024
Prepared On: Apr-29-2024

**Kingston Zoning By-Law 2022-62
Schedule 1 - Zoning Map**

-  Subject Lands
-  Lands to be Rezoned from N/A to RM2

Certificate of Authentication

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

Mayor

Clerk

3606

3580

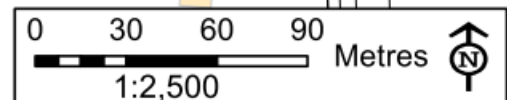
3576

Drake Rd

1739

1709

Westbrook Rd



<POLICY NUMBER> ACCESSIBILITY STANDARDS POLICY

Policy #	assigned by the communications officer (web developer).
Effective Date	October 2024.
Status	DRAFT.
Final Approver	Council.

1.0 Interpretation

1.1 In this policy, unless the context requires otherwise:

"**AODA**" means the *Accessibility for Ontarians with Disabilities Act, 2005*, S.O. 2005, c. 11;

"**career development and advancement**" has the meaning given to it in the *IASR*;

"**City**" means The Corporation of the City of Kingston;

"**City employee**" means a person who performs work or supplies services directly to the *City* for monetary compensation under an employment contract but does not include council members;

"**CMT member**" means a member of the *City's* corporate management team and includes the person appointed chief administrative officer by the *City*, the person appointed treasurer by the *City*, and a commissioner responsible for the leadership and operation of a portfolio of *City* departments;

"**communication**" has the meaning given to it in the *IASR*;

"**Deputy City Clerk**" means the person appointed as deputy city clerk by the *City*;

"**director**" means the director of a *City* department;

"**disability**" has the meaning given to it in the *AODA*;

"**FADS**" means facility accessibility design standards which establish *City*-wide standards that build a universally designed and accessible community for residents, visitors and *City employees*;

"**guide dog**" has the meaning given to it in the *Blind Persons' Rights Act, R.S.O. 1990, c. B. 7*;

"**Human Rights Code**" means the *Human Rights Code, R.S.O. 1990, c. H.19*;

"**IASR**" means *Ontario Regulation 191/11: Integrated Accessibility Standards*, made under the *AODA*;

"**information**" has the meaning given to it in the *IASR*;

"**kiosk**" has the meaning given to it in the *IASR*;

"**MAAC**" means the Municipal Accessibility Advisory Committee, the *City's* accessibility advisory committee established in accordance with subsection 29 (1) of the *AODA*;

"**manager**" means a *City employee* who reports directly to a *director*;

"**performance management**" has the meaning given to it in the *IASR*;

"**service animal**" has the meaning given to it in the *IASR*;

"**specialized transportation services**" has the meaning given to it in the *IASR*;

"**supervisor**" means a *City employee* who reports directly to a *manager*;

"**support person**" has the meaning given to it in the *IASR*;

"**transit bus**" has the meaning given to it in the *IASR*; and

"**transit service**" means the *City's* public passenger transportation service on *transit buses*;

- 1.2 In this policy, "include", "includes" and "including" indicate that the subsequent list is not exhaustive.
- 1.3 A reference to any legislation, regulation, by-law, rule, policy or provision thereof includes a reference to any legislation, regulation, by-law, rule or provision thereof enacted in substitution thereof or amendment thereof.
- 1.4 A reference to legislation includes all of the regulations made thereunder.
- 1.5 A reference to the position or title of any *City employee* includes a reference to any position or title created in substitution thereof.

2.0 Purpose

2.1 The purpose of this policy is to:

- (a) recognize the history of discrimination against persons with *disabilities* in Ontario;

- (b) assist the City to achieve accessibility for persons with *disabilities* with respect to goods, services, facilities, accommodations, employment, buildings, structures and premises as required by the *AODA*;
- (c) make a statement of organizational commitment to meet the accessibility needs of persons with *disabilities* in timely manner;
- (d) recognize that achieving the purposes set out in clauses (a), (b) and (c) and working to the highest level of inclusion is to the benefit of all members of the community; and
- (e) be consistent with and complement the *City's Accessible Consultation Process Policy*.

3.0 Statutory Requirements - General

- 3.1 The *City*, as an organization, is committed to meet the accessibility needs of persons with *disabilities* in a timely manner.
- 3.2 The City must, in accordance with the *AODA*:
 - (a) develop, implement and maintain policies governing how the *City* achieves, or will achieve, accessibility through meeting its requirements referred to in the *IASR*;
 - (b) prepare one or more documents describing its policies developed under subsection 3.2 (a).
- 3.3 The *Deputy City Clerk* must make this policy, the *City's Accessible Consultation Process Policy*, and any other documents described in clause 3.2 (b), publicly available, and upon request, provide them in an accessible format.
- 3.4 *Directors* must take reasonable steps within their authority to ensure that the *City* complies with its obligations under section 3.2.
- 3.5 The *director* of Financial Services must ensure that the *City*:
 - (a) incorporates accessibility features when designing, procuring or acquiring self-service *kiosks*; and
 - (b) has regard to the accessibility for persons with *disabilities* when designing, procuring or acquiring self-service *kiosks*.
- 3.6 The *director* of Human Resources & Organization Development must ensure:

- (a) that the *City*, as soon as practicable, provides training on the requirements of the accessibility standards referred to in the *IASR* and the *Human Rights Code* as it pertains to persons with *disabilities* to:
 - (i) all *City employees* and persons who volunteer with the *City*;
 - (ii) all persons who participate in developing *City* policies; and
 - (iii) all other persons who provide goods, services or facilities on behalf of the *City*.
- (b) the training referred to in clause (a) is appropriate to the duties of the person receiving the training; and
- (c) the *City* provides training in respect of any changes to this policy, the *City's Accessible Consultation Process Policy*, or any other policies described in clause 3.2 (a) on an ongoing basis.

3.7 The *City* must keep a record of training provided under section 3.66, including the dates on which the training is provided and the number of persons to whom it is provided.

4.0 Information and Communications Standard

4.1 The *director* of Communications & Customer Experience must ensure that:

- (a) the *City's* processes for receiving and responding to feedback are accessible to persons with *disabilities* by providing or arranging for the provision of accessible formats and communications supports, upon request;
- (b) the *City* notifies the public about the availability of accessible formats and communications supports with respect to the feedback process;
- (c) the *City*, upon request, provides or arranges for the provision of accessible formats and communication supports for persons with *disabilities* in a manner that takes into account the person's needs due to *disability* and at a cost that is no more than the regular cost charged to other persons.

4.2 The Chief Information Officer must ensure that the *City* makes its internet and intranet websites and web content conform with the World Wide Web Consortium Content Accessibility Guidelines (WCAG) 2.0 level AA.

4.3 The *manager* of Administration and Emergency Preparedness must ensure that the *City* makes an emergency procedure, plan or public safety *information* available

to the public, it provides the *information* in an accessible format or with appropriate communications support, as soon as practicable, upon request.

5.0 Employment Standards

- 5.1 The *director* of Human Resources & Organization Development must ensure that the *City*:
- (a) notifies *City employees* and the public about the availability of accommodation for applicants with *disabilities* in its recruitment processes;
 - (b) during a recruitment process:
 - (i) notifies job applicants, when they are individually selected to participate in an assessment or selection process, that accommodations are available, upon request, in relation to the materials or processes to be used in the selection process; and
 - (ii) if a selected applicant requests an accommodation, the *City* consults with the applicant and provides a suitable accommodation in a manner that takes into account the applicant's needs due to *disability*;
 - (c) when making offers of employment, notifies the successful applicant of the *City's* policies for accommodating *City employees* with *disabilities*;
 - (d) informs *City employees* of its policies used to support *City employees* with *disabilities*, including policies on the provision of job accommodations that take into account a *City employee's* accessibility needs due to *disability*;
 - (e) provides the *information* required under clause (d) to new *City employees* as soon as practicable after they begin their employment;
 - (f) provides updated *information* to *City employees* whenever there is a change to existing policies on the provisions of job accommodations that take into account a *City employee's* accessibility needs due to *disability*;
 - (g) upon request from a *City employee* with a *disability*, consults with the *City employee* to provide or arrange for the provision of accessible formats and communications supports for:
 - (i) *information* that is needed in order to perform the *City employee's* job; and
 - (ii) *information* that is generally available to *City employees* in the workplace;

- (h) upon request from a *City employee* with a *disability*, consults with the *City employee* making the request to determine the suitability of an accessible format or communication support;
- (i) provides, as soon as practicable after the *City* becomes aware of the need for accommodation due to the *City employee's disability*, individualized workplace emergency response *information* to *City employees*, if the *disability* is such that the individualized *information* is necessary and the *City* is aware of the need for accommodation due to the *City employee's disability*;
- (j) reviews the individualized workplace emergency response *information* when:
 - (i) the *City employee* moves to a different location in the organization;
 - (ii) the *City employee's* overall accommodations needs or plans are reviewed; and
 - (iii) the *City* reviews its general emergency response policies;
- (k) develops and has in place a written process for the development of individual accommodation plans for *City employees* with *disabilities* that complies with the requirements of subsection 28 (2) of the *IASR*;
- (l) develops and has in place a return to work process for *City employees* that have been absent from work due to *disability* and requires *disability*-related accommodations in order to return to work, and documents the process;
- (m) the *City's* return to work process outlines the steps the *City* will take to facilitate the return to work of *City employees* who were absent because their *disability* required them to be away from work and uses a documented individual accommodation plan, as described in clause (k), as part of the process;
- (n) in its *performance management* and *career development and advancement* processes, takes into account the accessibility needs of *City employees* with *disabilities*, as well as any individual accommodation plans, when using those processes in respect of *City employees* with *disabilities*.

6.0 Transportation Standards

- 6.1 The *director* of Transportation & Transit Services must ensure that the *City's transit service*:

- (a) makes available to the public current information on accessibility equipment and features of its vehicles, routes and services;
- (b) upon request, provides the information referred to in clause (a) in an accessible format;
- (c) if the accessibility equipment on a *transit bus* is not functioning and equivalent service cannot be provided, takes reasonable steps to accommodate persons with *disabilities* who would otherwise use the equipment and repairs the equipment as soon as is practicable;
- (d) conducts *City employee* and volunteer accessibility training which includes training on:
 - (i) the safe use of accessibility equipment and features;
 - (ii) acceptable modifications to procedures in situations where temporary barriers exist or accessibility equipment on a *transit bus* fails; and
 - (iii) emergency preparedness and response procedures that provide for the safety of persons with *disabilities*;
- (e) keeps a record of the training provided under clause (d), including the dates on which the training is provided and the number of individuals to whom it is provided;
- (f) establishes, implements, maintains and documents emergency preparedness and response policies that provide for the safety of persons with *disabilities*, makes those policies available to the public, and, upon request, provides those policies in an accessible format;
- (g) does not charge a fare to a *support person* who is accompanying a person with a *disability* where the person with a *disability* has a need for a *support person*, provided that the person with a *disability* demonstrates their need for a *support person* to accompany them and ensures that the appropriate designation for the *support person* is in place;
- (h) develops and identifies, in the *City's* accessibility plan:
 - (i) the process for managing, evaluating and taking action on customer feedback;
 - (ii) the process for estimating the demand for *specialized transportation services*; and

- (iii) steps to reduce wait times for *specialized transportation services*;
and
- (iv) a description of the *transit service's* procedures for dealing with accessibility equipment failures on its *transit buses*;
- (i) deploys lifting devices, ramps or portable bridge plates upon the request of a person with a *disability*;
- (j) provides adequate time to persons with *disabilities* to safely board, be secured and deboard *transit buses* and provides assistance, upon request, for these activities;
- (k) assists with safe and careful storage of mobility aids or mobility assistive devices used by persons with *disabilities*;
- (l) allows a person with a *disability* to travel with a medical aid;
- (m) upon request, makes the information on the matters referred to in clauses (i), (j), (k) and (l) available in an accessible format;
- (n) does not charge a higher fare to a person with a *disability* than the fare that is charged to a person without a *disability*;
- (o) makes persons with *disabilities* able to board or deboard a *transit bus* at the closest available safe location, as determined by the operator after considering the preferences of the person with a *disability*, that is not an official stop, if the stop is not accessible and the safe location is along the same transit route;
- (p) requires *transit bus* operators to promptly report to a *supervisor* where a transit stop is temporarily inaccessible or where a temporary barrier exists;
- (q) if safe storage is possible, store mobility aids and mobility assistive devices in the passenger compartments of its *transit buses* within reach of the person with the *disability* who uses the aid or device;
- (r) does not charge a fee for the storage of a mobility aid or mobility assistive device;
- (s) clearly marks priority seating for persons with *disabilities* on its *transit buses* and ensures that the priority seating meets the following standards:
 - (i) the priority seating for persons with *disabilities* must be located as close as practicable to the entrance door of the *transit bus*;

- (ii) the priority seating must be signed to indicate that passengers, other than persons with *disabilities*, must vacate the priority seating if its use is required by a person with a *disability*;
- (t) develops a communication strategy designed to inform the public about the purpose of priority seating;
- (u) where a route or scheduled service is temporarily changed and the change is known in advance of the commencement of the trip:
 - (i) makes available alternate accessible arrangements to transfer persons with *disabilities* to their route destination where alternate arrangements for persons without *disabilities* are inaccessible; and
 - (ii) communicate information on alternate arrangements in a manner that takes into account the person's *disability*;
- (v) on request, has electronic pre-boarding announcements of the route, direction, destination or next major stop on its *transit buses* that satisfy the requirements set out in section 58 of the *IASR*;
- (w) has audible verbal announcements of all destination points or available route stops on its *transit buses* while the *transit bus* is on route or while the *transit bus* is being operated;
- (x) has announcements of all destination points or available route stops through electronic means and legibly and visually display all destination points or available route stops through electronic means; and
- (y) makes all of its *transit buses* comply with the technical requirements set out in sections 53 to 61 of the *IASR*.

7.0 Design of Public Spaces Standards

7.1 The *director* of the department responsible for a project described in clauses (a) through (i) must ensure that, if newly constructing or redeveloping public spaces, the *City* complies with the technical requirements for:

- (a) recreational trails, set out in section 80.9 of the *IASR*;
- (b) beach access routes, set out in section 80.10 of the *IASR*;
- (c) recreational trails and beach access routes, set out in sections 80.11 to 80.15 of the *IASR*;

- (d) outdoor public eating areas, set out in sections 80.16 and 80.17 of the *IASR*;
- (e) outdoor play spaces, set out in sections 80.18 to 80.20 of the *IASR*;
- (f) exterior paths of travel, set out in sections 80.21 to 80.31 of the *IASR*;
- (g) accessible parking, set out in sections 80.32 to 80.39 of the *IASR*;
- (h) obtaining services, set out in sections 80.40 to 80.43 of the *IASR*; and
- (i) maintenance, set out in section 80.44 of the *IASR*.

8.0 Customer Service Standards

8.1 The Chief Administrative Officer must ensure that the *City*:

- (a) develops, implements and maintains policies governing its provisions of goods, services or facilities, as the case may be, to persons with *disabilities* and the *City* uses reasonable efforts to ensure that the policies are consistent with the following principles:
 - (i) the goods, services or facilities must be provided in a manner that respects the dignity and independence of persons with *disabilities*;
 - (ii) the provision of goods, services or facilities to persons with *disabilities* must be integrated with the provision of goods, services or facilities to others, unless an alternative measure is necessary, whether temporarily or on a permanent basis, to enable a person with a *disability* to obtain, use or benefit from the goods, services or facilities;
 - (iii) persons with *disabilities* must be given an opportunity equal to others to obtain, use and benefit from the goods, services or facilities; and
 - (iv) when communicating with a person with a *disability*, the *City* must do so in a manner that takes into account the person's *disability*;
- (b) makes the policies established under clause (a) deal with the use of assistive devices by persons with *disabilities* to obtain, use or benefit from the goods, services or facilities or with the availability of other measures, if any, which enable them to do so;

- (c) prepares one or more documents describing the policies established under clause (a) and, on request, gives a copy of any such document to any person;
- (d) notifies persons to whom it provides goods, services or facilities that the documents required by clause (c) are available on request;
- (e) at premises owned by the *City* where goods, services or facilities are provided to members of the public or other third parties and the public or third parties have access to the premises:
 - (i) permits a person with a *disability* accompanied by a *guide dog* or *service animal* to enter the premises and to keep the animal with the person, unless the animal is otherwise excluded by law from the premises;
 - (ii) if a *guide dog* or *service animal* is excluded by law from the premises, makes other measures available to enable a person with a *disability* to obtain, use or benefit from the *City's* goods, services or facilities;
 - (iii) if a person with a *disability* is accompanied by a *support person*, permits both persons to enter the premises together and does not prevent the person with a *disability* from having access to the *support person* while on the premises;
 - (iv) only requires a person with a *disability* to be accompanied by a *support person* after consulting with the person with a *disability*, considering the available evidence, and determining that a *support person* is necessary to protect the health or safety of the person with a *disability* or the health or safety of others on the premise, and there is not other reasonable way to protect the health or safety of the person with a *disability* and the health or safety of others on the premises;
- (f) posts this policy at a conspicuous place on premises owned or operated by the *City*, by posting it on the *City's* website or by otherwise notifying persons to whom the *City* provides goods, services or facilities as is reasonable in the circumstances;
- (g) if, in order to obtain, use or benefit from the *City's* goods, services or facilities, persons with *disabilities* usually use other particular facilities or services of the *City* and if there is a temporary disruption of those facilities or services in whole or in part, the *City* gives notice of the disruption to the public in accordance with section 80.48 of the *IASR*;

- (h) provides, as soon as practicable, the following persons with training about the provision of the *City's* goods, services or facilities, as the case may be, to persons with *disabilities*:
 - (i) all *City employees* and persons who volunteer with the *City*;
 - (ii) all persons who participate in developing *City* policies; and
 - (iii) all other persons who provide goods, services or facilities on behalf of the *City*;

which training must include a review of the purposes of the *AODA*, the requirements of the *IASR*, and instruction on the matters required by subsection 80.49 (2) of the *IASR*;

- (i) keeps records of the training provided under clause (h), including the dates on which the training is provided and the number of individuals to whom it is provided;
- (j) prepares a document that describes its training policy, summarizes the content of the training and specifies when the training is to be provided and, on request, gives a copy of the document to any person;
- (k) notifies persons to whom it provides goods, services or facilities that the document required by clause (j) is available on request by posting this policy at a conspicuous place on premises owned or operated by the *City*, by posting it on the *City's* website or by other method as is reasonable in the circumstances;
- (l) establishes a process for receiving and responding to:
 - (i) feedback about the manner in which it provides goods, services or facilities to persons with *disabilities*; and
 - (ii) feedback about whether the feedback process established for the purposes of subclause (i) is accessible to persons with *disabilities*;

which is accessible to persons with *disabilities* by providing, or arranging for the provision of, accessible formats and communication supports, on request;

- (m) prepares a document describing the feedback process and, on request, giving a copy of the document to any person;
- (n) notifies persons to whom it provides goods, services or facilities that the document required by clause (m) is available on request by posting the

information in a conspicuous place on premises owned or operated by the *City*, by posting it on the *City's* website or by such other method as is reasonable in the circumstances; and

- (o) on request, provides or arranges the provision of any document required to be given under this section to the person in an accessible format or with communication support:
 - (i) in a timely manner that takes into account the person's accessibility needs due to *disability*; and
 - (ii) at a cost that is no more than the regular cost charged to other persons; and
 - (iii) after consulting with the person making the request in determining the suitability of an accessible format or communication support. |

9.0 Administration

- 9.1 | *CMT members* must take reasonable steps within their authority to direct compliance with this policy.
- 9.2 *Directors* must take reasonable steps within their authority to direct compliance with this policy.
- 9.3 *Managers* must take reasonable steps within their authority to direct compliance with this policy.
- 9.4 *Supervisors* must take reasonable steps within their authority to direct compliance with this policy.
- 9.5 The *Deputy City Clerk* is responsible for:
 - (a) resolving any issues or conflicts relating to this policy;
 - (b) approving any terms or conditions negotiated outside of this policy; and
 - (c) updating the policy to ensure consistency with provincial legislation or other *City* policies or procedures.
- 9.6 A *City employee* who breaches this policy may be subject to discipline up to and including dismissal. |

10.0 Application

- 10.1 | This policy applies to all *City employees*. |

11.0 Approval Authority

Role	Position	Date Approved
Quality Review		
Subject Matter Expert	Deputy City Clerk	July 29, 2024
Legal Review	Senior Legal Counsel	July 29, 2024
Management Review	.CMT	
Final Approval	

12.0 Revision History

Effective Date	Revision	Description of Change
Date of the change		describe the sections that have been changed, added or deleted

13.0 Appendix

13.1 14.0 Accessibility Standards Best Practices for Staff

14.0 Appendix A - Accessibility Standards Best Practices for Staff

The following document provides City of Kingston staff with a plain language guide for meeting accessibility standards required by provincial legislation. Where possible, reference is made to existing policies and resources that can be used to assist staff in achieving the highest level of accessibility in providing goods, services or facilities to persons with disabilities.

Foundational Principles and Statement of Commitment

As required by subsection 3(2) of the Integrated Accessibility Standards (Ontario Regulation 191/11) the City of Kingston is committed to meeting the accessibility needs of persons with disabilities in a timely manner. The foundational principles to achieve this work include:

- Staff will work to ensure the creation of no new barriers to accessibility;
- Staff will strive to achieve the highest level of inclusion in all work, where possible, above and beyond meeting the requirements of Accessibility for Ontarians with Disabilities Act and its regulations;
- The City of Kingston's provision of goods, services and facilities will:
 - Respect the dignity and independence of persons with disabilities;
 - Be integrated into the provision of services for all, unless an alternative measure is necessary;
 - Be of an equal opportunity for persons with disabilities; and
 - Account for the nature of a person's disability.

Customer Service

Individual departments are responsible for any additional costs that may be required to meet accessibility requirements for residents. An example of this would be hiring an ASL interpreter or producing a document in an alternate format.

Assistive Devices

Assistive devices can be generally categorized as follows:

- Mobility aids, such as wheelchairs, scooters, walkers or canes;
- Hearing aids to help people hear, or hear more clearly, closed captioning on videos, or assistive listening devices that provide personal sound amplification;

- Cognitive aids, including computer or electrical assistive devices; and
- Tools or devices, such as automatic page turners, gripping devices or reach extending devices.

Persons using assistive devices or requiring the use of assistive devices provided by the City of Kingston will be allowed to access City goods, services, and facilities.

An exception may occur for the above if it is determined by staff that the use of an assistive device as part of accessing City goods, services, or facilities may pose a safety risk to the person with a disability, staff, or to other facility users. In such cases, staff will work with the person with a disability to offer alternate means to accessing the good, service, or facility, where possible.

Where assistive devices are provided by the City for use by the public, staff will be trained on the safe operation of the assistive devices. Staff will also be trained on proper etiquette with respect to providing customer service to persons with disabilities that use assistive devices.

Service animals

A service animal is an animal that has been task-trained to provide assistance to a person with a disability. A common type of service animal is a guide dog, which provides assistance to persons who are blind or partially sighted. Service animals may also provide assistance to persons with post-traumatic stress disorder, epilepsy, autism spectrum disorder and a variety of other disabilities, both visible and invisible.

A person using a service animal, also known as a handler, may access all City facilities and services that are available to the public unless otherwise prohibited by law. For example, in the *Health Protection and Promotion Act*, service animals are permitted to enter dining areas of a restaurant but are prohibited from being in areas where food is manufactured or prepared for public consumption.

If a person with a service animal wishes to access a City facility or service where in the opinion of staff the presence of the service animal would pose a hazard to the handler, the service animal, staff, or other facility users, staff will make all reasonable efforts to provide the service in an alternate method. For example, staff at Artillery Park created a service animal rest area on the pool deck to allow a handler to access the pool while keeping their service animal within close distance.

During any interactions with a person with a service animal, refrain from acknowledging or distracting the service animal. Interact directly with the handler.

Service animals are not required to wear any sort of identification, such as a vest. As a result, it can be difficult to differentiate between a service animal and non-service animal. Behaviour is the best indicator as to whether or not an animal is a service animal. A service animal will not interact with persons or other animals, bark or make audible noise. An exception to this may be in cases where the service animal is alerting that their handler is experiencing distress.

If an animal is behaving properly, regardless of status, the best practice is to allow access to the facility. Staff do have the ability to request a handler to provide documentation of their service animal's status from one of the professionals listed below. Note that not all handlers carry this information and people may be from outside of Ontario where documentation requirements may differ:

- A member of the College of Audiologists and Speech-Language Pathologists of Ontario;
- A member of the College of Chiropractors of Ontario;
- A member of the College of Nurses of Ontario;
- A member of the College of Occupational Therapists of Ontario;
- A member of the College of Optometrists of Ontario;
- A member of the College of Physicians and Surgeons of Ontario;
- A member of the College of Physiotherapists of Ontario;
- A member of the College of Psychologists of Ontario; and
- A member of the College of Registered Psychotherapists and Registered Mental Health Therapists of Ontario.

Regardless of status, if an animal is not behaving properly, or poses a safety risk to staff, the handler, or other facility users, the service animal and their handler can be asked to leave the facility. A handler is responsible for maintaining care and control of their service animal at all times.

Support persons

A person with a disability accessing a City facility or service with a support person may have that support person accompany them at all times on premises.

If there is a cost associated with accessing a program or service, the support person will be permitted to attend at no additional cost. This does not apply to third party events held on City property, however, those event organizers are encouraged to comply with this policy.

Staff may require a person with a disability to be accompanied by a support person if it is determined that is in the best interest of the safety of a person with a disability or others accessing the service or program.

Support persons may be subject to the same confidentiality requirements of the person with a disability. The support person may be required to sign a waiver with respect to any confidentiality issues.

Notice of temporary service disruptions

When a City service becomes unavailable, or if part of a City facility cannot be accessed by the public, it is important to advise users of the service or facility, as well as the general public of this disruption. The following best practices should be used:

- Provide as much advance notice as possible. If the service disruption is unplanned, provide notice as quickly as possible after learning of the disruption;
- Provide notice directly to users of the service or facility, if possible, and to the general public, if necessary;
- Provide information as to why the service is unavailable and the length of time until the service becomes available;
- Advise of alternate methods for obtaining service; and
- Post notice of the service disruption in the physical location (if applicable) and through general media sources such as social media, website, emails, etc.

A template [Notice of Temporary Service Disruption](#) can be found on SharePoint. Please use this notice for posting in physical locations and provide a copy to communications@cityofkingston.ca, your department communications officer and customer_experience_agents@cityofkingston.ca.

Where appropriate staff may use alternate signage to indicate a Temporary Service Disruption, based on site conditions and the nature of the service disruption. Alternate signage should contain the same information as found on the Notice of Temporary Service Disruption and information forwarded to the email addresses above.

Due to the differing nature of the service provided by Kingston Transit compared to other City services, Kingston Transit will maintain its own Notice of Temporary Service Disruption template.

Training

All staff and volunteers are required to complete accessibility training upon their hiring. The training will consist of the following topics:

- The Accessibility for Ontarians with Disabilities Act, the Integrated Accessibility Standards regulation, the Ontario Human Rights Code and how these pieces of legislation interact and complement each other; and
- How to provide accessible customer service.

Whenever there are significant changes to accessibility legislation, all staff will be required to complete training regarding those changes. Additional training resources for staff may also be found on the [IIDEA Resources SharePoint](#).

Individual departments are responsible for providing training to staff on the use of any assistive devices that may be made available for use by the public as part of their operations.

Staff are encouraged to seek out and provide additional accessibility training for staff based on job-specific duties. Human Resources and Organizational Development Service staff are available to assist departments in coordinating training opportunities. Staff may also wish to consult the [City Learning Hub](#) or [IIDEA Resources SharePoint](#) regarding opportunities for training and development.

Tips

The following are tips for providing customer service to persons with disabilities. One tip to remember above all is to ask before you help – people with disabilities often have their own way of doing things. A simple, ‘How can I help you?’ goes a long way.

The list below is not inclusive of all disability types, and persons with disabilities may often have multiple disabilities, both visible and invisible. A visible, or apparent, disability may present itself in a physical form that is noticeable on a person’s appearance, or through the use of devices such as an assistive cane, service animal or wheelchair.

An invisible, or non-apparent, disability may be a physical, mental or neurological condition that is not visible from the outside yet can limit or challenge a person’s movements, sense or activities.

Treat each interaction with a person with a disability as a unique situation.

- Do not touch assistive devices or equipment without permission from the person with a disability.

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- When assisting a person with vision loss, identify yourself when you approach and speak directly to the person. Be precise and descriptive when providing directions or instructions. For example, if guiding them to a seat, indicate if the seat is in front, to the left or the right of the person. Offer your elbow to help guide, if needed. If you need to leave the person let them know you will be back and guide them to a comfortable location before you leave. When you return, identify yourself again.
- When assisting a person with hearing loss, make sure you are in a well-lit area where they can see your face and read your lips. Try to remove background noise if possible. If necessary, ask if another method of communication would be easier (such as using a pen and paper). If the person is with a sign language interpreter, speak directly to the person, not the interpreter.
- When assisting a person with speech or language disabilities, try asking questions that can be answered with a 'yes' or 'no'. Be patient and do not try to finish the person's sentences. Confirm your understanding of what the person has said by summarizing or repeating.
- When assisting a person with learning or developmental disabilities, be patient and do not make assumptions about what a person can or cannot do. Use plain language and provide information one piece at a time. Try to provide information in a way that works for the person.
- When assisting a person with mental health disabilities, treat them with the same respect and consideration as any other person. Be confident and reassuring while respecting the person's personal space. Try to limit distractions that could affect the person's ability to focus or concentrate.
- When assisting a person with a service animal, do not touch or interact with the animal. If the person cannot access a service with the service animal, provide an explanation as to why and find another way to provide the service. See the Service Animals section of this document for more details.
- When assisting a person with a disability who is accompanied by a support person, always communicate directly with the person with a disability. An exception can be provided if the person with a disability directs you to interact directly with their support person.

Information and Communications

Feedback process

Staff will encourage easy access to feedback through a variety of channels. Staff will record and analyze all feedback received, including suggestions, complaints, and compliments, with a goal of identifying how to improve service delivery. Timelines will be established for responding to feedback and to contacting a customer with a response, including keeping the customer informed if a response is unable to be provided within the set timeline.

Staff can receive feedback regarding the accessibility of City goods, services, and facilities from the public in a variety of ways including:

- By telephone, 613-546-0000, monitored weekdays from 8 a.m. to 5 p.m.;
- By e-mail at accessibility@cityofkingston.ca;
- In writing to: City of Kingston Customer Service 216 Ontario Street Kingston ON K7L 2Z3;
- Via the [MyKingston](#) Customer Relationship Management (CRM) system; and
- In-person conversation by speaking with staff at City facilities who will document the feedback.

The best practice is to work with the person providing the feedback to determine the appropriate method for receiving their feedback. The following steps may act as a guide for staff:

Step 1: Identify and record feedback at the point of delivery.

- The staff member receiving the initial feedback at the point of delivery will be responsible for ensuring that the information is documented. All feedback must be recorded, including suggestions, complaints, and compliments.
- All resident concerns regarding accessibility are to be logged into the CRM system to ensure the feedback is documented and forwarded to the proper department. When entering the concern, click the 'Details' tab, and select yes under 'Accessibility Confirm' and chose the appropriate 'Accessibility Category'. Documenting accessibility feedback and concerns via the CRM ensures tracking within the statistics kept by the Accessibility Office.

Step 2: Staff response to the feedback.

- All suggestions and compliments received or logged by staff in the CRM system will be acknowledged within five business days. If required, suggestions or compliments will be forwarded to the appropriate department for response and direct follow up with the customer.
- Staff receiving a complaint will attempt to provide a resolution, if possible. If the problem is resolved the complaint will be logged into the CRM as complete. If the problem cannot be resolved at first contact, details will be recorded in the CRM system and acknowledged within five business days. The appropriate department will provide a direct response to the resident within five to 10 business days.

Step 3: Learning from feedback.

- The Accessibility Office will report quarterly to the MAAC on the feedback captured in the CRM system. Trends and performance will be monitored with information and suggestions to be provided directly to appropriate departmental staff.
- Individual departments are encouraged to generate and review their own reports with regards to accessibility feedback to note areas of success and for potential improvement.

Accessible formats and communications

All documents created for public and internal corporate use should be created in accordance with [Accessible Documents Guide](#) and [Accessible Documents Checklist](#).

Documents produced on behalf of the City by outside agencies or consultants should also follow the guidelines above. It is recommended that staff provide the above guide to outside agencies and consultants in the early stages of work.

All documents should contain the following statement in an obvious location to the reader: 'Alternate formats available upon request. Contact 613-546-0000 or contactus@cityofkingston.ca'

Alternate formats of documents will be made available to residents upon request. The format required should be determined through discussion with the person making the request and meet their individual needs. Any additional costs for production of the alternate format are the responsibility of the individual department. Staff can contact their Communications Officer or communications@cityofkingston.ca for

assistance in the creation of alternate formats. Certain alternate formats may require the use of a private company.

Emergency information

Information related to emergency procedures, plans or public safety will conform to the [Accessible Documents Guide](#) and [Accessible Documents Checklist](#). This information will also follow the practices outlined above for accessible formats and communications.

Web content standards

At minimum all City website content will conform to Web Content Accessibility Guidelines (WCAG) 2.0AA standards. Staff will strive to implement accessibility practices above and beyond the WCAG 2.0AA standards where possible.

Semi-annual reviews will be conducted of website navigation and content for accessibility. This work will occur in consultation with members of the MAAC.

Where possible, web content will be posted in alternate methods to the use of PDFs. Any PDF content that is posted to the website will be created using the [Accessible Documents Guide](#) and [Accessible Documents Checklist](#) and remediated for use by screen readers prior to posting to the website.

Employment

Recruitment

Throughout the recruitment process, including advertisement, interview, and offers of employment, as well as all communications during the recruitment process, it will be clearly indicated that accommodations will be made for persons requiring them. Staff will work directly with a person with a disability to coordinate reasonable accommodations that take into consideration the nature of a person's disability.

When staff are made aware of a person's disability, or a person with a previously disclosed disability has received an offer of employment, Occupational Health and Safety staff will work directly with the person to develop an individual accommodation plan including an individual emergency response plan.

As part of the offer of employment, a person will be made aware of the City's accessibility policies with respect to employment.

Workplace Accommodations

The process of determining workplace accommodation requirements will follow the City of Kingston Accommodating Disability Policy.

Return to Work

For a workplace or non-workplace injury, when an employee with a disability returns to work they will be offered the opportunity to work in their home position with appropriate restrictions or limitations.

If it is not possible for an employee with a disability to return to work in their home position due to the nature of their disability, staff will work with the employee with a disability to offer a temporary or permanent change in position that allows for accommodation of their disability.

Any modifications of duties that are required will be documented in a Modified Work Plan Form and require the approval of the employee with a disability, union representative, the employee's supervisor, and a representative of the City's Occupational Health and Safety group.

Individual emergency response plans

An employee with a disability that requires individualized workplace emergency response information is responsible for advising their supervisor of this need. Upon being advised of this need, the supervisor and employee with a disability will complete the Workplace Emergency Response Information Form.

At minimum, components of the workplace emergency response information should include:

- Making the employee with a disability aware of accessible entry and exits points to their workplace;
- Removal of all barriers and obstacles leading to, from, and in any location the employee is required to move back and forth from, ensuring a width of travel of no less than 1.5 metres; and
- Identifying an employee(s) in the employee with a disability's workplace with the responsibility for ensuring that the employee with a disability is able to safely exit the workplace in case of an emergency or evacuation of the workplace.

Performance management and career development

Learning and Development staff are available to assist supervisors and other staff in the creation or acquisition of learning materials that meet the needs of staff. Alternate formats can be made available for training and professional development materials, in a format that takes into account the nature of a person's disability.

Inclusive performance management involves the creation of an environment between a supervisor and employee where a comfort level can be established for information sharing with respect to ability the employee's ability to complete work and the need for accommodations.

Supervisors will be made aware of the resources and materials available to assist in developing performance management relationships that allow for the development of beneficial employee-supervisor relationships. Much of this information can be found on the [City Learning Hub](#).

Systems are compatible with assistive technology and staff will ensure that systems are kept up to date to provide a positive user experience for both development and performance related activities.

Transportation

Transit staff will host an annual public meeting to receive feedback regarding the accessibility of Kingston Transit services. The format of this public meeting will take into consideration the needs of persons with disabilities.

Staff will work to ensure that all general responsibilities and technical requirements required of Kingston Transit are met as detailed in Part IV of Ontario Regulation 191/11: Integrated Accessibility Standards.

Taxi

The Kingston and Area Taxi Commission will be invited, on an annual basis, to present to the MAAC and receive feedback regarding the proportion of accessible taxicab services required in Kingston.

Design of Public Spaces

Staff responsible for the design of public spaces as detailed in Section 7.0 of this Policy will meet, at minimum, the requirements outlined the Ontario Building Code, Ontario Regulation 191/11, and the City of Kingston Facility Accessibility Design Standards. Where practicable, staff will work to achieve the highest level of accessibility and inclusion.

For consultation requirements with the MAAC, persons with disabilities, and the general public, staff will follow the procedures outlined in the City of Kingston Accessible Consultation Process Policy.

Procurement

Discussion will take place between the Financial Services Department Procurement Division and departmental staff seeking to issue a request for proposals (RFP) on how accessibility elements can be incorporated into the procurement process. This may take the form of applying score weighting or the integration of accessibility elements into the deliverables scope with possible scoring applied.

Included in the RFP template are standard accessibility elements to provide staff who will be issuing an RFP a starting point for accessibility considerations. These elements may include:

- Requesting the proponent to provide a statement of compliance with Ontario Regulation 191/11 (Integrated Accessibility Standards), [Part IV.2 Customer Service Standards](#);
- For organizations with 20 or more employees, requesting the proponent to provide a copy of their Customer Service Accessibility Compliance report as filed through Service Ontario; and
- Confirming that any final reporting documents or similar deliverables will be provided in an accessible format for posting to the City's website.

For projects involving the construction or renovation of City owned, leased or operated facilities, staff have the option to include accessible design requirements as detailed in the City of Kingston Facility Accessibility Design Standards as part of the scope of work and evaluation of non-price criteria.



**City of Kingston
Information Report to Council
Report Number 24-110**

To: Mayor and Members of Council
From: Craig Desjardins, Director, Office of Strategy, Innovation & Partnerships
Date of Meeting: September 17, 2024
Subject: RXN 'Reaction' Hub Project Update

Council Strategic Plan Alignment:

Theme: 5. Drive Inclusive Economic Growth

Goal: 5.3 Diversify Kingston's economic base.

Executive Summary:

The purpose of this report is to provide Council with an update on the creation of the Clean Tech Innovation & Commercialization Hub (RXN 'Reaction' Hub) and further, to detail the due diligence conducted by staff to comply with the conditions set out in [Report Number 22-233](#) prior to providing \$3 million in City support for the project. After extensive due diligence, partnership development and project model refinement, the RXN 'Reaction' Hub (RXN Hub) is now in the final stages of completion, the physical space is set to open early next year, and all of Council's conditions required to advance funding have been met.

Council will recall that the proposed RXN Hub aims to fill a crucial gap in Kingston's emerging Chemtech ecosystem by facilitating the transition of innovations from the laboratory to commercialization, and eventually to large-scale production. This "end-to-end" development pipeline would integrate the resources of Queen's University, GreenCentre Canada, the national clean tech ecosystem, and private sector partners, creating a cohesive environment for startups to scale their technologies. The creation of RXN Hub will bring new infrastructural capacity (a first-of-its-kind facility) to the Eastern Ontario region and Canada that will help close a critical gap in our nation's clean tech commercialization pathway.

RXN Hub will be a 20,000+ square foot facility offering modular piloting and pre-production space, wet labs, analytical labs, a machine shop and access to co-working space. Over five

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years, it is expected to create 200 direct jobs and 50 indirect jobs. The \$3M investment from the City has unlocked additional public and private funding, enhancing Kingston's economic growth.

To safeguard the City's investment, staff have implemented risk mitigation strategies, including local representation on the board and advisory committees, governance principles emphasizing inclusivity, and flexibility to repurpose the hub if market demand changes.

Council's conditions for funding have been addressed as follows:

- Matching funding

Negotiations to secure matching funding from Sustainable Development Technology Canada (SDTC) faced a setback in the fall of 2023 when the federal government suspended SDTC operations due to governance irregularities. Fortunately, staff have been able to secure a \$3 million contribution from Modern Niagara, owner of the Innovation Park facility where RXN Hub will be located for the build-out and operation of the facility.

- Finalizing Governance Model

The City approached GreenCentre Canada, a national Centre of Excellence for commercializing early-stage green chemistry discoveries, for assistance in developing a robust governance structure for the RXN Hub. GreenCentre was tasked with creating a skills-based competency framework for the RXN Board, evaluating the current capacity, and recommending additions of skills and qualifications as the organization moves from startup to full operation.

Advice emphasized the importance of incorporating EDI practices in board recruitment and governance. Additionally, they suggest establishing supporting groups such as advisory committees or communities of practice to provide specialized knowledge and guidance. These groups can enhance the Board's decision-making by offering expertise in scientific and technical areas, geographic considerations, and risk mitigation strategies. Council appointed Councillor Chaves to the board in 2023.

- Negotiation of lease terms

Due to the change in the model, the role and contribution made by Modern Niagara as an investor and the building owner, there is no longer a lease to be negotiated that would involve the City.

- Execute agreements with private and public sector organizations for the creation of the RXN Hub in a form satisfactory to the Director of Legal Services

As part of the City's due diligence process, a number of changes in the corporate structure of the RXN Hub not-for-profit corporation were recommended by City legal counsel and project lead partner Modern Niagara. A new Ontario not-for-profit corporation is being created called the Kingston Innovation Coalition (but will continue operating under the name RXN 'Reaction' Hub). Further, staff are finalizing a funding agreement that will define the scope of City participation in

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governance, use of funds, milestone-based payment schedule, reporting and accountability, performance measures and outcomes, compliance with regulations, conditions of termination and disposition of assets, and return on investment to the ecosystem.

Council and the public will be given a preview of the RXN Hub at an upcoming Innovation Summit- October 2-3rd. Additionally, the 945 Princess Innovation Park building, which has undergone almost \$80M in renovation and decarbonization will have a ribbon-cutting and tours. This facility will also be the location for the kickoff of the Kingston Climate Expo with demonstrations of climate technologies and panels on climate action on Oct 4-5th.

Recommendation:

Report is for information only.

September 17, 2024

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Authorizing Signatures:

ORIGINAL SIGNED BY DIRECTOR

**Craig Desjardins, Director, Office
of Strategy, Innovation &
Partnerships**

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
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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Discussion:

The RXN 'Reaction' Hub (RXN Hub) has been developed by thirteen founding partner agencies who lead Canada in sustainable ventures and chemical development. The founding organizations recognized the "scale-up gap" is prominent in chemical technology innovation and limits the ability to scale impactful companies. The solution is shared infrastructure and specialized resources to build a purpose-built 20,000 square foot facility in Kingston. Ventures who access the facility will also enter a customized program to access specialized talent and integrated services at an international level. The project aims to create a distinctive global commercialization hub, one of only three worldwide and the sole hub in North America, with a focus on retaining Canadian innovations in Canada. By doing so, the project also generates over 250 new job opportunities, contributing to the growth of the green economy in Eastern Ontario.

The RXN Hub project has been five years in the making. It is the culmination of multiple regional strategies for sustainable growth. These strategies are:

- City of Kingston's Economic Development: Sustainable Manufacturing
- 2030 Emission Reduction Plan
- Eastern Ontario EV & Battery Corridor
- Zero Plastic Waste Agenda
- Critical Minerals Strategy

Project construction is expected to be completed by the beginning of 2025. The 20,000 square feet of space at 945 Princess Street includes:

- Wet labs / mini-piloting
- Shared analytical equipment & lab
- Piloting bays
- Pre-manufacturing space
- On-site machine shop
- Access to on-site co-working space (including bookable meeting rooms, shared office space, hot desks)
- Access to community event space (10,000+ square feet of additional space)

The founding partners are listed below and have made commitments to contributions in the areas of capital investment, technical expertise, safety and facility management, access to specialized equipment, business and program development, talent development, and industry / market insights:

- Bioindustrial Innovation Canada
- Canada Cleantech Alliance
- City of Kingston
- DuPont
- Foresight Canada

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- Fractal Workspace
- GreenCentre Canada
- Kingston Process Metallurgy (KPM)
- Kingston Economic Development Corporation
- Loyalist College
- Modern Niagara
- Ontario Clean Technology Industry Association (OCTIA)
- Queen's University
- St. Lawrence College

Background

Changes in Cleantech Ecosystem Funding Environment

Sustainable Development Technology Canada (SDTC), an independent agency established by the federal government to fund Canadian cleantech projects, faced a significant setback in the fall of 2023 when the government suspended its funding. This suspension followed a third-party investigation triggered by allegations that some entrepreneurs with connections to the agency's leadership received preferential treatment in funding decisions. An Auditor General's report confirmed these concerns.

The federal government has recently announced the resumption of funding for Sustainable Development Technology Canada (SDTC) as the agency prepares to be integrated under the National Research Council of Canada (NRC). This integration of SDTC into the NRC is seen as a critical step in rebuilding public trust and enhancing accountability. Employees of SDTC will be offered positions within the NRC, and the agency's programs will be consolidated with the NRC's Industrial Research Assistance Program under the Canada Innovation Corporation. This restructured oversight is intended to ensure greater transparency and integrity in how public funds are managed and allocated within the cleantech sector.

Despite the challenges and governance failures at SDTC, stakeholders in Canada's cleantech industry emphasize the continued need for government support in commercializing clean technology products. The Auditor General's report, while critical, has sparked important discussions about the future of cleantech funding in Canada. Ensuring ongoing support for innovators is viewed as essential for Canada's efforts to combat climate change and strengthen the competitiveness of the nation's green technology sector. RXN Hub continues to have positive dialogue with the federal government.

Review and Recommendations of RXN Governance

The City of Kingston approached GreenCentre Canada, a Kingston-based national Centre of Excellence for commercializing early-stage green chemistry discoveries, for assistance in developing a robust governance structure for the RXN Hub.

GreenCentre was tasked with creating a skills-based competency list for the RXN Board, evaluating the current capacity, and recommending additions of skills and qualifications for

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future board members. The core competencies for the RXN Board include governance, business management, public sector knowledge, operational expertise, and other specific skills like French fluency.

As the organization and the Board transition from a startup phase to an operational phase several augmentations are suggested, including the need for formal governance training, technical expertise in chemical scale-up and safety, industrial experience, financial expertise, public sector knowledge, and real estate management. It is also recommended that the Board expand representation of equity, diversity, and inclusion (EDI) capabilities, which are vital for fostering a diverse and inclusive organizational culture.

GreenCentre's advice emphasizes the importance of incorporating EDI practices in board recruitment and governance. Additionally, they suggest establishing supporting groups such as advisory committees or communities of practice to provide specialized knowledge and guidance. These groups can enhance the Board's decision-making by offering expertise in scientific and technical areas, geographic considerations, and risk mitigation strategies.

By expanding and optimizing organizational competencies through both board recruitment and supportive groups, RXN can better navigate the complexities of scaling up and operating a publicly funded chemistry and materials-based technology hub, ensuring long-term commercial sustainability and alignment with community interests.

Redevelopment of 945 Princess Street- Innovation Park Facility

With building emissions representing a significant contribution to the global greenhouse gas crisis, Modern Niagara believes it is their responsibility to be a leader in solving this climate challenge.

They have made it a priority to not only provide their clients with solutions, but to demonstrate what can be done to existing buildings to achieve this.

The 945 Princess Street redevelopment project demonstrates how Modern Niagara can take an old, inefficient facility and eliminate virtually all GHG emissions and improve the overall energy efficiency without sacrificing the embodied carbon if we were to demolish and build new. Critical to achieving success in decarbonizing our buildings, new technologies and processes are paramount.

During the renovation project, a vision emerged of creating an innovation hub with sustainability integrated into all aspects of the construction, tenants and operations. RXN Hub has emerged as a uniquely positioned organization that can help our industry, among others, play its part in solving the country's climate crisis. This common goal has led directly to the unforeseen, but very welcome relationship with RXN Hub.

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RXN Hub Innovation Summit

RXN Hub's Innovation Summit (October 2, 2024) will gather key stakeholders in Canada to explore tactical approaches to scale Canadian clean technologies. Building on the momentum from last year's Impact Week Showcase, this summit will highlight key innovators, ecosystem members, and industry leaders working on multistakeholder projects for a more sustainable future.

Attendees will have the chance to tour the first-of its-kind hub facility and immerse themselves in the North American chemtech community. Individuals of all backgrounds are welcome at the summit. There will be something for every type of ecosystem stakeholder, however, programming is catered to innovation practitioners, founders, investors, and ecosystem members from the US and Canada.

An expected 300+ attendees from all over the world (the speaker's stage will feature representatives from Australia, Brooklyn, San Fran, Boston, Chicago, PEI, Vancouver, Ottawa, Montreal, Toronto etc.) are all coming to contribute to a vision that will create a sustainable future through collaboration scale-up and derisking projects for cutting edge technologies.

This event brings over \$1B in sustainable finance capital, many North American ecosystem leaders, several government representatives at all levels, key rising start-ups and forward-looking multinationals all into one room to build operational relationships that were previously impossible without the unique infrastructure that will be built in Kingston to facilitate growth.

Kingston Climate Expo

The Kingston Climate Expo presented by Utilities Kingston will take place from October 3-20, 2024 through the collaboration of multiple City departments, as well as Utilities Kingston kicks off at the newly renovated Modern Niagara Innovation Park facility.

The purpose of the Expo is to highlight the City's efforts to reduce its greenhouse gas emissions, and to support community members in finding ways to reduce their own carbon footprints, this three-week interactive and educational expo will focus on key themes outlined in the City's Climate Leadership Plan through multiple events and workshops.

As part of the Climate Expo, the City and its community partners will host a number of educational sessions including Plug 'N Drive, a Low Carbon Solutions for Business Event, Kingston Climate Expo Showcase, Women In STEM Panel and Energy Treasure Hunt Workshop.

The Kingston Climate Expo has attracted significant interest from sponsors, including the presenting sponsor Utilities Kingston, as well as Modern Niagara, Surgenor Truck Group, Mitsubishi Electric Heating and Cooling, Zamboni, Callidus Engineering and St. Lawrence College.

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More information about the Kingston Climate Expo can be found here.

<https://www.cityofkingston.ca/arts-culture-and-events/city-calendar-and-events/feature-events/kingston-climate-expo/>

Climate Risk Considerations

RXN Hub is located within 945 Princess Street, a newly-renovated, near net-zero building that prioritizes decarbonization. The building has been updated to foster discovery and experimentation while increasing environmental responsibility and contributing to the region's climate goals.

945 Princess is expected to yield an ~85% reduction in carbon emissions by 2025. Beyond the emissions standard of the facilities, RXN Hub will have an outsized impact through the chemistry-enabled cleantech ventures supported.

RXN Hub acknowledges that sustainability goes beyond environmental factors and takes into account social and economic factors. They are committed to addressing the problems of today in collaboration with aligned stakeholders across the ecosystem.

Financial Considerations

Council approved the allocation of up to \$3,000,000 from the Working Fund Reserve over a 3-year period to support the development of the RXN Hub by resolution in [Report Number 22-233](#).

Contacts:

Craig Desjardins, Director, Strategy, Innovation & Partnerships, 613-929-1758

Other City of Kingston Staff Consulted:

Brandon Forrest, Director, Business, Real Estate & Environment

Troy Beharry, Manager, Partnership & Grant Development

Exhibits Attached:

None



**City of Kingston
Report to Council
Report Number 24-212**

To: Mayor and Members of Council
From: Desirée Kennedy, Chief Financial Officer & City Treasurer
Resource Staff: Lana Foulds, Director, Financial Services
Brent Funnell, Manager, Procurement
Date of Meeting: September 17, 2024
Subject: July 2024 Tender and Contract Awards Subject to Delegation of Authority

Council Strategic Plan Alignment:

Theme: Corporate business

Goal: See above

Executive Summary:

Section 21.1 of [City of Kingston By-Law Number 2022-154](#), A By-Law to Establish a Procurement Policy for the City of Kingston, requires a monthly information report be provided to Council summarizing all procurement contracts with a value exceeding \$100,000 that were awarded by delegated authority. Accordingly, this information report provides Council with details of contracts greater than \$100,000 awarded for the month of July 2024 that meet the established criteria of delegated authority for standard procurements and non-standard procurements.

Recommendation:

This report is for information only.

September 17, 2024

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Options/Discussion:**Background**

[City of Kingston By-Law Number 2022-154](#), A By-Law to Establish a Procurement Policy for the City of Kingston, provides for the delegation of authority to award contracts under both standard and non-standard procurement methods. Schedule C to By-Law Number 2022-154 delegates the approval authority to senior staff and Procurement Services for both procurement methods.

Standard Procurement

Standard procurement is defined as the acquisition of goods, services, or construction, or a combination thereof, in accordance with the standard procurement method for the type and value of the deliverables as determined in City of Kingston By-Law Number 2022-154. Utilizing the standard procurement method, Schedule C to By-Law Number 2022-154 provides for the delegated authority to award contracts greater than \$100,000 but less than \$500,000 to City Directors and Procurement Services, and contracts greater than \$500,000 to the City Commissioners and Procurement Services.

Standard procurements greater than \$100,000 require a competitive process conducted in accordance with the procurement's solicitation document. As provided for in the solicitation document, tenders are evaluated and awarded based solely on price, whereas request for proposals (RFPs) are based on the highest ranked proponent based on pre-determined price and non-price criteria.

No award of contract may be approved unless:

- Sufficient funding is available in an approved budget;
- The selection of the standard procurement method is determined in accordance with City of Kingston By-Law Number 2022-154; and
- The procurement process was conducted in accordance with City of Kingston By-Law Number 2022-154.

All procurements that exceed an estimated value of \$133,800 (goods and services) and \$334,400 (construction) are subject to applicable trade treaty requirements.

Exhibit A to this report provides information on standard procurements over \$100,000 that met the established criteria of delegated authority under City of Kingston By-Law Number 2022-154 and were awarded in the month of July.

Non-Standard Procurement

Non-standard procurement is defined as the procurement of deliverables through a process other than the standard method required for the type and value of the deliverables as determined in City of Kingston By-Law Number 2022-154. Schedule C to City of Kingston

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By-Law Number 2022-154 provides for a higher level of approval authority to award contracts under a non-standard procurement method. A non-standard procurement cannot be approved, and no contract can be awarded, unless sufficient funding is available in an approved budget.

Exhibit B to this report provides information on non-standard procurements over \$100,000 awarded in the month of July through both Single Source Procurement and Group Buying Programs. Procurement Services is delegated the authority to approve a request from a department to leverage group buying programs after validating that the respective group buying program meets or exceeds the procurement requirements as defined in the City's procurement by-law.

July 2024 procurement activities that are not included in this report are as follows:

- value of the purchase, if less than \$100,000;
- any awards closing in this time period that were approved separately by Council.

Indigenization, Inclusion, Diversity, Equity & Accessibility (IIDEA) Considerations

The [Accessibility for Ontarians with Disabilities Act, 2005](#) is a consideration and may form part of the evaluation criteria for any Request for Proposal administered by the City of Kingston.

Existing Policy/By-Law

[City of Kingston By-Law Number 2022-154](#), "A By-Law to Establish a Procurement Policy for the City of Kingston"

Financial Considerations

All procurements, as reported, have sufficient funding available in an approved budget.

Contacts:

Lana Foulds, Director, Financial Services, 613-546-4291 extension 2209

Brent Funnell, Manager, Procurement, 613-546-4291 extension 2452

Other City of Kingston Staff Consulted:

Applicable City Departments

Exhibits Attached:

Exhibit A – Summary of Standard Procurements over \$100,000 – July 2024 Awards

Exhibit B – Summary of Non-Standard Procurements over \$100,000 – July 2024 Awards

Summary of Standard Procurements over \$100,000 July 2024 Awards

Proponents are listed in order of ranking based on pre-determined evaluation criteria.

The successful proponent appears first in each table unless stated otherwise.

1. Request for Quotation: F18-CS-FMCS-2024-11

Rideaucrest Home – Duct Cleaning

Closing Date: June 20, 2024

Supplier / Service Provider	Price
Enviro Plus Duct Cleaning Ltd.	\$116,800.00
1 Clean Air	\$149,800.00

2. Request for Tender: F18-ITES-ES-2024-15

Victoria Street, Union Street & Collingwood Street
Combined Sewer Separation and Road Rehabilitation

Closing Date: June 27, 2024

Supplier / Service Provider	Price
Gordon Barr Ltd.	\$10,643,412.25
K. Mulrooney Trucking Ltd.	\$11,544,754.41
Len Corcoran Excavating Ltd.	\$11,989,590.00
R.W. Tomlinson Ltd.	\$13,096,500.00

3. Request for Quotation: F18-ITES-PW-2024-05

Asphalt Rejuvenation

Closing Date: June 27, 2024

Supplier / Service Provider	Annual Price
Superior Road Products	\$343,000.00

4. Request for Proposal: F18-CS-FMCS-2024-08

Culligan Pool Enclosure Architectural Services

Closing Date: June 27, 2024

Supplier / Service Provider	Price
MacLennan Jaunkalns Miller Architects	\$1,065,500.00
CS&P Architects Inc.	\$1,190,252.00
Architecture 49	\$1,195,313.50
Ventin Group Ltd. Architects	\$995,600.00

5. Request for Tender: F18-ITES-ES-2024-38

Montreal Street & John Counter Boulevard. Interim Intersection Improvements

Closing Date: July 19, 2024

Supplier / Service Provider	Price
R.W. Tomlinson Ltd.	\$822,000.00
Dig'N Dirt Ltd.	\$1,151,025.80
GIP Paving Ltd.	\$1,396,444.00

**Summary of Non-Standard Procurements over \$100,000
July 2024 Awards**

Single Source Procurements

July 2, 2024

Engineering Services

Professional Design and Consulting Services

Crawford Wharf sanitary and water works design and consulting services was awarded to J.L. Richards & Associates through a competitive Request for Quotation process. Subsequently, new underground services have been identified, which were not a part of the original scope of work awarded. Engaging with the same design firm provides familiarity and technical advantages that could not be realized with a different consultant. A change in design firm would cause significant disruption in project timelines and may result in increased costs.

Supplier / Service Provider	Price
J.L. Richards & Associates	\$280,731.09

July 16, 2024

Transportation & Transit

Household Travel Survey

R.A. Malatest & Associates Ltd. completed the City's previous household travel survey in 2019. A representative sample of baseline travel data was collected using unique methods and technology, which would be difficult to replicate for comparison purposes. The 2024 survey is a critical first step in meeting timelines to complete the Integrated Mobility Plan and is a critical part of understanding post-pandemic travel patterns. It is in the City's best interest to leverage the same firm to update the survey, which will save time, effort and will avoid unnecessary spending. Additionally, City staff investigated this niche market and concluded that R.A. Malatest was the only Canadian firm that successfully and consistently demonstrated the comprehensive technical services and experience specific to household travel surveys.

Supplier / Service Provider	Price
R.A. Malatest & Associates Ltd.	\$199,889.10

July 30, 2024

Facilities Management & Construction Services

Professional Architectural Services

City staff require timely architectural services related to the purchase of 309 Queen Mary Road, which is intended to support a range of health and community care initiatives, including transitional housing. City staff have been working closely with health care partners such as Kingston Community Health Centres (“KCHC”) and Addiction & Mental Health Services (“AMHS”) on this project. It was identified that Shoalts and Zaback Architects Ltd. (“SZA”) has very specific and current experience in health care and clinical projects and can provide realized cost and schedule efficiencies related to this project. This allows enhanced timeline progressions to meet the very urgent housing needs of the City.

Supplier / Service Provider	Price
Shoalts and Zaback Architects Ltd.	\$490,880.00

Group Buying

July 2, 2024

Corporate Asset Management and Fleet

Asphalt Roller – Weller P385C

Sourcing Partner: Canoe Procurement Group

Category: Road Maintenance Equipment Program

Supplier / Service Provider	Price
Toromont CAT	\$376,073.01

July 3 & 30, 2024

Corporate Asset Management and Fleet

Heavy Equipment Vehicles x 9 (HX620, HV607 x 5, MV607 x 3)

Sourcing Partner: Canoe Procurement Group

Category: Truck Program

Supplier / Service Provider	Total Price
Rush Truck Centres of Canada Ltd.	\$1,946,220.66

July 10, 2024

Corporate Asset Management and Fleet

**Heavy Snow Removal Equipment Vehicles – MW24 with Expandable Plow x 2,
MW24 with Wing and Plow x 1 and MW24 Roller Pro x 1**

Sourcing Partner: Canoe Procurement Group

Category: Winter Maintenance Equipment Program

Supplier / Service Provider	Total Price
Viking Cives Ltd.	\$949,073.93



**City of Kingston
Information Report to Council
Report Number 24-173**

To: Mayor and Members of Council
From: Jennifer Campbell, Commissioner, Community Services
Resource Staff: Jayne Hartley, Director, Housing & Social Services
Date of Meeting: September 17, 2024
Subject: Community Housing Cost Analysis

Council Strategic Plan Alignment:

Theme: 1. Support Housing Affordability

Goal: 1.1 Promote increased supply and affordability of housing.

Executive Summary:

On May 7, 2024, Council passed a motion directing Housing & Social Services staff to develop a cost estimate for the total costs associated with the development and ongoing operation of sufficient new social, supportive and transitional housing to accommodate all individuals on the Centralized Waiting List (CWL) for rent-geared-to-income (RGI) and the By-Name List (BNL) for those experiencing homelessness. Ongoing operation is defined as rent supplement funding and support services required to adequately house all individuals on the CWL and BNL. Council requested that the estimate be high-level and illustrate the scale of the total cost rather than a detailed budget estimate directing housing investment across the housing continuum.

This report provides a high-level estimate following Council's direction while also identifying the limitations of the analysis.

Recommendation:

This report is for information only.

September 17, 2024

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Authorizing Signatures:

ORIGINAL SIGNED BY COMMISSIONER

**Jennifer Campbell,
Commissioner, Community
Services**

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	

September 17, 2024

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Options/Discussion:**Background**

On May 7, 2024, Council passed the following motion:

Moved by Councillor Ridge

Seconded by Councillor Tozzo

Whereas Canada is facing a national crisis of housing affordability and increased demand for health and recovery support services for individuals experiencing mental health and addiction challenges; and

Whereas despite considerable financial contributions made toward capital and infrastructure projects by all three levels of government, there remains an unfulfilled demand for housing accompanied by social support services, as evidenced in Kingston by the Centralized Waiting List for social housing and the By-Name List of homeless individuals; and

Whereas the total costs associated with providing social and supportive housing are impacted by a broad range of factors including but not limited to the level of social services and supports needed by residents, and the kind, location, and type of housing; and

Whereas it is of interest to Council and the broader community to understand what the estimated total costs would be to address the total social, supportive and transitional housing need as currently identified in Kingston and its housing service area;

Therefore Be It Resolved that City Council direct Housing and Social Services staff to develop an estimated cost range for the total costs associated with the development and the ongoing operation of sufficient new social, supportive and transitional housing to house all individuals on the Centralized Waiting List for social housing and the By-Name List of those experiencing homelessness, understanding that this estimate will be at a high-level and will be more illustrative of the scale of total funding needed and would not be meant to direct specific housing investment across the housing continuum; and

That staff report back to Council in Q3 2024 with the cost estimates and the assumptions applied in their development.

Analysis

Communities across Canada, including the City of Kingston, face substantial challenges in addressing housing and homelessness. This report, prepared in response to a request from Council, provides a high-level estimate of the costs to develop housing for all households on the CWL for RGI housing and the BNL of individuals and households experiencing homelessness, housing insecurity, or requiring supports to remain housed. Additionally, it includes an estimate

September 17, 2024

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of the annualized operating costs associated with maintaining the affordability of these units through rent supplements and providing essential support services to clients on the BNL.

Centralized Waiting List and By-Name List Housing Capital Cost

The CWL is a system that tracks all individuals and households in Kingston and Frontenac County who have applied for subsidized, RGI housing. As of June 30, 2024, there were 1,510 households on the CWL, with approximately 66% of the demand being for one-bedroom units, typically for single-person households (see Figure 1).

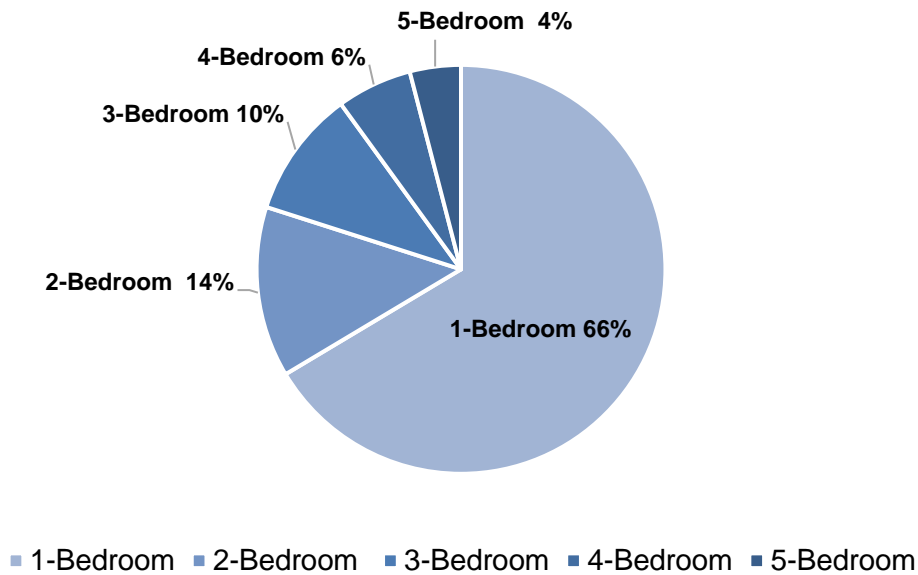


Figure 1: Centralized Waiting List by Dwelling Unit Size

An essential consideration is that the CWL includes households already in RGI housing who have reapplied to move to a different property. After excluding 202 individuals or households currently receiving housing subsidies and awaiting transfer, the total number of households considered in the cost estimate for the CWL is 1,308.

Constructing new housing for these 1,308 households is estimated to require a capital investment ranging from about \$392,400,000 to \$460,400,000. This estimate assumes an average cost ranging from about \$300,000 to \$352,000 per unit. The estimated cost per unit is based on information obtained from recently developed non-profit housing projects and financial analysis completed by development consultants retained by the city for other ongoing projects. Built into the average cost per unit is an assumption that 40% of single-person households would be housed in bachelor units. The above noted estimate of capital investment does not include land acquisition as required and ongoing property management (property taxes, capital repairs, insurance, general maintenance, etc.). The City of Kingston while supporting ongoing development of affordable housing does not property manage units after completion. Development of affordable housing is achieved through partnerships with non-profit housing providers, including Kingston Frontenac Housing Corporation who manage the units after

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completion. Alternatively, funding is provided to private developers with requirements for provision of affordable housing built into the funding agreements.

The BNL includes individuals and households with limited or no access to permanent housing in Kingston and Frontenac County. In Ontario, Service Managers are required to maintain a BNL to provide real-time, up-to-date homelessness data. The purpose of the BNL is to support coordinated access, prioritization and allow for data-driven decision-making when working with individuals/households requiring homelessness services. At the writing of this report, the BNL identified 522 individuals. Within this group are youth in family units/ households. Removing these youth and those duplicated on the CWL results in a final total of 438 individuals.

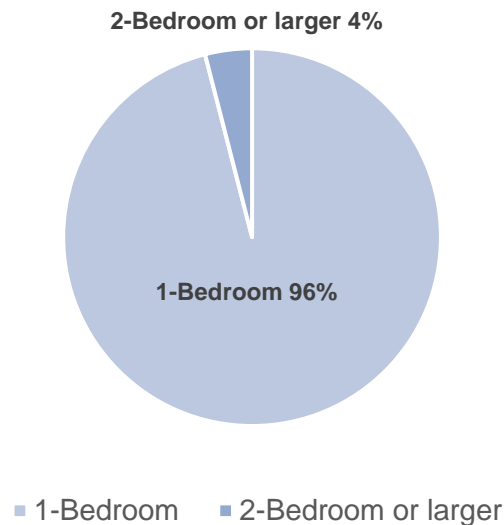


Figure 2: By-Name Homelessness List by Dwelling Unit Size

Constructing new housing for 438 individuals or households on the BNL is estimated to require a capital investment ranging from approximately \$120,450,000 to \$139,000,000. This estimate is based on an average cost of about \$275,000 to \$317,000 per unit. The cost of housing individuals on the BNL is expected to be slightly less per unit compared to the CWL costs. Many are successfully housed in congregate living arrangements, which is less expensive on a per person basis than developing individual apartment units. Like the CWL, built into the average cost per unit is an assumption that 40% of single-person households would be housed in bachelor units.

The combined total capital estimated cost to develop housing for all individuals and households on the CWL and BNL ranges from about \$512,850,000 to \$600,000,000. This figure provides a broad estimate of the scale of investment required. It does not; however, include the cost of land and associated planning studies, which could significantly impact overall expenses where land acquisition is necessary. Land costs could be mitigated by using municipal, provincial and federal properties but it is important to note that the City has no control over other levels of government. City staff would not be recommending intensifying existing affordable and social

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housing properties as Council's strategic priorities include the distribution of affordable housing units across the community.

The calculation assumes full funding of development costs, although financing through long-term mortgage debt could reduce upfront capital expenditures. However, given the low rents, the proportion of the total capital cost that could be financed may be limited.

Typically, affordable housing projects receive funding from multiple levels of government which would help to distribute the cost and lessen the burden on the City. However, the magnitude of developing housing for all households on the CWL and BNL is much greater than could be supported by upper-level government programs. For example, the City's current year Ontario Priorities Housing Initiative (OPHI) funding which is cost-shared by the provincial and federal governments, is about \$672,000 for affordable rental housing construction. While additional upper-level government funding is available through competition-based programs administered by the Canada Mortgage and Housing Corporation, the available programs are highly competitive and should not be assumed to be able to support the capital cost requirements outlined in this analysis.

Centralized Waiting List and By-Name List Housing Rent Supplement

To maintain affordability of these units, an annualized, publicly funded rent supplement would be required. This rent supplement bridges the gap between the tenant portion of the rent and the actual rent.

As per the *Housing Services Act, 2011 (HSA)*, the City is required to fund 1,886 RGI units at an annual cost of \$13,782,845.59. Of this amount, only \$1,978,798.25 is covered by senior levels of government while the remaining \$11,804,047.34 comes at an annual cost to the City.

In addition to the above noted costs to fund the required HSA units, a further \$13,000,000 in operating costs is estimated to be required in the form of a rent supplement or support services for the 1,746 units required to house all households on the CWL and BNL. This estimate assumes an annual average operating cost per unit of \$7,445 as per 2024 actuals.

By-Name List Support Services

Individuals on the BNL face various challenges, including prejudice, addiction, health issues and disabilities. Support service requirements vary depending on an individual's level of acuity which is assessed using a Service Prioritization Decision Assistance Tool (SPDAT). Individuals on the BNL are not assessed for acuity until long-term homelessness chronicity is confirmed or extended support is required. It is believed that most individuals on the BNL would require some level of supports to stay successfully housed. Unfortunately, data does not currently exist within the system to estimate those costs.

Approximately 55% or 287 individuals on the BNL are chronically homeless which is defined by being homeless or underhoused for 6 of the last 12 months or for 18 months over the last 3 years. Based on their assessment scores, 85% of these individuals experience complex health,

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mental health, and addiction challenges, which can be combined with other physical or developmental disabilities.

To determine support service costs for chronically homeless individuals, staff consulted with community housing and social support service agencies to estimate a range of costs for low, medium and high acuity levels. Based on these results, the annual support service cost is estimated to be \$9,500,000 for those experiencing chronic homelessness. These costs include services typical of supportive housing programs, such as in-home or congregate living care, but exclude expenses related to acute medical conditions requiring specialized services outside the scope of typical supportive housing programming. In many cases, these individuals require extensive social and daily living support services, including 24-hour care, to remain safely and adequately housed.

Conclusion

Council tasked Housing & Social Services staff to provide an estimate of the total costs associated with the development and the ongoing operation of sufficient new social, supportive and transitional housing to house all individuals on the Centralized Waiting List for social housing and the By-Name List of those experiencing homelessness. This report provides a high-level analysis of the costs to develop these units and the annualized cost for required rent supplements and support services.

The total capital cost to provide new housing for the CWL and BNL is estimated to be approximately \$512,850,000 to \$600,000,000, not including required land acquisition. This expense would likely be spread over multiple years according to a development schedule. In addition, the development of new community housing often benefits from financial contributions from all three levels of government. It is important to note that even with such investment, it is expected that people that are not currently on the Kingston/Frontenac wait list could choose to relocate to Kingston and the County to benefit from these units and therefore would increase the number of people on the waitlist.

The annual cost for required rent supplements to maintain housing affordability for those currently on the CWL is estimated at \$13,000,000 with an additional \$9,500,000 annually for BNL support services. Thus, the total annual operating cost to support those presently without supports is estimated at \$22,500,000, representing about an 8.3% tax increase. This would be in addition to the \$11,80,047.34 that the City currently invests in RGI supports for the 1886 RGI unites required under the *Housing Services Act*. Taken together, the estimated total cost to provide RGI supports to all households currently eligible within the Kingston Service Area, including those presently receiving supports as well as those on the CWL, would be over \$24,000,000 annually. This annual RGI investment would require either that sufficient units be available in the local rental market, at affordable rates, or that these units be constructed at cost to the City (as outlined in this report).

It is important to note that in the event market conditions improve, the need for deeply affordable rental units will always remain. As reported in [Council Report 23-172](#) (Exhibit A – Housing Needs Assessment by Watson & Associates Economists Ltd), to support the lowest income

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segments of Kingston's population, it is assumed that 36% of new rental units will accommodate households with a household income under \$40,000 paying not more than \$1,000 per month rent. Currently, the annual income for eligible households on the CWL and BNL is approximately \$18,141, well below the \$40,000 threshold noted above. In addition, the Canada Mortgage and Housing (CMHC) Average Market Rent (AMR) for a one bedroom in Kingston sits at \$1,331, understanding that units are often rented at rates above AMR.

These high-level estimates are based on recent housing development projects, current rent supplement levels and input from staff, social housing providers and support service providers/agencies. Further in-depth analysis would consider planning considerations, land cost, phasing of developments, locations, funding and financing opportunities, ongoing property management costs, etc., and require professional expertise for detailed cost estimating and scenario modelling. Nonetheless, the figures presented illustrate the scale of the investment required, as requested by Council, for a high-level estimate of the capital and ongoing operating costs to meet the housing needs of the current CWL and BNL.

It is important to note that a similar type of analysis is currently being completed at a Provincial level. In April 2024, The Association of Municipalities of Ontario (AMO), the Ontario Municipal Social Services Association (OMSSA) and the Northern Ontario Service Deliverers Association (NOSDA) initiated a project which aims to:

- Quantify the current scale and scope of homelessness in Ontario and potential growth without additional interventions.
- Identify cost solutions at a provincial level to end chronic homelessness in Ontario to a functional zero standard by 2030, as defined by Built for Zero.
- Identify the gap between current municipal, provincial and federal investments and the required investments to end chronic homelessness in Ontario by 2030.

The project will provide data and identify solutions to inform evidence-based advocacy and service planning. The City has been participating in this project, and staff are expecting to receive insights and recommendations from the project to inform future policy and action by late December 2024.

Existing Policy/By-Law

None

Notice Provisions

None

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Financial Considerations

The cost estimates outlined in this report are for illustrative purposes only and should not be relied upon for individual project cost estimates or to guide specific housing investment across the housing continuum.

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Lori Kidd Velkova, Housing Programs Administrator, Housing & Social Services

Amy Gibson, Housing & Homelessness Manager, Housing & Social Services

Exhibits Attached:

None

Name

21-613 Notice of Technical Consent for Changing Conditions of Consent - 4065 Unity Road - Comments due Sept 11, 2024.

21-614 Resolution from Township of Russell regarding AMCTO Provincial Updates to Municipal Elections Act, dated August 26, 2024.

21-617 Association of Municipalities Ontario AMO Watchfile, dated August 29, 2024.

21-620 Resolution received from City of Brantford regarding Legislative Amendments to Improve Municipal Code of Conduct & Enforcement, dated August 30, 2024.

21-621 Federation of Canadian Municipalities FCM Voice, dated September 3, 2024.

21-622 Association of Municipalities Ontario AMO Watchfile, dated September 5, 2024.

21-623 Notice of Public Meeting- Consent & Minor Variance at 757 Front Road - Meeting is scheduled for September 16 at 530pm in a hybrid format.

21-624 Notice of Public Meeting - Minor Variance at 901 and 915 Alnwick Lane - Meeting scheduled for September 16 at 530p in a hybrid format.

21-625 Notice of Public Meeting- Minor Variance at 509 & 598 Cataraqui Woods Drive - Meeting scheduled for September 16 at 530pm in a hybrid format.

21-626 Resolution received from City of Quinte West regarding AMCTO Provincial Updates to Municipal Elections Act, dated September 5, 2024.

21-627 Notice of Technical Consent to sever new lot - 1442 Garrett Road - Comments due September 24, 2024.