



City of Kingston
Council Meeting
Agenda

2025-11
Tuesday, April 1, 2025
7:00 p.m.
Council Chamber

Council will resolve into the Committee of the Whole "Closed Meeting" at 5:30 p.m., and will reconvene as regular Council at 7 p.m.
Watch live on the [City of Kingston website](#).

Pages

1. **Call Meeting to Order**
2. **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 - Proposed or Pending Acquisition of Federal Property for Municipal Purpose and Related Potential Property Acquisition(s)/Lease(s), and/or Disposal; and
- b. A proposed or pending acquisition or disposition of land by the municipality or local board and a trade secret or scientific, technical, commercial, financial or labour relations information, supplied in confidence to the municipality or local board, which, if disclosed, could reasonably be expected to prejudice significantly the competitive position or interfere significantly with the contractual or other negotiations of a person, group of persons, or organization - Conference Centre.

3. **Report of the Committee of the Whole "Closed Meeting"**
4. **Approval of the Addendum**
5. **Disclosure of Pecuniary Interests**
6. **Presentations**
7. **Delegations**
8. **Petitions**

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9. **Deferred Motions**
10. **Motions of Congratulations, Recognition, Sympathy, Condolences and Speedy Recovery**

11. Report Number 37: Received from the Chief Administrative Officer (Consent)

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

1. Proposed Renaming of a Municipal Road Known as Elk Crescent to Elk Court 15

(Report Number 25-078 from the Commissioner, Growth & Development Services)

(See By-Law Number (1), 2025-121)

That “A By-Law to Approve the Renaming of the Existing Municipal Road from Elk Crescent to Elk Court, City of Kingston, County of Frontenac”, attached as Exhibit B to Report Number 25-078, be presented to Council for all three readings.

2. Noise Agreement for 223 Princess Street 23

(Report Number 25-114 from the Commissioner, Growth & Development Services)

That Council authorize the Mayor and Clerk to execute the Noise Agreement for 223 Princess Street, attached as Exhibit A to Report Number 25-114.

12. Report Number 38: Received from the Chief Administrative Officer (Recommend)

1. Briefing - Feasibility of a Vacant Home Tax Program

Desiree Kennedy, Chief Financial Officer & City Treasurer, will provide introductory remarks and introduce Bruce Peever, Partner, Public Sector Services, KPMG Canada, Anne Lindsay, Senior Manager, Public Sector Advisory Services, KPMG Canada, and Matt McLean, Senior Consultant, Public Sector Advisory Services, KPMG Canada, who will brief Council on Clause 2 of Report Number 38: Received from the Chief Administrative Officer (Recommend) with respect to Feasibility of a Vacant Home Tax Program.

2. Feasibility of a Vacant Home Tax Program

33

(Report Number 25-002 from the Chief Financial Officer & City Treasurer)

That Council receive the consultant report providing a comprehensive assessment, including recommendation, of the feasibility and affordability of implementing a residential Vacant Home Tax in the City of Kingston, attached as Exhibit A to Report Number 25-002; and

That no further steps be taken to implement a Vacant Homes Tax program for the City of Kingston.

3. Annual Update on Family Physician Recruitment

116

(Report Number 25-119 from the Director, Office of Strategy, Innovation & Partnerships)

That Council approve the allocation of up to \$600,000 from the Working Fund Reserve to support the continued delivery of the Kingston Family Physician Recruitment Program and Clinic Grant Program; and

That Council direct staff to apply for funding opportunities for projects that support the recruitment of family physicians; and

That the Mayor and Clerk be authorized to execute return for service agreements and Clinic Grant Agreements with family physicians and clinics as part of the City's family physician programs in a form satisfactory to the Director of Legal Services.

4. Delegated Authority for Contracting for Shelter Services

124

(Report Number 25-121 from the Chief Administrative Officer)

That Council delegate authority to the Chief Administrative Officer, Chief Financial Officer or their delegates to proceed directly to the non-standard procurement method identified in By-Law Number 2022-154, A By-Law to Establish a Procurement Policy for the City of Kingston, to

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award contracts, as necessary to renovate and operate future homeless shelter sites, based on future property acquisitions up to \$6.2M to be funded from the 2025 approved capital budget and Community Benefit Fund of \$280,000; and

That Council approve a budget amendment of \$280,000 for renovations and improvements to future homeless shelter sites funded from the Community Benefit Fund.

13. Report Number 39: Received from the Chief Administrative Officer (Consider)

1. Options Report for the Highway 15 Roundabout

130

(Report Number 25-115 from the Commissioner, Growth & Development Services)

Option 1:

That Council approve an additional \$1,426,440 for project code PLD – Riverview Shores Roundabout in order for a roundabout to be constructed as part of the subdivision for 998 Highway 15 that meets all City design standards and guidelines, with funding of \$659,443 from the Development Charges Reserve Fund and the remainder from the Municipal Capital Reserve Fund; and

That the Notice of Decision of Application for Approval of Draft Plan of Subdivision for 998 Highway 15 (D35-002-2021) be amended as follows:

1. By deleting condition 10(b)

Or

Option 2:

That Council approve the transportation infrastructure to be constructed at the intersection of Summer Valley Terrace and Highway 15 to be a signalized intersection; and

That Council authorize the Manager, Development Engineering, to approve any Off-Site Works Agreement related to the construction of transportation infrastructure at the intersection of Summer Valley Terrace and Highway 15, in a form satisfactory to the Director of Legal Services or their designate; and

That the Notice of Decision of Application for Approval of Draft Plan of Subdivision for 998 Highway 15 (D35-002-2021) be amended as follows:

1. By deleting condition 10(b) and replacing it with “(b) The Owner shall enter into an Off-Site Works Agreement for the construction of a signalized intersection at 998 Hwy 15 to the satisfaction of the City. Prior to the issuance of the Preliminary Certificate of Approval of the Works, the Owner shall complete all works as soon as reasonably possible and in accordance with the executed Off-Site Works Agreement”; and

That the Mayor and Clerk be authorized to execute an Off-Site Works Agreement with the developers of the Riverview Shores Subdivision (D35-002-2021) to capture the final design and construction of a signalized intersection, including adherence to the City of Kingston Access Management Guidelines, alignment with good access

management practice for an arterial roadway and appropriate cost sharing elements; and

That staff review the existing signalized intersection design to provide maximum use of dedicated turning lanes for additional queuing; and

That any remaining funds in project code PLD – Riverview Shores Roundabout after final invoices are paid be returned to municipal reserve funds and earmarked for future infrastructure projects within the Pittsburgh District to include the implementation of roundabouts, where feasible.

14. Report Number 40: Received from Kingston Heritage Properties Committee

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

1. Notice of Intention to Designate under the Ontario Heritage Act - 560 King Street West (Kingston Penitentiary)

140

(Exhibits A & B to Report Number HP-25-007)

That Council direct staff to serve a Notice of Intention to Designate the property located at 560 King Street West, known as Kingston Penitentiary, as a property of cultural heritage value or interest pursuant to Section 29 of the Ontario Heritage Act, attached as Exhibit A to Report Number HP-25-007; and

That should no Notice of Objection be received by the Clerk of The Corporation of the City of Kingston within thirty (30) days of the publication of the Notice of Intention to Designate, the Designation By-Law for 560 King Street West, known as Kingston Penitentiary, attached as Exhibit B to Report Number HP-25-007, be presented to Council for all three readings, and that staff be directed to carry out the requirements as prescribed under Section 29(8) of the Act.

15. Report Number 41: Received from the Integrity Commissioner

1. 2024 Annual Report of the Integrity Commissioner

158

That Council receive the 2024 Annual Report of the Integrity Commissioner for The Corporation of the City of Kingston, submitted by Aird & Berlis LLP.

16. Committee of the Whole

17. Information Reports

1. Briefing - Kingston Police Service Board Quarterly Operating Budget Status Report as at December 31, 2024

Chief Scott Fraser, Scarlet Eyles, Director of Finance, Kingston Police, and Jarrod Stearns, Board Chair, Kingston Police Service Board, will brief Council on Information Report Number 2 with respect to Kingston Police Service Board Quarterly Operating Budget Status Report as at December 31, 2024.

2. Kingston Police Service Board Quarterly Operating Budget Status Report as at December 31, 2024 163

(Report Number 25-105 from the Chief Financial Officer & City Treasurer)

The purpose of this report is to provide Council with the Kingston Police Service Board financial status report as at December 31, 2024.

3. Head of Council Vacancy 173

(Report Number 25-116 from the City Clerk)

The purpose of this report is to provide Council with procedural information with respect to Deputy Mayor coverage during the federal election campaign period and any potential Head of Council (Mayor) vacancy.

18. Information Reports from Members of Council

1. March 2025 Federation of Canadian Municipalities Board (FCM) Meeting Update 177

(Report Number 25-118 from Councillor Glenn)

The purpose of this report is to provide Council with an update on the Federation of Canadian Municipalities March Board meeting.

19. Miscellaneous Business

Miscellaneous Business Items are voted on as one motion.

Moved by: Councillor Hassan

Seconded by: Councillor Ridge

1. Supporting Families of Workplace Tragedy Day - Proclamation 181

That as requested by Wiebke Wilkens, Kingston Partners for Safe Communities, City Council proclaim May 3, 2025 as “Supporting Families of Workplace Tragedy Day” in the City of Kingston.

2. **Philippines Independence Day - Proclamation** 183

That as requested by Rechell Bernales, Filipino-Canadian Community of Kingston, City Council proclaim June 14, 2025 as “Philippines Independence Day” in the City of Kingston.

3. **Loyalist Day - Proclamation** 185

That as requested by Anne Redish, Kingston and District Branch, UELAC, City Council proclaim June 12, 2025 as “Loyalist Day” in the City of Kingston.

4. **Homecraft Brew & Wine Supplies Inc. - Municipally Significant Event** 187

That as requested by Emma Sulley, Homecraft Brew & Wine Supplies Inc., Council designate the event scheduled for June 6, 2025 from 6:00 pm - 8:00 pm, as an event of municipal significance, to which a Special Occasion Permit may be issued by the Alcohol and Gaming Commission of Ontario.

20. **New Motions**

1. **City Distribution of Canadian Flags**

Moved by: Councillor Tozzo

Seconded by: Councillor Hassan

Whereas the Maple Leaf flag was officially proclaimed the flag of Canada by Queen Elizabeth II in 1965, replacing the Canadian Red Ensign; and

Whereas the two people credited as the co-creators of the Canadian flag have direct connections to Kingston: John Matheson was a long-time Kingston resident, and Dr. George Stanley, also a Kingston resident and an active member of civic life in Kingston during his time as Dean of Arts with Royal Military College; and

Whereas the Canadian flag is a powerful symbol of national unity, pride, and shared values, representing a country that embraces diversity, inclusivity, and a strong sense of community; and

Whereas Kingston residents and Canadians are showing an increased interest in displays of support for our country;

Therefore Be It Resolved That Council direct staff to source, distribute and communicate to Kingston residents the availability of free of charge Canadian flags; and

That funding required for this program be absorbed within the 2025 operating budget, to a maximum of \$10,000.

2. Memorial Centre Future Visioning

Moved by: Councillor Cinanni

Seconded by: Councillor Tozzo

Whereas the Memorial Centre has been a critical community asset for decades which has evolved over time to meet community needs; and

Whereas City Council has identified the redevelopment of the Memorial Centre property as a priority within its 2023-2026 Strategic Plan; and

Whereas a recent proposal for a multi sports stadium at the Memorial Centre site raised several, and at times competing community concerns, related to past, current and future uses of the property;

Therefore Be It Resolved That Council direct staff to report back by Q3 2025 with a list of criteria, guided by prior Council direction(s) and plans, and taking into consideration recent community feedback, to guide the future visioning for the Memorial Centre.

3. Strengthening Property Standards for Driveway and Surface Repairs

Moved by: Councillor Stephen

Seconded by: Councillor Hassan

Whereas poorly maintained driveways and parking lots contribute to vehicle damage, including tire punctures, wheel misalignment, and suspension issues, increasing maintenance costs for residents and businesses and creating unnecessary financial burdens; and

Whereas the City of Kingston has established minimum property standards through its Property Standards By-Law to ensure the maintenance and safety of private properties; and

Whereas potholes and deteriorating driveways on private property, including commercial and residential properties, have been a recurring issue requiring repeated enforcement interventions; and

Whereas some property owners are engaging in a pattern of minimal compliance, performing only temporary or insufficient repairs rather than properly maintaining their driveways and surfaces; and

Whereas property owners frequently wait to receive a free Notice of Violation before taking action, delaying compliance until the City escalates enforcement to an Order to Remedy, which extends the timeline for repairs and increases administrative burdens; and

Whereas the City has enacted a \$150 fee for issuing a Order of Remedy when a property owner fails to comply with an initial Notice of Violation, serving as an initial deterrent against inaction and encouraging timely

compliance;

Therefore Be It Resolved That Council direct staff to review and report back to the Administrative Policies Committee, by the end of Q3 2025, on amendments to the *Property Standards By-Law* to require that any surface repair to driveways, parking lots and walkways be consistent with the original material; and

That Council direct staff to amend the City's *By-Law Enforcement Policy* to provide that when a pothole or deteriorating driveway contravenes the *Property Standards By-Law*, an officer will generally require the person to repair the contravention within 14 days after being served with the order to repair.

21. Notices of Motion

22. Minutes

Distributed to all Members of Council on March 28, 2025.

That the minutes of Special City Council Meeting Number 2025-09, held Tuesday, March 18, 2025 and regular City Council Meeting Number 2025-10, held Tuesday, March 18, 2024, be confirmed.

23. Communications Package

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Communications received and distributed between March 11, 2025 and March 25, 2025.

24. Other Business

25. By-Laws

That By-Law Numbers (1) through (3) be given their first and second reading.

That By-Law Numbers (1) through (3) be given third reading.

1. A By-Law to Approve the Renaming of the Existing Municipal Road from Elk Crescent to Elk Court

A By-Law to Approve the Renaming of the Existing Municipal Road from Elk Crescent to Elk Court, City of Kingston, County of Frontenac

Three Readings

Proposed By-Law Number 2025-121

(Clause 1, Report Number 37)

2. A By-Law to Exempt Certain Lands on Registered Plan 13M-141 from the Provisions of Subsection 50(5) of the Planning Act - 1067, 1073, 1079, 1081, 1087 and 1089 Barrow Avenue

A By-Law to Exempt Certain Lands on Registered Plan 13M-141 from the Provisions of Subsection 50(5) of the Planning Act, R.S.O. 1990, Chapter P.13, as amended (Lots 32, 35, 38, 39, 42, and 43 on Registered Plan 13M-141, municipally known as 1067, 1073, 1079, 1081, 1087, and 1089 Barrow Avenue, for the purpose of establishing easements for utility, maintenance, and rear yard access)

Three Readings

Proposed By-Law Number 2025-122

(Delegated Authority)

3. A By-Law to confirm the proceedings of Council at its meeting held on Tuesday, April 1, 2025

A By-Law to confirm the proceedings of Council at its meeting held on Tuesday, April 1, 2025

Three Readings

Proposed By-Law Number 2025-123

(City Council Meeting Number 2025-11)

26. Adjournment

That Council do now adjourn.



**City of Kingston
Report to Council
Report Number 25-078**

To: Mayor and Members of Council
From: Paige Agnew, Commissioner, Growth & Development Services
Resource Staff: Tim Park, Director, Planning Services
Date of Meeting: April 1, 2025
Subject: Proposed Renaming of a Municipal Road Known as Elk Crescent to Elk Court

Council Strategic Plan Alignment:

Theme: 3. Build an Active and Connected Community

Goal: See above

Executive Summary:

Elk Crescent was approved and constructed through the Ridgewood Estates subdivision in the 1970s. Residents on Elk Crescent assumed the road was named 'Elk Court' rather than 'Elk Crescent' due to incorrect references in other government addressing systems. The form of the existing road conforms with the description of a court, rather than a crescent, under Schedule "B" within "A By-Law to Direct the Orderly Addressing of Buildings and Properties and Appropriate Naming of Roads Within the City of Kingston" (By-Law Number 2005-98). This proposal seeks to correct a historical error and rename the municipal road from Elk Crescent to Elk Court to ensure the safety of residents and compliance with By-Law Number 2005-98.

The by-law is being recommended to Council for all three readings to ensure that the municipal road may be renamed in an efficient manner for emergency service provision and the safety of residents.

April 1, 2025

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Recommendation:

That “A By-Law to Approve the Renaming of the Existing Municipal Road from Elk Crescent to Elk Court, City of Kingston, County of Frontenac”, attached as Exhibit B to Report Number 25-078, be presented to Council for all three readings.

April 1, 2025

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Authorizing Signatures:

p.p.

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 & Emergency Services Not required

David Fell, President & CEO, Utilities Kingston Not required

Desirée Kennedy, Chief Financial Officer & City Treasurer

Ian Semple, Acting Commissioner, Transportation & Infrastructure Services

April 1, 2025

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Options/Discussion:

Background

Elk Crescent was approved and constructed through the Ridgewood Estates subdivision in the 1970s. However, residents on Elk Crescent notified the City that inconsistent road suffixes were in use for the existing municipal road. Residents on Elk Crescent assumed the road was named Elk Court rather than Elk Crescent due to incorrect references in other government addressing systems, including the Ontario Land Registry, which referred to the road as Elk Court.

The form of the existing road conforms with the description of a court, rather than a crescent, under Schedule “B” within “A By-Law to Direct the Orderly Addressing of Buildings and Properties and Appropriate Naming of Roads Within the City of Kingston” (By-Law Number 2005-98). The existing road name was assigned in the 1970s and an improper road suffix was assigned at that time. This proposal seeks to correct the historical error and rename the municipal road from Elk Crescent to Elk Court to ensure the safety of residents and compliance with By-Law Number 2005-98.

By-Law Number 2005-98

By-Law Number 2005-98 has provisions which govern road naming within the City. The by-law states that proposed road names should not duplicate existing road names in the City and should be pleasant sounding, easily recognizable, and capable of clear pronunciation. The by-law also provides road naming conventions under Schedule “B” which describe road suffixes used within the City of Kingston. Under Schedule “B”, a court is described as “a throughfare that dead ends or forms a cul-de-sac”, and a crescent is described as “a short throughfare that begins and ends on the same street”. The existing road at Elk Crescent has the form of a court, and as such Elk Crescent would be more appropriately named Elk Court to comply with By-Law Number 2005-98.

Staff have consulted with emergency service providers, and they have verified that there are no concerns with renaming the road from Elk Crescent to Elk Court. As such, renaming the municipal road from Elk Crescent to Elk Court is appropriate and is consistent with By-Law Number 2005-98 and emergency service requirements.

Road Name Impacts

There are six residential lots located along the municipal road known as Elk Crescent. The proposed road renaming would impact the owners and (if applicable) tenants of these six homes. The property owners and tenants have been notified of the proposed road renaming, and there have been zero pieces of public correspondence received at the time this report was written. Emergency services providers were also consulted regarding the road name change and have confirmed that the renaming of Elk Crescent to Elk Court will not have an impact on emergency service delivery.

Signage

The current signage references “Elk Crescent”. A new road name sign will need to be installed referencing ‘Elk Court’. The proposed road renaming is being initiated by the City, and the City will be responsible for the cost of the replacement municipal road signage.

Notice

The City’s Public Notice Policy sets out the minimum notice requirements for road renaming within the municipality. Notice is required to be published in the newspaper and the City of Kingston website two weeks prior to the Committee or Council meeting at which the matter is being considered. A notice of intention to rename Elk Crescent to Elk Court was published in the Whig Standard newspaper and on the City of Kingston website on March 18, 2025. At the time of writing this report, there were no concerns raised by the public in opposition to the road name change.

Existing Policy/By-Law

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

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

Notice Provisions

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

Financial Considerations

The City will be responsible for the costs of road signage replacement. There are sufficient funds within approved budgets to cover these costs.

Contacts:

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

Sarah Oldenburger, Planner, Planning Services, 613-546-4291 extension 3288

Other City of Kingston Staff Consulted:

John King, Supervisor, Public Works

April 1, 2025

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Exhibits Attached:


Exhibit A Key Map

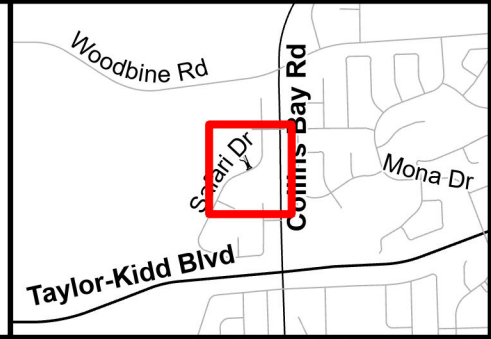
Exhibit B A By-Law to Approve the Renaming of the Existing Municipal Road from Elk Crescent to Elk Court, City of Kingston, County of Frontenac



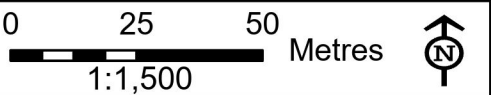
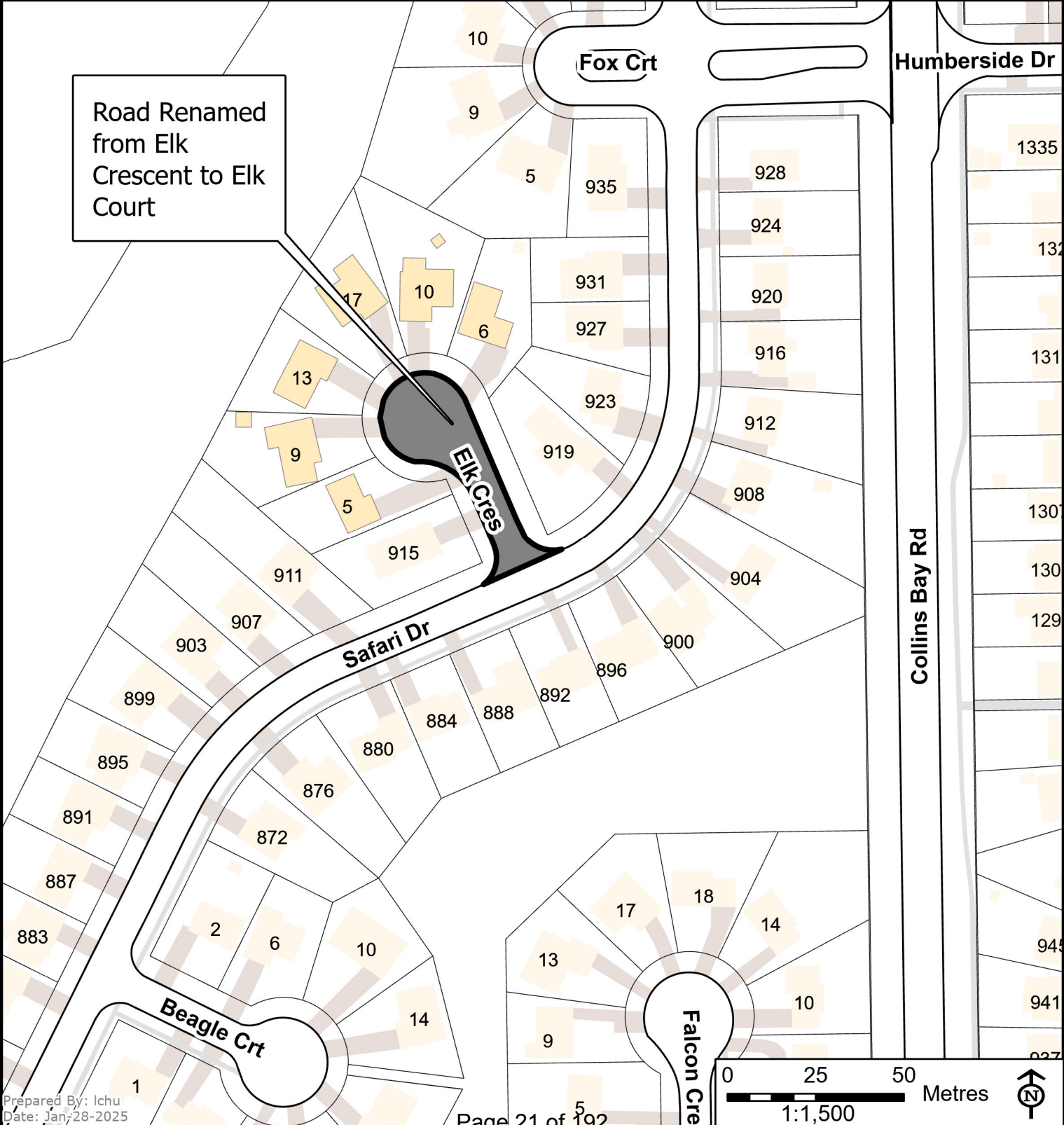
Civic Addressing Key Map - Road Renaming

Addresses: 5, 6, 9, 10, 13, 17 Elk Crescent
File Number: D20-022-2025

 Subject Road to be Renamed from Elk Crescent to Elk Court



Road Renamed from Elk Crescent to Elk Court



By-Law Number 25-078

A By-Law to Approve the Renaming of the Existing Municipal Road from Elk Crescent to Elk Court, City of Kingston, County of Frontenac

Passed: April 1, 2025

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

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

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

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

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

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

1. That the municipal road shown as Elk Crescent, as shown on Schedule “A” attached to and forming part of this by-law, be renamed to Elk Court; and
2. This by-law shall come into force and take effect on the date of its passing.

Given all Three Readings and Passed: April 1, 2025.

Janet Jaynes
City Clerk

Bryan Paterson
Mayor



**City of Kingston
Report to Council
Report Number 25-114**

To: Mayor and Members of Council
From: Paige Agnew, Commissioner, Growth & Development Services
Resource Staff: Tim Park, Director, Planning Services
Date of Meeting: April 1, 2025
Subject: Noise Agreement for 223 Princess Street

Council Strategic Plan Alignment:

Theme: 1. Support Housing Affordability

Goal: 1.1 Promote increased supply and affordability of housing.

Executive Summary:

The developers of 223 Princess Street are required to completed noise mitigation on the Corus Building at 170 Queen that abuts their property. Recent developments with Corus Entertainment have caused operations at the Corus building to cease.

Based on this, the noise mitigation at 170 Queen may no longer be required. An agreement has been drafted to extend the developers obligation until there is more certainty around the adjacent property.

Recommendation:

That Council authorize the Mayor and Clerk to execute the Noise Agreement for 223 Princess Street, attached as Exhibit A to Report Number 25-114.

April 1, 2024

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Authorizing Signatures:

p.p.

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 & Emergency Services	Not required
David Fell, President & CEO, Utilities Kingston	Not required
Desirée Kennedy, Chief Financial Officer & City Treasurer	Not required
Ian Semple, Acting Commissioner, Transportation & Infrastructure Services	Not required

Discussion:

Background

The development at 223 Princess Street underwent site plan approval in January of 2023. As part of this process a noise study was conducted by JJ Acoustics which indicated difficulties mitigating noise to a class 1 level described in the NPC-300. Due to this a Class 4 designation was proposed for the property along with at source mitigation including the replacement and relocation of rooftop HVAC units and the installation of noise dampening blankets. This Class 4 designation was approved by Council and a noise agreement was executed between the developers of 223 Princess Street and Corus Entertainment to allow access to replace the units.

Recent developments with Corus Entertainment have caused the closure of their 170 Queen Street property, this has come with the cease of operation of the HVAC units with uncertainty of their future use. As such the developer of 223 Princess Street has requested that they be released of their obligation for mitigating for noise, after discussions with the developer an agreement to extend the timeline for their mitigation was proposed instead that would extend their timeline to complete the mitigation to allow the situation at 170 Queen to solidify.

A noise agreement, attached as Exhibit A, was developed in conjunction with legal services provided by Cunningham Swan Lawyers.

Analysis

The noise mitigation that is proposed at 170 Queen Street is a significant expense on the developers of 223 Princess Street, with the uncertainty around the future form of 170 Queen Street there is the possibility that the mitigation would be installed, and either be replaced or no longer required in a future configuration. The agreement was drafted to allow the developer an initial two-year term, with three one-year extensions for a possible maximum of up to five years, in which a "Change Event" may occur. A Change Event is described as a development of the property that would require the replacement of the HVAC units or the demolition of the existing building. If a change event occurs the developer would no longer be required to mitigate against 170 Queen and would be released of their obligations for noise mitigation.

If, within the terms of the agreement, the building is used in a configuration that would not require the replacement or relocation of the HVAC units or the term of the agreement is to end without a Change Event occurring the developer will be required to complete the mitigation on the property as described in the noise agreement completed by JJ Acoustics. In order to ensure the completion of the work a security will be required in the form of cash, letter of credit, or surety bond for the total cost of the work as described in an engineers cost estimate provided by the developers engineer. If an extension of the agreement were to occur the security would be updated to current costs at that time.

The execution of this agreement will not release the developer of their obligations for noise mitigation unless certain conditions are met and will not supersede the previously executed noise mitigation agreement.

Report to Council Report Number 25-114

April 1, 2024

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Contacts:

Garret Hoegi, Manager, Development Engineering Planning Services, 613-546-4291 extension 3294

Other City of Kingston Staff Consulted:

None

Exhibits Attached:

Exhibit A – Noise Agreement

Agreement

This Agreement made in **Duplicate** on the ____ day of _____,
2025.

Between:

IN8 (The Capitol) Developments Inc.

Hereinafter referred to as the "**Owner**"

Of The First Part

- and -

The Corporation of The City of Kingston

Hereinafter referred to as the "**City**"

Of The Second Part

Whereas the Owner is the registered owner of the property known municipally as 223 Princess Street, Kingston, Ontario as legally described in Schedule "A" of this Agreement (the "**Property**");

And Whereas the Property is adjacent to the property municipally known as 170 Queen Street, Kingston, Ontario, and legally described on Schedule "B" of this Agreement (the "**Corus Property**");

And Whereas the registered owner of the Corus Property is 591987 B.C. LTD ("**Corus**");

And Whereas the Owner has made an application to the City for permission to develop the Property and the Council of The Corporation of the City of Kingston has approved plans for development of the Property, subject to the Owner entering into a Site Plan Control Agreement with the City;

And Whereas the Owner retained JJ Acoustic Engineering Ltd. to conduct a Stationary Noise Impact Study; **(the “Noise Study”)**, in order to ensure that the development will comply with the Ministry of the Environment, Conservation and Parks Noise Guideline – Stationary and Transportation Sources – Approval and Planning **(“NPC-300”)**;

And Whereas 223 Princess St. is designated a Class 4 Area by the City of Kingston, pursuant to NPC-300;

And Whereas stationary noise sources affecting the Property include eight Heating, Ventilation and Air Conditioning (“HVAC”) units located on the roof of the building on the Corus Property.;

And Whereas the Owner has entered into a Site Plan Control Agreement with the City (the **“Site Plan Control Agreement”**);

And Whereas as a condition of the Site Plan Control Agreement, the Owner entered into an agreement with Corus regarding noise mitigation measures to be installed on the Corus Property, which agreement was executed September 1, 2022 (the **“Noise Mitigation Agreement”**) and is attached hereto as Schedule “C” and incorporated by reference;

And Whereas per the Noise Mitigation Agreement, Corus has agreed to permit the Owner to replace, at the Owner’s sole expense, the existing eight (8) HVAC units on the Corus Property with new HVAC units, in order to ensure that the Owner’s proposed development will comply with the applicable Class 4 requirements of NPC-300;

And Whereas the City deems it necessary to further clarify the obligations of the Owner with respect to the installation of noise mitigation measures on the Corus Property;

Now Therefore This Agreement Witnesseth that in consideration of the mutual covenants herein contained and other good and valuable consideration,

the sufficiency of which is acknowledged, the parties agree with each other as follows:

Owner's Obligations

- 1) The Owner covenants and agrees with the City that if the building on the Corus Property has not been demolished within two (2) years of the date of execution of this Agreement, then the Owner shall remove and replace the eight (8) HVAC units located on the roof of the building on the Corus Property at the Owner's sole expense, in accordance with the Noise Mitigation Agreement. The Owner acknowledges it is responsible for the full cost of the removal and replacement, regardless of whether the cost exceeds the value of the financial security held by the City under this Agreement.
- 2) If the Corus Property is demolished within two (2) years of the date of execution of this agreement, or if the use is modified and the extent of the modification requires Corus to install new HVAC systems on the Corus Property as a condition of the redevelopment, (either of these events a "**Change Event**") the Owner shall not have any obligations with respect to the Corus Property and the City will not require the Owner to install HVAC units on the Corus Property. Any security held by the City under this Agreement will be returned to the Owner, without interest, upon the occurrence of a Change Event.
- 3) As financial security for the performance of the Owner's obligations under this Agreement, the Owner shall, upon execution of this Agreement, deposit with the Treasurer of the City cash, certified cheque, irrevocable letter of credit, or surety bond for the full cost of the new HVAC system as determined by the Owners engineer in a form satisfactory to the City in accordance with this Agreement; provided that the City shall not draw down on the financial security unless the Owner is in default in the performance of an obligation, term, covenant or condition under this Agreement and such default continues for more than seven (7) days after the City delivers written notice to the Owner requiring the Owner to remedy the default.
- 4) If at the expiration of the term of two (2) years following the execution of this agreement, the Corus Property has not undergone a Change Event

and the Owner has not installed an HVAC system in accordance with the Noise Study, the Owner shall be in default of this Agreement. The Owner acknowledges and agrees that in the event of default under this Agreement, the City shall retain the full amount of the security, and without further notice to the Owner, shall remove and replace the eight (8) HVAC units located on the roof of the building on the Corus Property in accordance with the Noise Mitigation Agreement. The City shall charge the Owner an additional 20% of the amount spent by the City to replace the HVAC units in the event of a default under this Agreement. The Owner acknowledges and agrees that the costs to replace the HVAC units may exceed the value of the security held by the City and agrees that its liability to reimburse the City for its costs is not limited to the amount of security held by the City.

- 5) The City may, in its sole and absolute discretion, agree to extend the two-year term in paragraph four (4) above, by a period of one (1) year, upon receiving a request in writing by the Owner delivered no less than 30 days before the expiry of the term. This extension may be granted by the City a maximum of three (3) times. If the City agrees to extend the term, the Owner shall be obligated to, within 30 days, provide the City an updated estimate of costs of the works certified by a Professional Engineer. If the updated estimated cost exceeds the value of securities provided under paragraph three (3) above, the Owner shall forthwith deposit with the Treasurer of the City cash, certified cheque or an irrevocable letter of credit in the amount of the additional estimated cost in consideration for extending the term.
- 6) A charge made by the City to the Owner under paragraph four (4) above shall be paid within thirty (30) days of the City's invoice or demand for payment to the Owner, failing which the Owner shall be in default under this agreement and shall continue in default until payment plus all accrued interest is made in full.
- 7) Interest shall be paid by the Owner on all overdue amounts at the same rate per annum and calculated in the same manner as the City charges on overdue municipal taxes and any payments received shall be applied first on account of accumulated interest and then on the outstanding amount.

- 8) Upon completion of all works and facilities and prior to the release of any securities, the Owner shall deliver to the City the certificate of a consulting engineer licensed under the *Professional Engineers Act* (Ontario) confirming that all works and facilities have been installed in accordance with this Agreement.
- 9) The Owner hereby grants to the City, its servants and contractors, a licence to enter the Owner's Lands during normal operating hours for the purpose of inspecting the works and facilities and to perform any work arising from or the result of any default by the Owner under this Agreement.

General Terms

- 10) Any dispute between the parties with respect to this Agreement shall, at the request of a party, be submitted to arbitration pursuant to the Ontario *Arbitrations Act 1991* and the decision of the arbitrator or, if more than one, the decision of a majority shall be final and binding on the parties.
- 11) Each party shall pay its own costs of the arbitration and shall share equally the costs of the arbitrator(s).
- 12) The Owner agrees that if any section, clause or provision of this Agreement, is for any reason declared by a Court of competent jurisdiction to be invalid the same shall not affect the validity of the Agreement as a whole or any part thereof, other than the section, clause, or provision so declared to be invalid and it is hereby declared to be the intention that all the remaining sections, clauses or provisions of this Agreement shall remain in full force and effect, notwithstanding that one or more provisions thereof shall be declared to be invalid.
- 13) This Agreement shall enure to and be binding upon the parties hereto, and their respective successors and assigns.

In Witness Whereof the parties hereto have by the hands and seals executed this agreement as of the first date set out above.

Signed, Sealed and Delivered:

IN8 (The Capitol) Developments Inc.

per _____ DATE

per _____ DATE

(we have authority to bind the corporation)

The Corporation of the City of Kingston

per _____ DATE

Mayor

per _____ DATE

City Clerk



**City of Kingston
Report to Council
Report Number 25-002**

To: Mayor and Members of Council
From: Desirée Kennedy, Chief Financial Officer & City Treasurer
Resource Staff: Lana Foulds, Director, Financial Services
Jeff Walker, Manager, Taxation & Revenue
Date of Meeting: April 1, 2025
Subject: Feasibility of a Vacant Home Tax Program

Council Strategic Plan Alignment:

Theme: Financial measures/budget

Goal: See above

Executive Summary:

One of the initiatives of Ontario's Fair Housing Plan was legislation that empowers municipalities to implement a Vacant Home Tax (VHT) within their jurisdictions to encourage property owners to either sell unoccupied housing units or begin renting them, to increase the supply and affordability of housing. A VHT is an additional charge that is levied against any qualifying vacant property in a municipality. What constitutes a property as being classified as "Vacant" is determined by the rules and parameters established by the municipality.

This report is in response to Council's direction to engage a consultant to review the feasibility and affordability of implementing a tax on vacant residential units for the Kingston market. The consultant was tasked with identifying the potential number of vacant housing units that may be subject to the vacant homes tax, estimating startup and ongoing costs to implement and maintain a VHT program, determining the program's anticipated impact on increasing secondary rental housing and enhancing affordability, and recommending potential next steps.

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The consultant's report is attached as Exhibit A to Report Number 25-002. This report summarizes the consultant report's findings. After evaluating the potential risks, the expected number of housing units that could be returned to the market, the significant investment required to design, implement, and manage a VHT program, and the potential risks inherent in the financial projections, staff do not recommend moving forward with the implementation of a VHT program for the City of Kingston.

Recommendations:

That Council receive the consultant report providing a comprehensive assessment, including recommendation, of the feasibility and affordability of implementing a residential Vacant Home Tax in the City of Kingston, attached as Exhibit A to Report Number 25-002; and

That no further steps be taken to implement a Vacant Homes Tax program for the City of Kingston.

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Authorizing Signatures:

ORIGINAL SIGNED BY CHIEF

FINANCIAL OFFICER & CITY TREASURER

**Desiree Kennedy, Chief
Financial Officer & City
Treasurer**

ORIGINAL SIGNED BY CHIEF

ADMINISTRATIVE OFFICER

**Lanie Hurdle, Chief
Administrative Officer**

Consultation with the following Members of the Corporate Management Team:

Paige Agnew, Commissioner, Growth & Development Services

Jennifer Campbell, Commissioner, Community Services Not required

Neil Carbone, Commissioner, Corporate & Emergency Services Not required

David Fell, President & CEO, Utilities Kingston Not required

Ian Semple, Acting Commissioner, Transportation & Infrastructure Services Not required

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Options/Discussion:**Background**

As part of [Report Number 23-193](#), staff provided preliminary information on a Vacant Home Tax (VHT) program. The report included background information on the VHT program requirements, considerations for designing a VHT program, as well as an analysis of best practices. The report recommendation included direction to staff to engage a consultant to review the viability of a VHT program in the City of Kingston.

The consultant report, prepared by KPMG, is attached as Exhibit A to Report Number 25-002, and provides a detailed review of the feasibility of implementing a VHT program in the City of Kingston.

Vacant homes impact the limited availability of housing inventory in the housing markets. In turn, this has led to rising housing prices, affordability challenges, and other social and economic consequences. As of March 2024, municipalities in Ontario have had the ability to impose a VHT in their municipality. The main concept of a VHT is to impose a fee on owners of residential properties where the home has been declared or deemed to be “vacant”. The amount owing each year is determined by multiplying the assessed value of the home (determined by MPAC) by the VHT rate (set by Council). This additional cost is intended to encourage property owners to sell or rent their unoccupied homes. Municipalities that decide to implement a VHT are provided a Provincial Policy Framework to guide the program implementation. The framework ensures the program implementation includes common elements such as a definition of vacancy, recommended exemptions, tax rates, tax collection and administration, appeals and dispute resolution, public consultation, and annual reporting.

Currently, five single-tier Ontario municipalities have implemented a VHT program: Toronto, Ottawa, Hamilton, Sault Ste. Marie, and Windsor. The consultant's report, attached as Exhibit A, provides a comparison of the similarities and differences between the five municipal programs. While the programs share a number of common program elements, including the definition for a vacant property and exemption criteria, they differ in their methods for identifying vacant units, as well as the VHT rates being applied to the assessed value of a vacant home.

Analysis**KPMG Vacant Homes Tax (VHT) Program Feasibility Study**

KPMG's review process involved an analysis of the following elements:

1. Project overview
2. VHT background
3. Current housing market conditions
4. Benchmarking comparators

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5. Policy consideration
6. Financial modelling
7. High-level implementation plan
8. Next steps
9. A detailed summary of competitor municipalities

A summary of key information and highlights from the report is provided below.

Objectives of a Vacant Homes Tax

While the revenue generated from a VHT could be used to strategically invest in other municipal initiatives, such as affordable housing, the primary objective of the program is to motivate change in behaviour of property owners that would result in vacant units being available for occupancy. Owners may be encouraged to either sell or rent underutilized properties.

Policy Considerations

Municipalities need to address several policy considerations when implementing a VHT to ensure that the tax is effective at meeting its objectives. The program elements as described below form the basis upon which a by-law would be prepared to implement a VHT program.

- Definition of “Vacant”

As per Ontario legislation, a VHT by-law must contain a defined condition of vacancy that, if met, makes a unit subject to the tax. Municipalities that have implemented a VHT in Ontario have used a common definition of vacant as “any residential unit unoccupied for more than 183 days (six months) in a taxation year”.

- Exemptions

Municipalities must also determine any exemptions to the definition of a vacant unit. The Province has provided a list of recommended exemptions for municipalities to consider in a VHT program. Examples of exemptions for a vacant unit could include:

- Principal residences
- Properties that are rented out by a tenant for six months of a year
- Properties owned by a registered property owner who has died in the applicable tax year
- Properties owned by a registered property owner who is in care, for example hospitalized
- Ownership of the property was transferred in the tax year
- A seasonal property
- The property is undergoing major redevelopment or renovations

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Identification of Vacant Homes – Declaration Requirements

Three different methods have been used by municipalities in Ontario for residents to declare if a property is vacant. These three methods are:

- Mandatory self-declaration

Self-declaring a vacant home is a formal acknowledgment via the property owner of whether their home is occupied or vacant. Residents self-declare the status of their property, typically by filling out a form or submitting a statement to the municipality indicating whether their home is occupied or vacant. If the property is vacant, this declaration may require them to provide additional information, such as the duration of the vacancy and reasons for the vacancy. All residents within the municipality would need to submit a declaration, whether or not the property is occupied.

A self-declaration system promotes transparency among property owners, allowing municipalities to gather detailed information about vacant properties. However, it can be administratively burdensome both on residents and the municipality.

- Declaration by exemption

Declaration by exemption is a subset of self-declaration and means that only homeowners of properties that are considered vacant are required to actively declare this status. All other properties are assumed to be occupied by default but may be subject to audits and compliance checks to verify occupancy. This approach minimizes the administrative burden on the municipality by reducing unnecessary paperwork for occupied properties.

Declaration by exemption relies heavily on property owners of vacant homes to properly declare their property as vacant. This method requires a strong compliance and audit process to identify undeclared vacant properties. However, even with such measures, some unoccupied properties could still go undeclared and avoid the VHT.

- Complaint or tip-based

A complaint or tip regarding vacant homes can take various forms, depending on the specific concerns or observations of the individual. However, a complaint or tip is usually by the action of a resident who is not the owner of the potential vacant home. For example, residents can tip the local authorities about vacant homes that may not have been declared. This method minimizes administrative burden as declarations are only initiated when a complaint or tip is received.

The complaint or tip-based method relies on community reporting which can be inconsistent or biased, potentially leading to incorrect reporting or unfair application of the VHT.

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VHT Rate and Estimated Revenues

Municipal VHT programs currently in place in Ontario vary in the tax rate being applied to vacant properties. Tax rates range from 1% of the assessed value of the property for programs in Ottawa and Hamilton, 3% for properties in Toronto and Windsor, and 4% for Sault Ste. Marie. The City will need to assess whether a higher or lower rate would best suit the goals of a VHT program, balancing higher tax revenues and possibly a greater deterrent effect at a higher rate like 3% with a more palatable and less burdensome approach with a 1% rate.

The City of Kingston's average 2024 residential property tax rate was 1.429446%. An average residential property valued at \$328,099 had a property tax bill, including municipal and education levies, of \$4,690. An additional VHT rate would increase the annual property tax levied against a qualifying vacant residential property as follows:

In 2024 a residential property with an average assessed value of \$328,099 would have received a tax bill of \$4,690, including municipal and education levies.

- A 1% VHT rate would add \$3,281 to the average annual residential tax bill.
- A 3% VHT rate would add \$9,843 to the average annual residential tax bill.

Vacant properties with assessments higher or lower than the average residential property assessment of \$328,099 would see higher or lower VHT increases accordingly.

Financial Modelling

The KPMG feasibility study analyzed revenue and cost projections for a VHT program focusing on a comparison between mandatory declaration-based and complaint-based programs, utilizing various tax rate and estimated vacancy rate scenarios. Note, for the purposes of estimating VHT revenue in the report, KPMG used an average current value assessment for a residential property of \$333,100, which incorporates newly constructed properties built since 2016 into the average calculation. The slight difference in the average assessment calculation will not impact any resulting analysis.

The findings from this analysis are presented in detail on pages 32-42 of Exhibit A and are briefly summarized below.

Study Assumptions:

To estimate VHT revenues and costs, KPMG utilized a number of assumptions based on the results of VHT implementations in other municipalities and stakeholder consultations.

- Eligible vacant units

KPMG analyzed vacancy rate scenarios by using water consumption data. A no-utility consumption level for a 6-month period and a limited utility consumption level for the same period were used as thresholds for determining the potential number of vacant residential units.

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This method provided a range of both conservative and slightly less conservative estimates of the total potential vacant residential properties within the city.

Based on this analysis KPMG estimated the total number of eligible vacant units in the no-utility consumption scenario to be 162 and in the limited utility consumption scenario, a total of 357 eligible vacant units. This equates to a range of 0.39% to 0.86% of the total housing units respectively.

To factor in the number of vacant properties that could be exempt from the VHT, KPMG utilized a vacant unit eligibility ratio of 40%, consistent with data from the City of Vancouver and the City of Ottawa's VHT programs.

- Non-compliance rate

The percentage of anticipated non-compliant homeowners, who will either not declare or will declare inaccurately, was estimated at 5% using data from the City of Vancouver and City of Ottawa VHT programs.

- Percentage of vacant homes re-entering the market:

KPMG conducted an analysis to estimate the response rates of homeowners re-entering the housing market for different tax rate scenarios. These estimates, ranging from 5-8%, were derived from data collected from the City of Vancouver and supplemented by further analytical efforts.

VHT Program Revenues

While VHT program revenues would come primarily from the VHT rate applied to a vacant property's assessment, revenue would also be realized from penalties imposed on property owners who are found to be non-compliant or fraudulent in their declarations.

VHT Program Costs

The costs of a VHT program can be categorized into two groups – implementation costs and ongoing operating costs.

One-time implementation costs of a VHT program include salaries of the project management team, technical systems, and process development and public communications and awareness.

The estimated implementation costs for a declaration-based program range from \$535,500 and \$995,000, depending on the technology costs associated with implementing a new system to manage the VHT. Costs are assumed allocated over a three-year implementation period. Implementation costs for a complaint-based program are estimated at approximately \$107,000.

The ongoing operational costs to run the program include salaries of the tax administration and compliance team, public communications, and ongoing system support and maintenance.

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Ongoing costs for a declaration-based program are estimated at approximately \$240,000 annually. Ongoing costs for a complaint-based program are estimated at approximately \$74,000.

Summary of Financial Analysis

VHT program options can be evaluated in reference to the resulting increase in housing supply, as well as the ability to generate tax revenue to support housing affordability and other municipal initiatives.

Based on KPMG's review, a declaration-based program most effectively aligns with the objective of increasing housing availability, by potentially returning more residential units back into the rental or sales market, while also generating more revenues to support housing affordability and other municipal initiatives than a complaint-based program. It is important to note that, while revenue estimates are higher under a declaration-based program, the implementation and operational costs associated with this model are also significantly higher.

The table below provides a summary of KPMG's financial analysis for a declaration-based program, with vacant units identified based on a range of no-utility consumption to limited utility consumption, under a variety of VHT rates. The subsequent table provides a summary of KPMG's financial analysis for a complaint-based program with vacant units identified based on the limited utility consumption scenario only.

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Summary of financial analysis – Declaration Based Program

Declaration Based Program										
	No-Utility Consumption					Limited Utility Consumption				
Vacant Home Tax Rates	1.0%	1.5%	2.0%	2.5%	3.0%	1.0%	1.5%	2.0%	2.5%	3.0%
Estimated 5-Year Average Annual Revenues	\$189K	\$275K	\$361K	\$438K	\$517K	\$410K	\$596K	\$783K	\$949K	\$1.1M
Estimated 5-Year Average Annual Operating Costs	\$249,800									
Estimated Implementation Costs	\$535,500									
Estimated 5-Year Revenues less Costs	(\$838K)	(\$408K)	\$22K	\$405K	\$802K	\$266K	\$1.2M	\$2.1M	\$3.0M	\$3.8M
Estimated Decrease in Total Vacant Units (over 5 years)	13	16	17	19	21	28	34	37	42	45

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Summary of financial analysis – Complaint Based Program

Complaint Based Program					
	Limited Utility Consumption				
Vacant Home Tax Rates	1.0%	1.5%	2.0%	2.5%	3.0%
Estimated 5-Year Average Annual Revenues	\$78K	\$112K	\$149K	\$187K	\$224K
Estimated 5-Year Average Annual Operating Costs	\$76,800				
Estimated Implementation Costs	\$107,610				
Estimated 5-Year Revenues less Costs	(\$117K)	\$68K	\$255K	\$441K	\$627K
Estimated Decrease in Total Vacant Units (over 5 years)	5	6	7	8	9

Conclusions and Recommendation

Assuming the number of potential vacant units falls somewhere within the range defined by the no-utility consumption and limited utility consumption measures, and assuming a tax rate of 1.0% to 1.5%, it is reasonable to anticipate that program revenues will be sufficient to recover associated costs over a five-year period. It is less likely that the program will generate additional surplus funds to support other municipal initiatives.

It is also important to evaluate the level of financial investment and staffing resources required to implement and manage the declaration-based program relative to the potential number of vacant units that could be added back to the city’s housing supply, as well as the likelihood that property owners would be motivated to take action based on a VHT levy being applied.

Based on KPMG’s review, a declaration-based program would align with the objective of increasing housing availability; however, assuming a tax rate of 1.0% to 1.5%, it is estimated

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that a declaration-based VHT program would only generate an additional 2 to 7 available units per year (13 to 34 units over 5 years).

A number of risks associated with implementing a VHT have also been considered:

- Program expectations will be influenced by the assumptions used in the financial modelling which reflects considerable variability, largely influenced by the assumptions used to determine qualifying vacant units based on utility consumption.
- A VHT program may not be successful in motivating a change in behaviour and increasing housing availability by returning homes back to the rental or sales market.
- Negative reaction from residential property owners regarding a VHT program is expected. A mandatory declaration-based VHT would require an action from all property owners to declare the status of their property annually.
- Residents will not declare or will make a false declaration. In a mandatory declaration-based program a homeowner who does not declare their occupancy status could automatically be levied the VHT rate. Penalties could be applied for false declarations.
- Other external factors could impact the number of vacant units each year, resulting in fluctuating revenues year over year.

It is also important to note the recent improvement in the Kingston Census Metropolitan Area's (CMA) vacancy rate as reported by Canada Mortgage and Housing Corporation (CMHC) for the purpose-built rental housing market. Up from 0.8% in 2023, Kingston CMA's vacancy rate in 2024 was 2.9%. In 2023, Kingston CMA's vacancy rate was among the lowest of Ontario CMAs. In 2024, Kingston CMA's vacancy rate was reported to be above the provincial average of 2.7%. A vacancy rate of around 3% is typically seen as a healthy balance between supply and demand, helping to stabilize rent levels. The Kingston vacancy rate data reflects only the primary rental market, which includes rental units in private residential buildings containing three or more rental units; however, it does indicate an overall improvement in the availability of housing inventory.

In consideration of the risks and other analysis noted above and based on the projected number of units that could potentially be added back to the city's housing supply through the implementation of a VHT program, the level of investment that would be required to design, implement, and manage that program, and the expectation of property owners to declare their property status each year, staff are not recommending the implementation of a Vacant Homes Tax program.

The program would require substantial administrative resources to enforce compliance, including annual property status declarations from owners. Given these factors, along with

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uncertainties surrounding the program's effectiveness in addressing housing supply challenges, staff conclude that the costs and complexities outweigh any potential benefits.

Council has previously endorsed other housing related initiatives - including the Rental Housing – Community Improvement (CIP) Plan, the Additional Residential Units (ARU) program, and various affordable and supportive housing projects - all of which have successfully delivered a positive return on investment by generating housing supply. Staff will continue to explore other housing supply related opportunities.

Financial Considerations

The original procurement for consulting services to support the review of a Vacant Homes Tax program included two phases of work: Phase 1 – the feasibility of a vacant homes tax, and Phase 2 – an implementation plan, if required. Council previously approved a budget of \$100,000 for Phase 1 of the review, to be funded from the Working Fund Reserve. Consulting service fees for Phase 1 of the work on the Vacant Homes Tax program totalled \$98,955.

Contacts:

Jeff Walker, Manager, Taxation and Revenue, 613-546-4291 extension 2484

Other City of Kingston Staff Consulted:

Sukriti Agarwal, Manager, Policy Planning

Exhibits Attached

Exhibit A – Vacant Homes Tax (VHT) Program Feasibility Study



The City of Kingston

Vacant Homes Tax (VHT) Program Feasibility Study

Final Report

January 7, 2025

Disclaimer

This deliverable has been prepared by KPMG LLP (“KPMG”) for the City of Kingston (the “Municipality” or “City”) pursuant to the terms of our engagement agreement with Client dated September 10, 2024 (the “Engagement Agreement”). KPMG neither warrants nor represents that the information contained in this deliverable is accurate, complete, sufficient or appropriate for use by any person or entity other than the Client or for any purpose other than set out in the Engagement Agreement. This deliverable may not be relied upon by any person or entity other than the Client or for any purpose other than set out in the Engagement Agreement. This deliverable may not be relied upon by any person or entity other than Client, and KPMG hereby expressly disclaims any and all responsibility or liability to any person or entity other than Client in connection with their use of this deliverable.

The information provided to us by Client was determined to be sound to support the analysis. Notwithstanding that determination, it is possible that the findings contained could change based on new or more complete information. KPMG reserves the right (but will be under no obligation) to review all calculations or analysis included or referred to and, if we consider necessary, to review our conclusions in light of any information existing at the document date which becomes known to us after that date. Analysis contained in this document includes financial projections. The projections are based on assumptions and data provided by Client. Significant assumptions are included in the document and must be read to interpret the information presented. As with any future-oriented financial information, projections will differ from actual results and such differences may be material. KPMG accepts no responsibility for loss or damages to any party as a result of decisions based on the information presented. Parties using this information assume all responsibility for any decisions made based on the information.

No reliance should be placed by Client on additional oral remarks provided during the presentation, unless these are confirmed in writing by KPMG.

KPMG have indicated within this deliverable the sources of the information provided. We have not sought to independently verify those sources unless otherwise noted within the deliverable.

KPMG is under no obligation in any circumstance to update this deliverable, in either oral or written form, for events occurring after the deliverable has been issued in final form.

Contents

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Project overview

Project overview

Project Objectives

We understand the City of Kingston’s City Council passed a motion to engage a consulting team to review the feasibility of a Vacant Homes Tax (VHT) program. The City is seeking assistance of a consulting team to review the **feasibility** and **affordability** of implementing a VHT for the Kingston market to determine the program’s impact on increasing secondary rental housing and enhancing affordability.

Specifically, the outcomes of this review will be to identify:

1. Potential number of vacant housing units subject to the VHT
2. Estimated start-up and ongoing costs to implement and maintain the program
3. Recommended next steps for implementing a VHT program

Project Drivers



Vacant homes have added pressure to the limited availability of housing inventory in the market. This has pushed up the price of housing to individuals and families in need, which has led to affordability challenges and other social and economic consequences in the Kingston community. Responding to the Ontario Fair Housing Plan, KPMG was engaged to assist the City with a comprehensive assessment of the feasibility and affordability of implementing a VHT to support the community.

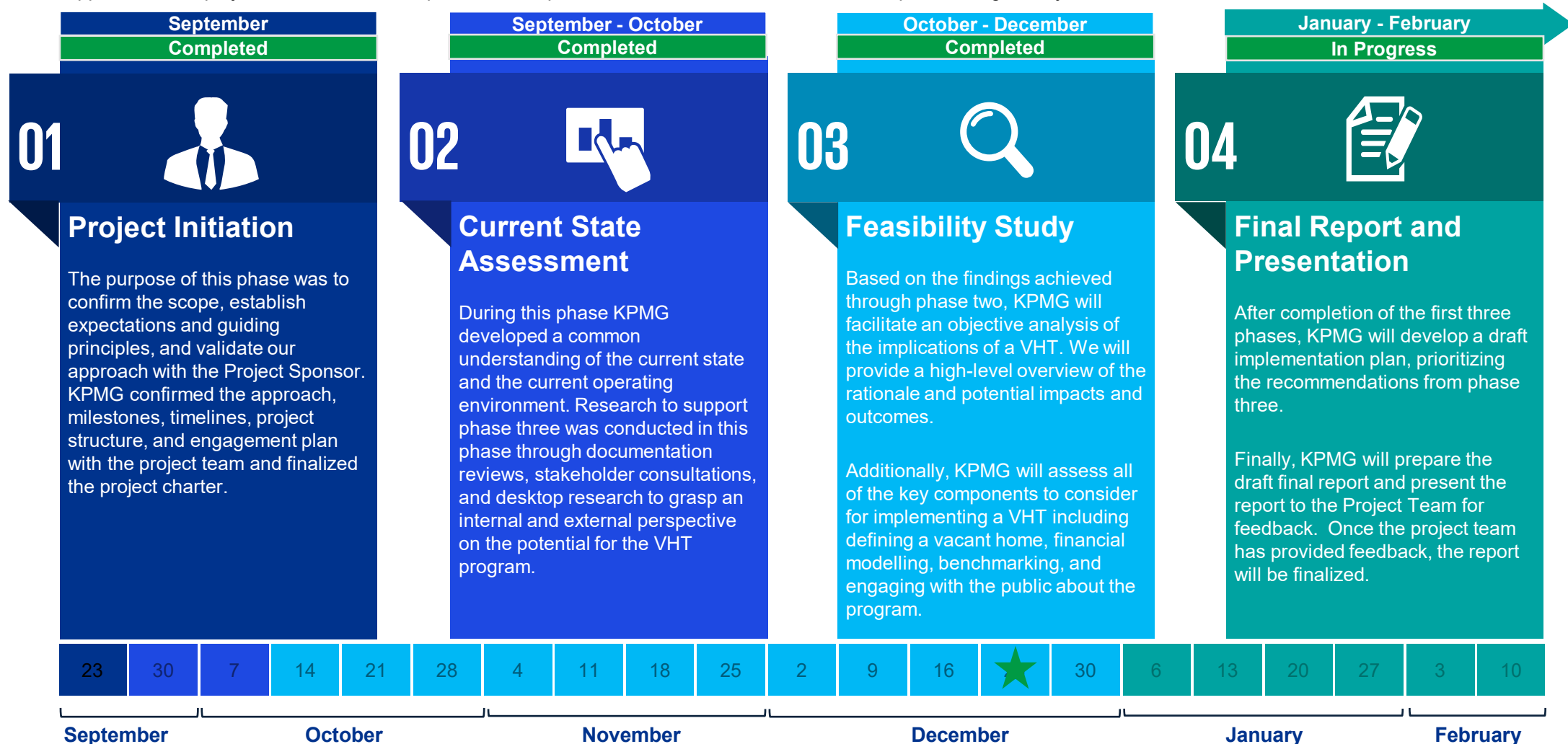
Project Principles



- The knowledge and expertise of the City’s staff will be fully engaged and built upon, to arrive at recommended actions through a transparent, participative and inclusive process facilitated by KPMG.
- The review will be conducted in a way that engages the City’s employees.
- The aim is to, wherever possible, transfer knowledge and necessary tools to the City staff to enable them to better develop their own solutions to operational challenges over time.

Project Phases

Our approach to the project is divided into four phases. Each phase is focused on the achievement of specific, tangible objectives and activities.

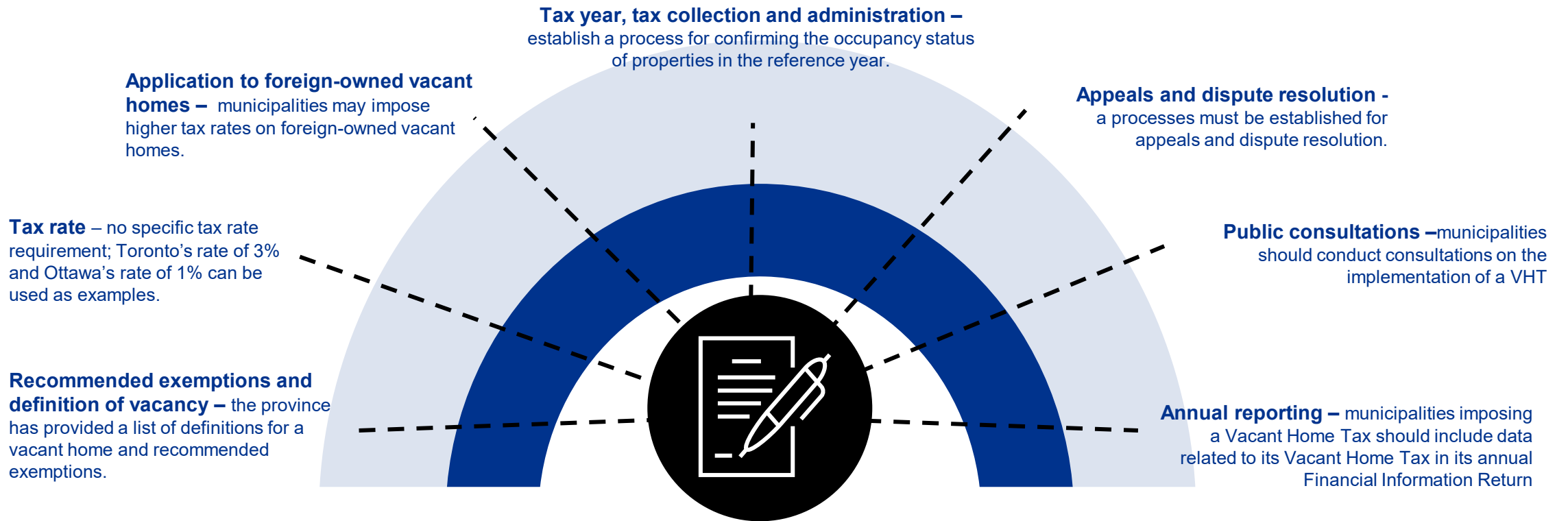


VHT background

Vacant Home Tax defined

Bill 127 (Stronger, Healthier Ontario Act), and Schedule 19 of this Act allows municipalities to implement a by-law to impose taxes on vacant residential units in certain circumstances.

Starting March 27, 2024, all (single- and upper-tier) municipalities in Ontario can impose a Vacant Home Tax on vacant homes. The tax is based on the assessed value of the home and is intended to encourage property owners to sell or rent their unoccupied homes. The Municipal Act, 2001 states that municipal Vacant Home Taxes may apply to residential units that are classified in the residential property class under the Assessment Act and are taxable under that act for municipal purposes. Municipalities that implement the tax are provided a Provincial Policy Framework to help with implementation and to ensure consistency. The Provincial Policy Framework for consideration of the VHT notes the following:



Source: <https://www.ontario.ca/page/municipal-vacant-home-tax#section-2>

The City of Kingston – Vacant Homes Tax Program Feasibility Study

Purpose of a Vacant Homes Tax

The government has recognized the pressing housing affordability crisis affecting many citizens, as rising property prices and stagnant wages create significant barriers to homeownership and rental stability. This ongoing issue not only strains household budgets but also impacts overall economic well-being, leading to increased financial stress and reduced quality of life for many families. Typically, there are two main drivers of the VHT:

Increase housing supply and affordability

Imposing a vacant home tax targets residential properties that remain unoccupied for an extended period, incentivizing owners to either sell or rent these homes. This financial penalty is placed to **increase the overall housing supply by pushing underutilized properties into the market**. Additionally, it discourages speculative investments, as property owners are less likely to hold onto vacant homes without generating income, therefore alleviating financial pressures on renters and prospective homebuyers. Ultimately, this approach seeks to enhance housing affordability and stability within communities.

Generate tax revenue for affordability initiatives

Tax revenue generated from a vacant home tax can be strategically **reinvested into affordable housing initiatives** (e.g., funding the construction of new affordable units and renovating existing properties). This revenue can also support rental assistance programs, helping families facing housing instability to secure safe and affordable homes. Additionally, grants can be provided to non-profit organizations that focus on housing solutions, enhancing their capacity to assist the community effectively. By channeling these funds into targeted programs, municipalities can significantly improve housing accessibility and stability for low- to moderate-income families



While the revenue generated from a Vacant Home Tax could be used to support the funding of affordable housing initiatives and community development on an interim basis, ultimately, the long-term goal of a VHT is to motivate a change in behaviour of property owners to **eliminate the need for such a tax by ensuring all homes are occupied**. This outcome would lead to a more stable housing market and reduced financial stress for families, addressing the root causes of the housing affordability crisis.

Drivers for leaving homes vacant

There are numerous reasons why individuals may choose to keep their homes vacant. To gain a more clear understanding of the current landscape of vacant properties, various motivations have been identified through extensive research and the review of publicly available reports. KPMG has compiled a comprehensive list of short-, medium-, and long-term factors that contribute to the prevalence of vacant homes within municipalities. By understanding these drivers, City officials can better structure their tax policies to ensure the most effective implementation and management of vacant properties.

Short-term drivers

Planning to occupy or rent: Owners may have immediate plans to move in or rent the property but have not executed those plans due to personal circumstances, such as waiting for a job transfer, completing renovations, or facing financial constraints.

Market timing: Homeowners might be waiting for more favorable market conditions to sell or rent their property, hoping to achieve a better price or rental rate.

Legal issues: Homeowners may be involved in legal disputes regarding the property, such as title issues or tenant evictions, which can delay occupancy or renting.

Seasonal use: Some properties are kept vacant for part of the year because the owner only uses them seasonally, such as vacation homes that are unoccupied during off-peak months.

Medium-term drivers

Investment strategy: Homeowners may hold onto a property as part of a longer-term investment strategy, anticipating that property values will increase over time.

Family situations: Changes in family dynamics, such as divorce or the death of a family member, may lead to temporary vacancy while the owner decides how to proceed with the property. Additionally, owners may have relocated for work or personal reasons but plan to return to the area, keeping the home vacant until they decide to move back.

Market research and personal development: Homeowners may be conducting research on the rental market or property values, or pursuing personal development opportunities, such as education or travel, which temporarily keeps them away from their property.

Health issues: Health problems may prevent homeowners from occupying their property, leading to temporary vacancy while they recover or make arrangements.

Long-term drivers

Speculation: Homeowners may believe that the property will appreciate significantly over time, leading them to hold onto it for several years before selling.

Tax benefits: Some homeowners may keep a property vacant to take advantage of certain tax benefits, such as deductions for mortgage interest or property taxes.

Emotional attachment and inheritance: Owners may have a strong emotional connection to the property or may have inherited it, making it difficult to sell or rent out while they decide how to manage it.

Long-term travel: Homeowners may choose to travel for extended periods, such as for work assignments or personal reasons, leaving their property unoccupied.

Community and zoning changes: Changes in the neighborhood, such as increased crime or declining property values, or potential zoning changes that could increase the property's value, may lead homeowners to keep their properties vacant while they reassess their options.

Current housing market conditions

Housing market condition

This section captures an overview of Kingston’s housing market conditions to set the context for the VHT and highlights the role a Vacant Homes Tax can play to raise funds for assisted housing programs and address affordability.

Findings

The housing market in Kingston has experienced significant changes over the past two decades, reflecting broader economic trends and shifts in demand. The graphs to the right outline two key metrics used to evaluate housing market conditions: median value of owner-occupied dwellings and median rent by bedroom type.

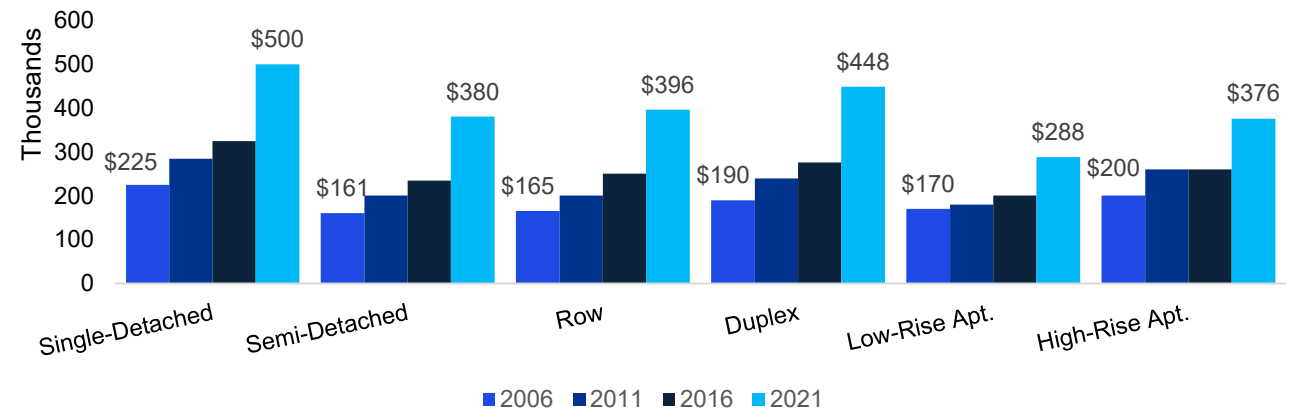
The first graph highlights the notable increases in the median values various types of owner-occupied dwellings from 2006 to 2021. Overall, the total median value of owner-occupied dwellings rose from \$200,615 to \$500,000, reflecting a 149% increase. This trend indicates a strong demand for residential properties, likely driven by factors such as population growth, economic development, and low-interest rates.

The rental market in Kingston has similarly experienced significant changes, with increases of 77% for bachelor units to 95% for two bedroom units. The upward trend in rental prices suggests a rising demand for rental properties, influenced by increased housing prices.

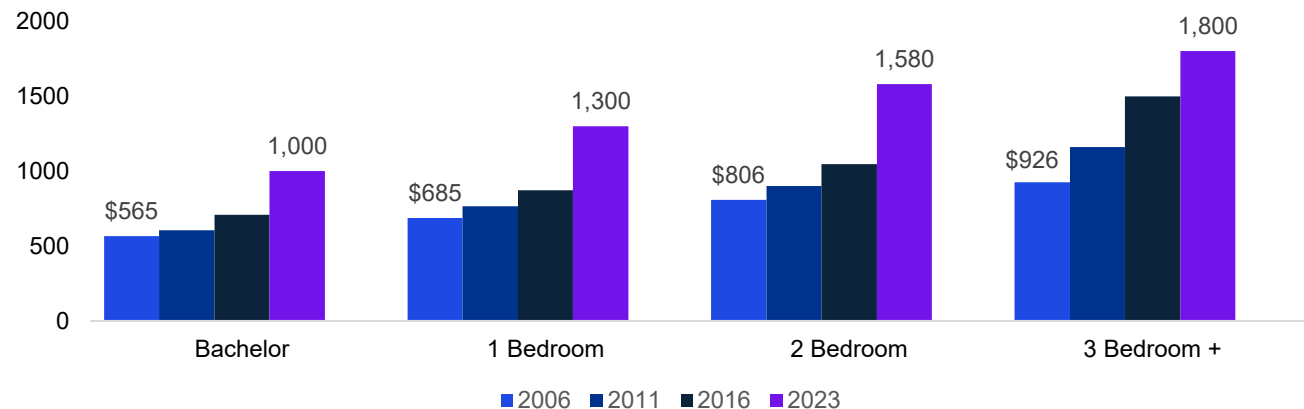
Overall, the data indicates a robust housing market characterized by rising values and rents.

Source: CMHC

Median value of owner-occupied dwellings



Median rent by bedroom type



Housing market condition

Findings

The vacancy rates in Kingston have shown significant fluctuations over the past decade. In 2013, Kingston's vacancy rate was at 2.3%, which was relatively healthy. However, this rate saw a decline in subsequent years, reaching a low of 0.6% in 2018. This trend indicates a tightening rental market, where the availability of rental units has decreased, leading to increased competition among renter. By 2023, the vacancy rate in Kingston had returned to 0.8%, reflecting ongoing challenges in the housing market.

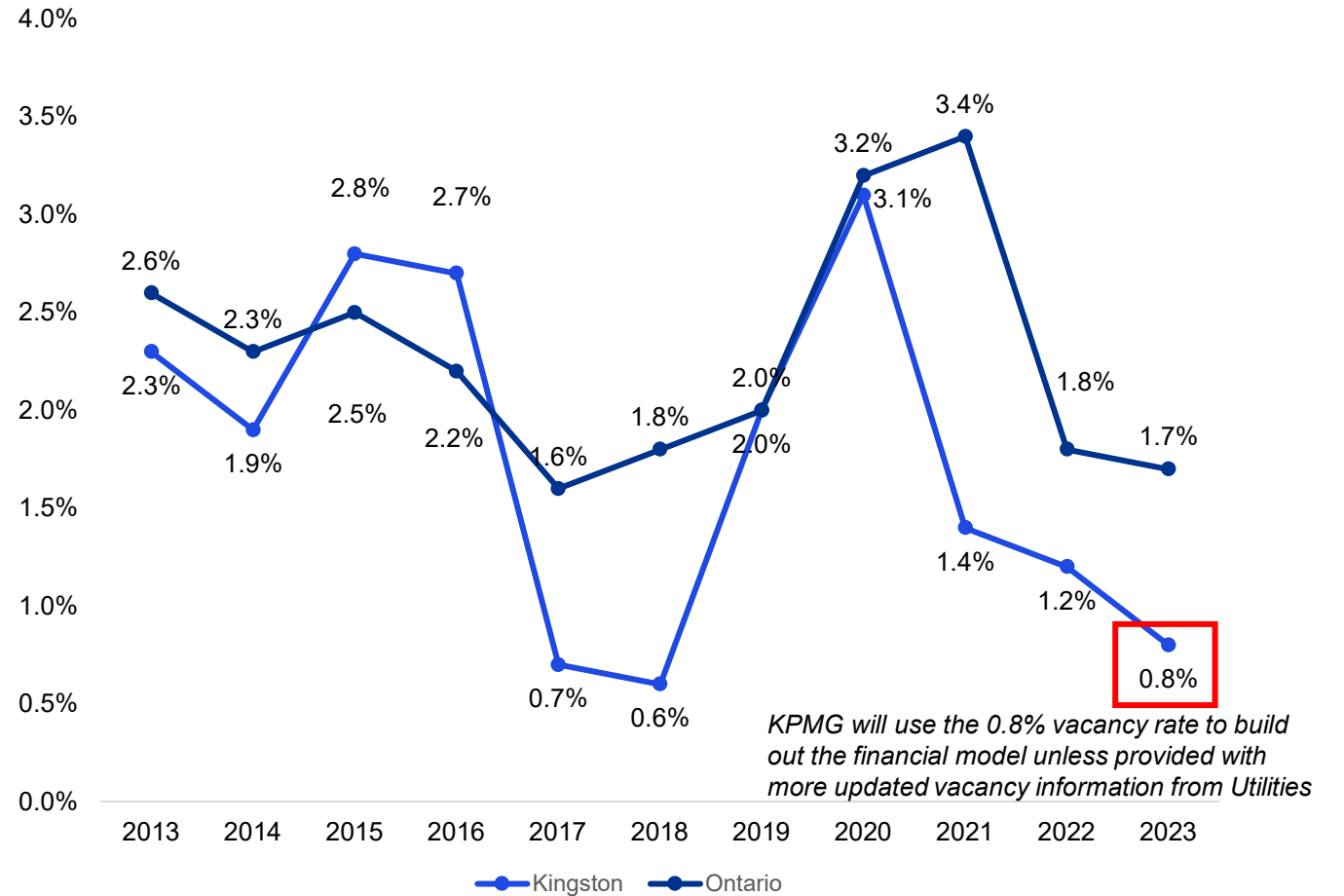
In comparison, Ontario's overall rental vacancy rates have also experienced a downward trend in the past 3 years, with a peak of 3.4% in 2021, followed by a decrease to 1.7% in 2023. This broader provincial context highlights that Kingston's vacancy rates are consistently lower than the provincial average, suggesting a more competitive rental market in Kingston.

Typically, as noted in Kingston's 2023 Housing Needs Assessment completed by Watson & Associates, a rental vacancy rate of approximately 3% is considered healthy, as it allows for a balance between supply and demand. The low average rental vacancy rates in Kingston continue to apply upward pressures to rental prices.

This situation underscores the need for effective housing policies and potential interventions, such as vacant home taxes, to address the challenges posed by low vacancy rates and to promote a more balanced housing market.

Source: CMHC

Historical vacancy rates



Housing market condition

Findings

The analysis of housing conditions on the right reveals significant trends in core housing need. In this data, core housing needs are identified by three categories: affordability, adequacy, and suitability.

Affordable – Housing is determined affordable if it costs less than 30 per cent of before-tax household income.

Adequate – Housing is defined as adequate if it does not require any major repairs, according to residents.

Suitable – Housing is defined as suitable if it is determined to have enough bedrooms for the size and make-up of resident households.

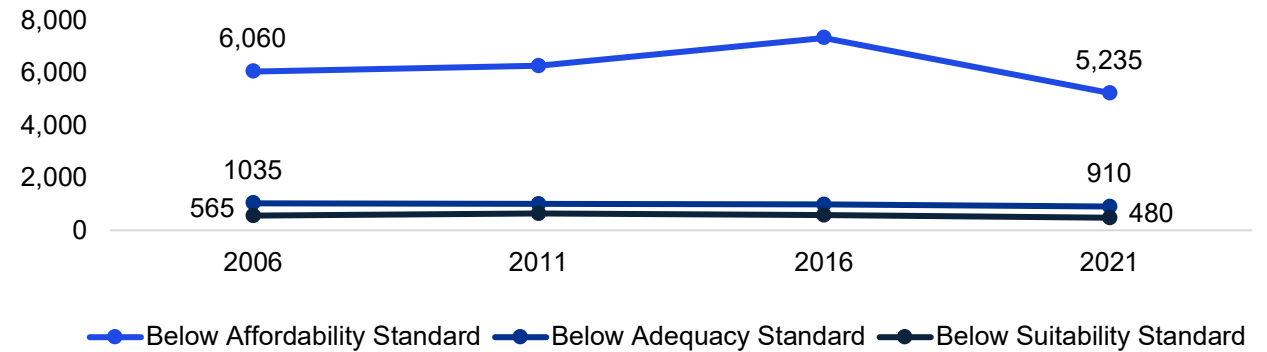
This graph highlights affordability as the largest challenge facing Kingston residents.

The issue of affordability is also displayed in the second chart alongside comparators. The graph outlines that 11.7% of Kingston homeowners and 42% of Kingston tenants (the highest of the comparators, including Toronto) spend over 30% of their income on shelter costs. This indicates significant affordability challenges for renters.

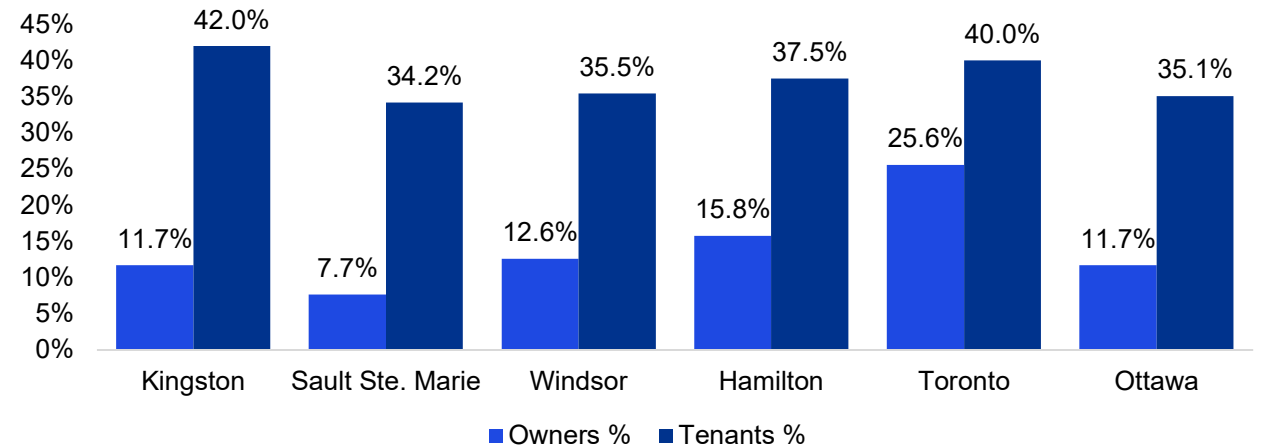
These statistics highlight the pressing need for affordable housing solutions in Kingston to improve housing stability and quality of life for its residents.

Source: 1 – CMHC, 2 - Statscan census data

Number of homes in core housing need¹



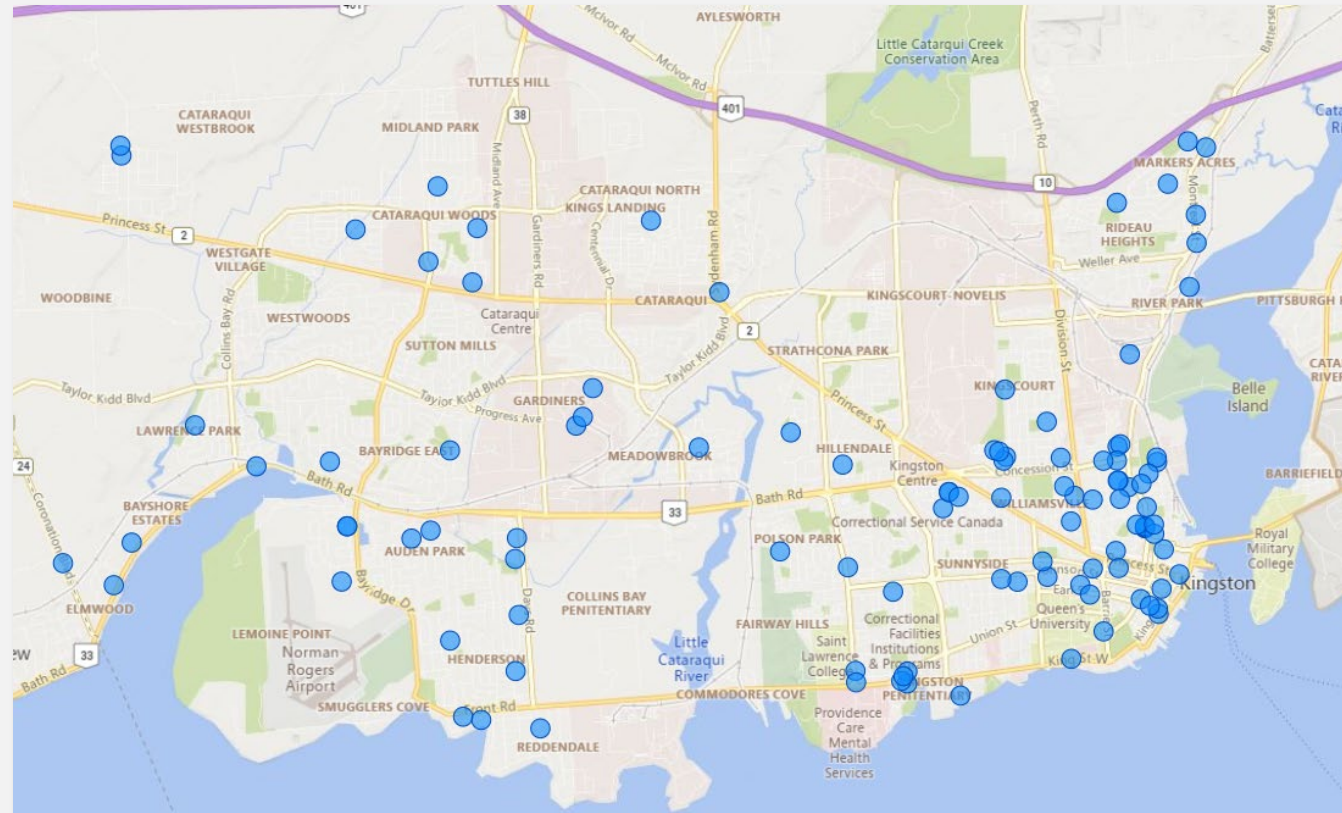
Percentage of households spending over 30% of their income on shelter costs²



The map to the right visually represents the dwellings across the City that have recorded **zero water consumption over the past six months**.

Each dot on the map corresponds to a specific property, **highlighting areas with a higher concentration of unoccupied dwellings**. This allows for a visual understanding of vacancy levels across specific areas of the city.

Overall, this map serves as a **tool to understand housing dynamics** across the City.



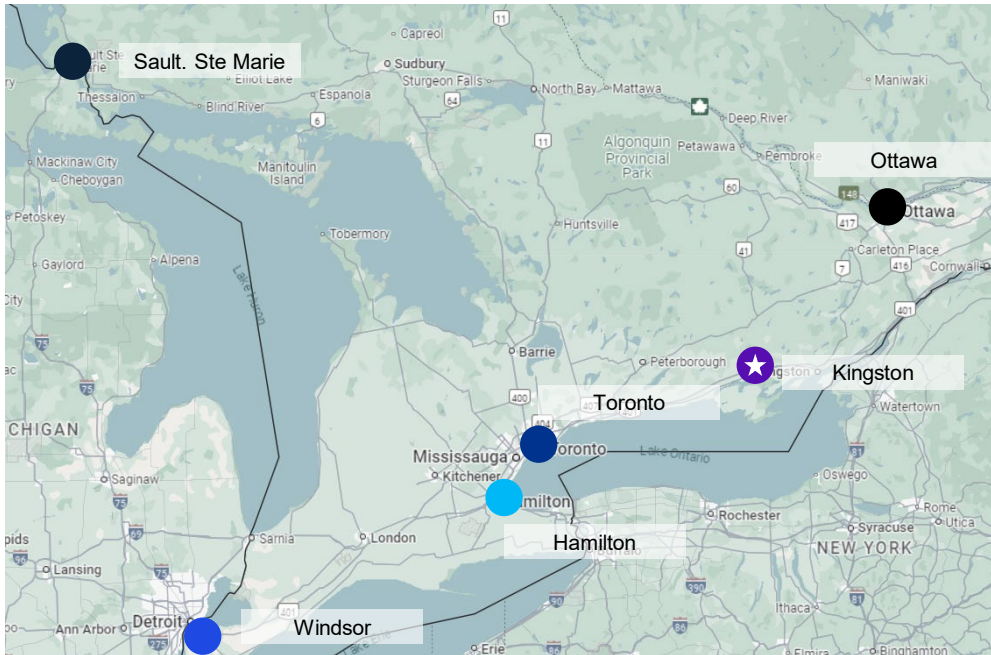
Source: MPAC



Benchmarking Comparators

Summary of comparators

Five municipalities were selected to benchmark their Vacant Homes Tax program for the purpose of this project. These municipalities were selected because they are the only single-tier municipalities who have implemented VHT programs in Ontario. The primary purpose of the summary of comparators is to understand the different decisions each municipality made in their rollout of the vacant home tax so that Kingston may leverage these insights should the City decide to proceed with implementing a VHT program.



Municipality	Population	Total number of dwellings	Year of implementation
City of Sault Ste. Marie	~72,051	34,818	2025*
City of Windsor	~229,660	99,803	2024
City of Hamilton	~569,353	233,564	2024
City of Toronto	~2,794,356	1,253,238	2022
City of Ottawa	~1,017,449	427,113	2022

Data sourced from Statistics Canada, 2021 Census of Population. Table 98-10-0003-01 Population and dwelling counts: Census metropolitan areas, census agglomerations and census subdivisions (municipalities)
 * Indicates that VHT has not yet been implemented, but scheduled to launch January 1, 2025

Benchmarking categories	Comparison Criteria							
	Definition of a vacant home	Exemptions	Identification methods	Tax rate	Audit and compliance methods	Implementation costs	Annual administration costs	Annual revenue

Summary of comparators – Definition of a vacant home

In implementing a Vacant Home Tax (VHT), each comparing municipality needed to address several policy considerations to ensure that the tax is effective at meeting its objectives. As per Ontario legislation, a VHT bylaw must contain a defined condition of vacancy that, if met, makes a unit subject to the tax. All Ontario comparators shared the same definition.

Definition	Municipality				
	Sault Ste. Marie	Windsor	Hamilton	Toronto	Ottawa
Any residential unit unoccupied for more than 183 days (6 months) in a taxation year.	✓	✓*	✓	✓	✓

Global definitions

Unoccupied for longer than six months cumulatively during the prior calendar year (i.e., the vacancy reference period).

Vancouver

San Francisco

Owners who leave their units vacant for ~182 days (6 months) or longer, whether consecutive or non-consecutive.

United Kingdom

You can be charged additional Council Tax (a 'premium') if your home has been empty for at least 1 year.

Paris

Residential property that has been unoccupied for more than one year.

Melbourne

Residential land that is vacant for more than 6 months in the preceding calendar year.

Source: all data has been collected from official municipality websites and council reports

*For their year of implementation, Windsor adjusted the definition to 140 days between March 27, 2024 – December 31, 2024.



Summary of comparators – Exemptions (1/2)

The Government of Ontario has provided municipalities who intend to explore the implementation of a VHT with a provincial policy framework. This framework highlights recommended exemptions, the examples are as follows:

Recommended exemptions	Municipality				
	Sault Ste. Marie	Windsor	Hamilton	Toronto	Ottawa
It is a principal residence.*	✓	✓	✓	✓	✓
It is rented out and occupied as a residence by a tenant for at least 6 months of a taxation year.*	✓	✓	✓	✓	✓
It was owned by a registered property owner who has died in the applicable reference year / tax year.	✓	✓	✓	✓	✓
It is owned by a registered property owner who is in care (for example, institutionalized or hospitalized).	✓	✓	✓	✓	✓
Ownership of the property was transferred in the reference year / tax year (where the year of sale or transfer is the reference year / tax year).	✓	✓	✓	✓	✓
It is undergoing major redevelopment or renovations that, in the judgement of the municipality, are being pursued within a reasonable timeframe.	✓	✓	✓	✓	✓
It is subject to a court or municipal order prohibiting occupancy and the owner has made reasonable efforts to remedy the circumstances that led to the order.	✓	✓	✓	✓	✓
It is a seasonal property (including properties that are classified by Municipal Property Assessment Corporation as falling under property codes 363, 364, 385, 391, 392, and 395).	✓				
Other circumstances identified by a municipality as representing an appropriate use of a residential property (for example, a municipality may wish to exempt properties required for occupation for employment purposes).		✓		✓	

Source: all data has been collected from official municipality websites and council reports

* indicates that the exemption is selected based on inference and definition of vacant home tax.



Summary of comparators – Exemptions (2/2)

In addition to the recommended exemptions for municipalities to consider, each has crafted their own that align with their individuals objectives.

Recommended exemptions	Municipality				
	Sault Ste. Marie	Windsor	Hamilton	Toronto	Ottawa
A residential unit that is owned/ managed by a not-for-profit or is considered social housing.	✓	✓	✓		
Vacant new inventory - a residential unit that was continuously listed for sale or lease and not sold or leased in the first year in which the unit was added to the tax roll.	✓	✓		✓	✓
A unit within the multi-residential tax class (has greater than 6 units).	✓	✓			
Residential Unit used exclusively as a Short-Term Rental if occupied for a minimum of 183 days during the taxation year and there exists a license for the STR that is in good standing.	✓				
It is on land for which a development/redevelopment application has been approved by the respective municipality.		✓			
The property is used as a cottage rental in the rural area, with a valid host permit, and it is rented for at least 100 days in the previous year.					✓



The exemptions utilized by the municipalities under comparison can guide Kingston in selecting exemptions for a vacant home tax, including those unique to your context. By evaluating the similarities among these municipalities, Kingston can identify commonalities and choose exemptions that align with their strategic objectives and desired outcomes from the tax program.

Source: all data has been collected from official municipality websites and council reports

Summary of comparators – Identification methods

Each municipality has its own methods for residents to declare if their properties are vacant. The three methods are mandatory self-declaration, declaration by exemption and complaints or tips.

Mandatory self declaration

Self-declaring under a municipal by-law for a vacant home is a formal acknowledgment by a property owner that their home is unoccupied, which can lead to the imposition of a vacant home tax. When a resident self-declares, they typically fill out a form or submit a statement to the municipality indicating that their home is vacant. This declaration may require them to provide specific information, such as the duration of vacancy and reasons for it. All residents within the municipality need to submit a declaration; whether occupied or unoccupied.

Declaration by exemption

Declaration by exemption is a subset of self-declaration and means that only homeowners of properties they consider vacant are required to actively declare this status. All other properties are assumed to be occupied by default and may be subject to audits and compliance checks to verify occupancy. This approach minimizes administrative burden on the City while still ensuring compliance from those with potentially vacant properties.

Complaint or tip based

A complaint or tip regarding vacant homes can take various forms, depending on the specific concerns or observations of the individual. However, a complaint or tip are usually by the action of a resident who is not the owner of the potential vacant home. For example, residents can tip local authorities about vacant homes that may not have been declared.

Identification method	Municipality				
	Sault Ste. Marie*	Windsor	Hamilton	Toronto	Ottawa
Self declaration (universal)			✓	✓	✓
Declaration by exemption		✓			
Complaint or tip based	✓	✓		✓	✓


*Sault Ste. Marie has yet to impose their tax, and their definitions are proposed based on online definitions

Source: all data has been collected from official municipality websites and council reports



Summary of comparators – Tax rate

Sault Ste. Marie	Windsor	Hamilton	Toronto	Ottawa
4%	3%	1%	3%	1%
The City adopted a 4% Vacant Home Tax. The rate was amended by Council (originally set at 3%) due to community feedback. A tax of 4% of the assessment value of the property in the Taxation Year will be billed and payable in the Taxation Year. The program will run annually and will begin in 2025.	The City established a Vacant Home Tax of 3% which would be calculated based on the assessment value of the property in the Taxation Year. The rate was determined by council, increasing from the 2% rate suggested in staff reports. The tax will be billed and payable in the 2024 Taxation Year and will run annually.	The tax will be calculated at a rate of one percent of the property's assessed value, and the tax will be included in the final property tax bill mailed out in June.	For the 2022 and 2023 taxation years, a Vacant Home Tax of one per cent of the Current Value Assessment (CVA) was levied on all Toronto residences that were declared, deemed or determined to be vacant for more than six months during the previous year. This rate was then increased to 3% for the 2024 VHT taxation year.	The first year the tax was payable was 2023, based on the status of the property in 2022. The tax was calculated at a rate of 1% of the property's assessed value, and the tax was applied to the final tax bill, due on the third Thursday of June.



- The City of Kingston would need to consider which end of the tax rate spectrum it aligns with, balancing between higher tax revenues and possibly a greater deterrent effect (at a higher rate like 4%) or a more moderate, less burdensome approach (at a 1% rate).
- Hamilton, Toronto, and Ottawa all calculate the vacant home tax and apply it to the final tax bill, simplifying the administration and collection process. If Kingston decides to go this route, integrating the tax into the final tax bill could reduce administrative complexities and allow the tax to be collected without separate billing.
- Kingston could analyze its housing market dynamics to assess whether a higher or lower rate would best suit its goals. A 4% tax may encourage quicker action by homeowners to put properties into use, but a 1% tax might be seen as more fair and acceptable to property owners.

Source: all data has been collected from official municipality websites and council reports

Summary of comparators – Audit and compliance methods

Municipalities use different audit and compliance methods to monitor vacant homes, the aim of which is to uphold compliance with tax regulations and maximize program effectiveness. Each municipality’s various audit and compliance methods are as follows:

Municipality				
Sault Ste. Marie	Windsor	Hamilton	Toronto	Ottawa
<p>KPMG met with representatives of Sault Ste. Marie to learn about their audit and compliance methods. The City shared they will leverage community tips and complaints to begin their audit process, while also having staff (both by-law officers and tax staff) participate in site visits. This process may also be supported by reviewing utility data, however, no decisions have been made in that regard.</p>	<p>City administration is authorized to request evidentiary documentation (i.e., government-issued identification, utility bills, lease information, etc.) from property owners to determine whether a property should be assessed the VHT.</p> <p>City administration is authorized to take any action necessary, including inspection and audit, to enforce compliance relative to the billing and collection of the VHT.</p>	<p>The City will audit mandatory occupancy declarations for accuracy on an annual basis. Audits will be conducted in the following scenarios:</p> <ul style="list-style-type: none"> • Properties that report an exemption • Properties declared occupied that were vacant the previous year • A complaint or tip • Random selection • Targeted audit campaigns • Properties reported vacant in the Vacant Building Registry (registered and unregistered) <p>If as a result of an audit the property is considered vacant, the VUT will be charged.</p>	<p>In Toronto, properties may be selected for audit based on random or specific criteria. If a property is chosen, the City may request the owner to provide information and evidence to support their claim of occupancy or any exemptions. Should additional information be necessary, the City will notify the owner by mail detailing the required actions. After the audit is completed, the owner will receive a notification of the outcome via mail.</p>	<p>All property status declarations may undergo an audit process to ensure compliance with Provincial and Federal tax standards. If selected for an audit, property owners must provide evidence to support their claims of occupancy or any exemptions. The audit process involves uploading evidence through the My ServiceOttawa account or submitting it via a secured link, registered mail, or in-person appointment. City staff will review the submitted documents and may request additional information if necessary. Owners will be informed if their documentation is sufficient; if not, they can submit further evidence.</p>

Source: all data has been collected from official municipality websites and council reports



Summary of comparator motivations and challenges

Each municipality has their own motivations for implementing a Vacant Home Tax. To better understand these motivating factors, KPMG summarized the findings from our stakeholder consultations.



Sault Ste. Marie

Sault Ste. Marie experienced an influx of investors from outside of the community during the Covid-19 pandemic. The properties obtained by these investors were primarily located in the downtown core and were not being utilized or were deemed vacant by the City. Sault Ste. Marie's motivation has been to make these vacant properties available to the community and revitalize their downtown.



Windsor

The City was inspired by the rollout of the VHT in Vancouver and Toronto. However, the majority of motivation came from the community. The City issued a survey to gather stakeholder feedback, and over 74% were in favour of implementing the VHT.



Ottawa

The implementation of Ottawa's Vacant Unit Tax (VUT) was primarily council-led, as a response to the state of housing affordability and homelessness in Ottawa. The City was/is determined to find solutions to improving the current housing crisis.



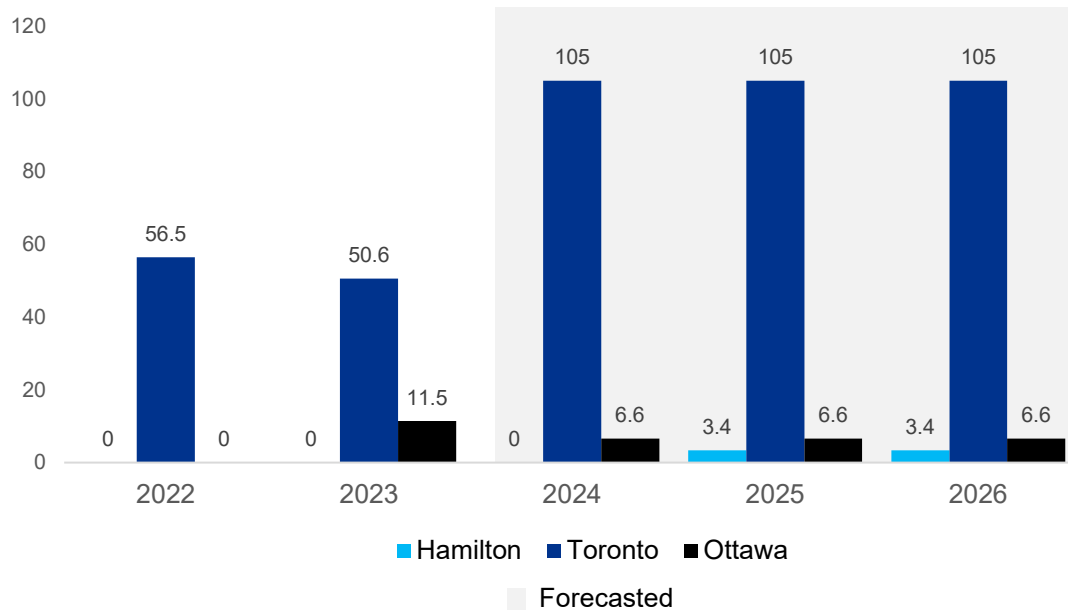
Implementation Challenges

- Of the 6,348 properties charged the VUT in Ottawa, 3,357 (52.8%) appealed. Of these appeals, 86% were successful at achieving exemption from the VUT
- A number of upper-tier municipalities have explored the feasibility of implementing a VHT, however, the additional complexities with implementation in a two-tier system have typically made the program cost prohibitive and none of have chosen to implement. Implementation of a VHT in upper-tiers typically results in approximately 95% increase in operational costs.
- The City of Windsor emphasized the necessity of drafting clear and comprehensive by-laws to support the program, particularly in defining the criteria for property exemptions. An illustrative case highlighted by Windsor revealed that some individuals resort to posting their homes for sale on platforms like Facebook Marketplace solely to qualify for tax exemptions. This behavior underscores the importance of incorporating specific requirements and necessary documentation within the by-law to effectively determine eligibility for exemptions. The ingenuity of property owners seeking to evade tax obligations has posed significant challenges, making it imperative to establish stringent guidelines.

Summary of comparators – Revenues and costs

Costs	Sault Ste. Marie	Windsor	Hamilton	Toronto	Ottawa
Initial implementation costs	N/A	N/A	\$2.6 million (estimated)	\$11 million	\$3.5 million
Ongoing annual costs	N/A	NA	\$2.2 million (estimated)	\$3.1 million	\$1.3 million

Revenue (actual and forecasted), in millions



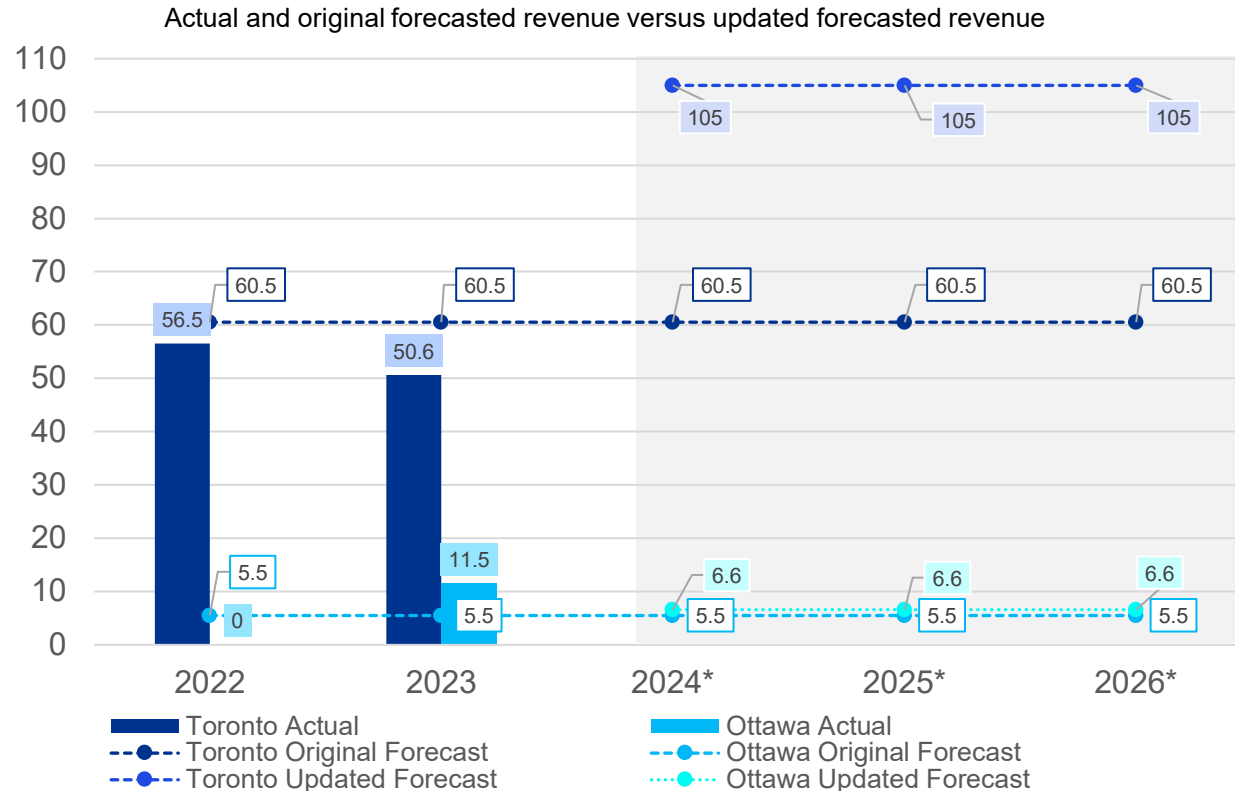
Source: data has been collected from official municipality websites and council reports

Based on the data:

- **Hamilton** is set to collect revenue from its Vacant Unit Tax in 2025, with expected annual revenue between \$3.4 million and \$4.3 million.
- **Toronto** experienced strong initial revenue from the Vacant Home Tax, with approximately \$56.5 million in 2022 and \$50.6 million in 2023. To address housing challenges more aggressively, the City increased the VHT rate from 1% to 3% for 2024, leading to a projected revenue boost to \$105 million annually.
- **Ottawa** initially projected a steady revenue of \$6.6 million per year from its Vacant Unit Tax, but in 2023, actual revenue exceeded expectations, reaching \$11.5 million. Moving forward, Ottawa anticipates that revenues may stabilize closer to \$6.6 million if vacancy rates decrease, suggesting that the tax could be successfully driving more properties into active use.
- Sault Ste. Marie and Windsor do not have data to present/available at this time.

Summary of comparators – Projected revenues and costs

Prior to implementing the Vacant Home Tax, comparator municipalities prepared reports to forecast the revenue the program would generate. Both Toronto and Ottawa surpassed their original forecasted amounts. Toronto nearly doubled its forecasted amount since increasing the tax rate.



This graph compares the difference from the forecasted revenues identified prior to the implementation of the tax and the updated revenues (both actual and updated forecast) since implementation. Revenue for the years 2024-2026 have not yet been recorded so these values are forecasted.

Both Toronto and Ottawa have shown that once the system is in place, it can be relatively self-sustaining and generate revenue. There are administrative costs that involve monitoring, enforcement, compliance audits, appeals, and system setup. However, The primary goal of the tax is to incentivize property owners to either occupy or rent their homes, reducing speculative holding and helping to ease housing supply shortages.

Source: all data has been collected from official municipality websites and council reports

Policy considerations

Identification of Vacant Homes – Declaration requirements





To assess vacant homes effectively, property declaration methods must be considered. A self-declaration system promotes transparency among property owners, allowing municipalities to gather detailed information about vacant properties. However, it can be administratively burdensome. In contrast, a complaint-based declaration minimizes administrative tasks by only acting on received complaints, but it may lead to inconsistent reporting and privacy concerns. Each method has its advantages and disadvantages that must be carefully weighed to determine the most suitable policy for assessing vacant homes effectively. Kingston will need to consider which of these methods of vacant home identification is most desirable and cost-effective for the City to administer as a component of the VHT policy.

Self declaration	Declaration by exemption	Complaint or tip based
Advantages		
<ul style="list-style-type: none"> • Encourages property owners to be transparent about their property’s status. • Allows municipalities to gather detailed information about vacant properties, such as the reason and duration of vacancy. • Ensures that all properties are accounted for, as all owners must declare, regardless of occupancy. 	<ul style="list-style-type: none"> • Reduces the administrative burden by only requiring declarations from owners of vacant properties. • Assumes most properties are occupied, focusing resources on verifying only vacant declarations. • Reduces unnecessary paperwork for occupied properties, making it simpler for the majority of property owners. 	<ul style="list-style-type: none"> • Minimizes administrative burden as declarations are only initiated when a complaint or tip is received. • Allows residents to help monitor the community, which may improve overall compliance. • Targets properties that may have been missed in other declaration methods.
Disadvantages		
<ul style="list-style-type: none"> • Can be administratively burdensome, as all property owners (occupied and vacant) need to complete the declaration process. • Relies on property owners’ honesty and willingness to self-report, which could lead to underreporting or inaccuracies. • Requires follow-up or enforcement mechanisms to ensure compliance from those who fail to declare. 	<ul style="list-style-type: none"> • Relies heavily on property owners of vacant homes to come forward, which may lead to some vacant properties going undeclared. • Requires a robust compliance and audit process to identify potentially vacant properties that have not been declared. • May lead to disputes if the municipality challenges the occupancy status of certain properties. 	<ul style="list-style-type: none"> • Relies on community reporting, which may be inconsistent or biased, potentially leading to unfair or incorrect reporting. • May not capture all vacant properties if neighbors or community members are unaware of or unwilling to report them. • Can create privacy concerns or lead to neighbor conflicts due to potential misuse of the complaint system.

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Audit and compliance methods





In a vacant homes tax program, audit and compliance methods can include data matching, the provision of evidence and supporting documentation, random audits, and property inspections. Each method has trade-offs, so a blended approach can balance accuracy, cost, and compliance effectively.

	<h3>Data matching</h3>	<p>Uses information from utility records, tax rolls, or other municipal databases to verify vacancy status, offering a more automated and objective approach that can identify discrepancies. The challenge is ensuring data accuracy, privacy concerns among property owners, and managing the cost of data integration.</p>
	<h3>Evidence and supporting documentation requirements</h3>	<p>Self-reporting requires property owners to declare the occupancy status of their properties with an added requirement to provide supporting documentation for audit and compliance reasons, if discrepancies arise. For example, if there is a mismatch between the owner’s declaration and city data, or if a complaint is made alleging the property was vacant but not declared, the owner must supply evidence, such as utility bills, rental agreements, or other documentation showing occupancy. This approach helps ensure compliance while allowing property owners to clarify misunderstandings or resolve disputes. While it is less costly than proactive audits, it still requires city resources to verify documentation and handle complaints, and it depends on owners maintaining accurate records for verification.</p>
	<h3>Random audits</h3>	<p>Serve as a deterrent to misreporting, as property owners may be selected for further scrutiny without prior notice. This can improve compliance but may be labor-intensive and require additional resources.</p>
	<h3>Property inspections</h3>	<p>Involve physical verification of properties flagged as potentially vacant. While highly accurate, this approach is resource-intensive, requiring significant labor and logistical coordination, and may raise privacy concerns among property owners.</p>

Each of the comparator cities used in our benchmarking exercise employ the use of random audits, as well as the provision of evidence and supporting documentation requirements from property owners as part of their audit and compliance program. Kingston should consider what methods will be utilized to maintain program integrity and how these methods will impact current or future resources in the City’s By-law and enforcement teams.

Determining tax rate

When setting the tax rate for a vacant home tax program, key principles to consider include affordability, effectiveness, equity, and administrative simplicity. When weighting these principles, Kingston could consider that effectiveness and equity directly impact the program’s public benefit, while affordability and administrative simplicity ensure the tax is viable and minimally disruptive to implement.

	<h3>Affordability</h3>	<p>ensures that the rate incentivizes property owners to return homes to occupancy without creating excessive financial burden. Alignment with current tax rates could also be considered when determining affordability.</p>
	<h3>Effectiveness</h3>	<p>examines how the rate can impact local housing availability, aiming to reduce vacancy and increase housing supply. Tax rates should generate enough revenue to cover program administrative costs, as well as provide opportunities for the additional funding to be used to support housing accessibility and stability in the community.</p>
	<h3>Equity</h3>	<p>involves assessing the tax’s fairness across different property types and owners, to avoid disproportionate impacts on particular groups, such as long-term vacant homes versus seasonal properties.</p>
	<h3>Administrative simplicity</h3>	<p>is critical to minimize the cost and effort for both the municipality and property owners in managing and complying with the tax. If the tax rate structure is too complex—such as having multiple tiers based on specific types of vacancy, length of time unoccupied, or property size—it can create significant administrative burdens, increasing costs for the municipality in tracking, assessing, and enforcing the tax. This can also lead to higher compliance costs or confusion for property owners, which might reduce the program’s effectiveness.</p>

Leading practice from the comparators supports a simple, standardized rate—such as a single percentage of assessed property value for all vacant properties—can streamline administration and compliance, lowering overall costs. However, Kingston must balance simplicity with equity and effectiveness, ensuring the rate is fair and achieves the program’s goals without unnecessarily complicating the process.

Revenue allocations

In determining how to allocating revenue from a vacant homes tax program, Kingston could consider prioritizing investments that directly address housing challenges and enhance community well-being. Investing in affordable housing aligns with the VHT's goal of reducing housing scarcity and demonstrates a commitment to addressing housing needs. Reports like the Housing Needs Assessment completed in 2023 by Watson & Associates, the Mayor's Task Force on Housing Report, and the Housing and Homelessness 10-year Plan have assessed local housing priorities through community consultation and data analysis, and can be used to identify where funds will most effectively alleviate housing shortages or support underserved residents. Transparent reporting on revenue use and its impact will also be important to build community trust and support for the program.



Key considerations include:

- supporting affordable housing initiatives
- funding programs to bring vacant properties back to productive use such as grants or low-interest loans for repairs, can incentivize owners to reoccupy or repurpose vacant properties, reinforcing the program's impact.
- enhancing housing-related services, such as homelessness prevention or rental assistance

Important note: A vacant homes tax program should be viewed as a temporary measure designed to address a specific issue of housing availability, rather than as a long-term revenue source. If successful, the program will reduce the number of vacant homes year over year, leading to a natural decline in tax revenue. Therefore, it is crucial that the city does not develop a dependency on this income for ongoing operational or essential budget items. Instead, the revenue should be allocated to time-bound initiatives that support housing goals.

Financial modelling

The City of Kingston – Vacant Homes Tax Program Feasibility Study

Financial modelling overview

The following chapter of this report contains data and draft calculations for the potential costs and revenues of a Vacant Home Tax in the City of Kingston. The calculations are based off of historical data from the City of Vancouver and City of Ottawa's implementation, along with sets of assumptions.

Costs

The costs of a vacant home tax for the City of Kingston can be categorized in two groups:

- **Implementation costs:** These are the one-time implementation costs of the program. They include salaries of the project management team, technical systems development, initial public communications, and other miscellaneous expenses.
- **Ongoing operational costs:** These are the ongoing operational costs to run the program. These costs include salaries of the Tax Administration team, Compliance team, ongoing public communications, ongoing IT support and maintenance.



Revenues

The revenues gained from this program would come from two avenues:

- **Tax levy:** Revenue generated from homeowners who officially declare their properties as vacant or are identified as vacant via a complaint.
- **Audit:** Revenue collected from homeowners who are found to be non-compliant or fraudulent in their declarations, resulting in the imposition of penalties.

Key Inputs

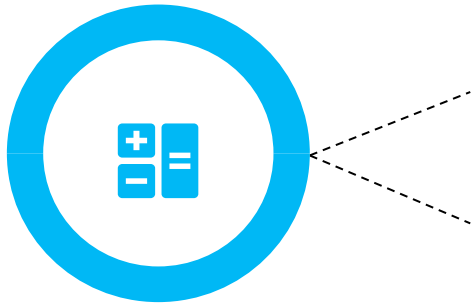
When building this model, KPMG utilized standard industry assumptions taken from other case studies and independent research. These included:

- Vacancy Rate
- Number of Eligible Vacant Units
- Tax Rate
- Housing Market Impact
- Housing Supply Growth Rate
- Assessed Property Values

Financial modelling overview - assumptions

Assumptions

To develop the financial model with limited data, KPMG utilized assumptions based on stakeholder consultations and the results of vacant tax implementation in other municipalities.



Vacancy Rates:

- The two vacancy rate scenarios were identified using the City's data on water consumption levels, applying a threshold of no utility usage (0m³ of water usage) and some utility usage (2m³ per day of water usage) as limits to determine vacancy. This presented a more conservative and slightly less conservative estimate for all vacant properties within the City.

Eligible Vacant Units:

- KPMG utilized the eligibility ratio identified in the City of Vancouver and City of Ottawa's data as an assumption for the City of Kingston due to potential similarities in the exemption and eligibility criteria discussed with stakeholders.

Ward Growth Rates:

- KPMG collected the historical growth rates of housing supply by ward from MPAC with the assumption that the rates would remain consistent in the future.

Assessed Values of Housing Units:

- The assessed values of the units by ward was identified using MPAC Current Value Assessments (CVA). The annual increase in the MPAC CVA was identified through historical MPAC CVA assessments and realized growth.

Non-Compliance Rate:

- The percentage of anticipated non-compliant homeowners that either will not declare or will declare inaccurately was determined using data from the City of Vancouver and City of Ottawa case studies.

Percentage of Vacant Homes Re-entering the Market:

- KPMG conducted an analysis to estimate the response rates of homeowners in Kingston to six different tax rate scenarios. These estimates were derived from data collected from the City of Vancouver, supplemented by further analytical efforts.

Declaration-based financial analysis – estimating revenues

Estimating the revenues

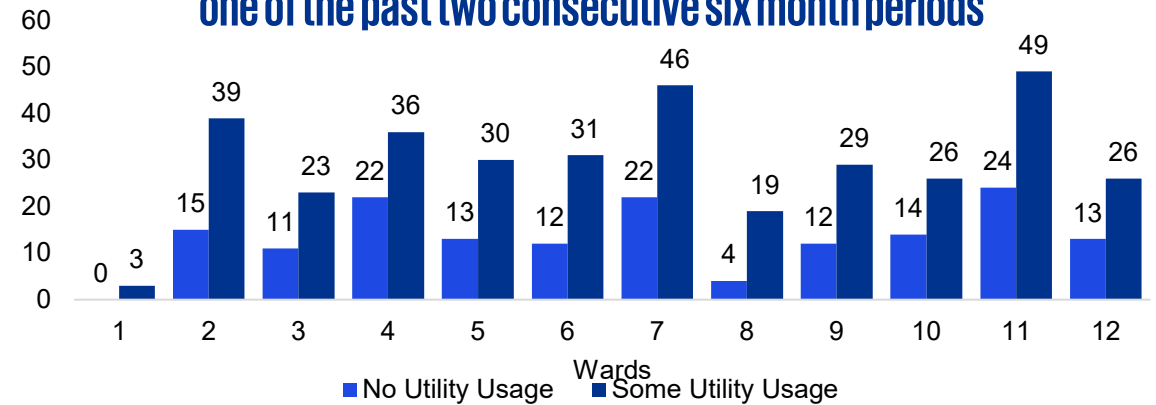
Estimating the potential revenues associated with vacant homes requires several key inputs. These include the City’s vacancy rate, the number of eligible vacant units, and the average assessed home values.

To determine the vacancy rate and number of eligible units, KPMG used a **utilities-based approach**. KPMG first collected utility data from the City. We then focused on two different usage scenarios, properties that used, on average, less than two cubic meters of water per day and properties that used 0 cubic meters of water over the past six months and/or the six months prior. These thresholds were chosen as a indicators of vacancy, as low water usage typically suggests that a property is not actively occupied. The not utility usage figure (i.e., 0 cubic meters of water) was used as a conservative estimate for vacant properties, and the some utility usage figure (i.e., less than two cubic meters of water per day) was a slightly less conservative estimate. Based on this analysis, KPMG found the total number of **eligible vacant units in the some utility usage scenario to be 357 and the no utility usage scenario to be 162. This equated to approximately 0.8% and 0.3% of the eligible housing stock.**

Once the relevant addresses were identified based on water usage, KPMG mapped these addresses to municipal data exported from Municipal Connect. This provided a clear picture of where the potential vacancies were across the City and supported the mapping of the eligible property codes and the associated assessment values.

Additionally, KPMG conducted desktop research into the estimated property value increase rate to forecast future property value increases. Based on this research, KPMG used an assumption of a 1% annual CVA increase.

Properties with water usage below the identified daily averages in at least one of the past two consecutive six month periods




Ward	Number of Eligible Properties	Number of Eligible Vacant Units - Some Utility Usage (<2m ³)	Number of Eligible Vacant Units - No Utility Usage (0m ³)	Average Current Value Assessment
1	2,960	3	0	\$ 368,800
2	5,524	39	15	\$ 341,400
3	3,781	23	11	\$ 328,000
4	3,882	36	22	\$ 335,800
5	2,629	30	13	\$ 307,900
6	4,340	31	12	\$ 269,600
7	3,480	46	22	\$ 229,400
8	3,465	19	4	\$ 256,800
9	2,836	29	12	\$ 328,200
10	2,140	26	14	\$ 599,300
11	2,721	49	24	\$ 349,100
12	3,952	26	13	\$ 390,400
Total	41,710	357	162	\$ 333,100



Tax Rate Scenario – Comparator Assessment

Prior to utilizing the two vacancy rate scenarios generated from the utilities-based approach, KPMG wanted to assess their accuracy, along with CMHC’s reported vacancy rate, with the realized vacancy rates observed in other cities following the implementation of vacant home tax programs, specifically Vancouver and Ottawa. The table below outlines the CMHC reported vacancy rate in the first year of each cities program implementation (e.g., Vancouver’s 2017 and Ottawa’s 2022) and the vacancy rate identified based on the implementation of the program (this includes both vacant and vacant but exempt properties).

	Vancouver	Ottawa
CMHC Vacancy Rate by First Year of Implementation	0.9%	2.2%
Realized Rate from Implementation (Vacant and Exempt Units)	4.2%	1.8%



In evaluating the feasibility of a vacant home tax in Kingston, it was important to compare the CMHC’s estimated vacancy rates with realized rates from cities like Vancouver and Ottawa. Vancouver’s CMHC vacancy rate of 0.90% contrasts with a realized rate of 4.20% post-vacant home tax implementation, indicating that CMHC estimates may not accurately reflect actual vacancies. Similarly, Ottawa’s CMHC rate of 2.20% is lower than the realized rate of 1.80%, suggesting that a vacant home tax can provide a clearer picture of vacancy levels.

For Kingston, the CMHC estimates a vacancy rate of 0.8%, while the utilities-based approach for assessing vacancy yielded rates of 0.86% and 0.39%. Based on KPMG’s analysis, we determined that Ottawa serves as a more relevant comparator due to similarities in the communities and housing stock. The data from Ottawa implies that CMHC estimates may not fully capture the reality of vacant units, reinforcing the reasonableness of the utilities-based data for Kingston.

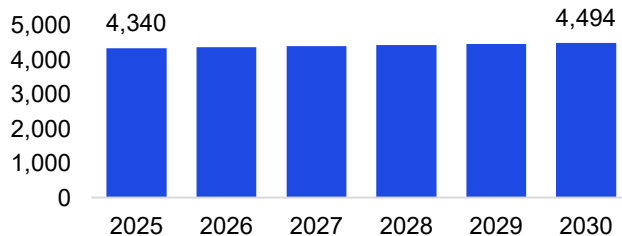
Source: all data has been collected from official municipality websites and council reports

Vacant Home Reduction Methodology

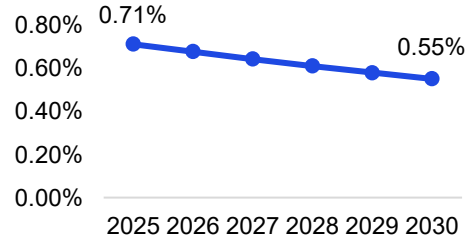
The methodology below outlines how KPMG determined the estimated reduction in vacant homes due to the implementation of a vacant home tax.

Determine Eligible Homes	Determine Vacancy Rate	Calculate Estimated Number of Non-Exempt Vacant Homes	Determine Total Vacant Home Reduction
<p>KPMG initiated the process for determining the reduction in vacant homes due to the implementation of the vacant home tax by determining the number of eligible homes in 2025 by ward. This data was extracted from Municipal Connect, where KPMG filtered the information by property code to isolate the properties that qualify for taxation. This process supported the identification of the current number of properties by ward.</p> <p>Subsequently, KPMG utilized the historical growth rate derived from Canada Mortgage and Housing Corporation data. This growth rate was applied to the housing figures by ward to project the count of eligible properties for each year within the respective wards.</p> <p>The graph below illustrates the number of eligible properties in Ward 6. The year-over-year growth rate for this district is recorded at 0.7%.</p>	<p>In the next step of the analysis, KPMG employed a utilities-based approach to determine the current vacancy rates across various wards. To evaluate the projected decline in vacancy rates on a ward-by-ward basis, KPMG multiplied each ward's specific vacancy rate by the factor of (1 - Homeowner Response Rate). This calculation reflects the anticipated reduction in vacancy rates resulting from the implementation of the tax.</p> <p>The graph below illustrates the projected decrease in the estimated vacancy rate for Ward 6 over the years. This graph is assumes a 1% vacant home tax and a corresponding Homeowner Response Rate of 5%.</p>	<p>KPMG proceeded to calculate the total number of vacant homes on a ward-by-year basis by multiplying the number of eligible homes in each ward by the corresponding vacancy rates.</p> <p>To determine the number of non-exempt vacant homes, KPMG applied an assumption that 40% of the vacant homes were not exempt from the vacant home tax. This was achieved by multiplying the total number of vacant homes for each ward and year by this 40% factor. Incorporating the non-exempt factor enabled us to concentrate on the changes in vacancy rates resulting from the implementation of the tax on properties affected by this tax.</p>	<p>KPMG completed the analysis to determine the reduction in non-exempt vacant homes by comparing the estimated figures for 2025 with projections for 2030. This analysis involved subtracting the number of non-exempt vacant homes estimated for 2025 from the projected number for 2030. The resulting difference provides an estimate of the reduction in vacant homes that are influenced by the vacant home tax during the specified timeframe. This assessment underscores the effectiveness of the tax policy in addressing vacancy issues.</p>

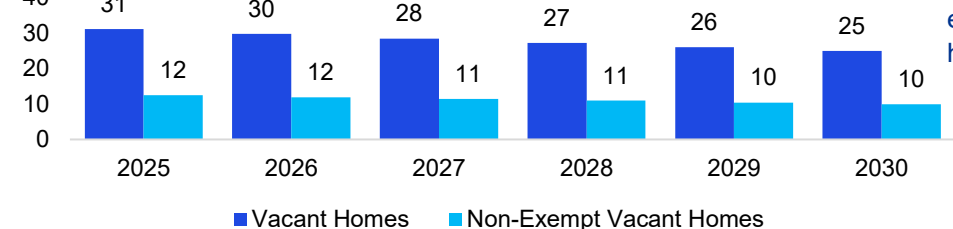
Ward 6 Eligible Homes by Year



Ward 6 Estimated Vacancy Rate by Year



Ward 6 Vacant Homes, Non-Exempt Vacant Homes, and Total Reduction



Decrease in non-exempt vacant homes in Ward 6: 2

Declaration-based financial analysis – revenue estimation

As part of the modelling of the vacant home tax program, KPMG performed a sensitivity analysis. A sensitivity analysis examines how different tax rates and the associated homeowner response rates impact the associated revenues from a vacant home tax program.

	No Utility Usage (0m ³)	Some Utility Usage (<2m ³)
Total Eligible Dwellings	41,710	
Estimated Tax-Eligible Vacant Dwellings	162	357
Assumed Vacancy Rate	0.39%	0.86%
Historical Growth Rate of Housing*	0.76%	
Projected Annual Growth in Assessment Value*	1%	
Estimated Percentage of Tax Exempt Vacant Units	60%	
Estimated Non-Compliance Rate	5%	

*The Historical Growth Rate of Housing was calculated based on CMHC data

**The Projected Annual Growth in Assessment Value was calculated based on the change in Municipal Connect assessment value

Tax Rate Sensitivity Analysis					
Utility Usage	Tax Rate	Homeowner Response Rate	Average Annual Revenues	5-Year Total Revenues	Estimated Non-Exempt Vacant Home Reduction
No Utility Usage	1.0%	5.0%	\$189,000	\$946,000	13
	1.5%	6.0%	\$275,000	\$1,376,000	16
	2.0%	6.5%	\$361,000	\$1,807,000	17
	2.5%	7.5%	\$438,000	\$2,190,000	19
	3.0%	8.0%	\$517,000	\$2,587,000	21
Some Utility Usage	1.0%	5.0%	\$410,000	\$2,051,000	28
	1.5%	6.0%	\$597,000	\$2,983,000	34
	2.0%	6.5%	\$783,000	\$3,916,000	37
	2.5%	7.5%	\$949,000	\$4,745,000	42
	3.0%	8.0%	\$1,121,000	\$5,606,000	45

Note: Revenues only include declaration based revenues and not the potential revenues collected from the estimated 5% non-compliance rate.

Declaration-based financial analysis – cost breakdown

The table below presents the estimated costs associated with modeling the implementation and ongoing expenses for the vacant home tax in Kingston. For implementation costs, the model anticipates that these costs will be distributed over the initial three years of the program, with the following allocation: Year One: 5%, Year Two: 70%, Year Three: 25%. For operating costs, the model incorporates a standard annual adjustment factor of 2% for all expenses to account for inflation.

Cost Category	Cost Item	Staffing Amount	Lower Cost Estimate	Higher Cost Estimate	Description
Implementation Costs	City Project Management	1 FTE	\$125,000	\$125,000	Project Management Team will be responsible for overall implementation, including drafting the by-law.
	Technical Systems Development	N/A	\$300,000	\$750,000	IT costs associated with development and implementation of a new system for the City to manage the VHT. Costs represent potential hardware and software costs. The cost estimate provided includes a quotation from Random Access, amounting to \$18,000. This figure represents the expense associated with their capability to record a declaration of a vacant home on a property.
	Communications	N/A	\$100,000	\$100,000	Costs associated with public outreach in advance of implementation and advertising associated with public notification. This includes mail outs to all households.
	Other Implementation Costs	N/A	\$10,500	\$19,500	Other costs related to printing, advertising, accessibility, review, etc.
	Total			\$535,500	\$994,500
Operating Costs	Tax Administration Team	1 FTE	\$85,000		City team responsible for overall oversight of collection and remittance of tax revenues
	Compliance Team	1 FTE	\$100,000		Audit and compliance team from the City responsible for reviewing audits, exemption claims, and appeals.
	Communications	N/A	\$50,000		Costs associated with continued public outreach.
	Ongoing Support & Maintenance	N/A	\$50,000		Costs associated with IT&S support and maintenance.
	Total			\$240,000	

Declaration-based program– financial impact

Estimating the tax sensitivity

The sensitivity analysis of the vacant home tax model evaluates the financial implications under two distinct scenarios: one involving no utility usage and the other incorporating some utility usage.

In the scenario with higher cost estimates and no utility usage, only the 3% tax rate results in a positive 5-Year net, indicating its capacity to generate sufficient revenue to cover associated costs. In contrast, within the lower cost estimate and no utility usage scenario, only tax rates of 2% or higher are capable of achieving positive net outcomes.

For the scenario that includes some utility usage, all tax rates yield positive 5-Year nets across both cost estimates, with the exception of the 1% tax rate in the higher cost estimate.

When assessing the effectiveness of these tax rates in generating revenue and fulfilling the program's objectives of reducing the number of vacant homes, it is evident that higher tax rates are more effective.

Tax Rate Sensitivity Analysis

Utility Usage	Tax Rate	Homeowner Response Rate	Average Annual Revenues	Lower Cost Estimate 5-Year Net	Higher Cost Estimate 5-Year Net	Lower Cost Estimate Payback Period (Years)	Decrease in Non-Exempt Vacant Homes over Five Years
No Utility Usage	1.0%	5.0%	\$189,000	\$(838,100)	\$(1,297,100)	N/A	13
	1.5%	6.0%	\$275,000	\$(408,100)	\$(867,100)	N/A	16
	2.0%	6.5%	\$361,000	\$22,500	\$(436,500)	4.8	17
	2.5%	7.5%	\$438,000	\$485,100	\$(53,900)	2.8	19
	3.0%	8.0%	\$517,000	\$802,400	\$343,400	2	21
Some Utility Usage	1.0%	5.0%	\$410,000	\$266,500	\$(192,500)	3.3	28
	1.5%	6.0%	\$597,000	\$1,198,300	\$739,300	1.5	34
	2.0%	6.5%	\$783,000	\$2,131,300	\$1,672,300	1	37
	2.5%	7.5%	\$949,000	\$2,960,600	\$2,501,600	0.77	42
	3.0%	8.0%	\$1,121,000	\$3,821,600	\$3,362,600	0.62	45

Note: Revenues only include declaration based revenues and not the potential revenues collected from the estimated 5% non-compliance rate.

Complaint-based financial analysis – some utility usage (<2m³)

41,710	Total Eligible Dwellings
357	Estimated Tax-Eligible Vacant Dwellings
0.76%	Historical Growth Rate of Housing*
1%	Projected Annual Growth in Assessment Value**
20%	Estimated Reporting Rate
60%	Estimated Percentage of Tax Exempt Vacant Units
2%	Annual Operating Cost Increase (Inflation)

Cost Category	Cost Item	Cost Estimate	Description
Implementation Costs	Technical Systems Development	\$25,500	IT costs associated with development and implementation of a new system for the City to manage the VHT.
	Communications	\$80,000	Costs associated with public outreach in advance of implementation and advertising associated with public notification.
	Other Implementation Costs	\$1,510	Other costs related to printing, advertising, accessibility, review, etc.
	Total	\$107,610	
Operating Costs	Tax Administration Team	\$23,817	Cost per report \$350.25, estimated 7.5 hours at \$85,000 annual salary (\$46.70/hour * 7.5 hours). Assumed 68 complaints.
	Communications	\$50,000	Costs associated with continued public outreach.
	Total	\$73,817	

Sensitivity Analysis					
Tax Rate	Homeowner Response Rate	Average Annual Revenues	Estimated 5–Year Net	Payback period for implementation cost	Decrease in Eligible Vacant Homes over Five Years
1.0%	5.0%	\$74,700	\$(117,500)	N/A	5
1.5%	6.0%	\$112,000	\$68,500	3.1 Years	6
2.0%	6.5%	\$149,000	\$255,100	1.5 Years	7
2.5%	7.5%	\$187,000	\$441,300	1.0 Years	8
3.0%	8.0%	\$224,000	\$627,500	0.7 Years	9

*The Historical Growth Rate of Housing was calculated based on CMHC data.

**The Projected Annual Growth in Assessment Value was calculated based on the change in Municipal Connect assessment value.

Note: Revenues only include complaint based revenues and not the potential revenues collected from any additional audits. Note the decrease in vacant homes for the complaint-based model does not outpace the growth in homes, leading to an overall continued increase in vacant homes.



Summary of financial analysis and recommendation

KPMG has conducted a feasibility study for a potential vacant homes tax program in the City of Kingston, focusing on the comparison between mandatory declaration-based and complaint-based programs, as well as explored various tax rates and estimated vacancy rates. The findings from this analysis, as presented in the table below, indicate that the declaration-based program generates higher revenues and is more effective in reducing the number of vacant homes than the complaint-based program.

However, it is important to note that the implementation and operational costs associated with the declaration-based program are higher, which increases risk for the City, compared to the complaint-based model.

Based on this analysis, if the City does decide to implement a Vacant Home Tax, **KPMG would recommend adopting the declaration-based program**, as it aligns more effectively with the objectives of increasing housing availability by returning more homes to the market, as well as generating more revenue to be directed to supportive housing programs. As next steps, the City must engage in further discussions to evaluate whether the estimated number of eligible vacant properties along with the associated staff efforts and impacts on residents, justifies the estimated reduction in vacant units.

	Declaration-Based Program										Complaint-Based Program				
	No Utility Usage					Some Utility Usage					Some Utility Usage				
	1%	1.5%	2%	2.5%	3%	1%	1.5%	2%	2.5%	3%	1%	1.5%	2%	2.5%	3%
Tax Rates															
Estimated 5-Year Average Annual Revenues	\$189K	\$275K	\$361K	\$438K	\$517K	\$410K	\$596K	\$783K	\$949K	\$1.1M	\$77.7K	\$112K	\$149K	\$187K	\$224K
5-Year Lower Estimated Implementation Costs	\$535,500										\$107,610				
5-Year Average Estimated Operating Costs	\$249,800										\$76,800				
5-Year Revenues Less Costs	\$(838K)	\$(408K)	\$22K	\$405K	\$802K	\$266K	\$1.2M	\$2.1M	\$3M	\$3.8M	\$(117K)	\$68.5K	\$255K	\$441K	\$627K
Decrease in Non-Exempt Vacant Units	13	16	17	19	21	28	34	37	42	45	5	6	7	8	9
Note: The declaration-based program displayed an overall decrease net of housing growth, whereas the decrease in units seen in the complaint-based model did not exceed the growth in housing.															



High-Level Program Workplan

The City of Kingston – Vacant Homes Tax Program Feasibility Study

High-level implementation plan

Based on the completion of the vacant home tax feasibility study, KPMG developed high-level activities for potential implementation of the VHT. These high-level activities along with the estimated timeline is displayed below.

Phase	Activities	Estimated Timeline				
		0 - 6 months	6 – 12 months	12 – 18 months	18 – 24 months	
1	Public engagement and policy development	→				
2	Legislative drafting and approval process.		→			
3	Implementation of the declaration process and public awareness campaign.			→		
4	Monitoring, evaluation, and adjustments based on findings.				→	

Each phase within the implementation plan requires considerable work. To successfully implement the tax, the City will need to ensure that their strategy for implementation is well-thought out and timely. In stakeholder consultations, KPMG received feedback from multiple comparator municipalities emphasizing the importance of a carefully crafted implementation strategy. We will review each of the phases throughout this chapter of the report.

Phase one – public engagement and policy development

Phase one: Public engagement and policy development		Implementation timeline: 0 – 12 months																							
<p>In Phase one, the focus is on engaging the public and developing a robust policy framework. This phase involves consultations with various stakeholders, including municipal departments, housing advocates, developers, property owners, and real estate boards, to ensure diverse perspectives are incorporated into the policy. These consultations will help refine the objectives of the VHT, including defining key terms such as “vacant,” identifying potential exemptions not identified through our comparator research, and establishing appropriate penalties. In addition, the city should engage with the community to initiate awareness of the VHT and receive feedback on its acceptance.</p> <p>The legal team should also review provincial legislation to ensure compliance and draft the initial policy framework. This groundwork sets the stage for a policy that is both feasible and effective in addressing housing challenges.</p>		<table border="1"> <thead> <tr> <th>Activity</th> <th>0 – 3 months</th> <th>3 – 6 months</th> <th>6 – 9 months</th> <th>9 – 12 months</th> </tr> </thead> <tbody> <tr> <td>Stakeholder Engagement</td> <td colspan="4">→</td> </tr> <tr> <td>Community Engagement</td> <td></td> <td colspan="3">→</td> </tr> <tr> <td>Draft policies</td> <td></td> <td colspan="3">→</td> </tr> </tbody> </table>				Activity	0 – 3 months	3 – 6 months	6 – 9 months	9 – 12 months	Stakeholder Engagement	→				Community Engagement		→			Draft policies		→		
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Stakeholder Engagement	→																								
Community Engagement		→																							
Draft policies		→																							
Key individuals		Potential risks																							
<ul style="list-style-type: none"> Project Lead: Oversee all phases of the project with a focus on stakeholder engagement in phase one. They will be the initial point-of-contact for others supporting the project Consultants: Facilitate and conduct the stakeholder engagement. Other stakeholders: Participating in stakeholder engagement sessions and providing insight (e.g., Legal team, Housing Experts, IT Specialists) 		<ul style="list-style-type: none"> Potential resistance from property owners and developers Data inaccuracies in identifying vacant properties 																							

Phase two – legislative drafting and approval process

Phase two: Legislative drafting and approval process		Implementation timeline: 3 – 12 months														
<p>In Phase two, the City’s project and legal teams will translate the policy developed in the previous phase into actionable legislation through the drafting of a municipal by-law. This by-law should outline critical components of the VHT, such as tax rates, penalties for non-compliance, and processes for granting exemptions (highlighted in this report). The drafting process should be supported by Kingston’s legal team to ensure alignment with provincial and municipal legislation as well as mitigate risks of non-compliance or legal challenges.</p> <p>This phase also involves a robust approval process. The by-law will be presented to City Council through workshops and public meetings designed to address questions and gain support from elected officials. Public consultations should be conducted during this phase to increase transparency and gather additional feedback, ensuring that the policy has broad-based support. Once approved by Council, the by-law will provide the legal foundation for implementing the VHT in Kingston. The community should be engaged with throughout this phase as well, ensuring on-going and consistent communication.</p>		<table border="1"> <thead> <tr> <th>Activity</th> <th>3 – 6 months</th> <th>6 – 9 months</th> <th>9 – 12 months</th> </tr> </thead> <tbody> <tr> <td>Draft legislative documents</td> <td></td> <td colspan="2">→</td> </tr> <tr> <td>Approval process</td> <td></td> <td colspan="2">→</td> </tr> </tbody> </table>			Activity	3 – 6 months	6 – 9 months	9 – 12 months	Draft legislative documents		→		Approval process		→	
Activity	3 – 6 months	6 – 9 months	9 – 12 months													
Draft legislative documents		→														
Approval process		→														
Key individuals		Potential risks														
<ul style="list-style-type: none"> Legal Team: Draft by-law and ensure it is aligned with other municipal policies. City Council: Review, request changes, and approve the policy framework. Project Team: Develop materials to communicate policy to the public and stakeholders 		<ul style="list-style-type: none"> There is the potential for legal challenges or objections from stakeholders. The approval process involves presenting the by-law to City Council, which may face political challenges. The drafting and approval process requires significant resources, including time and personnel. The timeline for drafting and approving the by-law may be impacted by various factors, including stakeholder feedback, legal reviews, and political considerations. 														

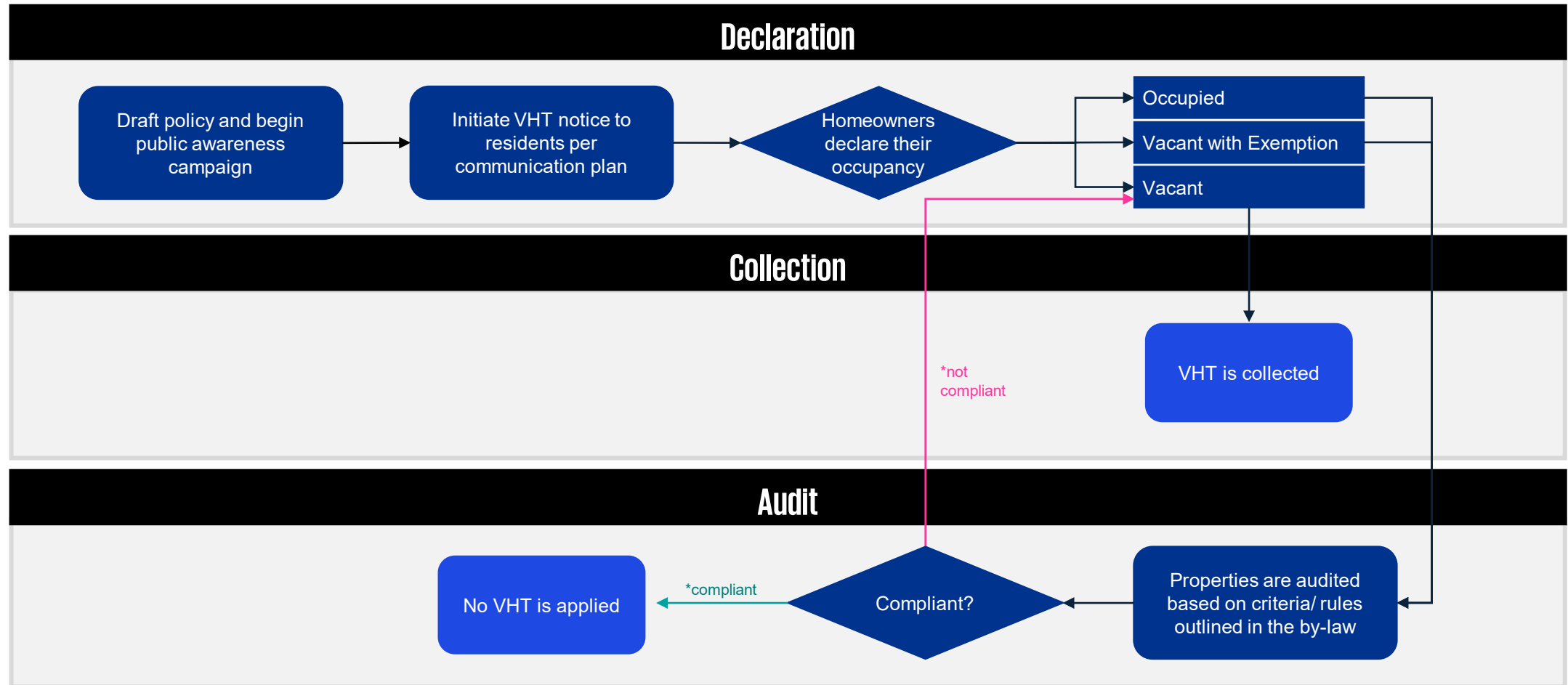
Phase three – implementation and public awareness campaign

Phase three: Implementation of the declaration process and public awareness campaign.		Implementation timeline: 12 – 18 months													
<p>In Phase three, Kingston will operationalize the VHT through the launch of a declaration process and a public awareness campaign. MyKingston will be leveraged to allow homeowners to declare the occupancy status of their properties. This platform will also support compliance monitoring and the issuance of penalties for non-compliance. Ensuring the reliability and security of this system will be a priority. The city will need to ensure that the software’s infrastructure is sophisticated enough to manage the new VHT.</p> <p>Prior to the launch of the VHT, the city should consider rolling out a public awareness campaign to educate property owners about the VHT. This campaign should include information on how to declare their properties occupied or vacant, the penalties for non-compliance, and the intended benefits of the program. This campaign should be launched through multiple channels, such as social media, local media, and community events to maximize outreach. The city may also consider leveraging additional communication methods such as call-in lines. Training sessions for municipal staff should also be held prior to the launch of the VHT to ensure they are well-equipped to manage the declaration process, answer questions from the public, and enforce compliance.</p>		<table border="1"> <thead> <tr> <th>Activity</th> <th>12 – 15 months</th> <th>15 – 18 months</th> </tr> </thead> <tbody> <tr> <td>Staff Training</td> <td>→</td> <td></td> </tr> <tr> <td>Public Awareness Campaign</td> <td colspan="2">→</td> </tr> <tr> <td>Launch of VHT</td> <td></td> <td>→</td> </tr> </tbody> </table>		Activity	12 – 15 months	15 – 18 months	Staff Training	→		Public Awareness Campaign	→		Launch of VHT		→
Activity	12 – 15 months	15 – 18 months													
Staff Training	→														
Public Awareness Campaign	→														
Launch of VHT		→													
Key individuals		Potential risks													
<ul style="list-style-type: none"> • Municipal staff: Oversee the development and testing of the declaration platform. • IT Specialists: Oversee the implementation of the VHT within MyKingston and maintain the platform. • Project Team: Lead and maintain the public awareness campaign and all public communications. 		<ul style="list-style-type: none"> • There may be technical challenges or resistance to the software. • An ineffective public awareness campaign may lead to low homeowner participation in the declaration process as well as increased non-compliance and questions from the public. • If the public awareness campaign does not adequately address concerns or highlight the benefits of the program, it could lead to public backlash. • If the training is insufficient or not comprehensive, staff may struggle to assist property owners effectively, leading to frustration and potential non-compliance. • If resources are limited or misallocated, it could hinder the thoroughness of the public awareness campaign or the municipal staff’s ability to answer resident questions, furthering impacting the effectiveness of the awareness campaign. 													

Phase four – monitoring, evaluation, and adjustments

Phase four: Monitoring, evaluation, and adjustments based on findings.	Frequency of Activities
<p>In Phase four, the focus shifts to ongoing monitoring, evaluation, and adjustments to the VHT policy. Kingston will establish systems to track compliance rates, collect tax revenues, and assess the policy's impact on housing availability and affordability. Annual compliance reports will be prepared to inform City Council and the public about the effectiveness of the VHT and any emerging challenges.</p> <p>As part of this phase, the city will analyze the collected data to identify trends and areas for improvement. Adjustments to the policy, such as refining exemptions or revising tax rates, may be recommended based on these findings. Should there be any unforeseen issues, the city will have a contingency plan in place to address any changes and how they will be communicated with the community. The goal of this phase is to ensure that the VHT remains responsive to Kingston's housing market and continues to achieve its intended objectives over time.</p>	<ol style="list-style-type: none"> 1. Monitoring <ol style="list-style-type: none"> a. Frequency: Ongoing b. Activities: Establish systems to track compliance rates and collect tax revenues. 2. Compliance Reports <ol style="list-style-type: none"> a. Frequency: Annually b. Activities: Reports summarizing the effectiveness of the VHT and highlighting program insights. 3. Data Analysis and Policy Adjustments <ol style="list-style-type: none"> a. Frequency: Quarterly and Annually b. Activities: Conduct data analysis every three months to identify trends and areas for improvement. Based on findings from the compliance reports and data analysis, make policy adjustment recommendations annually.
Key individuals	Potential risks
<ul style="list-style-type: none"> • City Staff: Collect and analyze all data in compliance and the housing impact. Track tax revenues and enforcement costs. • Policy advisors: Will provide insight on recommended adjustments to improve policy effectiveness and support with adjustments. 	<ul style="list-style-type: none"> • If the systems established to track compliance rates and tax revenues are flawed or if data is not accurately reported, it could lead to misleading conclusions about the policy's effectiveness. • If the city lacks adequate resources or systems to monitor compliance effectively, it may lead to low compliance rates. • If the city fails to communicate VHT changes clearly, it could lead to confusion and resistance among the public. • If the city does not continuously assess the policy's impact on housing availability and affordability, it may become outdated or ineffective, failing to meet its intended objectives. • The presence of the VHT may lead to public dissatisfaction and political pressures from residents paying the tax.

The process map below outlines the steps involved in the declaration-based program for a vacant home tax. It illustrates the key stages from declaration to collection and the audit.



Next Steps

Next steps

If Council approves to move forward with the VHT program, the implementation plan will include several key components listed below. KPMG’s work plan to develop the program implementation plan includes four working sessions with the Project team and is anticipated to be completed within a timeframe of 15 weeks.

01

Final Program Design

This includes defining key aspects of the program such as vacant home definitions, exemptions, administrative matters, staffing requirements, tax rate, and enforcement functions. The success of the tax will be determined by its ability to increase the availability of secondary rental housing and enhance housing affordability within the city.

02

Analysis of Provincial Requirements

The plan will consider any provincial requirements including elements of the new provincial policy framework announced in the 2024 Ontario Budget.

03

Communication and Public Education Plan

Once the VHT program is approved, a thorough communication and public education plan will be developed. This will include identifying core objectives, target audience, key messages, appropriate communication channels, and creating a timeline and budget.

04

Policy and By-law Development

Key elements of the VHT Policy will be identified based on jurisdictional analysis, which will inform the VHT Bylaw. Important policy considerations include defining vacant homes, possible exemptions, conditions and limits for implementing a VHT, potential methods for identifying vacant homes, potential impacts of the VHT on other City policies, and a clearly defined program implementation workplan.

05

Implementation Plan and Report

The workplan will include an implementation plan highlighting key tasks and activities, timelines, responsibilities across different stakeholders, and expected outcomes. The implementation plan will also identify resources required to complete each task and potential risks with mitigating strategies.

Appendix

Appendix A: Scope of Review

Project approach

Phase one: Project Initiation	Phase two: Current state assessment	Phase three: Feasibility study	Phase four: Final Report and Presentation
During this phase we kicked off the project with Kingston’s Project Team. We then worked with the team to prepare a project Charter to direct the study.	During phase two we conducted research and completed engagement activities (interviews) to gather and understanding of the current state and benchmark with comparing municipalities.	In Phase three, we did an analysis on the feasibility of implementing a VHT based on the findings from the previous phases. We developed a high-level overview of the rationale and potential impacts.	In phase four we summarized all of the work completed in the first three phases and developed a final report with a high-level implementation plan.

Individuals engaged

Stakeholders		Comparators	
Jeff Walker	Sukriti Agarwal	Sault Ste. Marie	Ottawa
Lana Foulds	Stewart Waldron	Windsor	

Documents reviewed

Document title			
hna-template-modele-ebml-en	Housing Market Conditions Data Analysis	housing-market-indicators-kingston-1990-2016	hss_report_housinghomelessness2023
kingston hss_plan_housinghomelessnessupdate	OTTAWA_24-145_Report_E_v12	Sault Ste. Marie - Draft VHT Framework - August 2024	KPMG-City_wtr 0-1m3 locations_20241115_To KPMG
planning_2021censussummary_populationdwellingcounts	planning_2021censussummary_typeofdwelling	Report-23-172_Housing-Accelerator-Fund and Housing Needs Assessment	Report-24-016_Population-Housing-and-Employment-Growth-Forecast-Update-to-2051
Report-24-093_Population-Housing-and-Workforce-Update	Residential Service Addresses - zero water consumption 6 months_2024Oct22	City-Council_Meeting-10-2020_Report-20-082_Transmittal-of-Mayors-Task-Force-on-Housing	FW_request for estimated operating costs for VHT [EXTERNAL]
Toronto Council backgroundfile-158977	Case Study Research Notes - Melbourne	Jurisdictional Research - VRLT Phone Interview Notes	Revenue Options Study Refresh_FINAL - Oct 2 2019
VHT Reboot Research Notes (2020.11.17)	Toronto VHT Rpt	VHT Report - Final Draft Council Presentation 2020.03.27	VHT Report - Final Report - 2020.03.27
VHT Report - Final Report - 2020.03.27	VHT Supplemental Report - Final - 2020.11.26	VHT Supplemental Report - Final - 2020.11.26	Draft VHT Framework - August 2024
SSM Vacant Home Tax - Council Report - April 29, 2024	Vacant Home Tax - Sept 2024 - Open House Presentation Panels	VHT Oct 21 Council Report	876a-VHT_report_survey-results-all-responses
Appendix I - EY Feasibility Study titled Region of Peel Feasibility Assessment for Vacant Homes Tax	FN-15-22_Attachment_1_Halton_Region_-_Vacant_Homes_Tax_Feasibility_Review	VHTYR-HousingGroupPresentation-v2	York VHT - Ph. 2 Stakeholder Consultation Notes - Draft
York Region - Vacant Home Tax - Final Report - Draft v3.0 - 2022.08.24	York Region - Vacant Home Tax - Final Report (2022.08.24)	York Region - Vacant Home Tax - Final Report (2023.04.05)	York Region - Vacant Home Tax - Housing Market Analysis - Final
York Region - VHT Summary Slides - Draft v1.1 (2022.09.15)	Att 1 - KPMG Report - A review of considerations for a Vacant Home Tax in York Region	FN-15-22_Attachment_1_Halton_Region_-_Vacant_Homes_Tax_Feasibility_Review_-_	Peel - Vacant Home Tax Feasibility Study
Provincial Policy Framework			

Appendix B: Summary of comparing municipalities

Summary of comparators – Sault Ste. Marie (1/2)

	City of Sault Ste. Marie
Definition of a Vacant Home	A vacant home will be defined as any residential unit unoccupied for more than 183 days in a taxation year and does not meet the exemption criteria. Vacant residential lots will not be subject to VHT at this time.
Method of Declaration	<p>It is recommended that the City use a complaint-based method, where:</p> <ol style="list-style-type: none"> 1. Vacant residential properties will be identified at the time that a complaint or a tip is received from the public. 2. Owners of suspected vacant homes will be required to submit a Declaration of Occupancy Status Form. The City is authorized to request evidentiary documentations from property owners to determine whether a property is subject to the VHT. 3. Making a false declaration or failing to provide a declaration when asked will result in the property being deemed vacant. <p>It is not recommended to use a mandatory declaration method where all residential property owners must submit a Declaration of Occupancy Status Form annually.</p>
Suggested Tax rate	The Working Group recommended a 3% tax because other municipalities that have implemented this program have already increased from 1% to 3%. However, Council amended their recommendation and decided upon a 4% tax rate based on survey results which indicated that most respondents wanted “4% or more.” Sault Ste. Marie will proceed with a 4% tax rate for the VHT program.
Eligibility Criteria	A residential unit is considered occupied and exempt from the VHT if it is: 1. The principal residence ¹ of the owner of the property; 2. The principal residence of an immediate family member of the owner; or 3. It is rented out and occupied as a residence by a tenant for at least 6 months of a taxation year. Residential properties that are not the principal residence of any of the above persons and were vacant for a minimum of 183 days are subject to the VHT, unless they meet one of the following exemptions in the next section.
Fines/ Penalties	<ul style="list-style-type: none"> • False declaration fine - a penalty of \$3,500 is to be imposed for declarations determined to be deliberately false or misleading in order to avoid the VHT. • Overdue payments - the bill will be added to the property tax account and payable in one installment payment due within 90 days of the issue date of the bill. Any amount outstanding after the due date will be subject to penalty (1.25%) and interest calculated monthly at a rate of 1.25%.

Source: Sault Ste. Marie Draft Vacant Home Tax (VHT) Framework August 2024 and Comparator interviews



Summary of comparators – Sault Ste. Marie (2/2)

	City of Sault Ste. Marie
Exemptions	<ul style="list-style-type: none"> a. Death of a registered owner - a Residential Unit whose owner has died will be exempt from a VHT levy in the period of up to twenty-four (24) months beginning the month after the owner(s)’ death, provided the Residential Unit was Occupied at the time of death. Applies to the legal estate or heir without any extension to the exemption period (24 months); b. Registered owner in care - a Residential Unit that is vacant for a period of up to two (2) years following the date the registered owner was admitted to care (hospitalization, long-term care); c. Property transferred in the reference year - a Residential Unit that has changed ownership in whole by way of an arm’s length transaction, shall not be subject to a VHT levy for the taxation year during which the transaction occurred; d. Undergoing major renovations within a reasonable timeframe - a Residential Unit that is undergoing major redevelopment or renovations that, in the judgement of the municipality, are being pursued within a reasonable timeframe. All necessary permits have been issued by the City for the repairs and renovations; e. Non-profit housing - a Residential Unit that is owned/managed by a Not-for-profit or considered social housing; f. Subject to Court Order prohibiting occupancy and owner is making efforts to remedy - a Residential Unit with a court order preventing occupancy during the Vacancy Reference Year, unless the order is conditional on an action of the owner, or the state and condition of the property and the owner has not made reasonable efforts to remedy the circumstances that led to the order; g. Seasonal properties - the property is classified as seasonal (MPAC codes 363, 364, 385, 391, 392, and 395). h. Vacant new inventory – a residential unit that was continuously listed for sale or lease and not sold or leased in the first year in which the unit was added to the tax roll. i. Multi-residential properties - a unit within the multi-residential tax class (has greater than 6 units). The Municipal Act, 2001 states that municipal Vacant Home Taxes may apply to residential units that are classified in the residential property class under the Assessment Act and are taxable under that act for municipal purposes. Properties with more than 6 units are classified in the multi-residential property class. j. A short-term rental in good standing - a Residential Unit used exclusively as a Short-Term Rental if Occupied for a minimum of 183 days during the taxation year and there exists a license for the STR that is in good standing.

Source: Sault Ste. Marie Draft Vacant Home Tax (VHT) Framework August 2024



Summary of comparators – Windsor (1/2)

City of Windsor	
Definition of a Vacant Home	The VHT will apply to a residential property that is determined to be unoccupied for a period of more than 183 days in any Taxation Year, except 2024, the year of implementation. For the 2024 Taxation Year, the unoccupied period will be more than 140 days during the time period March 27 to December 31, 2024. Vacant residential lots are not subject to VHT at this time.
Method of Declaration	If you own a residential property that you know was vacant for more than 183 days (140 days in 2024) in the Taxation Year, you must fill out the declaration and submit it to the City of Windsor Tax Department. If you are unsure if your property meets the criteria of being vacant, you may fill out a form, and we will contact you to discuss. If the City is made aware of a property that may be subject to VHT, the owner will be contacted either by phone, email or letter requesting that a declaration form be filled out and returned within 30 days of the date of the communication request from the City. Anonymous tips are also welcomed by the public.
Suggested Tax rate	A tax of 3% of the assessment value of the property in the Taxation Year, as determined by the Municipal Property Assessment Corporation (MPAC), will be billed and payable in the Taxation Year. The program will run annually. In the 2024 Taxation Year, the City will calculate the VHT as 3% of the 2024 assessment value for a residential property that was vacant for more than 140 days.
Eligibility Criteria	A residential unit is considered occupied and exempt from the VHT if it was the primary and usual residence during the year for: <ul style="list-style-type: none"> • The assessed owner of the property, or • An immediate family member of the assessed owner, or • An individual who has entered into a formal residential lease or rental agreement under a term no less than 183 days, save and except for 2024. Residential properties that are not the principal residence of any of the above persons and were vacant for a minimum of 183 days, save and except for 2024 (140 days).
Fines/ Penalties	<ol style="list-style-type: none"> 1. Any Person contravening any provision of this By-law is guilty of an offence and on conviction is liable to such fine as is provided for under the Provincial Offences Act, R.S.O. 1990, Chapter P.33, as amended from time to time. 2. Despite the provisions of subsection 13. (a) the fine for submitting a false or misleading Declaration of Occupancy Status Form is \$3,500.00

Source: <https://www.citywindsor.ca/city-hall/taxes-and-assessment/municipal-vacant-home-tax-vht>

[https://www.citywindsor.ca/documents/city-hall/by-laws-online/119-2024%20\(Vacant%20Home%20Tax-1\).pdf](https://www.citywindsor.ca/documents/city-hall/by-laws-online/119-2024%20(Vacant%20Home%20Tax-1).pdf)



Summary of comparators – Windsor (2/2)

	City of Windsor
Exemptions	<ul style="list-style-type: none"> a. It is undergoing active and ongoing repairs and renovations of which there is an open and active building permit(s) issued by the City of Windsor. b. It is on land for which a development/redevelopment application has been approved by the City of Windsor. The effective period would be retroactive to the date the application was filed until one year after the date the application was approved. c. It is listed publicly for sale or rent for a period of up to 12 consecutive months. The Listed for Sale exemption is limited to once per ownership term. The Listed for Rent exemption may be claimed multiple times, provided that the unoccupied periods are separated by a tenancy lasting no less than twelve months and verified by way of executed lease. d. It has changed ownership in whole by way of an arm’s length transaction; the unit will not be subject to VHT for the taxation year during which the transaction occurred. e. The registered owner was admitted to care (hospitalization, long-term care) – the exemption applies for a period up to two years from the date admitted to care. f. The registered owner has died – the exemption applies for a period of up to two years starting the month after the owner’s death, provided the unit was occupied at the time of death. The exemption applies to the legal estate or heir without any extension to the exemption period. g. It is owned by a business and used exclusively as a part-time residence by its employees, directors, or clients for a minimum of 183 days during the Taxation Year, save and except during the 2024 Taxation Year, for at least 140 days. This cannot be claimed for a property used or offered as a short-term rental during the year, and it cannot be claimed in conjunction with any other exemption. h. It has a court order preventing occupancy during the Taxation Year, unless the order is conditional on an action of the owner or the state and condition of the property, and the owner has not made reasonable efforts to remedy the circumstances that led to the order. i. It is a unit in a multi-residential property (greater than six units). j. It is a unit that is managed or considered social or affordable housing and is in receipt of funding from the City of Windsor.

Source: <https://www.citywindsor.ca/city-hall/taxes-and-assessment/municipal-vacant-home-tax-vht>



Summary of comparators – Hamilton (1/2)

	City of Hamilton
Definition of a Vacant Home	The VUT is an annual tax payable by the owner of a residential unit that has been vacant for more than 183 days in the previous calendar year. All owners of residential units must submit an annual mandatory declaration on the status of their property. If a mandatory declaration is not submitted, the residential unit will be considered vacant and the VUT will be charged.
Method of Declaration	<p>The City will audit mandatory occupancy declarations for accuracy on an annual basis. Audits will be conducted in the following scenarios:</p> <ul style="list-style-type: none"> • Properties that report an exemption • Properties declared occupied that were vacant the previous year • A complaint or tip • Random selection • Targeted audit campaigns • Properties reported vacant in the Vacant Building Registry (registered and unregistered) <p>If as a result of an audit the property is considered vacant, the VUT will be charged.</p>
Suggested Tax rate	<p>If the residential unit has been declared vacant for more than 183 days in the previous calendar year and does not meet one of the exceptions, the VUT will be applied. The first year the tax will be payable is 2025, based on the status of the property in 2024.</p> <p>The tax will be calculated at a rate of one percent of the property's assessed value, and the tax will be included in the Final Property Tax Bill mailed out in June.</p>
Eligibility Criteria	<p>A residential unit may be considered vacant by the City and subject to the tax if the owner:</p> <ul style="list-style-type: none"> failed to make a mandatory declaration by the prescribed deadline failed to provide information or to submit any evidence required by the City
Fines/ Penalties	<ul style="list-style-type: none"> • Late Mandatory Declaration Fee: \$250 • Non-Declaration Fee: \$250 • Penalties and Interest: Penalty of 1.25% on the first day of default, plus 1.25% interest per month. • Other offences set in the by-law.

Source: <https://www.hamilton.ca/home-neighbourhood/property-taxes/vacant-unit-tax>



Summary of comparators – Hamilton (2/2)

	City of Hamilton
Exemptions	<p>A property may be left vacant and be exempt from the Vacant Unit Tax if one of the following criteria is met:</p> <ol style="list-style-type: none"> a. Death of an owner: the exemption applies to the year of death, plus one subsequent year only. b. Major renovations: major renovations or redevelopment make occupation of a unit impossible for more than 183 days in the same calendar year, provided a building permit has been issued. c. Sale of the property: the VUT will not apply in the year of the sale if the transfer is to an unrelated individual or corporation. d. Principal resident is in care, institutionalized or hospitalized: the period of time when the principal resident resides in a hospital, long-term or a supportive care facility. e. Court order: if a court order prohibiting occupancy of the residential property is in effect. f. Non-profit housing: the exemption applies for designated housing projects owned and operated by non-profit corporations.

Source: <https://www.hamilton.ca/home-neighbourhood/property-taxes/vacant-unit-tax>



Summary of comparators – Toronto (1/2)

City of Toronto	
Definition of a Vacant Home	A residential property that was vacant for six months or more during the taxation year should be declared vacant by the homeowner in the declaration of occupancy status submission. A property will be deemed vacant if the owner fails to make a property status declaration and/or provide supporting documentation where applicable. A property that has been selected for audit, or on review of a Notice of Complaint or appeal can be determined to be vacant upon completion of the review.
Method of Declaration	Owners of properties in Toronto that are classified within the residential property tax class are required to declare the occupancy status of their property every year, even if they reside there. However, the tax does not apply to: (1) properties that are the principal residence of the owner (2) properties that are the principal residence of a permitted occupant or occupied by a tenant (including business tenants) (3) properties that qualify for an exemption A property is considered vacant and the tax does apply if: (1) the property was not the principal residence of the owner or any permitted occupants or was not occupied by tenants for a total of six months or more during the calendar year (2) the property was not eligible for an exemption (3) the property was deemed vacant because the owner failed to submit a declaration of occupancy status or any required supporting documentation Owners of properties subject to the tax will be issued a Vacant Home Tax Notice at the end of March and payment will be due in three instalments in May, June and July.
Suggested Tax rate	For 2024 and future taxation years, a tax of three per cent of the CVA will be levied on all Toronto residences that are declared, deemed or determined to be vacant for more than six months during the previous year. For example, if the CVA of your property is \$1,000,000, the tax amount billed would be \$30,000 (3% x \$1,000,000).
Eligibility Criteria	A property is considered vacant and the tax does apply if: (1) the property was not the principal residence of the owner or any permitted occupants or was not occupied by tenants for a total of six months or more during the calendar year (2) the property was not eligible for an exemption (3) the property was deemed vacant because the owner failed to submit a declaration of occupancy status or any required supporting documentation
Fines/ Penalties	If a declaration is not submitted by the deadline, the property will be deemed vacant and will be subject to the Vacant Home Tax. Effective January 1, 2024, a fee of \$21.24 was implemented for failing to submit a declaration of occupancy status by the declaration deadline. This fee is being waived for all applicable properties for the 2023 taxation year. The City will credit the property tax account of owners who have already paid the fee. Interest charges will apply to any overdue Vacant Home Tax amount at a rate of 1.25 per cent on the first day of default and on the first day of each month thereafter, for as long as taxes or charges remain unpaid. Upon default of payment, the unpaid amount will be added to the property tax roll for the residential property and will be collected in the same manner as property taxes. A Dishonoured Cheque Processing / Non-Sufficient Funds (NSF) fee will be applied to all payments that are not honoured by a financial institution. False declarations of occupancy status or failure to provide information when requested may result in a fine of up to \$10,000, in addition to payment of the tax

Source: <https://www.hamilton.ca/home-neighbourhood/property-taxes/vacant-unit-tax>



Summary of comparators – Toronto (2/2)

City of Toronto		
Exemptions	Death of a registered owner	The property was vacant for six months or more in the taxation year due to the death of an owner. This exemption may be claimed for up to three consecutive taxation years if the owner of the vacant unit died in the taxation year or in the two previous taxation years.
	Repairs or renovations	The vacant property is undergoing repairs or renovations, and all the following conditions have been met: Occupation and normal use of the vacant property is prevented by the repairs and renovations for at least six months of the taxation year. All necessary permits have been issued for the repairs and renovations. The City is of the opinion that repairs or renovations are being actively carried out without unnecessary delay.
	Principal resident is in care	The principal resident of the vacant property is in a hospital, long term or supportive care facility for at least six months during the taxation year. This exemption may be claimed for up to two consecutive taxation years.
	Transfer of legal ownership	The closing date of the purchased property was in the taxation year being declared. The sale involved a 100 per cent transfer of the property to another individual or corporation. This excludes name changes, adding a second owner and removing a second owner.
	Occupancy for full-time employment	The vacant property is required for occupation for employment purposes for a total of at least six months in the taxation year, by its owner who has a principal residence outside of the Greater Toronto Area.
	Court order	There is a court order in force which prohibits occupancy of the vacant property for at least six months of the taxation year.
	Vacant new inventory	This exemption can be claimed by the developer of a newly constructed residential unit for up to two consecutive years if all the following conditions have been met: <ul style="list-style-type: none"> • The residential unit was not occupied as a residence at the end of the last business day of the taxation year for which the property is being declared, and was not occupied for residential purposes since it was constructed. • The residential unit was actively offered to the public for sale in the taxation year for which the property is being declared. • The owner of the residential unit is the developer of the residential unit.

Source: <https://www.hamilton.ca/home-neighbourhood/property-taxes/vacant-unit-tax>



Summary of comparators – Ottawa (1/2)

	City of Ottawa
Definition of a Vacant Home	A residential unit is considered vacant if it has been unoccupied for an aggregate of more than 184 days during the previous calendar year. A unit will be considered vacant if it was not used as a principal residence and has been unoccupied for more than 184 days in the previous calendar year. The tax applies only to properties in the residential tax class (excludes commercial, industrial, and multi-residential properties).
Method of Declaration	All residential property owners will be required to register the status of their property during the previous year; if no declaration is made, the property will be deemed vacant and will be subject to the tax. The tax does not apply to, but a declaration is still required for: <ul style="list-style-type: none"> • Principal Residence • Tenanted properties • Properties occupied by a family member, friend, or other resident using it as their principal residence • Properties qualifying for one of the available exemptions
Suggested Tax rate	The first year the tax will be payable is 2023, based on the status of the property in 2022. The tax will be calculated at a rate of 1% of the property's assessed value, and the tax will be applied to the Final Tax Bill, which is due on the third Thursday of June (June 15 in 2023).
Eligibility Criteria	Eligible properties are determined using the property code assigned by the Municipal Property Assessment Corporation (MPAC). The property code can be found on the back of the bill of your most recent Final Tax Bill. Not all residential property codes are required to submit a declaration. Review the list of eligible properties outlined in the by-law. All residential property owners are required to submit an annual property declaration starting in January 2023, even if you are using the property as your principal residence. If you own more than one property, you must submit a declaration for each. Eligible property owners will receive reminders to declare each year.
Fines/ Penalties	Failure to submit a property occupancy declaration by the due date will result in a \$250 fee added to the tax roll. Late declarations are accepted until April 30. False property status declarations, or failure to provide information when requested may result in fines of up to \$10,000, in addition to payment of the tax. If no declaration is submitted by the late declaration due date, the property will be deemed vacant, and the Vacant Unit Tax will be applied to the roll. The Vacant Unit Tax is added to the Final Tax bill, due in June. The Vacant Unit Tax is subject to the same penalties for non-payment as property taxes, including: <ul style="list-style-type: none"> • 1.25% interest added on the 1st of every month • The tax sale process • Unpaid Vacant Unit Tax also forms a lien on the property

Source: <https://www.hamilton.ca/home-neighbourhood/property-taxes/vacant-unit-tax>



Summary of comparators – Ottawa (2/2)

City of Ottawa		
Exemptions	In Case of Sale	You purchased your property in the previous year, and the sale involved a 100% transfer of an interest in the property to an unrelated individual or corporation. This excludes name changes, adding a second owner, removing a second owner etc.
	In Case of Court/Government Order	A court or government order prohibits the property from being occupied. Note: in cases where occupancy is not permitted due to the owner's neglect, an exemption will not be granted.
	In Case of Death	The property was vacant for at least 184 days in the previous year due to the death of an owner. This exemption is only available in the year of death and the subsequent year.
	Owner in Care	The owner or occupant was residing in a hospital, long-term or supportive care facility for at least 184 days in the previous calendar year.
	Construction/Renovation	The property was undergoing redevelopment or major renovations for which the appropriate building permits have been issued. The project must be significant enough that the property cannot be occupied for at least 184 days in the year. Minor renovations are not included.
	Combination of tenanted and construction/renovation	The property had a combination of tenants and vacancies for construction/renovation totalling at least 184 days.
	Cottage rental	The property is used as a cottage rental in the rural area, with a valid host permit, and it is rented for at least 100 days in the previous year.
	A Newly Built Unit Listed for Sale or for Lease	The property was continuously listed for sale or lease and not sold or leased in the first year in which the unit was added to the tax roll.

Source: <https://www.hamilton.ca/home-neighbourhood/property-taxes/vacant-unit-tax>



Appendix C: Interview guides

Interview guide – City staff

1. In your opinion, what is the primary purpose and objective of a potential VHT program? If implemented, where would you like to see revenue from program allocated?
2. What are your key concerns regarding program implementation? Key risks you foresee with a VHT?
3. How would you like vacant homes to be identified? Mandatory self declaration, declaration by exemption, compliance audits, utility monitoring, etc.
4. What enforcement steps are in place right now in Kingston for municipal tax non-compliance? Are there any key trends in tax non-compliance in Kingston that we should be aware of?
5. What are the key principles you consider most important to determine taxation rate? i.e., benchmarking rate with comparators, rate require to generate positive revenue, rate require to incentivize change of behaviour, alignment with existing property tax rates, etc.
6. What considerations, if any, should be made for Kingston's high student and military populations?
7. What existing systems or databases can be used to administer the vacant homes tax program? Will new software or technology be required to support program operations?
8. Do you anticipate additional staff may be required to implement and manage a VHT program? If so, what additional roles might be required?
9. Do you have any final thoughts or comments you would like share with us today?

The City of Kingston – Vacant Homes Tax Program Feasibility Study

Interview guide – Comparators

1. Could you provide a brief overview of the process your municipality followed to implement the Vacant Home Tax (VHT)?
2. How long has the entire planning and implementation process taken? When did initial planning begin?
3. Who were the key stakeholders involved in the planning and implementation phases (e.g., municipal departments, community stakeholders, legal advisors, etc.)?
4. What steps did you take to engage and inform the public and property owners about the tax before implementation?
5. What challenges or discussions arose during council approval of the VHT?
6. Were there any concerns about how the tax might disproportionately affect certain property owners or communities?
7. How did you gather the necessary data to identify vacant properties? Were there any significant data gaps or challenges?
8. Has the implementation of the VHT required new software or upgrades to your existing systems?
9. Were there any changes/additions required to your staffing model or other resources to accommodate the program?
10. If you could go back, is there anything you would change about the implementation process? What key pieces of advice would you offer to Kingston as they consider implementing a similar tax?



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Document Classification: KPMG Confidential



**City of Kingston
Report to Council
Report Number 25-119**

To: Mayor and Members of Council
From: Craig Desjardins, Director, Office of Strategy, Innovation & Partnerships
Resource Staff: Dajana Turkovic, Workforce Development Analyst
Date of Meeting: April 1, 2025
Subject: Annual Update on Family Physician Recruitment

Council Strategic Plan Alignment:

Theme: 4. Foster a Caring and Inclusive Community

Goal: 4.3 Increase access to healthcare professionals and services.

Executive Summary:

The purpose of this report is to update Council on the outcomes of the City's efforts to attract and retain family physicians in Kingston and to request an additional investment of up to \$600,000 for 2025 to support ongoing family physician recruitment. Council will be aware that the City has approved a total \$3 million over the last couple of years to address unattached patients in the community, as detailed in [Report Number 24-045](#) (Update on Family Physician/Primary Care Recruitment Efforts in Kingston).

Since the launch of the City's recruitment incentive program in early 2022, 25 family physicians have been attracted to Kingston. Of these, eight are net new doctors who have rostered approximately 8,100 previously unattached patients. The remaining 17 physicians replaced retiring or departing doctors, thereby preventing 14,500 attached patients from losing access to primary care for a total impact of 22,600 patients attached or retained.

2024 was a busy and successful year for physician recruitment, including the launch of the Primary Care Clinic Grant. This grant encouraged local clinics to review their operations and propose solutions to improve efficiency. As a result, 5 clinics have added approximately 6,000 new patients to their rosters without recruiting additional physicians. The clinic grant also

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supported two clinics in retaining 5,700 patients, bringing the combined impact of this program to 11,700 patients attached and retained.

The City also joined the Eastern Ontario Physician Recruitment Alliance (EOPRA) as a co-founding member in 2024. This collaboration has expanded the City's reach beyond Canada, connecting the corporation with international family physicians looking to relocate. Additionally, the City received a grant from the Government of Ontario to support the attraction of bilingual family physicians to support Kingston's Francophone population. The marketing campaign has resulted in two bilingual family physicians being attracted.

With current and anticipated commitments to physicians and clinics, as well as very modest program expenses for marketing, recruitment events, and relocation support, the program has now committed the majority of the current \$3 million budget resulting in 14,100 unattached patients being rostered and supporting the retention of 20,200 patients.

Staff is aware of several family physicians planning to retire in the next three years and have identified six to seven family physician prospects interested in either taking over a practice or helping expand care at one of Kingston's clinics in 2025.

While accurate data from the Ministry of Health on unattached patients in Kingston lags by at least a year, estimates put the current figure at less than 9,000. In discussions with the local Ontario Health Team (OHT), they estimate we will have all Kingston unattached patients rostered by the end of 2025. The focus of programs could then shift to maintenance (replacement of retiring physicians) and see the City reduce financial and staff resourcing commitments.

City staff recognize that healthcare services are a provincial responsibility and that municipalities do not receive funding to finance healthcare services. Unfortunately, municipalities have been pressured to address these health care challenges as they have local economic and social impacts. The recent provincial announcement of more than \$1.8 billion to support the creation of the health home model of primary care, currently piloted in Kingston, across the province underscores the need for municipal participation in this important public policy issue.

Recommendation:

That Council approve the allocation of up to \$600,000 from the Working Fund Reserve to support the continued delivery of the Kingston Family Physician Recruitment Program and Clinic Grant Program; and

That Council direct staff to apply for funding opportunities for projects that support the recruitment of family physicians; and

That the Mayor and Clerk be authorized to execute return for service agreements and Clinic Grant Agreements with family physicians and clinics as part of the City's family physician programs in a form satisfactory to the Director of Legal Services.

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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 & Emergency Services	Not required
David Fell, President & CEO, Utilities Kingston	Not required
Ian Semple, Acting Commissioner, Transportation & Infrastructure Services	Not required
Desirée Kennedy, Chief Financial Officer & City Treasurer	

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Background

The previous City Council approved funding of \$2 million over eight years for the development of a family physician recruitment program, as detailed in [Report Number 24-045](#). In January 2024, this Council approved an additional \$1 million in top-up funds, which have allowed for the continuation of existing recruitment efforts and supported the introduction of a new clinic grant initiative to connect unattached residents with family physicians.

The existing incentive program includes a \$100,000 payment over five years in exchange for a Return of Service Agreement and provides relocation support through the City's NEST* Program (formerly the Dual Career Support Program). Over the past three years, staff have worked with community partners to successfully attract 25 family doctors, with six additional physicians expected to be signed in 2025. While attracting family physicians is the primary goal, several other processes and program supports have been implemented to ensure ongoing success. These include:

- Creation of a family physician advisory group, comprising local doctors, clinic managers, healthcare advocates, and the Kingston Chamber of Commerce.
- Development of landing pages and attraction marketing campaigns in French and English.
- Building a strong relationship with the Queen's University Family Medicine Residency Program.
- Partnering on the creation of the Periwinkle Model (Midtown Clinic) of primary care.
- Ongoing evaluation of the program's efficacy through interviews and extensive secondary research conducted by researchers at St. Lawrence College and Queen's University.

Initiatives Completed and Underway:

The development of Kingston's Family Physician Recruitment Program to address unattached patients was based on best practices adopted from other communities, engagement with local family physicians and clinics, and support from the Queen's University Family Medicine Residency Program. Initiatives that have been completed or are currently underway include:

Creation of a bilingual physician talent attraction portal

This portal, which includes video testimonials from local family physicians, can be found at <https://kingston.possiblemadehere.org/physicians/>. It is reviewed and updated regularly. In 2024, the City applied for and received a Francophone Community Grant from the Ministry of Francophone Affairs. This \$28,000 grant enabled the City to significantly expand marketing efforts to attract bilingual physicians, purchase swag for events, and host three recruitment events for Queen's family medicine residents. Additionally, the City was able to offset some of the program's administrative costs using the grant funding.

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Implementation of the recruitment incentive program

This program includes a \$100,000 financial component paid out over five years and access to the [NEST* Program](#). To date, local clinics have successfully recruited 25 physicians, either as replacements for exiting physicians or as new additions. Recruitment is ongoing, and the City anticipates adding another six physicians in 2025. While the program has been successful in ensuring that Kingstonians do not lose access to primary care and in reducing the number of unattached patients on the Healthcare Connect list, physician shortages will continue to be challenging as more physicians approach retirement.

Creation of the Family Physician Recruitment Working Group

This group, with representation from local primary care stakeholders including physicians, clinic managers, the Greater Kingston Chamber of Commerce, and the Francophone community, has been instrumental in developing the recruitment program and clinic grant. It continues to provide feedback and guidance on new initiatives. As a result, the City has been able to host recruitment events at minimal cost, triage inquiries to connect interested physicians with suitable opportunities, and gain insight into the needs of the local physician community to better support them. The Primary Care Clinic Grant described in this document was developed with the insights and expertise of this group.

Closer collaborations with Queen's University and SEAMO (Southeastern Ontario Academic Medical Organization)

Through the relationships with the Family Medicine Residency Program, the City has been able to connect with current residents and host several networking events that have created awareness of the recruitment program, enabled residents to connect with local physicians and clinics, and supported relationship development in primary care. The City continues to nurture this relationship through regular communication and check-ins. In February 2024, staff attended the Queen's University Family Medicine recruitment fair to support local family physicians and clinic representatives. City staff also hosted two events and sponsored one. In 2025, the City has already hosted one networking event and aims to continue engaging with residents at Queen's from their arrival in first year until graduation. More recently, and as a direct result of the work with EOPRA, staff have been able to connect SEAMO with several medical specialist physicians interested in relocating to Kingston.

Partnering on the Creation of the Periwinkle Model of Primary Care

The City was a key partner in developing the Periwinkle Model, originally proposed by Dr. Jane Philpott. The City funded the development of a business plan and committed to supporting the recruitment of family physicians for the clinic. Funding for the implementation of the Periwinkle Model was approved by the province in early 2024, and the clinic has been operational since July as the Midtown Health Home, with a planned relocation to 309 Queen Mary Road in January 2026. Midtown serves as the provincial pilot of the interdisciplinary and person-centric healthcare model, focused on ensuring Ontarians have access to quality team-based primary care close to home, as outlined in the Periwinkle business plan. The model was designed to be

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scalable, and additional Health Home sites have already been added, one in Napanee and one in East Kingston, with the Ontario Health Team (OHT) planning for more. The recent provincial announcement of \$1.8 billion to support the creation of health homes across Ontario indicates the province's support of this model currently piloted in Kingston. Kingston is a pioneer in the primary care space, and the need for municipal participation in this important public policy issue remains both urgent and consistent.

Launch of the Primary Care Clinic Grant

Several local clinics indicated they could take on more patients with sufficient allied health and administrative supports but lacked the upfront funding to get started. The Clinic Grant Program was developed in response to this and launched in May 2024. It offered up to \$100,000 to clinics with concrete plans to expand patient rosters and enhance care accessibility through technology, administrative support, and allied professionals. Proposed projects had to demonstrate sustainability and commitment to patient access and retention, focusing on new patient attachment through Healthcare Connect, accessibility of care through same-day appointments and after-hours clinics, and the reduction of pressure on urgent and emergency care services. After a rigorous review process, seven grants were awarded between September and December 2024. Participating clinics agreed to attach an additional 1,000–1,200 patients beyond those added through other municipally funded incentives. In addition to successfully reducing the number of unattached patients in the community, grant funds also supported the establishment of the East End Health Home, which has cleared the Healthcare Connect List in the East End of Kingston and plans further expansions in 2025.

Independent Project Assessments

1. In collaboration with the Health Innovation and Life Science (HIYGK Project) grant-funded project, the City completed an independent assessment of the Family Physician Recruitment Program in 2023. Through one-on-one interviews, researchers connected with the first cohort of physicians who received the incentive and gathered valuable insights into how we can tailor the program to meet the needs of our target demographic. More information can be found in the Analysis section of this report.
2. In January 2025, the City began working with the School of Kinesiology and Health Studies to review and assess the effectiveness of the family physician recruitment program through the program's Community-Based Programming and Evaluation course. The report will be presented in Q2 2025.

2025 Initiatives:

Promotion of Healthcare Connect

In collaboration with the FLA Ontario Health Team (OHT), City staff are working on expanding a bilingual educational engagement campaign to promote the use of Healthcare Connect (HCC) in the region. HCC is a provincial program that refers residents without a primary care provider to physicians and nurse practitioners who are accepting new patients in their community.

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Unfortunately, ongoing shortages in primary care have resulted in understaffing, excessively long wait times, and general disappointment with the program. However, HCC remains the best tool for tracking unattached patients and connecting them with care when it becomes available. The success of the physician recruitment efforts has led to movement on the HCC list, and it is currently used by several local primary care clinics to build out rosters. It is therefore essential that unattached Kingstonians get on the list. This will once again be primarily a social media campaign, focusing on raising awareness, demystifying the registration and connection process, and answering frequently asked questions through a dedicated landing page.

Continued Engagement with EOPRA Initiatives

In 2024, the City of Kingston joined EOPRA (Eastern Ontario Physician Recruitment Alliance), one of five regional alliances under OPRA (Ontario Physician Recruitment Alliance). As a member, the City gains access to a database of candidates recruited at international and domestic recruitment fairs and conferences, including both primary care providers and specialists. One family physician referred through the group is currently interviewing with a local clinic and several specialists are currently in conversation with Queen's University. In 2025, staff will continue to engage with EOPRA initiatives by attending monthly meetings, participating in recruitment events when feasible, and supporting the planning of future initiatives.

Development of an Updated Family Physician Supply Plan

Several local clinics have indicated anticipated retirements in the next three to five years. To prepare, the City needs to gain a better understanding of the current workforce, identify anticipated gaps in primary care, and develop strategies to address them.

Greater Focus on International Recruitment

Changes in licensure requirements for physicians from the United Kingdom, the United States, Ireland, and Australia have resulted in increased interest from international physicians. City staff are developing a process to support these physicians as they visit Kingston and get to know the community through partnerships with local organizations. Additionally, staff are working on a process to support clinics interested in international recruitment but unfamiliar with the intricacies of the LMIA (Labour Market Impact Assessment) process.

Focus on Data-Driven Analysis and Decision-Making

The City is co-leading the development of GIS (geographic information system) applications with the OHT and ESRI Health (the City's GIS platform provider) to improve the processes of designing of health homes and optimization of the assignment of unattached patients. A more data-driven methodology will allow for greater efficiency and scaling of the health home model to the rest of the Province.

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Explore Interdisciplinary Care Models Including Changes to Nurse Practitioner Billing

Staff will continue to work with primary care stakeholders to identify and implement innovative programs that support an interdisciplinary care model for primary care in the community. This includes anticipated changes to billing eligibility for Nurse Practitioners which could present an opportunity improve outcomes of our programs.

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

Staff continue to work with other project partners including the OHT, physician clinics, and family physicians to address the primary care access needs of barriered and underserved populations including Francophone, indigenous, senior and high-risk health populations.

Financial Considerations

Staff are recommending that up to \$600,000 be allocated from the Working Fund Reserve to support the ongoing family physicians and clinic improvements initiatives to reduce unattached patients. The Working Fund Reserve is recommended as a funding source, as health care services are not a municipal responsibility and should not be funded as an ongoing municipal expenditure. The Working Fund Reserve will have a remaining balance of approximately \$8.3M.

Contacts:

Craig Desjardins, Director, Strategy, Innovation & Partnerships, 613-929-1758

Other City of Kingston Staff Consulted:

Dajana Turkovic, Workforce Development Analyst

Exhibits Attached:

None



**City of Kingston
Report to Council
Report Number 25-121**

To: Mayor and Members of Council
From: Lanie Hurdle, Chief Administrative Officer
Resource Staff: None
Date of Meeting: April 1, 2025
Subject: Delegated Authority for Contracting for Shelter Services

Council Strategic Plan Alignment:

Theme: 1. Support Housing Affordability

Goal: 1.4 Improve service to unhoused and precariously housed.

Executive Summary:

The City of Kingston purchased 38 Cowdy Street in May 2023 with the intent to use the property as a homeless shelter in the short-term and transition the space to community use/parkland in the long term. The homeless shelter has been operating for about 2 years and City staff have been advancing work on various properties within the city to relocate existing shelter services to new locations by the end of 2025.

Properties to be converted for shelter purposes will all require some form of renovations, temporary structures, as well as contracted services. Procurement of these services in accordance with By-Law Number 2022-154, A By-Law to Establish a Procurement Policy (the Procurement By-Law) can be time consuming and would delay operations of new shelter locations well into mid to late 2026. In order to expedite the process and make services available as soon as possible, staff are recommending that Council delegate authority to staff to award contracts using the non-standard procurement method as outlined in the Procurement By-Law for all work that is required to establish functional shelters targeting the end of 2025. Staff would make best efforts to obtain quotes when and where possible and will work within the 2025 approved budgets and funds available for the purpose of homelessness services.

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City staff will report back on contracts awarded as part of the monthly Delegation of Authority information report to Council. This delegated authority only applies to purchasing within the approved capital budget of \$6M for shelter development and Community Benefit Fund contribution of \$280,000.

Recommendation:

That Council delegate authority to the Chief Administrative Officer, Chief Financial Officer or their delegates to proceed directly to the non-standard procurement method identified in By-Law Number 2022-154, A By-Law to Establish a Procurement Policy for the City of Kingston, to award contracts, as necessary to renovate and operate future homeless shelter sites, based on future property acquisitions up to \$6.2M to be funded from the 2025 approved capital budget and Community Benefit Fund of \$280,000; and

That Council approve a budget amendment of \$280,000 for renovations and improvements to future homeless shelter sites funded from the Community Benefit Fund.

April 1, 2025

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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

Jennifer Campbell, Commissioner, Community Services

Neil Carbone, Commissioner, Corporate & Emergency Services

David Fell, President & CEO, Utilities Kingston Not required

Ian Semple, Acting Commissioner, Transportation & Infrastructure Services Not required

Desirée Kennedy, Chief Financial Officer & City Treasurer

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Options/Discussion:**Background**

In January 2023, the City entered into a short-term lease agreement with the Limestone District School Board (LDSB) to utilize the former school for the purpose of an overnight drop-in shelter which has been operated by Lionhearts Inc. in the time since.

On May 23, 2023, Council approved the following motion:

That Mayor and City Clerk be authorized to execute the necessary legal documents to effect the purchase of 38 Cowdy Street, in a form satisfactory to the Director of Legal Services; and

That up to \$1.5M be funded from the Parkland Reserve Fund for the purchase of lands and related closing costs.

The City's intent was to utilize the property as a temporary shelter to help support the transition of services offered out of the property at 218 Concession Street. The longer-term intent was to use the property for additional community space/parkland and housing use. Staff reviewed the subject property and deemed it well configured to function as parkland given its central location within the immediate neighbourhood. The City's purchase of the property was undertaken with the intent of eventually demolishing the former school and creating a larger combined park area of potentially up to 1.37 hectares (3.4 acres). With this intent, the purchase was funded from the Parkland Reserve Fund. Additionally, some components of housing were considered along some portion of the site's street frontage with the understanding that these opportunities would need to be further assessed closer to the time of demolition and any related park planning exercises.

The City worked with Lionhearts Inc. to continue to operate the Adelaide Street shelter at 38 Cowdy Street. The shelter started smaller in scope and eventually expanded to its 63 bed capacity as of April 1st. The Adelaide shelter was critical to meet community needs while the City transitioned through the wind down of warming services at the 218 Concession St. property and while the Integrated Care Hub was closed for an extended period.

This shelter was always intended to be temporary considering the significant concentration of homelessness and affordable housing services located in the Inner Harbour area.

Analysis

City staff have been actively looking for alternative sites/properties to relocate shelter services and target a better distribution across the overall City urban boundary recognizing that land and properties of a larger footprint are becoming scarce. The intent is to redistribute the shelter services to at least two separate sites/properties to reduce any impacts on surrounding neighbourhoods. City staff are still in the process of reviewing property options but recognize that any property potentially acquired or leased by the City will require some type of renovation, additional services or temporary structures. All property acquisitions must be approved by

April 1, 2025

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Council and reported out publicly and staff are not recommending that this authority be delegated to staff as part of this report.

The City Procurement By-law governs the processes and approach to purchasing. These processes, depending on amount and complexity of work, can take multiple months to prepare, issue, review and award. It is anticipated that any property purchased by the City will require professional technical supports (e.g. engineering), renovations, servicing upgrades/renovations, temporary structures, furniture, etc. If City staff are to be bound to these processes for the purpose of renovations, upgrades and purchases, it is anticipated that properties would not be ready to provide services until mid to late 2026, depending on the complexity and amount of work required.

Therefore, staff is recommending temporary delegated authority to award contracts using the non-standard procurement method as outlined in Section 17 of the Procurement By-Law, where required, in order to accelerate purchases and/or contracts associated with these shelter developments. Staff are also recommending that this would apply to the approved 2025 capital budget of \$6M as well as the \$300,000 in Community Benefit Funds to be reallocated to this initiative. Furthermore, staff will report back on contracts awarded as part of the monthly Delegation of Authority information report to Council.

City staff recognize that the actual renovations will not start until Council has purchased properties but there are various service contracts such as engineering, architecture, etc. that can be issued ahead of property acquisition that can help accelerate the work once a property is purchased.

Public Engagement

City staff will undertake public engagement with neighbourhood residents when sites/property selection process is closer to finalization.

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

Homeless shelter services serve the most vulnerable populations. The City's ability to maintain existing levels of service is dependent on its ability to secure additional sites/properties and address renovations/additions in a timely manner.

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"

Notice Provisions

Not applicable

April 1, 2025

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Financial Considerations

Council approved \$6M in the 2025 capital budget to support this initiative. There is about \$280,000 in the Community Benefit Fund that will be transferred to support this initiative.

Contacts:

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

Other City of Kingston Staff Consulted:

Brent Funnell, Manager, Procurement

Jayne Beggan-Hartley, Director, Housing & Social Services

Speros Kanellos, Director, Facilities Management & Construction Services

Exhibits Attached:

None



**City of Kingston
Report to Council
Report Number 25-115**

To: Mayor and Members of Council
From: Paige Agnew, Commissioner, Growth & Development Services
Resource Staff: Garret Hoegi, Manager, Development Engineering
Date of Meeting: April 1, 2025
Subject: Options Report for the Highway15 Roundabout

Council Strategic Plan Alignment:

Theme: Corporate business

Goal: See above

Executive Summary:

Pursuant to direction of Council provided on [May 21, 2024](#), staff have moved forward with a roundabout design for the intersection of Summer Valley Terrace and Highway 15.

Forefront Engineering was retained by the City to complete the design of the roundabout. Early cost estimates provided input for the 2025 capital budget that budgeted the project at \$3.8 million. During the completion of initial studies and development of conceptual drawings, Class D cost estimates have been provided that require additional budget and bring forward feasibility concerns with the project.

Staff have prepared a report with options for Council's consideration in order to receive direction on how to proceed. If Council wishes to proceed with a roundabout, staff is requesting approval for an increase to the budget of approximately \$1.4 million, for a total budget \$5.2M. Furthermore, it is anticipated that the roundabout would not be completed until 2029 as it would require an Environmental Assessment.

Staff have done some outreach on potential naming rights for the roundabout. The valuation of this naming right is recommended at \$500,000 over a 15- or 20-year term. Early discussions

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with two local companies indicated a potential interest. Naming rights for a roundabout is not exclusive to this location.

The other option would be to implement a signalized intersection which could be completed at this location within the next year for an estimated budget of \$1M. In this case, any remaining funds could be, subject to Council direction, earmarked to support future infrastructure improvements within the Pittsburgh District including potential roundabouts in other locations.

It is important to note that a temporary or permanent transportation solution needs to be initiated this year in order to support the development located along Highway 15, so it is critical to finalize the intersection option.

Recommendation:

Option 1:

That Council approve an additional \$1,426,440 for project code PLD – Riverview Shores Roundabout in order for a roundabout to be constructed as part of the subdivision for 998 Highway 15 that meets all City design standards and guidelines, with funding of \$659,443 from the Development Charges Reserve Fund and the remainder from the Municipal Capital Reserve Fund; and

That the Notice of Decision of Application for Approval of Draft Plan of Subdivision for 998 Highway 15 (D35-002-2021) be amended as follows:

- 1. By deleting condition 10(b)

Or

Option 2:

That Council approve the transportation infrastructure to be constructed at the intersection of Summer Valley Terrace and Highway 15 to be a signalized intersection; and

That Council authorize the Manager, Development Engineering, to approve any Off-Site Works Agreement related to the construction of transportation infrastructure at the intersection of Summer Valley Terrace and Highway 15, in a form satisfactory to the Director of Legal Services or their designate; and

That the Notice of Decision of Application for Approval of Draft Plan of Subdivision for 998 Highway 15 (D35-002-2021) be amended as follows:

- 1. By deleting condition 10(b) and replacing it with “(b) The Owner shall enter into an Off-Site Works Agreement for the construction of a signalized intersection at 998 Hwy 15 to the satisfaction of the City. Prior to the issuance of the Preliminary Certificate of Approval

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of the Works, the Owner shall complete all works as soon as reasonably possible and in accordance with the executed Off-Site Works Agreement"; and

That the Mayor and Clerk be authorized to execute an Off-Site Works Agreement with the developers of the Riverview Shores Subdivision (D35-002-2021) to capture the final design and construction of a signalized intersection, including adherence to the City of Kingston Access Management Guidelines, alignment with good access management practice for an arterial roadway and appropriate cost sharing elements; and

That staff review the existing signalized intersection design to provide maximum use of dedicated turning lanes for additional queuing; and

That any remaining funds in project code PLD – Riverview Shores Roundabout after final invoices are paid be returned to municipal reserve funds and earmarked for future infrastructure projects within the Pittsburgh District to include the implementation of roundabouts, where feasible.

April 1, 2025

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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 & Emergency Services	Not required
David Fell, President & CEO, Utilities Kingston	Not required
Ian Semple, Acting Commissioner, Transportation & Infrastructure Services	
Desirée Kennedy, Chief Financial Officer & City Treasurer	

April 1, 2025

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Options/Discussion:**Background**

As a part of the development at 998 Highway 15, a Traffic Impact Study was submitted indicating that the current intersection of the future Summer Valley Terrace and Highway 15 was not able to handle an increase in trips that would be created from the development. As part of the draft and final plan of subdivision for the development, a signalized intersection was designed by the developer's engineer and the design was approved by staff.

During the approval of Draft Plan of Subdivision, Council passed the following motion at Council meeting 11-2023 on March 21, 2023:

Whereas Council approved the draft plan of subdivision for 998 Highway 15 (D35-002-2021) on September 20, 2022, which contained a condition requiring the owner to design and construct a signaled intersection at Highway 15 and Street A as part of the first phase of the development;

Whereas the Highway 15 Municipal Class Environmental Assessment (Class EA) that was paused in March 2020 had not yet evaluated the appropriate intersection design for the 998 Highway 15 subdivision, including whether a roundabout would be feasible in lieu of a signaled intersection;

Whereas the City intends to restart and complete the Class EA now that the Waaban Crossing is complete;

Whereas the construction of the signaled intersection at the subdivision entrance is not required until build-out of the subdivision development, which is anticipated to occur after completion of the Class EA;

Whereas the City's Transportation Services Department and the Owner are agreeable to the City assuming responsibility for the design and construction of the intersection improvements at Highway 15 and Street A in accordance with the recommendations of the Class EA, subject to the Owner making a financial contribution equivalent to the cost of constructing the signaled intersection that was contemplated in the original conditions of draft plan approval;

Whereas subsection 51(44) of the Planning Act states that the approval authority may change the conditions of a draft plan of subdivision approval at any time before the approval of the final plan of subdivision;

Therefore Be It Resolved That the Notice of Decision of Application for Approval of Draft Plan of Subdivision for 998 Highway 15 (D35-002-2021) is hereby amended by deleting conditions 10(b) and (c) of the conditions of draft plan approval and replacing them with the following: "(b) Prior to Final Plan Approval, the Owner shall pay to the City, by certified cheque or bank draft, an amount equivalent to the cost of constructing a signaled

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intersection at Highway 15 and Street A, as determined by the City's third-party engineer (the "Owner's Contribution"), to be applied toward the City's cost of designing and installing intersection improvements at Highway 15 and Street A, it being acknowledged by the Owner that the intersection design will be determined by the City based on the recommendations of the Highway 15 Municipal Class Environmental Assessment, which may include a signaled intersection, a roundabout, or such other design determined by the City. The parties agree that the Owner's Contribution will not exceed the sum of \$375,000.00 plus HST. (c) The Owner may proceed to construction via a Pre-Servicing Agreement once on-site engineering drawings are approved, regardless of the status of the Highway 15 intersection design and/or Highway 15 Municipal Class Environmental Assessment. The City will not delay the issuance and approval of the Pre-Servicing Agreement or Final Approval of the Subdivision Agreement or issuance of preliminary certificate of underground services (PCAUS) while the final intersection and Highway 15 design are determined per clause 10(b). In the interim, while the City undertakes the Highway 15 and Street A intersection design, Street A will terminate at the existing Highway 15 edge of pavement and no modifications to Highway 15 will be required (excluding any required regulatory signage or line painting)."; and

That Planning Services staff be directed to provide notice of the change of conditions in the prescribed manner pursuant to subsection 51(45) of the Planning Act.

An options report was brought forward at the May 21, 2024, Council meeting to receive Council direction on whether the City should proceed with a signalized intersection or move forward with a design for a roundabout. Direction from Council was as follows:

That the transportation infrastructure to be constructed as part of the subdivision for 998 Highway 15 (D35-002-2021) be a roundabout, to be designed by the applicant, as the timing of the Municipal Class Environmental Assessment for this area that would have informed additional design options, including roundabouts, will shift forward while the City completes the Official Plan and Integrated Mobility Plan project; and

That the Notice of Decision of Application for Approval of Draft Plan of Subdivision for 998 Highway 15 (D35-002-2021) be amended as follows:

1. By deleting condition 10(b) and replacing it with "(b) The Owner shall enter into an Off-Site Works Agreement for the construction of a roundabout at 998 Hwy 15 to the satisfaction of the City. Prior to the issuance of the Preliminary Certificate of Approval of the Works, the Owner shall complete all works as soon as reasonably possible and in accordance with the executed Off-Site Works Agreement"; and
2. By deleting condition 10(c) in its entirety.

That Planning Services staff be directed to provide notice of the change of conditions in the prescribed manner pursuant to subsection 51(45) of the Planning Act; and

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That Council authorize the Manager, Development Engineering to approve any Off-Site Works Agreement related to the development of the property municipally known as 998 Hwy 15; and

That the Mayor and Clerk be authorized to execute an Off-Site Works Agreement with the applicant to capture the final design and construction of the roundabout, including adherence to the City of Kingston Access Management Guidelines, alignment with good access management practice for an arterial roadway, and appropriate cost sharing elements.

Based on this direction staff retained the services of Forefront Engineering for the design of the Highway 15 roundabout and preliminary cost estimates were provided to assist with budgeting for the project. Based off these preliminary cost estimates, including design costs and contingency, just over \$3.8 million was included as part of the approved 2025 budget.

Over the last several months staff have continued working with Forefront Engineering to further refine the conceptual design and provide a series of options with cost estimates. Staff have been presented with four design options with cost estimates. Two of these design options are not consistent with City standards and guidelines, and the other two options have exceeded the project budget. Staff does not recommend proceeding with a design that does not meet City standards and guidelines. The estimated budget for the two Transportation Association Canada compliant design options range between \$4.9 million and \$5.3 million inclusive of construction costs, final design fees, property acquisition and other project requirements.

Analysis

Option 1 – Continue With a Roundabout with Additional Funding

At the direction of Council, staff retained Forefront Engineering to complete the detailed design of the Summer Valley Terrace and Highway 15 Roundabout. While the construction of the roundabout can be completed for this location, some constraints have arisen through the design process that diminish the feasibility of a roundabout as the preferred transportation solution in this location. These include:

1. Substantial vertical re-alignment of Highway 15 with areas of Highway 15 needing to be lowered .5-1.5 metres depending on the design.
2. Horizontal re-alignment of Highway 15 up to 350 metres based on conceptual drawings.
3. Relocation of infrastructure within the Highway 15 Corridor.
4. Re-design and relocation of portions of the Greenwood Park storm pond. It should be noted that this stormwater management pond has not been assumed by the municipality and must be in a condition acceptable to the municipality prior to its partial reconstruction. This could bring potential delays to construction.
5. Significant impact to linear park infrastructure including the relocation of the Greenwood Park Trail and the removal of 10-15 trees within the park.
6. Impacts on private property.

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These factors are contributing to the request for budget increase and also bring risk to the outcome of the project. As studies (stormwater management report and geotechnical study) are incomplete there are unknowns that could lead to delays in the project or additional costs beyond the current budget request even with standard buffers.

With construction costs increasing and the requirement for property acquisition, this project is now a candidate for a Schedule C Municipal Class Environmental Assessment. (MCEA). Developer-led projects can be exempt from the MCEA process and the original estimates for this project would have labeled it a Schedule B, which are exempt. With the new cost estimates exceeding the \$3 million cap for a Schedule B project, this is no longer the case.

With the increases in cost and the addition of the time required for an MCEA, staff are no longer recommending the construction of the roundabout being procured through the use of an Offsite Works Agreement as there is no longer a reason that single source procurement would be beneficial. Should Council provide direction to proceed with Option 1, construction of the roundabout will instead be procured through public tender.

The addition of a Class C MCEA adds approximately a year to our design schedule delaying the start of construction to 2027 with an estimated 2-year construction period. In the interim, staff will need to explore alternative options for traffic control as the development builds out which may add additional costs. Based on this staff are recommending that the construction of the Roundabout no longer be linked to the assumption of the Riverview Shores Subdivision so that the development is not impeded.

Option 2 – Construction of AAA (All Ages and Abilities) Signalized Intersection

As part of Draft and Final Plan of Subdivision, the applicant provided 90% drawings for a signalized intersection that included all accessibility and active transportation requirements required by the City to meet the AAA design. The feasibility of this design has not changed.

This design includes dedicated left and right turn lanes into the subdivision that separate the turning movements out of through traffic and provides signalized pedestrian crossings. In addition, if staff are directed to proceed with the construction of a signalized intersection staff will review the turning lanes provided to ensure that maximum expected vehicle queues can be accommodated.

The construction of a signalized intersection provides cost savings in this location compared to a roundabout as it can be constructed in the existing alignment of Highway 15 with expansion of the existing footprint occurring only to provide dedicated turning lanes.

Original estimates for the construction of this intersection were \$450,000 with a \$375,000 contribution from the developer. Costs were reviewed again as part of this report preparation and due to inflation, the estimated construction costs are now placed at approximately \$650,000. Inclusive of the cost spent on the roundabout design, additional costs to review and finish the design, an increase in construction costs resulting from the extension of dedicated

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turning lanes, and potential contract administration and inspection costs, total project costs are estimated not to exceed \$1 million.

The cost savings from constructing a signalized intersection, estimated at \$2.8M, would be earmarked to be used in later budgets to support intersection upgrades in the east end including future roundabouts.

The signalized intersection would continue to be procured through the use of an Offsite Works Agreement as the developer will have the forces available on site to complete this work.

Climate Risk Considerations

Both the design of the signalized intersection and the design of the roundabout will provide elements to support active transportation and connectivity to the existing neighbourhood pathways and active transportation infrastructure that exists in Greenwood Park.

The constructed infrastructure would also include all infrastructure required to properly manage stormwater with the roundabout including a redesign and reconstruction of the existing Greenwood Park storm pond to meet all Municipal and Provincial standards and guidelines.

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

The existing design for a signalized intersection includes all appropriate elements to support accessible crossing and connectivity. The signalized intersection design meets or exceeds the standard that the City has been using as part of the AAA design guidelines.

Any final design for the roundabout will include all pedestrian infrastructure that is required for full Accessibility for Ontarians with Disabilities Act, 2005 compliance and will provide connectivity to the existing infrastructure along the Greenwood Park trail.

Existing Policy/By-Law

Staff generally support the implementation of roundabouts where technically feasible and appropriate. Section 5.1 of the City of Kingston Access Management Guidelines require the use of a roundabout to be evaluated at all locations where a signalized intersection is proposed, and a roundabout would be geometrically feasible.

The requirements of the Access Management Guidelines are being reinforced in the proposed updates to the Subdivision Development Guidelines requiring all subdivision developments to evaluate the use of roundabouts where signalized intersections have been proposed.

Financial Considerations

Option 1

The existing budget for project code PLD – Riverview Shores Roundabout is \$3,873,580, split between municipal reserves and a contribution from the developer of Riverview Shores. The

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developer contribution for this project is a fixed cost of \$375,000 so the \$1,426,440 increase would be funded from the Municipal Capital Reserve Fund and the Development Charges Reserve Fund.

The City's Marketing & Revenue Development team met with potential investors on selling naming rights for the Roundabout in order to acquire additional funds for construction. While there seemed to be interest it was contingent on being awarded the construction contract. Partnerships for naming rights will continue to be explored but cannot be factored into the budget at this time.

Option 2

The existing project code PLD – Riverview Shores Roundabout would be repurposed for the signalized intersection, the funds remaining after the completion of the project would be returned to the municipal reserve funds.

Contacts:

Garret Hoegi, Manager, Development Engineering, 613-546-4291 extension 3294

Other City of Kingston Staff Consulted:

Mark Dickson, Transportation Systems, Transportation & Transit

Lana Foulds, Director, Financial Services

Jenna Morley, Counsel for the City of Kingston

Exhibits Attached:

None

-- Website Version--

**Notice of Intention to pass a By-law to Designate
The following property to be of Cultural Heritage Value and Interest Pursuant to
the Provisions of the *Ontario Heritage Act* (R.S.O. 1990, Chapter 0.18)**

Take Notice that the Council of The Corporation of the City of Kingston intends to pass a by-law under Section 29 of the *Ontario Heritage Act*, R.S.O. 1990, Chapter 0.18, to designate the following lands to be of cultural heritage value and interest:

560 King Street West (Block 183-184 and 192, Plan 54, Except Part 1 on Reference Plan 13R-14792; Together with Easement over Part Block 182, Plan 54, Being Part 12 on Reference Plan 13R-18756 as in FC46925, City of Kingston, County of Frontenac), known as Kingston Penitentiary;

The property includes 8.5 hectares of land on the south side of King Street West at the terminus of Sir John A Macdonald Boulevard and is adjacent to Portsmouth Olympic Harbour (formerly Hatter's Bay) within the Portsmouth Village neighbourhood of the City of Kingston.

Kingston Penitentiary (KP) was the first purpose-built penitentiary in Canada and, at the time of its construction, embodied the most enlightened concepts for the reformation of incarcerated individuals. It is a major institutional complex of largely 19th and early 20th century buildings designed in the neoclassical style and constructed of local limestone. Taken together, the structures, landscape, spatial arrangement and rich layers of meaning associated with KP comprise a cultural heritage landscape that has local, provincial and national significance.

Kingston Penitentiary (KP) has design value for its high degree of technical achievement, artistic merit and craftsmanship related to its prototypical configuration, layout and spatial organization, in addition to its rich collection of well-crafted 19th century neoclassical structures.

The 19th century site plan prioritized symmetry, to support 'an ordered universe', with a primary north-south axis from the entrance portico/North Lodge carried through the centre of the Main Cell Block and the South Workshop's Greek-cross design. This symmetry was also expressed in the location/orientation of the Dining Hall/Chapel and Hospital buildings, west and east of the Main Cell Block, and the similar locating of the East and West Workshops relative to the main South Workshop.

The property's fine craftsmanship is exhibited in its use of materials and construction methods. The property is a rare and early example of a closed-loop sustainability model of construction. The property displays a very high level of workmanship and elements of technical achievement, particularly exemplified in the 'flying' staircase executed in cut stone at the South Workshop rotunda, the remarkable groin-vaulted ceiling in sections of the South Workshop, the basement of the Dining Hall and on the main level of the North Lodge. Also of note are the cast iron 'winged' columns

designed by Edward Horsey for the Dining Hall that represents an early technical achievement in the use of exposed structural iron.

The buildings within KP that contribute to the property's overall cultural heritage value and interest include:

- The North Lodge (1841-6) with bell cupola (1895);
- The guard towers, particularly the northeast (c.1840) and northwest (1852) towers, and sections of the prison walls;
- The Main Cellblock building (1834-57), excluding the modern gymnasium (1951), kitchen (1956) and disassociation wing (1948);
- The South Workshop (1846-8);
- The Chapel and Dining Hall (1849-52);
- The Hospital (1847);
- The West Workshop (1858-9 and 1876-82);
- The East Workshop (1855-8) with extant isolation cells (1889);
- The Keeper's Hall (1911); and
- The Women's Prison (1913).

Kingston Penitentiary (KP) possesses historical and associative value because it has direct associations with a number of Themes, Persons and Events and demonstrates the work of various architects that are significant to Kingston, the Province of Ontario and to Canada.

KP was designed to incorporate the most progressive ideas regarding punishment of its day. The very idea of the "penitentiary" – a state-run facility based on principles of reform, rather than simply incarceration – was still relatively new when KP was built. Established in 1835, KP was among the first wave of penitentiaries constructed in North America. The creation of KP was an important step towards a modern, systemic, and rational treatment of legal transgressors. The history and events that occurred at KP provides an understanding of the historic role of corporal punishment and the treatment of youth, women and those experiencing mental illness in the penal system in Canada in the 19th and early 20th century.

Significant people associated with KP include Hugh Thompson, John Macaulay, Henry Smith, Henry Smith Jr., Philip Pember, Dr. James Sampson, Thomas Kirkpatrick, The Reverend William Herchmer, George Brown and John Creighton, as well as Architects William Coverdale, Edward Horsey and James Adams.

Kingston Penitentiary has direct association with the 1848 Brown Commission report that charged Warden Henry Smith with 119 counts of mismanagement of the facility and the neglect and abuse of incarcerated individuals, leading to substantive changes to the Canadian penal system.

The federal penitentiary system has been a dominant part of Kingston's socio-economic life throughout most of its history. Kingston has served as the premier

focus of the federal penitentiary system in Ontario from its inception. Kingston Penitentiary (KP) has strong contextual value because of its importance in defining, maintaining and supporting the character and growth of Portsmouth Village and the City of Kingston. It is physically and visually linked to its surroundings and is a landmark of national significance.

Additional information, including a full description of the reasons for designation is available upon request from Ryan Leary, Senior Heritage Planner, Heritage Services at 613-546-4291, extension 3233, or at rleary@cityofkingston.ca during regular business hours, or by visiting the Development and Services Hub at www.cityofkingston.ca/dash.

Any notice of objection to this notice of intention to designate the property, setting out the reason for objection and all relevant facts, must be served upon the City Clerk within 30 days of the first publication of this notice.

Dated at the City of Kingston

Janet Jaynes, City Clerk

This XXX day of April, 2025

City of Kingston

--- Newspaper Version--

**Notice of Intention to a Pass By-Law to Designate
The following property to be of Cultural Heritage Value and Interest Pursuant to
the Provisions of the *Ontario Heritage Act* (R.S.O. 1990, Chapter 0.18)**

Take Notice that the Council of The Corporation of the City of Kingston intends to pass a by-law under Section 29 of the *Ontario Heritage Act*, R.S.O. 1990, Chapter 0.18, to designate the following lands to be of cultural heritage value and interest:

560 King Street West (Block 183-184 and 192, Plan 54, Except Part 1 on Reference Plan 13R-14792; Together with Easement over Part Block 182, Plan 54, Being Part 12 on Reference Plan 13R-18756 as in FC46925, City of Kingston, County of Frontenac), known as Kingston Penitentiary;

Additional information, including a full description of the reasons for designation is available on the City of Kingston website at www.cityofkingston.ca/heritage and upon request from Ryan Leary, Senior Heritage Planner, Heritage Services at 613-546-4291, extension 3233, or at rleary@cityofkingston.ca during regular business hours.

Any notice of objection to this notice of intention to designate the property, setting out the reason for objection and all relevant facts, must be served upon the City Clerk within 30 days of the first publication of this notice.

Dated at the City of Kingston

Janet Jaynes, City Clerk

This XXX day of April, 2025

City of Kingston

City of Kingston By-Law Number 2025-XX

A By-Law to Designate Kingston Penitentiary at 560 King Street West to be of Cultural Heritage Value and Interest Pursuant to the *Ontario Heritage Act*

Passed: [insert date]

Whereas:

Subsection 29(1) of the *Ontario Heritage Act*, R.S.O. 1990, Chapter 0.18 (the "*Ontario Heritage Act*") authorizes the council of a municipality to enact by-laws to designate property within the municipality, including buildings and structures on the property, to be of cultural heritage value or interest;

On March 19, 2025, Council of the City of Kingston ("*Council*") consulted with its municipal heritage committee regarding the designation of the property at 560 King Street West (the "*property*") in accordance with subsection 29(2) of the *Ontario Heritage Act*;

On XXXX, *Council* caused notice of its intention to designate the *property* to be given to the owner of the *property* and to the Ontario Heritage Trust (the "*Trust*"), and on XXX, notice of the intent to designate the *property* was published in The Kingston Whig-Standard, a newspaper having general circulation in the City of Kingston; and

No notice of objection to the proposed designation was served on the municipal Clerk (the "*Clerk*") of the Corporation of the City of Kingston (the "*City*") within the time prescribed by subsection 29(5) of the *Ontario Heritage Act*.

Therefore, *Council* enacts:

1. The *property* is designated as being of cultural heritage value and interest, as more particularly described in Schedule "A" of this by-law.
2. A copy of this by-law will be registered against the *property* in the appropriate land registry office. The *Clerk* is authorized to serve a copy of this by-law on the owner of the *property* and the *Trust*, and to cause notice of the passing of this by-law to be published in The Kingston Whig-Standard.
3. This by-law does not apply to the property affected, or to any adjacent lands, so long as the affected property or adjacent lands are held by His Majesty the King in right of Canada (the "Federal Crown"). This by-law shall apply to any portion of the affected property or adjacent lands which cease to be owned by the Federal Crown, and shall be in full effect in relation to any other purpose including Section

4.6 of the Provincial Planning Statement (2024), or any superseding policy statement;

4. The *City* reserves the right to install a designation recognition plaque or interpretive panel on the *property*, in a location and style determined by the *City* in consultation with the owner.
5. This by-law will come into force and take effect on the date it is passed.

Given All Three Readings and Passed XXX, 2025

Janet Jaynes
City Clerk

Bryan Paterson
Mayor

Schedule "A"
Description and Criteria for Designation
Kingston Penitentiary

Civic Address: 560 King Street West
Legal Description: Block 183-184 and 192, Plan 54, Except Part 1 on Reference Plan 13R-14792; Together with Easement over Part Block 182, Plan 54, Being Part 12 on Reference Plan 13R-18756 as in FC46925, City of Kingston, County of Frontenac
Property Roll Number: 1011 070 080 07400

Description of Property

The Kingston Penitentiary (KP) property (560 King Street West) includes 8.5 hectares (21 acres) of land on the south side of King Street West at the terminus of Sir John A Macdonald Boulevard and is adjacent to Portsmouth Olympic Harbour (formerly Hatter's Bay) within the Portsmouth Village neighbourhood of the City of Kingston.

KP was the first purpose-built penitentiary in Canada and, at the time of its construction, embodied the most enlightened concepts for the reformation of incarcerated individuals. It is a major institutional complex of largely 19th and early 20th century buildings designed in the neoclassical style and constructed of local limestone. Taken together, the structures, landscape, spatial arrangement and rich layers of meaning associated with KP comprise a cultural heritage landscape that has local, provincial and national significance.

Statement of Cultural Heritage Value/Statement of Significance

The cultural significance of KP derives from its physical/design values, its historic /associative values and its contextual values. These values, and the manner in which they are embodied in the various heritage attributes, are discussed below.

Physical and Design Values

Kingston Penitentiary (KP) has design value for its high degree of technical achievement, artistic merit and craftsmanship related to its prototypical configuration, layout and spatial organization, in addition to its rich collection of well-crafted neoclassical structures. As the first purpose-built reformatory prison in British North America, it was designed to support and improve upon the Auburn system of reformation developed at Auburn Prison in New York State (see Historical and Associative Value below).

KP has design value for its still legible 19th century neoclassical site plan and its remarkable collection of mid 19th century neoclassical structures that display a high degree of craftsmanship and artistic merit. The neoclassical style was the premiere architectural mode c.1830 and, with its emphasis on symmetry/harmony, proportion and austere elegance, was seen as the ideal form for a 'reform' based penal institution. The

19th century site plan prioritized symmetry, to support ‘an ordered universe’, with a primary north-south axis from the entrance portico/North Lodge carried through the centre of the Main Cell Block and the South Workshop’s Greek-cross design. This symmetry was also expressed in the location/orientation of the Dining Hall/Chapel and Hospital buildings, west and east of the Main Cell Block, and the similar locating of the East and West Workshops relative to the main South Workshop.

The main buildings and guard towers generally express the austere nature of the institution with its uniform fenestration pattern and minimal decoration throughout. The pilastered door treatments, pedimented gable fronts, quoined corners, projecting string courses and moulded stone cornices, add interest to the ashlar wall planes. The effect is mitigated by the use of round arched windows and door openings with voussoirs and keystones, pilasters with Doric capitals and large decorative buttresses. The fact that these structures have remained largely intact, some since the mid-1800s, testifies to the quality of their original design and craftsmanship.

The property’s fine craftsmanship is exhibited in its use of materials and construction methods. The property is a rare and early example of a closed-loop sustainability model of construction; the native limestone was quarried in close proximity to the site by incarcerated people who, having been taught masonry skills within KP, largely constructed the fine collection of limestone buildings and structures which survive to this day.

The property displays a very high level of workmanship and elements of technical achievement, particularly exemplified in the ‘flying’ staircase executed in cut stone at the South Workshop rotunda, the remarkable groin-vaulted ceiling in sections of the South Workshop, the basement of the Dining Hall and on the main level of the North Lodge, as well as the exceptional exterior detailing described herein. While limestone is certainly the ‘iconic’ material of the institution, the heavy timber frame floor and roof structures as well as the extensive use of wrought and cast iron (and other metals) are also notable, particularly the cast iron ‘winged’ columns designed by Edward Horsey for the Dining Hall that represents an early technical achievement in the use of exposed structural iron. Other notable features of high artistic value include the iron and wood staircase in the West Workshop and the marble staircase in the Women’s Prison.

As noted above, many of the buildings within KP exhibit high design/physical value that contribute to the property’s overall cultural heritage value and interest. These buildings and structures include:

- The North Lodge (1841-6) with bell cupola (1895);
- The guard towers, particularly the northeast (c.1840) and northwest (1852) towers, and sections of the prison walls;
- The Main Cellblock building (1834-57), excluding the modern gymnasium (1951), kitchen (1956) and disassociation wing (1948);
- The South Workshop (1846-8);
- The Chapel and Dining Hall (1849-52);
- The Hospital (1847);

- The West Workshop (1858-9 and 1876-82);
- The East Workshop (1855-8) with extant isolation cells (1889);
- The Keeper's Hall (1911);
- The Women's Prison (1913).

The North Lodge exemplifies a unique example of the Triumphal Arch architectural expression. A Triumphal Arch typically celebrates a society's victory over an external enemy. In this case, the arch is an appropriate symbol for the triumph of society over legal transgression. The façade of the North Lodge features a large, central, round-headed entranceway, flanked by two smaller ones. The building echoes this triumphal arch theme through its openings, pediments, columns, roundels, and classical orders. The North Lodge's large "triumphal arch" main entranceway stood as a deliberately intimidating dividing line where the convicted individual officially leaves society and enters a self-contained compound.

KP is also an early example of prison architecture based on 18th and 19th century arguments for penal reform that emphasized surveillance and control. The Greek-cross plan with a central hub was built in the Main Cell Block to have a clear view of all tiers of its four arms. It provided a view of all the galleries and walkways through which incarcerated people travelled. This configuration was intended to allow for maximum control over conduct and conditions, and to enable a high degree of surveillance and monitoring. The five primary guard towers also represent an approach to surveillance and control that dominated penitentiary architecture for over 150 years. Each tower is constructed according to a circular, bastion-style plan, with vertical slit window openings facing the inner compound and its outer perimeter in order to facilitate surveillance and security.

Historical and Associative Value

When Kingston Penitentiary (KP) opened it became the first and only penitentiary to serve the colonies of Upper and Lower Canada. The facility was operational by August 1834, with 144 cells. The first six men were admitted to KP on June 1, 1835. The first women, three in all, arrived in early September the same year. Kingston Penitentiary's historic importance is heightened by the fact that it remained the only penitentiary in Canada until 1867, serving both Lower Canada (later Canada East) and Upper Canada (later Canada West). Until 1900 KP housed at least half of Canada's federal prison population. KP remained the largest and most influential penal facility in Canada until the 1930s. In terms of its social and historical significance, Kingston Penitentiary remains unparalleled.

Kingston Penitentiary possesses historical and associative value because it has direct associations with a number of Themes, Persons and Events and demonstrates the work of various architects that are significant to Kingston, the Province of Ontario and to Canada.

Evolution of the Penal System

The creation of Kingston Penitentiary (KP) was a societal reflection of changes in Upper Canadian ideas and attitudes regarding the role of incarceration as both punishment and reform. In terms of its physical layout, as well as its policies and procedures, KP was designed to incorporate the most progressive ideas regarding punishment of its day. The very idea of the penitentiary – a state-run facility based on principles of reform – was still relatively new when KP was built. Its first systemic formulation was offered by 18th century English prison reformer, John Howard. The first penitentiaries opened in 1817: Millbank in Britain, and then Auburn in New York State. Thus, KP, established in 1835, was among the first wave of penitentiaries (reform prisons).

The distinguishing characteristic of Howard’s vision of a penitentiary, as opposed to the traditional prison, was its emphasis on reform. Prior to the creation of penitentiaries, little thought was given to achieving this goal. The Auburn system of penitentiary discipline, and its architectural requirements, were focused on two practical measures: the single-cell model and the rule of silence. The single cell model isolated each person for all periods except for labour, meals, and educational or religious services. The single cell, together with the strictly enforced rule of silence, became the fundamental unit of reform, since it was thought that extended periods of isolation would turn the transgressor towards the nature of his/her crimes and, ultimately, to penitence (“penitentiary”). The creation of KP was an important step towards a modern, systemic, and rational treatment of legal transgressors.

At the centre of John Howard’s vision of the penitentiary, and a cornerstone to the Auburn system, was the emphasis on hard labour. It was a widely accepted belief that a strict regiment of labour would curb the undisciplined mind and train one to become a respectable, productive member of society upon release. The sheer size of the South Workshop building, plus the need to build two additional workshops (the East and West Workshops) is an indication of the importance placed on the labour of people incarcerated at KP.

The industrial operations at KP have historical value as an influential and significant activity in the Kingston area and beyond. Despite the concerns raised by local trades and business owners, even before KP was operational, KP’s incarcerated labour force was influential in the creation of many local goods. They produced boots, shoes, agricultural instruments as well as wooden furniture, before being forced to turn their attention to government contracts such as mail bags, ironworks, and uniforms for the armed forces and Mounties, as well as furniture for the military college.

One of the largest contributions that incarcerated labour made to the Kingston area came from its masonry works. Readily accessible limestone on and near the property was quarried, fashioned, and laid for all of KP’s 19th and early 20th century buildings, except for the South Wing of the Main Cell Block. Incarcerated people also constructed many structures associated with the Penitentiary outside of the compound. These included the Rockwood Asylum (1859-70), the 1871 Warden’s residence (now Canada’s Penitentiary Museum), and the 1911 former deputy warden’s residence at 525 King Street West. A stone dwelling was expanded to serve as the penitentiary farm manager’s house in 1886 and in 1895 a stone water tower was built to serve the penal facility. The Prison for

Women, started in 1925 and completed in the early 1930s, was also built using the labour of incarcerated people, and stone quarried by them was used for the erection of buildings throughout the Kingston area including, the Church of the Good Thief (1891-1895); the Customs House (1858); and the Royal Military College's Mackenzie Building (1876-78).

Role of Corporal Punishment within the Penal System

Kingston Penitentiary has direct associative value with the evolution of corporal punishment in the Canadian penal system. The most common form of punishment was flogging either with the "cats" or a rawhide strap, however "the box" and the "water bath" were also introduced and used for many years at KP. Other forms of sanctioned punishment included the use of the "strapping bench" and the "shot drill", and by 1913 also included "tubbing" and "hosing". While most prisons in the United States and Europe abandoned the use of corporal punishment by 1938, limits were not placed on corporal punishment in Canada until the 1950s, and it wasn't completely abolished at KP until 1972.

Treatment of Youth, Women and those Experiencing Mental Illness

KP has historical value as it yields information that contributes to an understanding of the treatment of youth, women and those experiencing mental illness in the early days of the Canadian penal system.

From the beginning, children and youths were admitted to the penitentiary, some as young as 12. They were incarcerated with the general prison population and subjected to the same rules and forms of punishment as adults. Not until 1857 was legislation provided to give the option of sending youths to reformatories or training schools, rather than the penitentiary.

The general attitude toward women in the early years of KP was decidedly negative. Frequently cited in association with prostitution, they were in many ways considered "fallen women", morally more depraved than their male counterparts. This prevailing attitude contributed, in part, to instances of the sexual exploitation of incarcerated women. The fact that women were frequently moved from one location to the next, underlines the fact that they were treated as a secondary concern as far as the business of the penitentiary was concerned. The 1851 Penitentiary Act stated that women should be kept "totally distinct and secluded" from the male population; however, it was not until 1913 that they were moved to the Women's Prison building, a completely separate building located in the northwest corner of the penitentiary yard.

By 1855, individuals experiencing acute mental illness, including those not convicted of crimes, were being sent to KP from gaols and asylums from across the province. Like women and youths, these individuals were moved between various locations in the penitentiary. Attempts were made to isolate them from the mainstream population; not for their own sakes, but because they frequently created disturbances which upset the guards, keepers, warden and other incarcerated people. The 'rule of silence' was impossible to enforce with respect to some individuals, and guards were often not

equipped with the skills to deal with those experiencing mental illness. They were moved from the Main Cell Block to the Dining Hall and finally to the West Workshop, which was converted to the Regional Treatment Centre in 1958 and continued operation until the Penitentiary closed in 2013. Excessive corporal punishment was sometimes recognized as a cause, or at least an agitator, of behaviour.

Persons of Significance

The subject property and KP facility have direct association with several persons of significance to the community and the nation. In addition, the buildings at KP demonstrate the works of various architects, designers and builders on purpose-built penitentiary buildings.

Political Figures & Wardens:

Hugh Thompson (1791-1834) in 1826 first proposed to establish a penitentiary in Upper Canada and chaired the committee to obtain plans for KP. Thompson would have been appointed as the penitentiary's first Warden but died in April of 1834. Thompson was a prominent local businessman and assisted in the creation of a banking association in Kingston known as the "Pretended Bank at Kingston." In 1819 Thompson became proprietor and editor of the *Upper Canada Herald*, a rival newspaper to the *Kingston Chronicle*. In 1824 he ran as a moderate reformer for the County of Frontenac and served as a member of the Legislative Assembly for the next ten years.

John Macaulay (1792-1857) was appointed to the commission to obtain plans and cost estimates for a new penitentiary. Macaulay was a member of one of the most prominent Loyalist families in Upper Canada. Macaulay followed his father in becoming one of Kingston's prominent general merchants and business owners. In 1818, he purchased the *Kingston Gazette*, renaming it the *Kingston Chronicle*. Macaulay was central to organizing a petition that, in 1821, helped to oust the controversial politician Barnabas Bidwell. Macaulay was appointed to a number of esteemed positions including, president of inland navigation (1821), agent for the Bank of Upper Canada (1822), legislative councillor (1835), surveyor general and customs arbiter (1836), and inspector general (1838).

Henry Smith was appointed as commissioner with Hugh Thompson and John Macaulay, to select a site and supervise construction of the facility. He would gain notoriety as the penitentiary's first warden (after the death of Thompson) and being branded by the 1848 Brown Commission as the principal cause behind the institution's inefficiency, cruelty, and corruption. Smith was a Kingston businessman, and a local magistrate.

Henry Smith Jr. (1812-1868) was called to the bar in 1834 and from 1841 to 1861 he served as a member for Frontenac in the Legislative Assembly. He and his father (Warden Smith) framed what would become the Penitentiary Act of 1846. The Act increased the warden's salary from £300 to £500, while reducing those of the chaplain, assistant warden, and the architect. The board of inspectors, led by Thomas Kirkpatrick at the time,

was never consulted on the issue and resigned in disgust. William Coverdale, whose £200 salary was cut in half, left the penitentiary on September 1, 1846.

Philip Pember was a Loyalist who had been a corporal during the American Revolution and later a constable for Kingston Township. For £1000, Pember's estate sold his 100 acres of land that would become the location of Kingston Penitentiary. Pember's land contained an abundance of limestone for quarrying and was situated on Hatter's Bay (now Portsmouth Olympic Harbour), which enabled easy shipping in and out of the prison. This location also allowed easy access by the First Concession Road (now King Street West).

Dr. James Sampson (1789-1861) With the exception of a single year (June 1848 to June 1849), Sampson worked as Kingston Penitentiary's physician from the time of its opening in 1835, until his death in 1861, where he advocated for adequate facilities to care for incarcerated people. He was appointed assistant surgeon for the 85th Foot Regiment in 1811 and, at the start of the War of 1812, was sent to Canada as a surgeon for the Royal Newfoundland Fencible Infantry. He attended the wounded during the Second Battle of Sacket's Harbour in 1813. In 1820 he moved to Kingston and became its district magistrate in 1821. He was appointed to the Medical Board of Upper Canada in 1822. Sampson was elected mayor of the Town of Kingston in 1839, 1840 and 1844. While serving as a commissioner for the newly-erected Kingston General Hospital, Sampson arranged for the building, which was sitting vacant due to a lack of funds, to be used as a temporary parliament building for the Province of Canada, established in 1841. Kingston served as the provincial capital until 1844, during which time Sampson was the consulting physician to three Governors General: Lord Sydenham, Charles Bagot, and Charles Metcalfe. When the general hospital opened in 1845, Sampson became its chief surgeon. In 1854 he chaired a committee that organized the Queen's University Faculty of Medicine. He was president of the faculty from 1854 until 1861, while also serving as professor of clinical and medical surgery. In 1857 he became the first elected member of the hospital's board of governors. Sampson's reputation was that of a tireless humanitarian. He advocated for relief for the poor and treated hundreds of patients without remuneration.

Thomas Kirkpatrick (1805-1870) was the first chairman of the board of inspectors for Kingston Penitentiary in 1839. Born in Dublin Ireland, he studied law under Christopher Hagerman and was called to the bar in 1828. He held a number of prominent positions in Kingston including customs collector (1828-1845), president of the Kingston Permanent Building Society, solicitor and director of the Bank of Upper Canada (1837-1866). He was named Queen's Counsel in 1846 and in 1838 Kirkpatrick was elected as the first mayor of the Town of Kingston. He would return as mayor of the City of Kingston in 1847.

The Reverend William Herchmer (1811–1862) was the penitentiary's first Chaplain. The Herchmers were a prominent Kingston family. He was educated at Oxford University and received Holy Orders in 1835. He became chaplain to both the British garrison at Kingston, and the incarcerated individuals of KP. Herchmer organized and taught a school for children of low-income families and, in 1845, was appointed assistant priest of St. George's Anglican Church.

George Brown (1818-1880) was appointed as secretary of the government-appointed commission to look into the management of KP. Brown became the spokesperson for what became known as the Brown Commission. In 1843 he started *The Globe* newspaper. In 1850 he established the Anti-Slavery Society of Canada and was elected to the Legislative Assembly of the Province of Canada the following year. Brown briefly led the government in 1858, under the combined Brown-Dorian administration. He would become renowned in 1867 as a Father of Confederation and in 1873 he was appointed as a senator.

John Creighton (1817-1885) was appointed as Warden at KP in 1871. Creighton worked to improve the physical conditions for incarcerated people, believing this essential to the reform effort. He doubled exercise periods, ate in the prison dining hall, paid personal visits to incarcerated people, and improved amenities such as bedding, shoes, ventilation, lighting and heating. He is frequently cited as a humane, compassionate, and enlightened leader of the penitentiary. Creighton was a Kingston alderman from 1859 to 1862 and served as mayor from 1863 to 1865.

Architects:

During the early years of KP, several prominent architects had a role in the prison's growth, many of whom contributed their talents to buildings elsewhere in Kingston. Notable contributions included those from:

William Coverdale (1801-1865) became KP's master builder and architect in 1835 and stayed at the penitentiary until 1846. He designed and supervised the construction of the Main Cell Block's north, east and west wings and the South Workshop. His work set the design standard for much of the prison's architecture even after he terminated his employment with the penitentiary.

Edward Horsey (1809-1869) was hired to replace Coverdale in 1846 and remained the penitentiary's architect until his death in 1869. Horsey supervised the construction of the Hospital Building, Dining Hall and the East and West Workshop buildings.

James Adams (1833-1906) was hired in 1863 as a construction foreman for construction of federal parliament buildings. In 1869 he began as the penitentiary's chief trades instructor/architect: a position he held until 1899. Adams redesigned the West and East Workshops and oversaw interior renovations to the Main Cell Block which led to a change in the building's fenestration to tall, three-storey windows. In 1895 he added the frame bell tower to the North Lodge.

People Incarcerated at KP:

Kingston Penitentiary (KP) has been home to many incarcerated people from Ontario, and across Canada, who were convicted of the most serious offences. These people have gained significance as figures that have become the focus of widespread media and public attention and thus part of Canadian history.

Events of Significance

Kingston Penitentiary (KP) has direct association with several significant historic events that are noteworthy for the City of Kingston, the Province of Ontario and Canada.

The Brown Commission of 1848:

In response to mounting public concern, the government appointed a commission to look into the Penitentiary's management and operations. George Brown was appointed as secretary and became the spokesperson for the body, which became known as the Brown Commission. The Commission charged Warden Smith on three general accounts: neglect and mismanagement; the abuse of incarcerated people; and the failure to reform them. Dozens of former incarcerated people, employees, and officials were called to testify. In short, Smith was charged with being the cause of nearly every fault that beset the fledgling institution. In the end he was convicted on 103 of 119 counts.

As a result of the Brown Commission, the 1851 Penitentiary Act was amended to dissolve the voluntary board of inspectors and replace it with two paid inspectors appointed by the Governor General. It permitted only individuals sentenced to a term of not less than two years be admitted to KP, it limited the admission of visitors to the penitentiary and required that women and men be separated.

The Brown Commission highlighted numerous problems with the province's early penitentiary system and brought to the fore many themes that would emerge in the history of the Canadian penal system. It was the first of many commissions, all based on the investigation of KP, that would determine the course of Canada's penal history.

Prison Riots:

The Auburn system continued to inform the opinions of decision makers, even after the Brown Commission. Corporal punishment was not fully and officially abandoned until 1972 and, at least until the mid-century, it was commonly used and sometimes severe. An embarrassing rate of recidivism persisted, which contradicted the penitentiary's goal of reform. In part this phenomenon continued because the mandatory 'rule of silence' remained in effect until the 1930s and an adequate system of classifying incarcerated people had yet to be developed. The riots of 1932, 1954, and 1971 were outcomes of this failure to improve the system of reform. By far the largest and longest riot in KP history was the 1971 Riot, which garnered national media attention and resulted in the death of two incarcerated individuals. As a result of these events, lasting changes to the penal reform system, such as the abolishment of the rule of silence and corporal punishment, were instituted.

Contextual Values

The federal penitentiary system has been a dominant part of Kingston's socio-economic life throughout most of its history. Kingston has served as the premier focus of the federal penitentiary system in Ontario from its inception. Kingston Penitentiary (KP) has strong contextual value because of its importance in defining, maintaining and supporting the

character and growth of Portsmouth Village and the City of Kingston. It is physically and visually linked to its surroundings and is a landmark of national significance.

KP was erected two kilometers outside of the former city limits, on the east bank of a small Lake Ontario inlet known as Hatter's Bay. The village that developed around the facility became known as Portsmouth, and until Confederation in 1867, KP was known as the "Provincial Penitentiary at Portsmouth." As guards were required to live within earshot of the penitentiary bell, KP contributed greatly to the growth of the village.

The North Lodge and guard towers are the only penitentiary structures that have elevations that are fully visible to the public. As such, they are intimately linked to their immediate surroundings. Functionally, the North Lodge served as the principal point of contact for members of the public for almost 140 years. The bold, symmetrical massing and limestone construction of the North Lodge, together with the guard towers and wall, make a strong statement about the nature of the institution, which dominates the entire eastern side of Portsmouth Olympic Harbour.

The North Lodge supports the character of Portsmouth's architectural environment, which includes many stone and brick 19th century buildings. KP also sets the context and contributes to the nearby former penitentiary buildings that were historically and functionally linked to the penitentiary, such as the water tower, and former farmhouse, the Prison for Women and the former Warden and Deputy Warden's residences, forming a campus and cultural heritage landscape of former penal structures.

Together with the flanking guard towers and wall, its' prominent location has made the North Lodge a widely recognized, iconic landmark structure in the Portsmouth area, the City of Kingston and the Country.

Heritage Attributes

Key elements that contribute to the property's cultural heritage value include the following features:

Cultural Heritage Landscape:

- Overall balanced arrangement of the site with the North Lodge facing King Street West to the north and Lake Ontario defining the south lot line, coupled with the central Greek Cross footprints of the Main Cell Block and South Workshop buildings, flanked by various other limestone buildings, forming an ordered institution;
- Its historic and visual link with the former Warden's (555 King Street West) and Deputy Warden's (525 King Street West) Houses and the Prison for Women (40 Sir John A. Macdonald Boulevard) building; and
- The visibility and legibility of many of its heritage attributes, including from King Street West, Sir John A. Macdonald Boulevard, and Lake Ontario.

Building Exteriors:

- Massing, profile, configuration and fenestration of the Neoclassical style buildings and structures and their detailing (including pilasters, keystones, string courses, voussoirs, moldings, projecting pavilions, porticos, pediments, friezes, parapets, columns, capitals, quoins, date stones, cornices, brackets, and entablatures) and the consistent use of limestone (dressed, ashlar, rusticated and/or roughly faced) and metal bars, grills and hardware, and various exterior features and finishes of following buildings:
 - North Lodge
 - Guard Towers and Perimeter Walls
 - Main Cell Block
 - Hospital Building
 - Chapel/Dining Hall
 - Keeper's Hall
 - South Workshop
 - East Workshop
 - West Workshop
 - Women's Prison
- North Lodge: its triumphal arch motif with projecting three-bay portico supported by Tuscan columns and pilasters over three round-headed doorways and topped by a wooden bell cupola. The heavy wooden doors and central metal entrance enclosure with roof on the rear elevation.
- Guard Towers and Perimeter Walls: including the towers' original circular stone bases, circular roofs and openings with wooden doors, and the perimeter walls that established the character of the historic walled complex and a sense of enclosure of the penitentiary.
- Main Cell Block: its Greek cross footprint joined by a central dome and rotunda; its ornate ventilation stacks, decorative keystones, Tuscan pilasters and large entablatures.
- Keeper's Hall: including the wooden cupola with Doric wood pilasters, metal dome-shaped roof and louvered arched openings.
- South Workshop: its Greek cross footprint joined by a central rotunda, including the original southern nine bays of the North Wing, combined with the South Wing's northern 11 bays, as well as the 10 and 11 bays of the West and East wings respectively. Its four stone buttresses on the south wall of the West Wing and its angled walls of the building's inner corners with arched entranceways; and the 1922 Boiler Room extension with tall arched window openings on its three elevations.
- Women's Prison: Complete with its main entrance framed by Doric pilasters and unadorned entablature and segmentally arched transom window, and the wooden cupola with corner pilasters, arched opening, protruding entablature and domed roof, centred along a hipped roof with a stone chimney.

Building Interiors:

- North Lodge: select surviving features such as: stone walls; archways; keystones; circular windows; and half-round windows; vaulted ceilings; wooden doors throughout; and metal door hardware, window grates and latticework.
- Dining Hall: the rare hexagonal iron columns with capitals and scalloped struts; and the vaulted red brick ceilings in the basement.
- South Workshop: the vaulted stone corridors leading into the rotunda from entranceways; the flying stone staircase in two tiers ascending to the second floor gallery; the half-round headed doorways of various widths in groupings of three, deeply recessed, with voussoirs with rounded edges on the second floors; large arched doorways on the first floor leading to each wing; the interior limestone walls; tiered projection of second-floor wall with oculi; blind fanlights under oversized arches; workshops with the vaulted brick ceiling with supporting stone columns on the ground floor; as well as the remaining original north façade of the North Wing with banded stone piers and segmentally arched openings with projecting stone moldings and keystones.
- East Workshop: select cells from 1889 (the oldest on the property) with vaulted brick ceilings and keystones over iron cell doors.
- West Workshop: the decorative iron and wooden staircase and the glass block floor in the central foyer.
- Women's Prison: its marble staircase with decorative metal and wood railing, as well as wainscotting with fielded wood panels.



Meghan Cowan
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2024 ANNUAL REPORT OF THE INTEGRITY COMMISSIONER

THE CORPORATION OF THE CITY OF KINGSTON

Meghan Cowan

Aird & Berlis LLP

March 24, 2025

INTEGRITY COMMISSIONER'S MESSAGE

Aird & Berlis LLP was appointed as the Integrity Commissioner for The Corporation of the City of Kingston (the "City") pursuant to subsection 223.3(1) of the *Municipal Act, 2001* on December 7, 2021 by By-law No. 2022-4. Our services commenced on January 1, 2022.

This is our second annual report and it will encompass the period January 1, 2024 to December 31, 2024. This report provides an executive summary of our activities in carrying out our functions as the Integrity Commissioner for the City pursuant to our appointment.

The functions of an Integrity Commissioner are set out in subsection 223.3(1) of the *Municipal Act, 2001* and have all been assigned to Aird & Berlis LLP by Council. Our functions include both advice and education responsibilities as well as inquiry, investigation and enforcement obligations.

We note that Bill 241 was introduced in the Provincial Legislature on December 12, 2024 but died on the Order Paper on February 12, 2024. Bill 241 purported to strengthen the municipal accountability framework in Ontario by imposing new requirements for provincial-wide uniform codes of conduct; mandatory education and training for Integrity Commissioners and for members of council and local boards; for the involvement of the Ontario Integrity Commissioner; and for the removal from office and disqualification of members of council for serious contraventions of a code of conduct that results in harm to the health, safety or well-being of any person.

CODE OF CONDUCT

The City established its original Code of Conduct for Members of Council (the "Code of Conduct") on March 29, 2017 by By-law No. 2017-65 pursuant to Staff Report No. 17-094. The most recent revisions were made in 2021. We had been working with Council and staff to ensure that the City's Code of Conduct aligns with best practices, and had prepared new draft documents. We have, in consultation with staff, decided to wait and see if the new provincial government resurrects a form of Bill 241.

COMPLAINT INVESTIGATIONS

Last year our office received nine (9) formal complaints pursuant to the Code. We did not receive any applications pursuant to the *Municipal Conflict of Interest Act*.

Complaint 2024-01

We received a multi-faceted complaint, alleging contraventions of disrespect, lack of communication, and breaches of the Code of Conduct, including sections on the general principles, general obligations, gifts and benefits, and conflict of interest. Upon review of the submitted materials, we exercised our discretion to summarily dismiss the complaint, as we found no evidence of the concerns raised.

Complaint 2024-02

Council made a formal request that we investigate the disclosure of confidential closed meeting information by a member. Our investigation determined that the member had disclosed confidential information in breach of the Code of Conduct, and that the member had failed to follow the Integrity Commissioner's written advice. Our investigative report was publicly presented and Council accepted our recommendations to formally reprimand the member and to suspend their remuneration for a period of thirty (30) days.

Complaint 2024-03

We received a complaint alleging that a member of Council had contravened the Code of Conduct via their use of social media. While we did not find a contravention in this case, we recommend that all members be cautious when using social media for communication purposes, even from personal accounts, and that they may seek the advice of the Integrity Commissioner if they are uncertain of how to proceed.

Complaint 2024-04

A complaint was filed against a councillor alleging that a member had conducted themselves in an intimidating and bullying manner. No provisions of the Code of Conduct were cited in the complaint, and despite several follow-up requests for further information, no specific provisions were forthcoming. For these reasons, we dismissed the complaint.

Complaint 2024-05

A complaint was filed against a member alleging that they had made a number of false statements which had a detrimental impact on the complainant and their reputation. The complainant was reluctant to provide additional evidence. We followed up with the complainant who did not respond to our requests for additional information. We have therefore closed our file.

Complaint 2024-06

This complaint remains ongoing, and we will report on it in our 2025 Annual Report.

Complaint 2024-07

A complaint was raised with respect to the conduct of a member, however, the complainant did not provide further particulars or details of the conduct in question and we accordingly terminated the complaint and closed our file.

Complaint 2024-08

A complaint was filed against a member alleging that they had made inappropriate comments concerning a staff report during a meeting of Council. We carefully considered the question of jurisdiction, as the allegations related solely to comments made by a member during a meeting of Council. We ultimately summarily dismissed the Complaint as we found that the conduct did not rise to such a level to merit our intervention by way of a full investigation.

Complaint 2024-09

A complaint was filed against a member alleging that they had not been responsive in answering inquiries from members of the public. We duly considered the complaint and all supporting materials and dismissed the complaint on a summary basis as we found that the allegations did not disclose a contravention of the Code of Conduct.

ADVICE

The Integrity Commissioner is provided with express authority to provide specific and particularized advice to members with respect to their obligations under the Code of Conduct, any procedures, rules and policies of the municipality and local boards governing the ethical behaviour of members and the *Municipal Conflict of Interest Act*.

We received and responded to ten (10) separate requests for advice from seven members of Council (none from local board members). The inquiries related to various issues pertaining to the application of the Code of Conduct and the *Municipal Conflict of Interest Act*.

The majority of requests for advice received by our office this year related to the *Municipal Conflict of Interest Act*. We reiterated in a number of separately issued advisements to members that the purpose of the *Municipal Conflict of Interest Act* is to prohibit members engaging in the decision-making process for matters in which they have a pecuniary (i.e., financial) interest, be it direct, indirect, or deemed.

We remind members that the *Municipal Act, 2001* explicitly requires that any requests from members are to be made in writing. To date, members have been mindful of their obligation to provide written requests and to include all of the relevant background facts and copies or links to supporting documents (such as correspondence, social media posts, staff reports, etc.). This has immeasurably assisted us in our providing advice on the timely basis. We seek to respond in writing within 24 to 48 hours of receiving the information and records that are necessary to be reviewed in order to provide proper and correct advice to members.

We remind members that we can only provide advice to them with respect to their own obligations and not the responsibilities of other members or persons.

We also received and responded to inquiries from members of the public with respect to the process for filing complaints and applications and the difference between the two processes; the extent of Council's authority to penalize members for contraventions; and, in general, the scope of our jurisdiction and purview as Integrity Commissioner.

EDUCATION & TRAINING

We did not provide any formal education and training to members in 2024.

CLOSING REMARKS

We will continue to monitor the agenda at Queen's Park to see if the provincial government seeks to resurrect a form of Bill 241. We will work with City staff to report on any material and substantive changes that may impact the City, its members and our role as Integrity Commissioner.

We are privileged to act as Integrity Commissioner for the City – we look forward to working with all members of Council and the City's local boards as well as with City staff throughout this year.

Respectfully submitted,

AIRD & BERLIS LLP



Meghan Cowan

Integrity Commissioner for the City of Kingston

MAC/JM



**City of Kingston
Report to Council
Report Number 25-105**

To: Mayor and Members of Council
From: Desirée Kennedy, Chief Financial Officer & City Treasurer
Resource Staff: None
Date of Meeting: April 1, 2025
Subject: Kingston Police Service Board Quarterly Operating Budget
Status Report as at December 31, 2024

Council Strategic Plan Alignment:

Theme: Council requests

Goal: See above

Executive Summary:

The purpose of this report is to provide Council with the requested Kingston Police Service Board financial status report as at December 31, 2024, which is attached as Exhibit A to Report Number 25-105.

Recommendation:

This report is for information only.

April 1, 2025

Page 2 of 3

Authorizing Signatures:

ORIGINAL SIGNED BY CHIEF

FINANCIAL OFFICER & CITY TREASURER

**Desiree Kennedy, Chief
Financial Officer & City
Treasurer**

ORIGINAL SIGNED BY CHIEF

ADMINISTRATIVE OFFICER

**Lanie Hurdle, Chief
Administrative Officer**

Consultation with the following Members of the Corporate Management Team:

Paige Agnew, Commissioner, Growth & Development Services	Not required
Jennifer Campbell, Commissioner, Community Services	Not required
Neil Carbone, Commissioner, Corporate & Emergency Services	Not required
David Fell, President & CEO, Utilities Kingston	Not required
Ian Semple, Acting Commissioner, Transportation & Infrastructure Services	Not required

April 1, 2025

Page 3 of 3

Options/Discussion:

Background

As requested by Council, Kingston Police Service submits quarterly operating budget financial status reports to Council. Exhibit A to Report Number 25-105 provides an operating budget status update for Kingston Police Service as at December 31, 2024, including detailed budget to actual information. Representatives from Kingston Police Service will be in attendance at the April 1, 2025 Council meeting to provide a briefing on this information.

Existing Policy/By-Law

None

Notice Provisions

None

Financial Considerations

None

Contacts:

Scarlet Eyles, Director of Finance, Kingston Police Service, 613-549-4660 extension 228

Other City of Kingston Staff Consulted:

None

Exhibits Attached:

Exhibit A - Kingston Police Public Agenda Information Report - Operating Budget Status Update as of December 31, 2024 (Q4)



Kingston Police

Public Agenda Information Report

To: Kingston Police Service Board

From: Scott Fraser, Chief of Police
Scarlet Eyles, Director of Finance

Subject: Operating Budget Status Update as of December 31, 2024 (Q4)

Date: March 20, 2025

Recommendation:

That the Operating Budget Status Update as of December 31, 2024, Report Number 25-19 is for information only.

Summary:

This information report provides a financial status update of the general operating budget for the Kingston Police as at December 31, 2024. Exhibits to the report provide detailed budget and actual information and resulting variances by revenue and expense with an overall net operating position which reflects 99.56% of the total budget at December 31, 2024, resulting in a surplus of \$211K. To ensure that net spending remains within the approved budget parameters, staff regularly monitor and review budget variance information. This allows for unanticipated variances to be identified on a timely basis and any necessary corrective action to be taken in response to changing circumstances and conditions.

Overall, financial results reflect higher-than-projected revenues and recoveries across most categories, while the majority of expenditures are within budgeted estimates. However, increased salaries and wage costs are impacting fiscal year-end results. The discussion below provides further information on the general operating revenue and expenditure results to December 31, 2024.

For additional details, quarterly budget status reports are provided to the Kingston Police Services Board and presented during the regular public meetings. Past reports

are available on the website and can be accessed through the following link - [PSB Meetings - Kingston Police](#)

Operating Revenue and Expenditure Results:

With respect to the overall results, the total net cost for the twelve months ending December 31, 2024, of \$47.3M, compares to a budget of \$47.5M. Gross revenues and expenditures, as reported, show actual revenues of approximately \$6.2M in comparison to a budget of \$5.3M and expenditures of \$53.5M in comparison to a budget of \$52.9M. The table below reflects the net operating information (revenues less expenditures).

	Annual 2024 Budget	Actuals Year to Date	Variance \$	YTD=100% Actual to Budget %
Revenues & Recoveries				
Fees, Charges & Other Revenue	(3,293,982)	(3,903,896)	609,914	118.52%
Provincial Subsidies	(2,044,208)	(2,331,368)	287,160	114.05%
Total Revenue & Recoveries	(5,338,190)	(6,235,263)	897,073	116.80%
Expenditures				
Salaries, Wages & Benefits	45,167,112	46,061,930	(894,818)	101.98%
Materials, Supplies & Fees	2,821,285	3,197,220	(375,935)	113.32%
Contracted Services	4,589,658	3,952,061	637,597	86.11%
Transfers to Reserves & Reserve Funds	282,331	335,277	(52,946)	118.75%
Total Expenditures	52,860,386	53,546,488	(686,102)	101.30%
Net	47,522,196	47,311,224	210,972	99.56%

Revenues

Total revenues are higher than budget by \$897K or 116.80%, with most revenues exceeding the projected amounts at year-end. The following information provides further detail of the year-end results by revenue category:

- Provincial grant revenues are \$2.3M or 114% of the annual budget, resulting in a year-to-date surplus of \$277K. Higher than projected Court Security Prisoner Transportation (CSPT) funding of \$182K positively impacts the revenue variance. Results also include \$63K of unbudgeted funding through a new provincial grant to support initiatives related to intimate partner violence. While this grant provides additional grant revenues, the funds are offset by corresponding program-related costs.
- Background check revenues exceed budgeted estimates. This is reflective of a pilot project with a third-party criminal record check provider to process additional background checks.

- Pay duty revenues exceeded the budget due to a higher-than-anticipated volume of requests for paid duty officers. These revenues are offset with corresponding paid duty officer salaries. Additionally, pay duty revenues include an unbudgeted \$97K recovery from the City of Kingston related to the deployment of paid duty officers for area security in and around the ICH during September. A portion of this recovery was allocated to other police services, with \$35K reimbursed to these agencies for their assistance, offsetting the corresponding expenses.
- The favourable balance of \$223K in expenditure recoveries includes an unbudgeted contribution of \$122K from Criminal Intelligence Service Ontario (CISO), which supported the purchase of an X-ray machine. The remaining variance is largely attributed to participant fees from internally hosted conferences, which offset expenses incurred to host the respective events.
- Payroll experience recovery reflects unbudgeted payroll benefit rebates of \$35K resulting from a reduction in the projected cost of claims. Benefit costs are budgeted annually based on estimated plan premiums.
- Auction proceeds are higher than budgeted, reflecting higher than anticipated proceeds received at the semi-annual auctions held in 2024. In accordance with policy, net proceeds generated from the sale of capital items are transferred to the police capital reserve fund.

Expenditures

Most of the expenditure categories are within budgeted projections; however, increased staffing costs are impacting fiscal year-end results. While inflationary increases are impacting a number of expenditures, efforts were made to manage the level of discretionary spending in order to offset inflationary pressures where possible. The following information provides further detail of the variances by expenditure category.

Salaries and wages are \$46.1M or 101.98% of the annual budget, resulting in a year-end negative variance of approximately \$895K. Budget pressures were experienced in absentee costs related to WSIB, other leaves, as well as additional overtime costs incurred to police major incidents. The settlement of collective agreements in 2024 also impacts fiscal year-end results. Significant variances are noted below:

- Full-time wages are over budget, primarily due to wage increases. These increases are offset by staff vacancies and the timing of new hires. Full-time wages include retroactive compensation adjustments for the 2023 and 2024 periods, which are higher than projected.
- Part-time wages are unfavourable, reflecting backfill requirements primarily due to full-time staff vacancies in the communications center and the court services unit.

- Capital-allocated salaries & benefits of \$450K reflect the recovery of staffing costs from Next-Generation 9-1-1 capital grant funding.
- Overtime costs are exceeding budgeted projections by \$495K at the end of December, primarily due to the volume and complexity of major incidents. Kingston Police experienced a significant number of critical incidents in 2024, including four homicides, which contributed \$205K in additional overtime expenses. Overtime was also impacted by coverage for staff vacancies and reimbursable overtime related to initiatives such as the RIDE (Reduce Impaired Driving Everywhere) program, which is funded through an annual grant.
 - Overtime costs to date include \$117K to police the St. Patrick's Day events within the University District, \$23K incurred during the month of September (move-in weekend and weekends leading up to Homecoming), and \$116K of overtime incurred during the Homecoming and Fauxcoming weekends.
 - The remaining overage is reflective of the increase in other major incidents including, traffic fatalities, missing persons, and standoffs.
- Paid duties are overbudget by \$118K due to a higher-than-anticipated volume of requests for paid duty officers. Paid duties are fully cost recovered as they are charged out to the respective customer.
- WSIB premiums exceeded budget by \$123K, at the end of December. WSIB costs continue to increase, primarily due to related legislation and PTSD coverage, which has expanded benefits for first responders and members suffering from mental stress injuries. The increasing trend in these absences has placed significant strain on existing resources.

Supplies and services are \$7.1M or 96.47% of the annual budget, reflecting a favourable variance of \$262K. This category includes costs such as uniforms and protective clothing, gasoline and diesel fuel, fleet parts and tires, ammunition, telecommunications, education, and training. Contracted services and contracted maintenance include asset maintenance and support contracts and other service contracts including cleaning services, winter control, and city building maintenance charges. Professional services include legal and consulting services. Notable variances are discussed below.

- Education, Training, and Travel is over budget by \$145K, primarily due to requirements under the Community and Safety Policing Act (CSPA). The CSPA replaces the previous Police Service Act and includes provisions that mandate additional training for police officers in areas such as de-escalation, mental health, and diversity, to improve interactions with the public to promote community-focused policing.
- Insurance expenses are over budget at the end of the year. Kingston Police are covered under the City of Kingston's combined insurance plan. The increase reflects not only rising insurance costs but also additional items requiring

coverage due to advancements in technology. For example, new equipment such as drones have been added to the inventory, necessitating expanded insurance protection.

- Investigative services include \$49K of costs to support policing the University District events. These costs primarily reflect bringing reinforcements from other police agencies to provide additional staffing resources. The remaining surplus in this expense category is due to costs being appropriately coded to other relevant accounts, whereas the budget was allocated entirely to this category.

Departments work with finance staff to review variances on a regular basis and look for opportunities to offset cost pressures. Unforeseen circumstances, situations, or activities always present budgetary risk to a police budget such as spikes in crime rates or activities, protests, and unsanctioned gatherings.

Contacts:

Jarrold Stearns, Chair, Kingston Police Service Board	613-549-4660 ext. 2291
Scott Fraser, Chief of Police	613-549-4660 ext. 2213
Scarlet Eyles, Director of Finance	613-549-4660 ext. 2285

Appendices:

Appendix A – Kingston Police – Actual to Budget as at December 31, 2024

Appendix A

	Actuals Year to Date	Annual Budget \$	Variance \$	YTD=100% Actual to Budget %
Revenues & Recoveries				
Provincial grants	(2,331,368)	(2,044,208)	287,160	114.05%
Alarm licence	(145,755)	(137,608)	8,147	105.92%
Payroll experience recovery	(34,722)	-	34,722	0.00%
Pay duty revenue	(378,686)	(150,000)	228,686	252.46%
Expenditure recovery	(1,989,745)	(1,766,374)	223,371	112.65%
Sale of photos, maps & reports	(893,934)	(800,000)	93,934	111.74%
Donations	(59,652)	(40,000)	19,652	149.13%
Auction proceeds	(1,402)	-	1,402	0.00%
Contribution from Police Sick Leave Reserve Fund	(400,000)	(400,000)	(0)	100.00%
Total Revenue & Recoveries	(6,235,263)	(5,338,190)	897,073	116.80%
Operating Expenditures				
Salaries, Wages & Benefits				
Capital-allocated salaries & benefits	(449,618)	-	449,618	0.00%
Full-time wages-permanent	32,020,769	31,691,958	(328,811)	101.04%
Part-time wages	1,381,039	1,208,309	(172,730)	114.30%
Overtime-regular	2,062,719	1,568,071	(494,648)	131.55%
Shift premiums & standby	107,100	55,594	(51,506)	192.65%
Paid duty	237,933	120,000	(117,933)	198.28%
Honorariums	20,500	21,520	1,020	95.26%
Payroll allowances	97,621	129,398	31,777	75.44%
Payroll benefits	9,113,167	9,022,262	(90,905)	101.01%
WSIB Premiums	1,473,378	1,350,000	(123,378)	109.14%
Total Salaries, Wages & Benefits	46,061,930	45,167,112	(894,818)	101.98%
Supplies and Services				
Uniforms & protective clothing	94,487	66,570	(27,917)	141.94%
Food & nutrition supplies	64,601	35,000	(29,601)	184.57%
Supplies	340,316	416,000	75,684	81.81%
Fuels & lubricants	461,783	496,229	34,446	93.06%
Software	405,149	308,763	(96,386)	131.22%
Telecommunications	241,754	306,000	64,246	79.00%
Travel, Education & Training	657,880	513,100	(144,780)	128.22%
Insurance services	345,879	264,322	(81,557)	130.86%
Utilities	5,699	10,000	4,301	56.99%
Professional services	671,626	531,000	(140,626)	126.48%
Investigative services	350,783	609,500	258,717	57.55%
Contracted services	2,645,996	2,746,058	100,062	96.36%
Contracted maintenance	642,061	877,410	235,349	73.18%
Equipment rentals	44,038	57,981	13,943	75.95%
Other	174,551	173,010	(1,541)	100.89%
Total Supplies & Services	7,149,281	7,410,943	261,662	96.47%

Contribution to Reserve Funds					
Transfer to Police Equipment					
Reserve Fund	335,277	282,331	(52,946)	118.75%	
Total Contribution to Reserve Funds	335,277	282,331	(52,946)	118.75%	
Net	47,311,224	47,522,196	210,972	99.56%	



**City of Kingston
Report to Council
Report Number 25-116**

To: Mayor and Members of Council
From: Janet Jaynes, City Clerk
Resource Staff: Same
Date of Meeting: April 1, 2025
Subject: Head of Council Vacancy

Council Strategic Plan Alignment:

Theme: Corporate business

Goal: See above

Executive Summary:

Mayor Bryan Paterson has been confirmed as the nominee for the Conservative Party of Canada for the Federal Electoral Riding of Kingston and the Islands. Mayor Paterson is taking a leave of absence from City Council during the federal election campaign.

The purpose of this report is to provide Council with procedural information with respect to Deputy Mayor coverage during the federal election campaign period and any potential Head of Council (Mayor) vacancy.

Recommendation:

This report is for information only.

April 1, 2025

Page 2 of 4

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 & Emergency Services	Not required
David Fell, President & CEO, Utilities Kingston	Not required
Desirée Kennedy, Chief Financial Officer & City Treasurer	Not required
Ian Semple, Acting Commissioner, Transportation & Infrastructure Services	Not required

April 1, 2025

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Options/Discussion:

A federal election has been called for Monday, April 28, 2025. The federal election campaign period will be March 23 to April 28, 2025.

During the campaign period, while Mayor Bryan Paterson is on a leave of absence, the incumbent Deputy Mayor will be delegated the authority to act as Mayor pursuant to Section 4.7 of the Council Procedural By-Law.

- 4.7 Pursuant to Section 23.1 of the Act, the Deputy Mayor is hereby delegated the authority to act from time to time when the Mayor is unable or refuses to act or the office is vacant to provide representation at Meetings or events, to sign legal documents pursuant to Subsection 16.2 of this By-Law, and to act in any other capacity as required to fulfill the obligations and requirements generally performed by the Mayor.

Strong mayor powers and duties do not transfer to an interim or acting Mayor, or a Deputy Mayor serving in the role of Mayor.

The upcoming Deputy Mayor rotation is:

- April and May 2025 – Councillor Glenn
- June and July 2025 – Councillor Cinanni
- August and September 2025 – Councillor Chaves

Should Mayor Bryan Paterson be elected to the House of Commons, he would be required to resign his seat as Mayor, in writing to the City Clerk, and the seat must be declared vacant at the following Council meeting. Municipalities that have strong mayor powers are required to fill the Head of Council's seat through a by-election (see [section 284.12](#) of the *Municipal Act*). The rules and timelines for municipal by-elections would apply (see [section 65](#) of the *Municipal Elections Act*).

In the absence of alternative direction, the Head of Council (Mayor) role would continue to be filled by the incumbent Deputy Mayor on a rotating two-month basis during a by-election as set out in the Council Procedural By-Law.

Alternative direction could include Council appointment of a Deputy Mayor to serve as the Head of Council during the by-election period and until the newly elected Mayor is sworn in, a process that is estimated to take five to six months.

Appointment of a Deputy Mayor to serve as the Head of Council during this time may provide consistency of leadership to staff, Council and external boards on which the Head of Council serves.

Any member appointed for this term would not be excluded from running in the mayoral by-election.

April 1, 2025

Page 4 of 4

Staff will prepare a report with options for Council's consideration with respect to temporarily filling the Head of Council role, in the event that the seat becomes vacant.

Financial Considerations

None

Contacts:

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

Other City of Kingston Staff Consulted:

Derek Ochej, Deputy City Clerk

Exhibits Attached:

None



**City of Kingston
Report to Council
Report Number 25-118**

To: Mayor and Members of Council
From: Councillor Conny Glenn
Date of Meeting: April 1, 2025
Subject: March 2025 Federation of Canadian Municipalities Board (FCM)
Meeting Update

Council Strategic Plan Alignment:

Theme: Corporate business

Goal: See above

Executive Summary:

From March 17 - 20 the Federation of Canadian Municipalities (FCM) held their March Board meeting in Dorval Quebec. Councillor Conny Glenn, as the City's representative on three FCM subcommittees attended the board meeting.

Over the three days, the FCM Board discussed the evolving geo-political situation with the United States, adoption of FCM's strategic plan and their federal election strategy. More information is described in the options and discussion section of this report.

Recommendation:

This report is for information only.

April 1, 2025

Page 2 of 4

Options/Discussion:**Evolving Political Situation with the United States**

The backdrop of the Federation of Canadian Municipalities (FCM) March Board meeting was largely the evolving situation with the United States, tariffs and reciprocal tariffs. Over the last several months FCM has been extensively involved in the conversations with the Canadian government and U.S. Counterparts. In February a delegation of FCM representatives travelled to Washington alongside Canada's Premier's to discuss the tariff threat and how it could negatively impact both countries.

Prior to the federal election call, FCM engaged with the new Prime Minister and key cabinet ministers to continue advancing municipal advocacy priorities. However, they are now pivoting to their election strategy and engaging all parties on key municipal priorities.

FCM's Strategic Plan 2025 - 2028

During the March Board meeting members approved FCM's three-year strategic plan. This plan was developed after extensive engagement and consultation with municipalities over the past year including a national public survey on priorities of Canadians, FCM membership survey, employee engagement survey, a board workshop and dedicated strategy session and a CEO listening tour and stakeholder consultations engaging federal, provincial, territorial and private sector partners. It also included internal equity and Reconciliation frameworks to ensure that principles of inclusion and Reconciliation inform FCM's long-term strategy.

Over the next three years FCM will focus on four key areas including:

- Unleashing the economic potential of cities and communities
- Strengthening local capacity and scaling municipal impact
- Deepening unity to drive progress
- Building a high-performance future-ready FCM

More information on the specific action items and details of FCM's strategic plan will be available in the coming months.

FCM's Election Strategy – Stronger Together – Local Strength, National Prosperity

Board members were briefed on FCM's Federal Election strategy which includes an increased focus on the need to build a more resilient Canada. Their objectives for the campaign are to promote local communities as Canada's engines of prosperity, positioning municipalities as trusted and responsible frontline government partners focused on Canadians' priorities, empowering and engaging members, and building government, public and stakeholder awareness and support for key municipal priorities.

FCM's federal election advocacy priorities include:

April 1, 2025

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- Supporting local economic growth and resilience
- Investing in infrastructure renewal
- Achieving housing affordability
- Ending homelessness
- Keeping communities safe
- Investing in climate-resilient infrastructure

FCM will also be creating an election microsite for their advocacy, priorities, resources, social media, communication tools and more. They will also be sending out a weekly newsletter to members 'On the Campaign Trail' which will summarize key federal election pledges and their impact on municipalities.

FCM Board Resolutions

The Board also passed several resolutions including:

- Urging the federal government to improve accessibility under the Single-Use Plastics Prohibition Regulations by allowing food vendors to offer an "accessible straw"—a flexible plastic straw that is individually wrapped in paper—upon request. Additionally, retailers should be permitted to display packages of flexible plastic straws in stores, and flexible plastic straws should be allowed to be attached to beverage containers, such as drink boxes.
- Requesting that the federal government provide funding and establish a coordinating body to oversee the development of a flushability standard. This process should be managed through a Standards Council of Canada-accredited organization and be completed within five years.
- Encourage federal political parties to incorporate into their electoral platforms a mandate for cellular service providers to establish roaming agreements. This would enable customers to access cellular towers in their area, regardless of their provider.

Background

FCM has been the national voice of municipal government since 1901. FCM members include more than 2,100 municipalities of all sizes, from Canada's cities and rural communities to northern communities and 20 provincial and territorial municipal associations. Together, they represent more than 92 percent of all Canadians from coast to coast to coast. Municipal leaders from across Canada assemble each year to set FCM policy on key issues.

Canadian municipalities came together in 1901 as the Union of Canadian Municipalities (UCM). The Dominion Conference of Mayors was established in 1935 and by 1937 the two national bodies joined as the Canadian Federation of Mayors and Municipalities—renamed the Federation of Canadian Municipalities (FCM) in 1976.

April 1, 2025

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Today, FCM advocates for municipalities to be sure their citizens' needs are reflected in federal policies and programs. Year after year, their work benefits every municipal government and taxpayer in Canada, and their programming delivers tools that help municipalities tackle local challenges.

Council Glenn was selected as the City of Kingston representative on three FCM subcommittees in the summer of 2024. These subcommittees are Rural Forum, Anti-Racism, Equity and Inclusion and Social Economic Development. Councillor Glenn will also be seeking election to the FCM Board in May of 2025.

Contacts:

Holly Wilson, Manager of Government Relations, 613-546-4291 extension 1402

Other City of Kingston Staff Consulted:

None

Exhibits Attached:

None

Monday, March 17, 2025

Proclamation Request Form

Contact Info

Name Wiebke Wilkens

Address

City Kingston

Province ON

Postal Code

Phone #

Email

Organization Information

Organization Name Kingston Partners for Safe Communities / Wiebke Wilkens

Address

Is your organization a non-profit?

Yes

Proclamation Information

Proclamation Name Supporting Families of Workplace Tragedy Day

Start Date Saturday, May 3, 2025

End Date Saturday, May 3, 2025

How is your proclamation is of interest and/or benefit to the citizens of Kingston?

The proclamation raises awareness of the importance of workplace safety and the community impact of a lack of safety (i.e. fatalities, life-altering injuries and occupational diseases). Resources available from Threads of Life, the organization that provides support to families facing such losses are highlighted. The Kingston-area 5 km walk, Steps for Life is highlighted as well.

Will this proclamation be presented at an event?

Yes

Event Date Saturday, May 3, 2025

Event Time

10:00 AM

Include the proclamation in an ad under the City of Kingston banner in the Kingston Whig Standard? (Additional cost applies)

No

Notice of Collection

Personal Information, as defined by the Municipal Freedom of Information and Protection of Privacy Act (MFIPPA), is collected on this form in accordance with MFIPPA. Your personal information will be used by City staff to process your proclamation request and to contact you if required. Questions about the collection, use, or disclosure of your personal information should be directed to the Deputy City Clerk, dochej@cityofkingston.ca, or by phone at 613-546-4291, extension 1252.

**CITY COUNCIL
MEETING OF:**

April 1, 2025

COMMUNICATION
No: 2025-11-08

Thursday, March 13, 2025

Proclamation Request Form

Contact Info

Name Rechell Bernales

Address

Unit #

City Kingston

Province ON

Postal Code

Phone #

Email

Organization Information

Organization Name FILIPINO-CANADIAN COMMUNITY OF KINGSTON

Is your organization a non-profit? Yes

Proclamation Information

Proclamation Name PHILIPPINES INDEPENDENCE DAY

Start Date Saturday, June 14, 2025

End Date Saturday, June 14, 2025

How is your proclamation is of interest and/or benefit to the citizens of Kingston?

The Filipino community has been a vital contributor to the growth and prosperity of our city. From healthcare professionals and educators to entrepreneurs and civic leaders, Filipinos have significantly impacted the local economy, workforce, and cultural landscape. Our goal with this proclamation is to aims to celebrate the rich culture, heritage, and contributions of the Filipino community in the city of Kingston while commemorating Philippines Independence Day. This event will foster cultural appreciation, unity, and diversity, and strengthen the bond between the Filipino community and the broader Kingston population.

This celebration will be a vibrant and enriching event that promotes cultural exchange, tourism, and community bonding. We believe that this event will significantly contribute to the city's multicultural initiatives and strengthen ties within the community.

Event Highlights

- Opening Ceremony: Flag-raising, national anthems (Philippines and Canada) and welcoming remarks by officials. (We will invite the Philippines Ambassador, Mayor, MP, etc...)
- Cultural Performances: Traditional dances, live music, and theatrical acts showcasing Filipino history and traditions
- Food Festival: Authentic Filipino cuisine from local vendors and chefs (we can discuss this further if this is feasible)
- Arts & Crafts Exhibition: Traditional crafts, paintings, and souvenirs made by Filipino artists
- Interactive Booths: Language lessons, historical displays, and educational activities
- Sports & Games: Traditional Filipino games like "sipa," "patintero," "pabitin", etc...
- Business & Networking Expo: A platform for Filipino entrepreneurs and businesses to showcase their products and services
- Grand Finale: Community dance celebrating unity

Will this proclamation be presented at an event?

Yes

Event Date

Saturday, June 14, 2025

Event Time

11:00 AM

Include the proclamation in an ad under the City of Kingston banner in the Kingston Whig Standard? (Additional cost applies)

Yes

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CITY COUNCIL MEETING OF:

April 1, 2025

COMMUNICATION
No: 2025-11-09

Wednesday, March 19, 2025

Proclamation Request Form

Contact Info

Name Anne Redish

Address

Unit #

City Kingston

Province ON

Postal Code

Phone #

Email

Organization Information

Organization Name Kingston and District Branch, UELAC

Address Kingston , ON,

Is your organization a non-profit?

Yes

Proclamation Information

Proclamation Name Loyalist Day in Kingston

Start Date Thursday, June 12, 2025

End Date Thursday, June 12, 2025

How is your proclamation is of interest and/or benefit to the citizens of Kingston?

Kingston was founded on the shoulders of numerous groups. One of the main three were the United Empire Loyalists, who left the emerging United States under drastic and difficult circumstances during and just after the American Revolution. With few choices, the nearly 40,000 people found refuge in the emerging Upper and Lower Canada along with the Atlantic Provinces. A good number of them settled along the north shore of the Saint Lawrence River and the north shores of the Great Lakes. Kingston became a settlement hub, then rose to being a candidate for becoming the Nation's Capital; or was ever-so briefly. It remains a regional centre for much of the community and commerce of Eastern Ontario. We choose to recognize this date and the one proposed by the researcher Larry Turner, after his research into the travels of groups of Loyalists upstream from Sorel and the Montreal region in 1784 by batteaux to their

future homes.

Will this proclamation be presented at an event?

No

Include the proclamation in an ad under the City of Kingston banner in the Kingston Whig Standard? (Additional cost applies)

Yes

Notice of Collection

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CITY COUNCIL MEETING OF:

April 1, 2025

COMMUNICATION
No: 2025-11-12

City of Kingston Council
City Hall
216 Ontario Street
Kingston, ON K7L 2Z3
Canada

March 25, 2025

To whom it may concern,

I am writing this letter to request a Letter of Significance for our business, Homecraft Brew & Wine Supplies Inc., to apply for a Special Occasions Permit to run a wine and cheese pairing event at our store.

We are looking to run our event on Friday June 6th from 6-8pm at our store located at 2787 Princess Street in the Woodbine Plaza.

We hope to sell tickets to run a guided pairing event serving various samples of wine and cheeses, while teaching our attendees about the wines, cheeses, why they pair together and how pairing improves both the wine and the cheese. We also want to discuss parallels between the wines we make at our store and the wines that can be purchased from the LCBO, since we are not allowed to serve our wines under any circumstances.

We're a small family-run business looking to promote our industry and business, and feel that running such an event would be a great help in reintroducing and educating the public regarding our industry.

Thank you for your consideration,

Emma Sulley
Homecraft Brew & Wine Supplies Inc.
2787 Princess Street
Kingston, Ontario
K7P 2X1

**CITY COUNCIL
MEETING OF:**

April 1, 2025

**COMMUNICATION
No: 2025-11-14**

Name

2025-11-01 Association of Municipalities Ontario AMO Watchfile, dated March 13, 2025.

2025-11-02 KPSB Meeting 25-04 Agenda- Meeting being held March 20 at 12pm at Kingston Police Headquarters.

2025-11-03 KPSB Draft Minutes - Meeting 25-03 held February 20, 2025.

2025-11-04 Correspondence received from Kourtnie Farrell-Michaud regarding Newlands Pavillion reception - AGCO Permit, dated Marh 12, 2025.

2025-11-05 Correspondence received from Municipal Engineers Association with respect to 2025 Bursary Awards Program, dated March 13, 2025.

2025-11-06 Notice of Technical Consent - Consent to Sever Lot - 1316 Princess & 186 Hillendale - Comments due March 26, 2025.

2025-11-07 Notice of Technical Consent - Consent to Sever New Lot- 500 Cataraqui Woods Drive - Comments due April 3, 2025.

2025-11-08 Proclamation Request - Proclaim May 3 as Supporting Families of Workplace Tragedy Day.

2025-11-09 Proclamation Request - Proclaim June 14 as Philippines Independence Day.

2025-11-10 Association of Municipalities Ontario AMO Watchfile, dated March 20, 2025.

2025-11-11 Resolution received from Town of Milton regarding Land Transfer Tax & GST, dated March 21, 2025.

2025-11-12 Proclamation received from UELAC - Proclaim June 12 as Loyalist Day.

2025-11-13 Resolution received from the Township of West Lincoln with respect to Land Transfer Tax, dated March 25, 2025.

2025-11-14 Correspondence received from Emma Sulley regarding event of municipal significance, dated March 25, 2025.

By-Law Number 2025-XX

A By-Law to Exempt Certain Lands on Registered Plan 13M-141 from the Provisions of Subsection 50(5) of the Planning Act, R.S.O. 1990, Chapter P.13, as amended (Lots 32, 35, 38, 39, 42, and 43 on Registered Plan 13M-141, municipally known as 1067, 1073, 1079, 1081, 1087 and 1089 Barrow Avenue, for the purpose of establishing easements for utility, maintenance, and rear yard access).

Passed: April 1, 2025

Whereas subsection 50(5) of the *Planning Act*, R.S.O. 1990, c. P.13, as amended (the "*Planning Act*"), provides that no person may convey a part of any lot or block within a registered plan of subdivision; and

Whereas pursuant to subsection 50(7) of the *Planning Act*, the council of a local municipality may by by-law provide that subsection 50(5) of the *Planning Act* does not apply to land within a registered plan or plans of subdivision or parts thereof; and

Whereas the property owner has requested an exemption from the provisions of subsection 50(5) of the *Planning Act* with respect to Lots 32, 35, 38, 39, 42, and 43 on Registered Plan 13M-141 for the purpose of establishing easements for utility, maintenance and rear yard access.

Therefore be it resolved that the Council of The Corporation of the City of Kingston hereby enacts as follows:

1. Subsection 50(5) of the *Planning Act* shall not apply to Lots 32, 35, 38, 39, 42, and 43 on Registered Plan 13M-141 for the sole purpose of establishing easements for utility, maintenance and rear yard access, on the condition that no person shall convey a part of any such Block or Lot by way of a deed, or transfer, or grant, assign or exercise a power of appointment in respect of a part of any such Block or Lot, or mortgage or charge a part of any such Block or Lot, or enter into an agreement of sale and purchase of a part of any such Block or Lot, or enter into any agreement that has the effect of granting the use of or right in a part of any such Block or Lot directly or by entitlement to renewal for a period of twenty-one years or more unless the description of the lands that includes such part in the conveyance, transfer, grant, assignment or exercise of power of appointment is the same as one of the approved descriptions set out on Schedule "A" to this by-law and which forms a part hereof;
2. This By-Law shall come into force and take effect on the date of its passing; and

3. Pursuant to subsection 50(7.3) of the *Planning Act*, this By-Law shall expire on April 1, 2027.

Given all Three Readings and Passed: *April 1, 2025*

Janet Jaynes
City Clerk

Bryan Paterson
Mayor

Schedule "A"

To By-Law Number 2025-0XX

Approved Descriptions

1. Part 1 of Plan 13R-23331, Being Part of Lot 32 on Registered Plan 13M-141, City of Kingston, County of Frontenac
2. Part 2 of Plan 13R-23331, Being Part of Lot 35 on Registered Plan 13M-141, City of Kingston, County of Frontenac
3. Part 3 of Plan 13R-23331, Being Part of Lot 38 on Registered Plan 13M-141, City of Kingston, County of Frontenac
4. Part 4 of Plan 13R-23331, Being Part of Lot 38 on Registered Plan 13M-141, City of Kingston, County of Frontenac
5. Part 5 of Plan 13R-23331, Being Part of Lot 39 on Registered Plan 13M-141, City of Kingston, County of Frontenac
6. Part 6 of Plan 13R-23331, Being Part of Lot 39 on Registered Plan 13M-141, City of Kingston, County of Frontenac
7. Part 7 of Plan 13R-23331, Being Part of Lot 42 on Registered Plan 13M-141, City of Kingston, County of Frontenac
8. Part 8 of Plan 13R-23331, Being Part of Lot 42 on Registered Plan 13M-141, City of Kingston, County of Frontenac
9. Part 9 of Plan 13R-23331, Being Part of Lot 43 on Registered Plan 13M-141, City of Kingston, County of Frontenac
10. Part 10 of Plan 13R-23331, Being Part of Lot 43 on Registered Plan 13M-141, City of Kingston, County of Frontenac



Schedule 'A' to By-Law Number

Address: 1067-1091 Barrow Ave.
File Number: D27-008-2024

Kingston Zoning By-Law 22-62

Lands Subject to Part Lot Lift

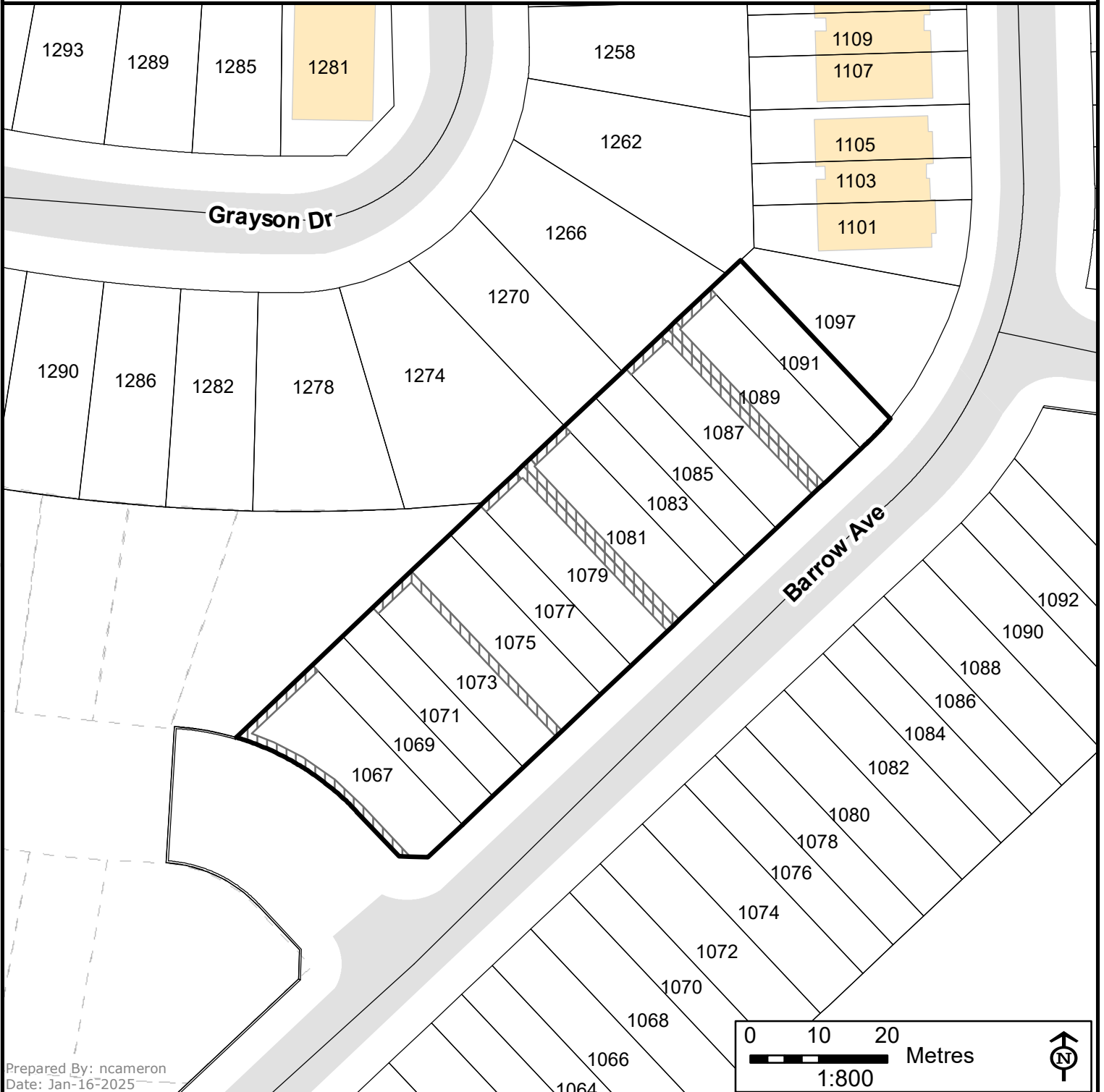
Easement

Certificate of Authentication

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

Mayor

Clerk



Prepared By: ncameron
Date: Jan-16-2025

