



**CITY OF KINGSTON**  
**REPORT TO PLANNING COMMITTEE**

Report No.: PC-10-001

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**TO:** Chair and Members of Planning Committee

**FROM:** Cynthia Beach  
Commissioner, Sustainability and Growth

**RESOURCE STAFF:** George Wallace  
Director, Planning and Development Department

**DATE OF MEETING:** 2010-01-07

**SUBJECT:** City of Kingston Waterfront Strategy – Past Directions

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**EXECUTIVE SUMMARY:**

As part of the development of a comprehensive waterfront planning strategy, a review of past studies and planning documents that address waterfront issues has been completed and is entitled "*Waterfront Strategy – Past Directions*." Approximately 40 studies and reports were undertaken during the past 30 years and are presented in chronological order. The context, study area, key recommendations and the level of implementation are summarized for each study. The *Past Directions* document covers a range of waterfront topics which include environmental and hazard management, policy directions, transportation strategies as well as tourism, recreational and cultural heritage management plans.

This review of the completed studies provides a context for future waterfront initiatives and gives an indication of the significant works already in progress. Based on the information provided by the *Past Directions* document, appropriate policies and strategies to manage and conserve the waterfront have been developed and continue to evolve.

**RECOMMENDATION:**

That the "*Waterfront Strategy – Past Directions*" document be accepted as background information for the Waterfront Strategy, which will assist in the development of policies and recommendations to conserve and manage the City's waterfront.

**AUTHORIZING SIGNATURES:**

<b>ORIGINAL SIGNED BY COMMISSIONER</b> Cynthia Beach, , P.Eng., MCIP, RPP, Commissioner, Sustainability and Growth
<b>ORIGINAL SIGNED BY CHIEF ADMINISTRATIVE OFFICER</b> Gerard Hunt, Chief Administrative Officer

**CONSULTATION WITH THE FOLLOWING COMMISSIONERS:**

Commissioner Thurston, <i>Community Development Services</i>	N/R
Commissioner Leger, <i>Corporate Services</i>	N/R
Jim Keech, President, <i>Utilities Kingston</i>	N/R

**(N/R indicates consultation not required)**

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## OPTIONS/DISCUSSION:

The purpose of this report is to present the document entitled *Waterfront Strategy – Past Directions*. This document is a review of waterfront studies and reports undertaken over the past 30 years. Approximately 40 reports and studies are identified that address various waterfront areas and waterfront issues within the City of Kingston. The *Past Directions* document forms part of the research phase of the Waterfront Strategy.

### *Background*

The City of Kingston has approximately 280 km of waterfront which is defined as the shoreline of a navigable waterway as described by the *Navigable Waters Protection Act* (2009). The study area for the Waterfront Strategy consists of all shoreline areas in the City which include the three principal waterways that border the municipality: Lake Ontario, the St. Lawrence, and the Rideau Canal. Several smaller waterways and bays are also included. Given the length of the waterfront, the study area was divided into sixteen smaller reaches. A "reach" is a geographical area of the waterfront that has unique topographical, environmental and land use characteristics. The total land and water area covered is approximately 10,000 hectares. The overall waterfront study area and the specific reaches are illustrated in Figure 1. These reach descriptions have already been used throughout the public consultation on waterfront planning.

The structure of the *Past Directions* document includes a table of contents, an introduction and an outline of each one of the studies. For each study, the context, the study area, the key recommendations and the level of implementation is summarized. Each study is presented in chronological order from the 1970's to the present to demonstrate the progression of waterfront planning through time. This review of completed studies provides a context for future waterfront initiatives and gives an indication of the significant works already in progress. Each study is available to review from staff.

The *Past Directions* document covers a range of issues that relate to waterfront planning. These issues include environmental and hazard management, policy directions, transportation strategies as well as tourism, recreational and cultural heritage management plans. Earlier studies that focus on environmental and hazard planning include the *Cataraqi River Basin Floodplain Management Study (1977)*, *Master Plan: Kingston Waterfront (1984)* and *Flood Risk Mapping for Little Cataraqi Creek (1987)*. Other studies that relate to recreational planning and cultural heritage resources include the *Rideau Canal Management Plan (1996)* and the *Great Lakes Maritime Heritage Centre Concept Evaluation (1997)*. More recent studies that focus on the improvement of transportation and infrastructure for the areas associated with the waterfront include the *Kingston Master Transportation Plan (2003)* and the *Downtown Action Plan (2004)*. The recommendations and policies outlined in these studies will help form future directions affecting the waterfront.

### *Future Directions*

The recommendations of certain studies and more recent City initiatives have made significant contributions to waterfront planning in the City. A strong public interest in waterfront planning developed as a result of *The Kingston Waterfront Public Consultation (2002)* and the *Cycling and Pathways Study (2003)*, which are both contained within the *Past Directions* document. The City of Kingston formed a partnership with the Waterfront Regeneration Trust for *The Kingston Waterfront Public Consultation* to gather public input and to identify themes and priorities for the waterfront. The *Cycling and Pathways Study* has developed a master plan for a pathway and cycling network throughout the City. These initiatives have played a role in producing substantial improvements to the waterfront pathway system and the surrounding amenities.

The City of Kingston Waterfront Brochure, which is not included in the *Past Directions* document, was created to inform the public about the extent of the waterfront pathway system. This brochure was initiated in 2007 and shows the location of the surrounding views, tourist attractions and amenities along the waterfront. The brochure is designed and intended to promote the waterfront as a community resource, to identify the pathway route and to encourage everyone to explore the entire

waterfront pathway system. The brochure has been and will be updated on an annual basis. Thousands of paper copies are distributed each year.

#### *Waterfront Strategy – The Next Steps*

As part of developing an effective Waterfront Strategy, a comprehensive analysis of the existing information on the waterfront is required. In addition to the *Past Directions* document, which was part of the research phase of the Waterfront Strategy, the City of Kingston is in the process of completing a Waterfront Reach Analysis. This analysis involves a detailed inventory and assessment of the specific reaches of the waterfront, taking into consideration topography, land use and environmental features. Based on the existing information provided by the *Past Directions* document and the Waterfront Reach Analysis, appropriate specific policies and strategies will be formed to manage and conserve the City's waterfront areas. The numerous reports and studies presented in the "Past Directions" document provided much of the information and direction that was used to develop the current three municipal Official Plan strategies and approaches.

The *Past Directions* document provides a detailed summary of the existing studies on the waterfront. The recommendations and strategies contained in this document have made a significant contribution to existing waterfront planning initiatives within the City of Kingston. The analysis of this existing information will continue to assist in forming recommendations and policies to create an effective Waterfront Strategy.

#### **EXISTING POLICY/BY LAW:**

The waterfront policies of the City of Kingston Adopted Official Plan are not included in the *Past Directions* document. The creation of these policies involved refining and consolidating the waterfront policies contained within the Official Plans of the former municipalities. Where applicable, the recommendations and strategies of the *Past Directions* document been implemented. The updated Official Plan was adopted by Council on July 15, 2009. However, as approval from the Ministry of Municipal Affairs and Housing is pending, the City continues to be governed by the Official Plans of the former municipalities. The waterfront policies of the Adopted Official Plan as well as the three existing Official Plans are as follows:

#### **City of Kingston Adopted Official Plan**

The key waterfront policies in the updated Official Plan are summarized below:

##### *Sustainability*

- In the design and operation of City buildings, land, equipment and facilities the City will seek to lead by example through initiatives that promote sustainability through the protection and acquisition of waterfront properties and ecologically valuable natural heritage features and areas.

##### *Economic Development*

- The City supports sustainable tourism practices which include:
  - The enhancement of boating and water related facilities;
  - The continued acquisition and development of waterfront pathways and regional trail linkages, recreation and hospitality opportunities related to the waterfront; and,
  - The Rideau Canal UNESCO World Heritage Site and other waterfront areas.

##### *Waterfront Protection*

- Shoreline protection and re-vegetation to protect all water bodies are recognized;
- New development must be set back a minimum of 30 metres from all water bodies; and,
- The City intends to improve water quality through such means as:

- appropriate storm water management measures;
- restriction of water-based activities harmful to the environment; and,
- supporting the enforcement of Federal and Provincial abatement legislation.

#### *Protection of Health and Safety*

- New development and site alteration must be located outside areas that are susceptible to erosion hazards such as the Lake Ontario and St. Lawrence shorelines;
- Development should be directed to lands situated outside areas susceptible to wave uprush, which is the hazard of strong waves that may cause property damage and risk to human life; and,
- Natural hazard mapping (which include flood lines and areas susceptible to erosion) is contained within the adopted Official Plan and involves consultation with the Cataraqui Region Conservation Authority.

#### *Protected Views*

- Protected views on streets that terminate at the water must be preserved by:
  - restricting or not allowing development of buildings and structures that would interrupt sightlines;
  - requiring that the siting, massing and design of buildings and structures in areas adjacent to protected views maintain the views;
  - encouraging the development of facilities, amenities, signage and design themes at locations where the Waterfront Pathway or the Lake Ontario Waterfront Trail meets the protected views which will enhance the use of this area and appreciation of the view; and,
  - ensuring that any installation of structures or facilities in public open space areas adjacent to the protected views complements the view.

#### *Waterfront Pathways and Trails*

- The City is committed to the maintenance and improvement of the Waterfront Pathway as a continuous system and valued community resource that connects features such as the Rideau Trail, waterfront views, heritage focal points, the Great Cataraqui Marsh and the Little Cataraqui Creek Wetland Complex.

#### *UNESCO and the Rideau Canal*

- Applications for development must be circulated to Parks Canada for comment and review in the context of the Rideau Canal Management Plan;
- Generally a setback of 30 metres from the high water mark will be required unless a greater setback has been established based on a specific hazard or environmental impact assessment;
- Development is permitted only if potential adverse effects on the Canal and its environs can be remedied as demonstrated through a heritage impact statement; and,
- The City is committed to preserving and enhancing viewscapes along the Rideau Canal and the Kingston Fortifications in order to maintain the integrity of these cultural heritage features.

#### *Waterfront Acquisition*

- The City intends to acquire waterfront lands and shoreline properties where feasible by purchasing them, acquiring easements or entering into agreements to provide for public access, to establish waterfront parklands and pathways and to provide for shoreline and ecological protection measures; and,
- Where possible, the City intends to acquire waterfront properties with agencies such as the Federal and Provincial Governments, land trusts and the Cataraqui Region Conservation Authority.

The numerous reports and studies presented in the "Past Directions" document provided much of the information and direction that was used to develop the current three municipal Official Plan strategies and approaches. Common to all three Official

Plans are policies for waterfront pathway development, natural heritage protection, recreation areas, natural hazards, marinas, watershed management and waterfront acquisition. The waterfront policies are summarized as follows:

### **Former City of Kingston Official Plan - Waterfront Policies**

#### *Natural Environment (Sections 4.20 - 4.23)*

- To conserve and manage the natural environment of the wetlands as an ecosystem, a storm water management system and a public resource;
- Specific water area polices are in place that preserve the ecological integrity of water and include designations such as the Water Area, Water Activity Area, or Harbour on Schedules 'A' and 'B'; and,
- The importance of water bodies as natural storm water management features is recognized.

#### *Waterfront Pathway System and Protection of Waterfront Views (Section 7.8)*

- The City intends to acquire and manage properties as part of a comprehensive acquisition and management program in order to create a seamless pathway system that extends from Little Cataraqui Creek in the west to the Great Cataraqui Marsh in the east;
- Schedule 'H' identifies the waterfront pathway system and waterfront vantage points that are to be maintained to protect waterfront views; and,
- Development along the shoreline should protect views of the waterfront and enhance the waterfront experience through design considerations (e.g. signage, landscaping, and lighting).

### **Former Township of Kingston Official Plan - Waterfront Policies**

#### *General Waterfront Policies (Section 2-5)*

- The Township recognizes that the provision of adequate cultural and recreational facilities is essential for the enhancement of the quality of life;
- The Township intends to protect and improve waterfront lands and to improve accessibility to publicly owned waterfront lands;
- Specific policies are in place to ensure that a natural buffer is preserved along shoreline properties that are to be developed; and,
- The Township intends to acquire waterfront lands that are vacant or undeveloped, and encourage linkages between waterfront areas and other open spaces.

#### *Waterfront Acquisition (Section 5-2.5)*

- The Township intends to acquire shoreline areas for active and passive recreational purposes; and,
- Council will consider the feasibility of establishing a waterfront property acquisition program.

### **Former Township of Pittsburgh - Waterfront Policies**

#### *Protection of Health and Safety (Section 2D.1.1. and 2D.1.1.2)*

- Development should be directed away from natural hazard areas susceptible to floods, erosion, steep slopes or other physical condition which would endanger human life and property;
- Appropriate setbacks from flooding and erosion hazards are required; and,
- Development proposals along water bodies should take into consideration flood inundation, wave up-rush, and erosion hazards as identified by the Cataraqui Region Conservation Authority.

#### *Waterfront Acquisition (Section 2F.1.2)*

- The Township intends to acquire waterfront lands for public access in both urban and rural areas.

*Waterfront Pathways (Section 2F.1.3)*

- It is Council's intention to procure public pathways that may be used by pedestrians and cyclists for pleasure and/or as transportation routes.

*Rideau Canal (Section 2P)*

- All development applications on or adjacent to the Rideau Canal will be forwarded to Parks Canada for review, having regard to the principles, policies and strategies of the Rideau Canal Management Plan; and,
- The location of new buildings and septic systems north of Highway 401 along the main channel of the Canal will be setback a minimum of 30 metres, while existing buildings and additions will maintain a minimum setback of 15 metres.

**NOTICE PROVISIONS:**

N/A

**ACCESSIBILITY CONSIDERATIONS:**

This report is available in different formats upon request from the Accessibility Co-ordinator.

**FINANCIAL CONSIDERATIONS:**

There are no financial considerations associated to this report.

**CONTACTS:**

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**OTHER CITY OF KINGSTON STAFF CONSULTED:**

Lanie Hurdle, Director, Recreation and Leisure Services  
Kelly Williams, Manager, Parks Development  
Kristine Hebert, Parks and Open Space Planning Co-ordinator

**EXHIBITS ATTACHED:**

- Exhibit 'A' - "Waterfront Strategy – Past Directions" which forms part of this report is being circulated under separate cover.  
Exhibit 'B' - Figure 1 - Waterfront Strategy – Study Area



City of Kingston  
Waterfront Strategy

### Waterfront Study Areas

Figure 1: Waterfront Strategy – Study Area

Total Area of Study Areas = 10,717.67 ha\*  
Total Length of Shoreline within Study Areas = 280 km\*

Data Source: City Topographic Base Mapping conforms to specifications from the Ministry of Natural Resources, 1:2500 Ontario Base Mapping, UTM NAD83 projection, Zone 18, 19% adjustment. Absolute positional accuracy 0.50m; Absolute vertical accuracy 0.30m.

\*Calculations and measurements are relative to 1:2500m topographic base mapping accuracy standards. Map measurements and analysis obtained using ArcGIS 8.3.

