# City Owned Industrial Lands Study - Phase 2
## Development Strategy

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Introduction

This is the second in a series of three reports prepared for the City of Kingston. The objective of these reports is the development of a strategy for City Owned Industrial Land (COIL). The first of these reports was prepared by Clayton Research. It set out their findings with respect to the demand for industrial land in Kingston, Kingston’s prospects for industrial development and the adequacy of the current supply of serviced industrial land.

This report builds upon the findings of the Clayton Report.

1.1 Work Program

This report will:

- examine the existing Planning Documents to determine if they are consistent with the City’s Economic Development Strategy;
- determine how much and what type of land should be reserved;
- review alternate locations and means of providing industrial lands; and,
- prepare draft planning documents with the appropriate accompanying justification.

1.2 Report Structure

This report sets out our findings.

Section 2 reviews the City’s Economic Development Strategy as enunciated in the Community Strategic Plan and identifies those elements that apply to industrial land development.

Sections 3, 4 & 5 review the existing planning documents and provide an evaluation as to their compliance with the Economic Development Strategy.

An Official Plan Amendment and a Zoning
Strategy have been prepared for this report.

Section 6 reviews the Industrial Land Supply and provides a planning evaluation of the adjacent lands and alternate means of providing industrial land.

Section 7 presents the conclusions.

2. Kingston's Economic Development Strategy

We reviewed the following documents in order to identify the City's Economic Development Strategy. These documents included the Community Strategic Plan, the Urban Growth Strategy background documents, Kingston's Transportation Master Plan, and Vision for Economic Prosperity, the Kingston Economic Development Corporation (KEDCO) Business Plan for the years 2004-06.

2.1 Kingston Community Strategic Plan

In December of 1999 the Council for the City of Kingston began a process of preparing a Strategic Plan for the Kingston Community. The work of the community based Steering Committee was adopted by Council in October of 2000. Through extensive community participation the Strategic Plan created a vision for Kingston for the year 2010. For the vision to be achieved 12 initiatives were identified. Economic prosperity was identified as one of the 12 initiatives to implement the vision.

The Economic Prosperity Action Plan indicated a series of efforts namely:

a. partnerships between institutions and businesses to create new business opportunities in leading edge research;

b. incubation of new businesses;

c. links with education institutions;

d. marketing to investors and tourists nationally and internationally;

e. seeking opportunities for life long learning and for disadvantaged persons.

There are several components to the Action Plan. They include:

a. to create a long range (20 year) vision for Kingston's economic prosperity;

b. maintain KEDCO as the key delivery vehicle for implementation of the vision; and,

c. maintain funding for implementation of the vision.

The Action Plan describes a doubling of the population growth for the City to 3.5 percent per annum.

This Community Strategic Plan has formed the basis for a number of other studies including the City Owned Industrial Lands Development Strategy.

2.2 Urban Growth Strategy

The City of Kingston initiated an Urban Growth Strategy as a precursor to the preparation of a new Official Plan for the amalgamated Municipality. It also provides an overview of the growth opportunities which is required in order to assist in making important decisions about infrastructure in the future. The Urban Growth Strategy also provides a strategic framework for current decisions.

In Interim Report No. 2, released by the consulting team in April of 2003, the preferred growth alternatives focused on potential job creation at Cataraqui Industrial Estates and the Alcan Business Park. The draft
recommendations included:

a. policies which would permit mixing of entrepreneurial business activity with institutional uses;

b. policies to encourage infill and intensification;

c. completion and implementation of the City’s Brownfield Redevelopment Strategy; and

d. a number of studies including the Industrial Land Market Analysis (Phase 1 of COIL).

The Urban Growth Strategy uses projections prepared by Wesley Stevens, a demographer. These projections suggest employment targets of 600 jobs per year or approximately 0.8 percent growth. The Urban Growth Strategy provides important information and analysis of the growth alternatives and a good description of how and where growth is expected to occur in the future within the urban area of the City of Kingston.

2.3 Kingston Transportation Master Plan

The purpose of the Transportation Master Plan is to take a multi-modal approach to provide direction for the most cost-effective infrastructure planning.

The themes of this Master Plan include managing transportation demand and locating growth in such a way as to reduce the reliance on vehicular transportation. Roads, according to a number of statistics in the Master Plan, provide the most important transportation element and account for over 80 percent of all trips. Figure 9 of the report contains a recommended Transportation Network Improvement drawing which includes three key elements affecting the City owned industrial lands. These are:

a. two lane Gore Road/Elliott Avenue third crossing (St. Lawrence Business Park accessibility);

b. two lane Cataraqui Woods Drive link between Sydenham Road and Gardiners Road;

c. Two or four lane Centennial Drive link between Princess Street and Gardiners Road.

In this way the Transportation Master Plan provides the basis for vehicular access to several of the City owned industrial land parcels which is critical in the land’s effective development.

2.4 Vision for Economic Prosperity: Business Plan 2004-06 - KEDCO

Building upon Focus Kingston, a strategic planning process conducted by the City, and specifically the Economic Prosperity Priority Area endorsed by City Council, KEDCO have prepared a Business Plan which outlines the basis for their Vision of Economic Prosperity. After extensive research and consultation an over arching goal of the creation of 12,000 net new jobs in the Community by 2010 was identified. This represents an ambitious goal for job creation of 2000 jobs per year. The strategy to achieve this target is focused on a series of projects which are categorized into three groups, namely:

a. Business Growth
   • Business Recruitment and Expansion
   • Entrepreneurship
   • Linkages
   • Business Intelligence

b. Targeted Sectors

These targeted sectors include:
   • Bio-technology;
   • Alternative energy;
• Tourism; and,
• Culture - including arts, recreation and sports.

c. Platform Projects (cross-cutting projects)
• Talent attraction and retention;
• Town gown;
  • encourage business related to and supported by the higher education institutions in the Kingston Area (i.e. Queens University, RMC, St. Lawrence College)
• Corporate partnerships and communications.

Establishing and maintaining a supply of industrial land at competitive prices will be critical to realizing KEDCO’s goals. The implications will place pressure on the existing supply of Municipally owned land and will require the development of a program for bringing city owned lands and adjacent privately owned lands on stream in an efficient and effective manner.

3 REVIEW OF PLANNING DOCUMENTS - OFFICIAL PLAN

3.1 Existing Official Plans

The City of Kingston has three Official Plans, one for each of the former Municipalities. Each of these Official Plans has a different planning philosophy and sets out a unique approach to industrial areas and development.

3.1.1 City of Kingston

The City of Kingston Official Plan was adopted by Council on July 30, 1991 and was subsequently approved by the Ministry of Municipal Affairs on April 6, 1993. The industrial policy approach taken in the Official Plan is a forward thinking approach which recognizes the need for a diverse industrial base in the Municipality. Section 4.16 of the Official Plan contains the General Policies for Industrial Land Use in the City.

The first five subsections contain general industrial policies which would apply to all industrial lands within the Municipality. Section 4.16.2 outlines the permitted uses as follows:

“The uses generally permitted in Industrial areas include those activities where the predominant use of land, buildings and/or structures is for the purpose of manufacturing, assembling, fabricating, processing, repairing, warehousing and wholesaling, and those other establishments whose land use characteristics such as outdoor storage areas or heavy vehicle traffic generation indicate potential incompatibility with commercial or residential activity”.

The policy goes on to indicate specifically what uses are permitted. It also indicates that complementary uses are permitted in the Industrial designation.

The Official Plan recognizes the importance of a healthy industrial base for the continued economic health of the City and the surrounding area. The Plan recognizes that industrial development in the former City of Kingston will occur within a larger context of what was then the Greater Kingston Urban Area and that there is a need to develop a strategy for area economic development and the establishment of an economic development agency to implement the policies contained in the Official Plan.

Industrial development within the City of Kingston is constrained by the limited availability of raw land and that there are relatively few large areas available for industrial development. The Official Plan does not anticipate future large scale manufacturing development within the former City but rather acknowledges that future industrial development
will likely occur in the areas of growth and expansion of existing enterprises; service sector growth and diversification; and small scale initiatives. The Plan provides policies which are flexible and will encourage industrial uses which are sensitive to the environment.

The Official Plan recognizes three distinct Industrial Districts within the City:

- the New Industrial Park Area;
- the Old Industrial Area; and
- the Alcan District.

Individual policies for each of these districts are presented.

A summary of these policies follows:

i) New Industrial Park Area

The New Industrial Park Area consists of lands located south of Highway 401, north of Counter Street, west of Division Street and east of the western boundary of the former City of Kingston. This area has been the focus for new industrial development within the City over the past several years. Given the high visibility of some of the lands within this area, the Official Plan has provided different policy directives for lands within this area based on location. For example, lands abutting Highway 401 are intended for prestige industrial purposes (no outside storage) while lands visible from the elevated grade separation structure of Sir John A. Macdonald Boulevard are intended for industrial operations requiring limited or no outside storage. The plan has identified the two lots abutting Sir John A. Macdonald Boulevard at Highway 401 for business park uses.

The Plan also identifies one other area for business park development: the area south of Counter Street between Leroy Grant Drive and Division St. north of Rockcliffe Estates.

ii) Old Industrial Area

The Old Industrial Area includes those industrial lands located south of the CNR rail line, east of Division Street, west of Montreal Street, and north of Fraser Street and also includes the Industrial lands south of the intersection of Montreal and Rideau Streets.

This area has developed historically for industrial purposes along the street frontages with very little backlot development. There is potential for development and redevelopment on the lot interiors.

The Official Plan recognizes that development in the Old Industrial Area will need to be by way of redevelopment and rehabilitation. There is currently very little vacant available industrial land in this area. Land assembly, subdivision, and consolidation will have to occur in order to facilitate industrial revitalization in this area. The Plan also recognizes the need for infrastructure improvements particularly in terms of public road access to facilitate redevelopment. Another challenge facing industrial development in this area will be the continual need to protect the area from incompatible land uses and ensure that any development in this area is consistent with the industrial character of the area.

Redevelopment of this area will require public and private sector cooperation.

Comment:

Redevelopment in this area will involve brownfield issues. It may not be
financially viable to redevelop for industrial use. There will be pressure to re-designate to other more viable uses.

iii) The Alcan District

The Alcan District is located south of Counter Street, east of Sir John A. Macdonald Boulevard, west of Leroy Grant Drive and north of Princess Street. The Alcan District Area Study completed in 1993 provided the basis for Official Plan Amendment No. 1 which included detailed planning policies for this area.

The Alcan District is seen as a transitional area which is in the process of evolving from its historical industrial use (Alcan) to a mix of residential and higher-order business park uses. Prior to any applications for large scale development within the Alcan District, a master drainage plan will have to be completed and any future development applications must conform to the master drainage plan.

The new Industrial Park fronting on Counter Street was created by the City from lands originally owned by Alcan. This park was created to recognize and promote the conversion of a portion of the Alcan Site to alternate business uses. This park, although slow to develop, has progressed steadily and is now nearing completion with few vacant parcels available and significant business development. An extension of this park is possible but should be based on a detached development plan for the larger parcel.

3.1.2 Special Industrial Uses - City of Kingston

In addition to the three industrial districts identified in the Official Plan, the industrial land use policies also include provisions for specialized forms of industrial development. Policies for Business Park Developments, Waste Management Facilities, Hazardous Materials Handling Facilities, and Storage Yards are contained in Section 4.16. Of particular importance are the Business Park policies which set forth the basis for this form of development. Business Park developments are defined to be high end industrial/employment developments with a consistent, cohesive appearance. Landscaping and the exterior appearance of such facilities is usually high end aimed at promoting corporate and community images.

3.1.3 Site Specific Policies - City of Kingston

The City of Kingston Official Plan contains specific policies for certain identified areas. The following is a brief overview of the site specific policies for industrial lands in the City:

i) Highway 401 and Sir John A. Macdonald Boulevard

Both the east and west side of Sir John A. Macdonald Boulevard south of Highway 401 have been identified as “gateway properties”. They are identified as a unique opportunity for an entry point to the City. As such these lands have been designated Industrial and should be reserved as high design industrial sites for business park uses such as administrative offices, research and development offices and technologically advanced manufacturing operations.

ii) Southeast corner of Counter Street and Sir John A. Macdonald Boulevard

This property is located at the intersection of two major roads and has been identified for business park uses.
and associated retail uses.

iii) “JSM” Property

The “JSM” property has historically been part of the Alcan property but has now been separated and identified as an independent parcel. This area is currently home to numerous industrial uses which have frontage on both Sir John A. Macdonald Boulevard and Princess Street. It has been designated Industrial. Because of the size and location of the property there are numerous development opportunities for this land. As such, the Official Plan attempts to assist in the transition of this property from industrial uses. Any development on this site will have to take place by an amendment to the Official Plan containing a Concept Plan for the entire site.

iv) Ecole Marie Riviere

The secondary school has been built and appears to function compatibly with adjacent businesses. Although this use was not originally contemplated in an industrial designation the site was selected as appropriate by the School Board due to its accessibility. Further incursions into industrial land by non-business uses should be discouraged as it not only reduces the available lands but often limits the usefulness of adjacent properties. If a policy permitting such uses is to be included it should clearly identify criteria upon which to base such decisions.

v) Division and Counter Streets

A small area at Division and Counter Streets has been identified as Specific Policy Area 20 on Schedule “C” of the Official Plan. This area has been identified as a transitional development area and development of this area will require an amendment to the Official Plan.

3.1.4 Township of Kingston

The Township of Kingston Official Plan was adopted by Council on March 21, 1995 and approved by the Ministry of Municipal Affairs and Housing on July 16, 1997. This Official Plan utilizes a traditional set of industrial designations, each with its own policies and permitted uses. These designations are: General Industrial, Light Industrial, Special Industrial, Business Park Industrial and Waste Disposal Industrial.

i) General Industrial

The General Industrial designation is a traditional industrial designation in which warehousing, processing, manufacturing, assembling, railway uses, transportation depots, open storage, commercial uses serving the industrial area and offices are permitted.

ii) Light Industrial

Policies for the Light Industrial designation are contained in Section 3.11 of the Official Plan. Permitted uses in the Light Industrial designation are “those industrial uses which include warehousing, manufacturing, assembling, railway uses, transportation depots and concealed storage, and compatible non-retail commercial uses.”

iii) Special Industrial

The Special Industrial designation policies are intended for uses which include warehousing, transportation depots, open storage, automobile wrecking and similar activities. These
uses may have compatibility problems with other surrounding land uses requiring more extensive setbacks and buffering than is normally required for industrial uses.

iv) Business Park Industrial

The Business Park designation in Kingston Township “applies generally to those lands abutting Gardiners Road and those lands adjoining the south side of Highway 401 generally between Midland Ave and Sydenham Road.” Permitted uses in this designation include: offices, educational centres, and research and development facilities within an enclosed building. Business park development will be subject to higher standards of design, landscaping and sign control than the other industrial designations in an effort to maintain a prestige environment.

v) Waste Disposal Industrial

Lands designated Waste Disposal Industrial shall be used for “active and inactive waste disposal, waste processing and/or water transfer facilities. Such facilities refer to lands, buildings and structures which involve the receiving, storage, processing recycling, treatment or disposal of liquid or solid wastes.”

3.1.5 Township of Pittsburgh

The Township of Pittsburgh Official Plan was adopted by Council on June 18, 1973 and has been modified numerous times since. The Plan was consolidated in January 1996 and it is this version that was utilized in this analysis. Official Plan Amendment No. 39 was passed on May 17, 1990. This Official Plan Amendment incorporated a Secondary Plan for the Rideau Community into the existing Plan. It is this portion of Pittsburgh Township that contains the St. Lawrence Business Park. This Park has been designated Prestige Business Park on Schedule “D” to the Official Plan. Prestige Business Park policies are found in Section 5 Development Policy. In accordance with these policies, the St. Lawrence Business Park is intended to develop as an area of high quality employment uses, “in a manner exhibiting high performance, architectural and landscaping standards.” Permitted uses in the Prestige Business Park designation include: “research and development activities; offices; medical laboratories and equipment production; light industries without nuisance features; warehousing; accessory commercial uses which serve the business park area; and limited retail uses accessory to the permitted business park uses.”

The Pittsburgh Township Official Plan also contains General Industrial policies in Section 3(10) of the Plan. Restricted Industrial policies include uses such as “warehousing, processing, manufacturing, assembling, railway uses, concealed storage and accessory commercial uses or commercial uses primarily serving the Restricted Industrial area”. The General Industrial designation permits the same uses, however, open storage and bulk storage are also permitted. Section 3(10A) contains policies for Waste Disposal Sites.

3.1.6 Recent Industrial Planning Applications/Approvals

3.1.6.1 Division Street

The industrial areas along Division Street have been identified as transitional areas. Council passed an Official Plan Amendment to the former City of Kingston Official Plan in 2000 which changed the designation of a large parcel of land from the Industrial designation to the Arterial Commercial designation. The property located in the southwest corner of Dalton and Division Streets has subsequently been rezoned for a “power centre” commercial use.
3.2 Review of the Official Plans

Based on the above discussion the following are our comments on the Official Plans.

3.2.1 Extent of Lands Designated

All of the lands included in the land inventory prepared in Phase 1 were designated in an industrial designation in the existing Official Plans. The total lands designated are estimated to be 2940 acres not including the rural extractive designation. The lands which are currently vacant and privately owned represent 828 acres. The City owned vacant industrially designated lands represent 545 acres. The total vacant industrially designated lands is estimated to be 1398 acres or approximately 47.6 percent of all of the industrially designated lands.

It is difficult to know what purpose those vacantly held privately owned industrial lands are being held for or what objectives the owners may have for them.

3.2.2 Comparison of Phase 1 Growth Projections

The Phase 1 report projected a need for 267 additional acres of vacant industrial land to the year 2026 (See Figure 8 Phase 1 Report). This projection was based on 600 jobs per year being created and a requirement within the industrial park designation which was distinguished by the type of industry and the employment density for each of those industries.

The Urban Growth Strategy projected growth of up to 1000 jobs per year as a high growth projection. KEDCO in their 2004 - 2006 Business Plan, have set a target of creating 2000 jobs per year. Using a straight line projection the following table has been created:

<table>
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<th>Projected Job Growth</th>
<th>Net Industrial Area Required</th>
<th>Gross Industrial Area at 80%</th>
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<tr>
<td>600</td>
<td>267 acres</td>
<td>334 acres</td>
</tr>
<tr>
<td>1000</td>
<td>445 acres</td>
<td>556 acres</td>
</tr>
<tr>
<td>2000</td>
<td>890 acres</td>
<td>1112 acres</td>
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We have made this comparison on the basis of net acres for purposes of calculation and employment as the employment statistics are based on the final developed property holding. The translation to gross industrial area is to account for roads, storm drainage and other non-usable industrially designated lands.

In order to accommodate the growth target established by KEDCO the current designation of 1398 acres of vacant industrial land does not appear unreasonable. These lands are already designated and set aside for industrial development. We do not recommend that the designation be changed. The Phase 1 report also identified the probability that individuals who own industrially designated lands in key areas would seek the redesignation of these lands from industrial to a more financially viable use. If this occurs it will erode the amount of industrial land designated.

Finally, in order to provide a functioning market place it is necessary to have a variety of lands available for consideration. Official Plan designations often include an allowance for an over designation in order to provide variety. The extent of lands and their attractiveness needs to be evaluated on an ongoing basis and we would recommend monitoring of the industrial land market at regular intervals as part of the Official Plan update process.

3.3 Review of Objectives

None of the existing Official Plans offer a broad
perspective on industrial development. The former City of Kingston Official Plan offers the most forward looking approach. It uses a district approach to develop policies for large industrial areas and then provides special policies for business park developments, waste management facilities, hazardous materials handling facilities and storage yards.

The Official Plan for the former Township of Kingston is more regulatory in approach. The Official Plan for the former Township of Pittsburgh has a more general approach to industrial designation. Attachment A illustrates a comparison of the designations for the three Municipalities and our recommendations for a proposed policy for a new Official Plan (or a series of Official Plan Amendments) to address industrial land use.

4 REVIEW OF PLANNING DOCUMENTS - ZONING BY-LAWS

4.1 Existing Zoning By-laws

As with the Official Plan, we focused on the Industrial Zones in the existing Zoning By-laws. There are three Zoning By-laws, one for each of the former municipalities. They were all created in the early 1970’s.

4.1.1 City of Kingston

By-law 8499 was originally adopted by Council in 1975. It has been amended on numerous occasions. The original industrial zone categories have been substantially modified by amendment. The By-law as it exists today has eight (8) industrial zones. The Zones are set out below:

- M1 (an original) General Industrial Zone
- M2 Light Industrial Zone
- M5 Waterfront Industrial
- M6 General Industrial with Emphasis on Clean Industry
- M7 Heavy Industrial
- M8 Full Storage and Limited Light Industrial
- M General Industrial includes Larger Lots with Outside Storage
- M9 Business Park

Worksheets comparing the uses and regulations have been prepared and are available as Attachments “C” and “D”.

4.1.2 Township of Kingston

By-law 76-26 was originally adopted by Council in 1976. Although it has been amended numerous times, the Industrial Zone categories appear to be intact. The Zone categories are:

- M1 General Industrial
- M2 Light Industrial
- M3 Service Industrial
- M4 Disposal Industrial
- M5 Extractive Industrial
- M6 Restricted Industrial - an unserviced large lot zone
- BP Business Park

There is also an Airport (AP) Zone which permits Airport related uses. With the exception of the M6, the uses provide a logical progression of uses and regulations. This by-law predates much of the development in the former Township and thus was used to set the standard for development rather than attempting to regulate existing uses. (See Attachments “C” and “D”)

4.1.3 Township of Pittsburgh

By-law 32-74 was originally adopted by Council in 1974. It sets out 5 Industrial Zones, namely;

- M1 Restricted Industrial
- M2 General Industrial
- MD Disposal Industrial
- MX Extractive Industrial
- BP Business Park
As with the former Kingston Township By-law, this By-law was adopted prior to substantial development and sets the standard for new development in the former Municipality. (See Attachment “C” and “D”)

4.2 Comparison of Zones

Collectively there are 20 separate zone categories in the 3 existing zoning by-laws. We believe these zone categories can be reduced to 8 distinct zones as set out in Section 5.2 We base this on a comparison of the existing zones with respect to the Permitted Uses and the basic regulations.

4.2.1 Permitted Uses

The Ministry of the Environment in their Guideline D-6 related to Compatibility between Industrial Facilities and Sensitive Land Uses sets out three classes of Industrial Facility. A Class I Industrial Facility is described as “A place of business for a small scale, self contained plant or building which produces/stores a product which is contained in a package and has low probability of fugitive emissions.” The Guideline provides classification criteria and examples. A Class II Industrial Facility is of medium scale with outdoor storage of wastes or materials. A Class III Industrial Facility involves large scale manufacturing or processing.

We have prepared a listing of all permitted uses in the existing Industrial Zones. This listing is provided in Attachment C. Reviewing the permitted uses in the existing Zoning By-laws indicates:

- There are a wide range of land uses included in the Industrial Zones.
- Some of the Permitted Uses are identified/classified by different names in each by-law
- In some cases uses that appear to be similar in description may be quite different in reality.

4.2.2 Regulations

The Regulations for Industrial uses are fairly consistent. Attachment D sets out in chart form the existing Zone Regulations. The most dramatic variation is in the yard setbacks. This is not a serious distinction between the Zones which permit similar uses.

4.2.3 Special Zones and Zone Exceptions

There are several Zone categories that reflect Specific circumstances. The Business Park is one such Zone. It is intended to allow a broader range of uses and encourage a higher design standard.

The Waterfront Industrial Zone reflects uses that require access to the waterfront. The mix of permitted uses includes a range of uses which would not otherwise be considered compatible but share this similar need for waterfront access.

In the course of implementation special zones and exceptions to existing zones are approved to address unique site requirements and uses. In some cases these are unique uses that are permitted in an area due to historic or other reasons. Limitation on the range of permitted uses or special regulations to ensure compatibility are included in the zone exception. We recommend that these exceptions be reviewed and honoured in any new zoning unless the purpose for the exception is no longer valid.

5 Evaluation of Planning Documents and Economic Development Strategy

5.1 Official Plan

The above review suggests the need to create a consolidated policy for industrial lands in the City. We have prepared a draft Official Plan Policy (Attachment “B”) which adopts the elements of the Economic Prosperity section of
Focus Kingston. The policy is entitled Employment Areas. It sets out a series of Municipal objectives for these areas before discussing the areas in five land use designations. The proposed designations are:

a. Business Park
This would be a broader range of uses but would emphasis design and limited outside storage. This designation would allow a mixing of uses and would include research and development. Limits to retail uses are proposed.

b. General Industrial
This designation would encompass most of the remaining industrial lands in the Urban Area. Some of the current special policy areas and districts in the existing Official Plans could be added as special policy areas to maintain the original planning objectives for these areas. Limits on retail uses are also proposed. This designation would be implemented in several zones reflecting the type of use and its compatibility with sensitive land uses such as residential.

c. Rural Industrial
There are several important unserviced Industrial Areas in the City that should be addressed directly. Policy emphasis would be on appropriate uses and adequacy of private servicing.

d. Waste Management Industrial
We note a need to provide and recognize municipal waste treatment plants, landfills, and waste transfer stations and encourage compatible uses in these areas.

e. Airport
The airport warrants its own designation. This designation should include a recognition of the airport related industrial uses which could be located in this designation, subject to the completion of a new Airport Master Plan.

5.2 Zoning By-law

We have proposed a series of new zone categories to be used in the new City Owned Industrial Lands and associated adjacent lands. Based upon our review of the zoning by-laws we see the need for the following Industrial Zones plus the Airport (AP) Zone. These zones would be:

M1 General Industrial
M2 Light Industrial
M3 Heavy Industrial
MW Waterfront Industrial
MD Disposal Industrial
BP Business Park
MR Rural Industrial

Attachment “E” sets out how the current zones would be transferred to this new Zone approach. Rather than attempting to rezone all industrial lands at this time, we recommend that the Business Park and General Industrial Zone standards be applied to all City Owned Industrial lands in order to provide a consistent zoning approach to these lands.

6 Industrial Land Supply

Phase 1 provided an indication of Industrial Land Supply based on assessment data and land area information taken from ownership mapping with no indication of the type or suitability of the lands. Using this approach the Industrial Areas were inventoried to reveal that there was a total of 65 ha. of vacant serviced City owned industrial land and 113 ha. of vacant unserviced City owned industrial land. We have reviewed these lands in greater detail with attention to the adjacent lands for context.

This evaluation provides a more detailed evaluation of the lands which are within and adjacent to the current City owned industrial parks. In order to prepare this evaluation we
have obtained Ontario Base Mapping for each of the areas as well as aerial photographs which provide a clear indication of the lands and the character and quality of these lands. The Cataraqui Region Conservation Authority provided a review of natural features and natural hazards in these areas, and we have conducted site visits of the area to confirm the character and quality of the lands. This evaluation did not involve any on site testing to confirm suitability for development (i.e. foundation, containment etc.) Therefore evaluation is preliminary in nature. The purpose of this evaluation is to provide further elaboration and recommendations with respect to the extent and quality of the lands available for immediate, short term and long term Industrial Development. The land areas have been prepared using the available mapping. This calculation resulted in an estimate of 571 acres of City owned Industrial land and 186 acres of privately owned land adjacent to the City owned Industrial lands. This compares favourably with the Phase 1 estimates.

6.1 Growth Projection

6.1.1 Criteria

In preparing the evaluation of each area, the following criteria have been considered:

i) efficient use of lands
ii) infrastructure requirements
iii) public transit access
iv) range of land uses
v) redevelopment, intensification of uses
vi) water quality/quantity considerations
vii) cultural heritage and archeological resources
viii) natural hazards
ix) natural heritage features
x) human made hazards

Our evaluation of each individual area is presented below. (Areas identified on Map 1)

6.2 Evaluation of City Owned Land Supply

6.2.1 Norman Rogers Airport

We have reviewed the Airport Master Plan prepared in January 1997 and the recent planning approvals obtained for the lands in the area of the terminal. Map 2 sets out our findings. The Airport Master Plan is to be updated in the near future.

The vacant City owned industrial lands have been refined to include two parcels of land, one to the south of the Terminal which is currently designated and zoned for business park development. This represents a net of 6 ha. A second area to the east of the Terminal which although designated for business park development is currently not zoned for development. This area could be available in the short term and represents 5 net ha. These are the extent of lands available for a broad range of industrial uses unrelated to airport operation.

Our review of the Airport Master Plan, January 1997, and our discussion with the Manager of the Airport indicates that there are other areas available for industrial development, providing that this development is related to and accessory to the airport use. The most significant portion of these lands is located to the north of the airport facility with access off Bayridge Drive. This area is referred to as the Northeast Commercial Area in the Airport Master Plan and consists of some 30 ha. of land which are currently substantially wooded. We do not include these lands in our inventory of Industrial lands as they are limited to Airport related uses.

An area of 10 ha. on the western limits of the Airport Lands is also identified in the 1997 Master Plan as available for Commercial Use. These lands are more difficult to access and service. Their narrow nature and the close proximity to the Lemoine Point Conservation...
Area suggest that their development would be more problematic. These lands have not been included in the inventory of City Owned Industrial Lands.

6.2.2 Cataraqui Industrial Estates

This area has been subject to substantial pressure for development. The current inventory of available lands is limited. Our information suggests there are 13.4 ha. of land in a variety of land holdings. We are advised that a number of these holdings have options to purchase.

In reviewing the adjacent lands identified in Phase 1, we have met with the engineering department and have reviewed information provided by the Conservation Authority. Map 3 sets out our findings.

The area immediately adjacent and east of the Industrial/Business Park is available and according to the engineering information assessed to date, could be serviced in the near future. These lands are both City owned (24.2 ha.), and privately owned (15.3 ha.). The serviceable area is identified by a topographic limitation which not only represents a water shed boundary in which drainage is generally directed to the west and south, but also represents an effective boundary for Sanitary Sewer Servicing which will be extended from the south. A detailed review of servicing will be provided as part of Phase 3 of this assignment.

A review of the remaining 40 ha. of City owned industrial land and 13.6 ha. of privately owned industrial land is warranted in order to ensure that future servicing alternatives and access are maintained. There are issues in respect to road alignments and connections to adjacent roads. The Transportation Master Plan indicates that access to this area will be provided by Centennial Drive and Cataraqui Woods Drive. These principal access points should form the basis for an integrated transportation and roads plan for development.

In looking at the existing designation and zoning of lands for Cataraqui Industrial Estates, it is our recommendation that the business park designation and zoning should be extended to include key entry points at the Creekford Drive, Centennial Drive, and Gardiners Road intersection. We are also aware through earlier correspondence from the Kingston Wetlands Working Group (a group managed by the Cataraqui Region Conservation Authority) that a substantial area immediately south of the 401 has been identified as an unevaluated wetland. Until further information is available, perhaps through the City’s upcoming Natural Heritage Strategy, this area should be reserved as a natural heritage feature and protected as such. Road design and servicing should avoid this area and ensure that the adjacent development does not have a negative effect on the natural features. This will have implications for the Business Park Designation in this area.

Map 3 illustrates a possible long term road pattern and storm water management facility locations. Further details and calculations of capacities will be required in order to elaborate on yields and opportunities for development.

6.2.3 Sydenham

Map 4 presents two areas. One City owned along the K and P rail corridor and the second privately owned immediately adjacent to the Clyde new business park. These areas are currently designated industrial but are not zoned to permit development. Both access and servicing are limited. Development of these areas will probably have to await either a redevelopment of the lands immediately to the east of Sydenham Road or extension of development from the Dalton/New Industrial Park to the east. These areas should be reserved and consideration should be given to protecting servicing and transportation corridors.
6.2.4 Alcan

The Alcan Business Park has been a very successful Business Park. There are only 2.43 ha. of land remaining vacant and City owned in this Business Park. Despite the fact that this park took time to establish and sell, it would now appear that additional lands could be added to this Business Park, both to the south, west and east, in order to continue and extend the existing form of development. Since these lands are privately owned the release of these lands will be subject to negotiations with the owner. We have provided an indication in Map 5 of those lands that we feel would represent a logical extension of this park and could be serviced. We understand from our discussion with the Engineering Department that there are limitations with regard to storm water management and with regard to service extension for water and sewer in this area. These are matters which would have to be reviewed in greater detail. Eleven (11) ha. of land are identified as having short term potential.

6.2.5 St. Lawrence Business Park

Map 6 sets out a suggested development pattern for the St. Lawrence Business Park. We are concerned that this park represents an investment of Municipal infrastructure which is currently not being used to its advantage. We would recommend that the Municipality consider re-designating a portion of this Industrial Park for General Industrial uses. The entire Park is currently designated exclusively for prestige business uses. We would suggest that the less visible areas to the east could be redesignated to General Industrial.

Such a redesignation would have the effect of encouraging a wider variety of uses and a more rapid uptake in the development. We also understand from our discussions with the Servicing/Engineering Department that there are servicing limitations on the property. These limitations relate to available capacity. Our calculations indicate that there are 31 ha. of land immediately available and 44 ha. of land available in the short term.

6.2.6 Summary

Table 1 outlines the City Owned Industrial Land Supply. It includes a comparison with the Phase 1 breakdown.

We categorized these lands as immediately available, short term supply which could be made available either through re-zoning or servicing and road extension, or long term supply which although currently owned would require a substantial investment in infrastructure in order to bring on stream. The detailed infrastructure requirements are reviewed in Phase 3 of this assignment.

From this evaluation we determine that there are 87 ha. of City Owned Vacant Serviced Industrial Land available either immediately or in the short term. An additional 142 ha. could be made available the long term. Total supply is estimated as 229 ha. including adjacent privately owned lands. The Phase 1 Report estimated a total supply of 178 net ha. The difference is the result of a more precise measurement and definition of lands rather than the use of assessment information in Phase 1.

Table 2 provides a further breakdown by Industrial Area and proposed Official Plan designation. As noted in the above discussions we are recommending the re-designation of some lands from the Business Park designation to the General Industrial designation.

Table 3 uses the following conversion rates to calculate the number of employees and the potential floor area which could be accommodated in the lands and the potential within the City owned industrial areas.
### Table 1
Land Supply Comparison Phase 1 & 2 (ha)

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<td><strong>Total</strong></td>
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<td>113</td>
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**Notes:**

* - available on lease basis only

Source: Mapping provided by the City, Clark Consulting Services.
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Source: Mapping provided by the City, Clark Consulting Services.
### Table 3
Industrial Land Yield

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<td>total estimated no. of employees</td>
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Source: Mapping provided by the City, Clark Consulting Services.
Designation | employee/ha | floor area (sq. m.)/ha.
---|---|---
Airport | 135 | 3,200
Business | 300 | 5,300
General | 115 | 2,500

Based upon these conversion rates the industrial lands could support 25,648 employees with 975,000 sq. m. of floor area.

7 Conclusions and Recommendations

7.1 Make Planning Documents consistent with City’s Economic Development Strategy

We have reviewed both the Official Plan and the Zoning By-Laws for the former Municipalities which are currently in effect. Attached is a draft of an Official Plan Policy which we believe incorporates the objectives of the Community Strategic Plan and presents a consolidated approach to the designation of Industrial Lands (Attachment “B”). We have used the overall policy approach related to employment areas and sub-divided this into a series of land use designations.

Also attached is a Zoning Strategy which would consolidate the current Zoning categories. We are recommending this strategy for the basis for amendments to the existing Zoning By-laws for the vacant City owned industrial lands.

7.2 How much and what type of land should be reserved?

There is sufficient land already designated Industrial in the City of Kingston to accommodate development within the next twenty years. We believe this is consistent with the conclusions of the Urban Growth Strategy. We have further refined the phasing and development of those areas adjacent to the existing City Owned Industrial Parks. These lands in conjunction with the inventory of privately owned lands similar to the Alcan lands in the City provide an ample supply of industrial lands. This report provides more detailed recommendations with respect to what lands can be made available in the immediate and short term future.

7.3 Alternative locations and means of providing Industrial Lands

It is our opinion that there is no need to look at alternative locations and means of providing Industrial Lands. Phase 1 of this study reviewed the available inventory of Industrial Lands within the City and indicated that there are available lands for Industrial Development throughout the City. These are not limited to City owned industrial land but also include large holdings of privately held Industrial lands. These lands can be brought forward by private development interests on the basis of their own needs and requirements. As the earlier discussion indicated, there will be pressure to re-designate industrial lands to other uses. These requests should be carefully evaluated. If the long term employment goals are to be realized the industrial lands must be protected to avoid fragmentation and erosion by non-industrial uses, particularly retail. As discussed in the Phase 1 report, we believe the Municipality has a role to play in the development of Industrial Lands and we recommend that the City continue to own and develop Industrial Lands as a means of advancing their Economic Development Strategy.

Sincerely;

Bob Clark, P.Eng, P.Ag., R.P.P.