EXECUTIVE SUMMARY:

The Urban Growth Management Strategy is an essential component of the background information needed in the preparation of the updated City of Kingston Official Plan and Zoning By-law.

On July 13, 2004, City Council approved, in principle, the Urban Growth Strategy Study and referred the Study to staff for implementation. Two drafts of an Urban Growth Management Official Plan Amendment were prepared and presented at two public meetings in 2005. Public submissions were received and considered.

Following a working session in 2006, Council instructed staff to include, in the new Official Plan, the latest Urban Growth Management Strategy policies as contained in the drafts of the Official Plan Amendments. The policies were to be built directly into the new Official Plan rather than continuing to be processed as independent amendments. These Official Plan policies were to be incorporated along with such other study results as those flowing out of the Transportation Master Plan, the Cycling and Pathways Study and the Natural Heritage Study. As a result, there will be a further opportunity to consider the urban area and the urban growth policies within the broader planning context of the upcoming Official Plan review, public consultation and adoption process.

Further working sessions were held with Council in the spring of 2007, as the Urban Growth Management policies and maps were being refined.

This report has been prepared in order to provide Planning Committee with the revised Urban Growth Management Strategy. In essence, the Urban Growth Management Strategy provides a framework for future urban development on full municipal services. The Strategy is designed to accomplish the following:

i. to define the future urban planning area;

ii. to establish servicing and development policies related to specific policy areas and/or site specific lands;
iii. to identify the lands with the highest priority for development as required to accommodate the projected growth to the year 2026 as well as the lands required to accommodate future growth should they be needed before or beyond the year 2026;

iv. to provide criteria for development including:
   - a Comprehensive Analysis which includes a Needs Analysis, Secondary Plan, Master Servicing Plan, Phasing and Timing Program, Financial Implementation Plan, to be undertaken in accordance with the provisions of the Study Completion and Study Costs policies;
   - Front-ending policies which require developments that were not considered in the Development Charges and Impost Fees By-law, to pay the on-site and off-site costs associated with extending sewer, water, and transportation as well as the soft service infrastructure.

v. to establish a plan to manage growth in Kingston through regular monitoring which corresponds with the five year reviews of the Development Charges and Impost Fees By-laws wherein the City re-examines such matters as actual and projected population growth, land availability, land absorption rates, and infrastructure capacity and to provide for the following:
   - the flexibility and responsiveness needed to react to such changes as existing committed lands becoming unavailable or growth occurring at a rate other than anticipated;
   - the ability required to direct how and under what conditions development may proceed; and
   - the mechanisms needed to manage infrastructure capacity.

vi. to recognize that there are some areas of partial servicing, and to establish the conditions under which limited new development would be allowed within these areas and to permit some limited connections to the existing municipal water system; and,

vii. to establish complementary Urban Growth Policies to support a compact, efficient urban area including those related to residential density, intensification and mixed land use.

The Urban Growth Management Strategy is in conformity with the spirit and intent of the Provincial Policy Statement. As well, the Strategy has been developed in concert with the findings and recommendations of the Urban Growth Strategy Study (2004) approved, in principle, by City Council and updated as required. In addition, the Urban Growth Management Strategy recognizes lands identified for development in the three existing Official Plans. The Strategy has also incorporated many of the concerns raised in the public consultation process.

The Urban Growth Management Strategy is designed to be flexible and responsive to changing needs such as those associated with either accelerated or slowed City growth. Under the terms of Provincial Bill No. 51, the responsibility for determining the extent of the urban area has been delegated as a local responsibility to City Council and is not subject to appeal. In accordance with this responsibility, City Council will be comprehensively reviewing the policies and map schedule every five years in conjunction with the mandatory review of the Development Charges and Impost Fees By-laws.

Until the new Official Plan is adopted by City Council and approved by the Minister, the policies and map schedules of the three existing Official Plans will remain in effect. However, at any time, an application can be filed with City Council to change the urban development status of a specific property or area by requesting an amendment to the Official Plan. The application would request an amendment to the Plan
either to alter a pertinent policy section or to re-designate the growth category on the map schedule pertaining to a specific identified land area. As proposed, the Urban Growth Management Strategy has the ability to provide a growth management tool to the City that manages growth in an orderly, cost effective, flexible and timely manner.

RECOMMENDATION:

THEREFORE BE IT RESOLVED that it be recommended to Council that the proposed Urban Growth Management Strategy, dated August 21, 2007 and the attached map entitled “City of Kingston, Urban Growth Management” be endorsed as the approach to Urban Growth Management that will be used in the development of the new Official Plan and the Zoning By-law.

AUTHORIZING SIGNATURES:

Lance Thorston, Commissioner, Community Development Services

Glen Laubenstein, Chief Administrative Officer

CONSULTATION WITH THE FOLLOWING COMMISSIONERS:

| Commissioner Beach, Growth & Sustainability |   |
| Commissioner Segsworth, Public Works & Emergency Services |   |
| Commissioner Hunt, Finance & Corporate Performance |   |
| Commissioner Leger, Corporate Services |   |
| Jim Keech, President, Utilities Kingston |   |

(N/R indicates consultation not required)
OPTIONS/DISCUSSION:

A. Purpose of This Report

The purpose of this report is to outline some of the background material supporting the Urban Growth Management Strategy, to provide an overview of its development and evolution and to present the recommended strategy including both the policies and the map schedule. Further, the report recommends to Planning Committee and Council that the Urban Growth Management Strategy, as presented, be endorsed so that it may be incorporated into the new Official Plan and Zoning By-law in a timely manner.

B. Context of Urban Growth Management

At the time of amalgamation, the City inherited three Official Plans. Each of these Plans contained different approaches and policies for urban development. The City recognized that it was necessary to bring the three approaches together and create one Official Plan strategy. The City’s new Plan will incorporate a new direction for growth by providing a mechanism to the City that will allow it to manage its growth within the urban area in an orderly, cost effective, flexible and timely manner.

The lands that are subject to the urban growth management policies fall within the urban areas of the former City of Kingston, Township of Kingston and Pittsburgh Township, and are shown on the “Key Map” attached to this report as Exhibit ‘A’.

In 2002, the City hired J.L. Richards and Associates to undertake the Urban Growth Strategy Study. The purpose of the Study was to determine where, when and how development was to occur within the new City over the next 25 years. The Study was complex and involved land use planning, soft service infrastructure analysis, transportation system assessment, sanitary sewer servicing, water servicing, a financial analysis and the identification of alternate areas and directions for growth. This Study was designed to be a key piece of background information to be used in the preparation of the City’s new Official Plan. The resulting Urban Growth Strategy Study, which included proposed Official Plan Amendments, was approved, in principle, by Council in July 2004.

Following the approval, in principle, of the Urban Growth Strategy Study (2004) and the accompanying proposed Official Plan Amendments, two further refined drafts of the Official Plan Amendments were prepared. These drafts were presented at two public meetings in 2005 and public submissions were received and considered.

After a working session with Council in 2006, staff was directed to stop individually processing the Urban Growth Strategy Official Plan Amendments required for each of the three current Official Plans. Instead the policies and map schedule were to be incorporated into the new Official Plan. These Official Plan policies would be incorporated along with the results of such other studies as the Transportation Master Plan, the Cycling and Pathways Study and the Natural Heritage Study. As a result, there will be a further opportunity for City Council and the public to consider the urban area and the urban growth policies for
the City. This further consideration would be undertaken within the broader planning context of the upcoming Official Plan review, public consultation and adoption process.

Further working sessions were held with Council in the spring of 2007. The growth management concepts were refined and the currently recommended Urban Growth Management Strategy was developed.

The timing of the endorsement of the Urban Growth Management Strategy as recommended by this report is crucial to the current timing of the preparation of the new Official Plan. The fall target for the release of the preliminary Official Plan is dependant, in part, on the incorporation of the essential policies and mapping that will establish the City’s urban growth strategy.

C. **Urban Growth Strategy Study (adopted in principle July 2004)**

As indicated previously, the Urban Growth Strategy Study (2004), which commenced in July 2002, was a comprehensive analysis of urban serviced growth for the new City of Kingston. It involved the analysis of planning, engineering, environmental and financial matters (land uses, roads, sewer and water systems, development charges, impost rates and general ratepayer costs). This Study was carefully modeled after the Environmental Assessment study process. It included the selection of screening criteria to assist in identifying potential growth areas, the development of criteria for evaluating the options, the evaluation of options for future growth and the identification of the preferred areas in which to locate the urban growth.

Throughout the course of the Study there were multiple opportunities for public consultation. There was even an opportunity early in 2002 when planning staff was receiving input in order to identify issues and concerns related to potential growth. During the Study, three Open House information sessions were held for the public.

The Urban Growth Strategy Study deliverables included three major reports, produced by J.L. Richards and Associates. The following are the three reports as revised to July of 2004.

- **Interim Report No. 1, Urban Growth Strategy.** As a supporting document to the Urban Growth Strategy Final Report, this report created the growth alternative evaluation criteria, developed the screening criteria (Environmental Protection & Agriculture) used to eliminate sensitive land uses and also established the study methodology.

- **Interim Report No. 2, Evaluating the Growth Alternatives.** As a supporting document to the Urban Growth Strategy Final Report, this Interim Report contained the population projections, the population capacity, and the employment capacity; and identified that additional lands were required beyond the current urban area. It also described the growth alternative areas, evaluated them against the previously approved evaluation criteria, analyzed them for infrastructure costs (sewer, water and transportation), and finally ranked the growth alternatives.

- **Final Report, Urban Growth Strategy.** This report specifically contained: the recommendations and conclusions, a Water Servicing Concept Plan, a Sanitary Servicing Concept Plan, a Financial
Plan, and the Draft Official Plan Amendments. It was this report that was specifically approved, in principle, by Council on July 13, 2004.

The Final Report contained the map schedule attached to the proposed Official Plan Amendments (OPA’s). This key piece of map information entitled “Urban Areas and Staging” is attached as Exhibit ‘B’ and identified the following areas:

- the proposed Urban Areas and phasing for development;
- Phases 1 & 2 known as the Committed Development Areas and Phase 2 Areas (Rideau Community & Cataraqui West) which are available for immediate development;
- Area of Special Study (north of Creekford Road) which required further analysis;
- Three Future Development Areas (St. Lawrence Community, Mile Square and north of Highway 401 at Division) which were the lands with potential to accommodate future urban development; and
- Lands With Development Potential But Currently Not Available (CFB Kingston & Collins Bay Penitentiary Farm).

As part of the Urban Growth Strategy Study investigation, there was a cost analysis undertaken for the identified potential growth areas. The analysis focused on the required supporting off-site sanitary sewer and water systems as well as the needed transportation infrastructure. All of the estimates developed for the Study as part of the cost analysis and presented, again, in this report, were based on 2003 dollar values. As a result, the cost estimates presented here must be approached cautiously. Construction costs have been rising at a rate of between 5% and 7% per year since 2003. In order to more accurately determine the actual future cost estimates, the annual Construction Price Index would have to be applied. However, it is useful to present the costs generated by the Study analysis in order to compare the off-site infrastructure costs associated with the development of each of the alternative potential growth areas.

The hard infrastructure costs to complete development within the Committed Development Areas (or the area of the three former municipalities where lands were designated for immediate development) were estimated, in 2003 dollars, to be $249.5 million. It should be noted that this cost figure included the cost of the Third Crossing. The transportation segment of the Study had concluded that the LaSalle Causeway was currently at capacity and a Third Crossing was necessary; no matter which of the Growth Alternatives was selected.

Cost estimates, in 2003 dollars, for Growth Alternative No. 2 (Phase 2 - Rideau Community and Cataraqui West) for sewer/water/transportation infrastructure were estimated to be $42.1 million. For the Committed Development Areas and Growth Alternative No. 2, the total cost for these hard infrastructure items was estimated, in 2003 dollars, at $291.6 million. Following the approval, in principal, of the Urban Growth Strategy in 2004, the above costs were then considered in the development of the City’s Development Charges By-law and the Impost Fees By-laws.

If the lands beyond the Committed Development Areas and Growth Alternative No. 2 were to be developed, then there would be even more hard service infrastructure costs in addition to the $291.6 million identified above. The Study identified the off-site sewer/water and transportation infrastructure for Growth Alternative 1A (Federally owned Collins Bay Penitentiary and CFB Married Quarters Areas)
to be in the order of $73.7 million while the costs to serve Growth Alternative No. 3 (Mile Square Area and around Westbrook) were estimated to be $116.1 million; both being estimated in 2003 dollars.

The infrastructure costs, in 2003 dollars, needed to serve Growth Alternative No. 4 (St. Lawrence Community) were estimated at $73.3 million while the costs needed to serve Growth Alternative No. 5 (north of Highway 401 at Division) were estimated at $52.7 million.

In summary, even in 2003 dollar values, the costs for the needed off-site sewer/water and transportation infrastructure are substantial. These costs were weighed and considered by Council in the assessment of the various growth alternatives prior to approving, in principle, the Urban Growth Strategy Study in 2004.

D. Evolution from Urban Growth Strategy Study to Urban Growth Management Strategy

The current Urban Growth Management Strategy, dated August 2007, is based on the materials presented in the Final Report of the Urban Growth Strategy Study (2004), along with the supporting Interim Reports and the policy text and map schedules of the Draft Official Plan Amendments. It is evident from a direct comparison that the potential growth areas, the intent for the areas of development and the recommended policies remained generally the same from 2004 to 2007. The direct comparison is presented later in this report.

Since the original Urban Growth Strategy Study was completed in 2004, there have been further matters that have had an impact on the direction and policies of the Urban Growth Management Strategy for the City of Kingston. Some of these are detailed below and include:

a) New Provincial Policy Statement

The Provincial Policy Statement (PPS) was issued under Section 3 of the Planning Act, and came into effect on March 1, 2005. The PPS is intended to guide municipalities as they make their planning decisions. The Planning Act requires that all municipal decisions that affect planning shall be consistent with the PPS.

The draft policy text and mapping that implements the City’s urban growth management approach is consistent with the direction and intent of Provincial Policy Statement. The recommended Urban Growth Management Strategy, later detailed, contains a management plan framework that includes both policies and a map. The framework policies will manage urban growth in Kingston in accordance with Section 1.1 of the PPS. The objectives section of the draft policies reflect many of the provisions outlined in Section 1.1.1 of the PPS relating to sustaining healthy, livable, and safe communities. These PPS provisions are expanded upon within the policies of the Management Strategy and given further local detail and substance.

Section 1.1.2 of the PPS states that: “Sufficient land shall be made available through intensification and redevelopment if necessary, designated growth areas, to accommodate an appropriate range and mix of employment opportunities, housing and other land uses to meet projected needs for a time horizon of up to 20 years”. The Urban Growth Management Strategy
identifies those lands on the map schedule which have the capacity to accommodate development to the year 2026. The accommodation capacity was based on the high growth projection developed by Stevens Associates in 2003. By using the high growth projection, the City has built in some growth flexibility and some room for expansion.

The Urban Growth Management Strategy implements the Urban Growth Strategy Study (2004). The Study carefully followed a process that resulted in policies and mapping identifying those lands that have the highest priority for development. The growth capacity and direction is supplemented in the Management Strategy by a series of complementary growth policies relating to increased residential density, intensification and mixed use development.

The Urban Growth Management Strategy conforms to the Infrastructure and Public Services Section of the PPS. Section 1.6.4.2 of the PPS indicates that municipal sewage services and municipal water services are the preferred method for servicing settlement areas. This servicing requirement forms an integral part of the policy framework. The intent of Section 1.6.4.2 which allows partial servicing, but only under very limited circumstances, has also been addressed by policy.

b) Updates to the Population Projections for the City of Kingston

The Urban Growth Strategy Study (2004) utilized the population and housing projections for the City that had been developed in 2003 by the demographic specialists at Stevens Associates. The Stevens Associates analysis included Census Canada data used to develop a range of low, medium and high growth population projections for the City for the period running from 2001 to 2026. Based on their assessment, Stevens Associates then concluded that the medium population growth projections were the most likely to occur.

In 2006, Stevens Associates updated both the population and housing projections based on the actual building permit activity that had taken place since the original projections were produced. It was found that the 2006 projections closely matched the original medium growth projections that Stevens Associates had issued in 2003.

The medium population growth projection issued by Stevens Associates (now TeraTrends) for the period running from 2001 to 2026 was for 146,682 persons (including institutional and non-institutional population). This represents a population increase of 32,487 persons. It was also estimated for the same time period that an additional 19,249 dwelling units would be required and there would be an employment growth of 15,000 jobs.

It is estimated that from the 2001 base year that the Committed Development Areas (developed areas of the three former municipalities) and the Phase 2 Areas (Rideau Community and Cataraqui West) could accommodate an estimated 26 year supply of residential growth. Together the Mile Square/Westbrook areas and the St. Lawrence Community could accommodate an additional 20 years of residential growth while the Collins Bay Penitentiary
property and the CFB Married Quarters area could account for an additional nine year supply of residential lands.

These population and housing figures were used in developing the recommendations on the preferred areas of growth for the City to the year 2026. These recommendations form part of both the Urban Growth Strategy Study (2004) and the currently recommended Urban Growth Management Strategy.

c) Additional Employment Area Analysis

The Urban Growth Strategy Study (2004) evaluated the potential employment capacity of vacant lands within the built up area of the City (Committed Development Areas and Adjoining Areas) and within the growth alternative areas. In 2006, the City undertook a further analysis and updated the Urban Growth Strategy Study (2004) employment lands data. The original study data was based on information from 2003 and from estimates contained within the Master Plan and Secondary Plan studies completed by the three former municipalities some years ago.

City staff examined past building permit data to develop an updated vacant employment land inventory and to identify the land areas available. Staff then utilized the assumption of 40 jobs/gross hectare taken from the Urban Growth Strategy Study (2004), to calculate the supply of employment lands. It was confirmed that there is a large vacant employment land supply within the Committed Development Areas and the Phase 2 Areas identified by the Urban Growth Strategy Study (2004). These areas closely correspond to the Committed Infrastructure Area and Adjoining Infrastructure Areas of the current Urban Growth Management Strategy (2007). The amount of vacant employment land was calculated as being able to accommodate employment growth for close to 50 years in the above noted areas.

As part of the initial employment analysis contained in Interim Report No. 2 of the Urban Growth Strategy Study (2004), a number of additional employment areas were considered and identified. The Mile Square/Westbrook and St. Lawrence Communities could accommodate an additional 19 years of employment lands. As well, there is an additional 4.9 years supply of employment land north of Highway 401 at Division Street and a capacity for 4.2 years of employment land in the Collins Bay Penitentiary lands and CFB Married Quarters area.

The Clogg's Road area had been identified as a potential area for the further urban employment development. It is triangular in shape, is bounded on the north by Highway No. 401, on the east by Highway No. 38, on the south by the Creekford Road and on the west by Collins Creek (as shown on Exhibit ‘H’). It has the capacity to accommodate an additional 3.5 year supply of employment lands and has a new water tower located on the site that is capable of extending the City's water service. The sanitary sewer service has also been reviewed and the area can be accommodated as an extension of the existing system. The Clogg's Road area is located to the west of the Highway No. 38 interchange and as a result has a high degree of Highway No. 401 sight profile and access. It is adjacent to the Committed Infrastructure Area that includes the
developing Cataraqui North employment area and would also form a northerly extension of the Cataraqui West secondary planning area.

The Clogg's Road area has an advantage for employment lands development given its location in relation to the Committed Infrastructure Area, its visual and vehicular access to Highway No. 401 and the availability of sewer and water services. Given the twenty year growth perspective established by the PPS and the amount of land area being considered for inclusion in the urban area, Clogg's Road and Alternative Area No. 5 (Division St. north of Highway No. 401) were compared for their growth potential. In light of its advantages, the growth potential was found to favour the Clogg's Road area. While Alternative Area No. 5 is not included within the urban area, at this time, it may be a consideration in the future.

Based on the vacant employment land analysis, it is recommended in the Urban Growth Management Strategy (2007) that Highway No. 401, as shown on Exhibit 'D', remain the northerly limit of the urban area. Based on the initial employment projections and the further employment lands analysis, there is 53.5 years of employment capacity in the Committed and Adjoining Infrastructure Area. There is an additional employment capacity of 23.2 years in the lands located to the south of Highway No. 401 in the Mile Square/ Westbrook, St. Lawrence Community, Collins Bay Penitentiary and CFB Kingston Married Quarters areas.

d) Public Consultation throughout the Program

During the period between the approval, in principle, of the Urban Growth Strategy Study in 2004 and the preparation of the Urban Growth Management Strategy, staff completed two more drafts of the Official Plan Amendments. These draft OPAs were presented at two public meetings on July 21, 2005 and November 17, 2005. Following these public meetings were several weeks in which the public could make comments in writing. Comments were received on the draft amendments and were considered. Revisions to the policies were made where appropriate.

On April 24 and May 3, 2007, two additional meetings were held with Council in order to provide information regarding the urban growth concept and to discuss the implications of the Urban Growth Management Strategy on the preparation of the Official Plan.

For further details on the major steps in the process and the public consultation components, refer to the Chronology for the Urban Growth Management Strategy which is attached as Exhibit 'C'.

E. Urban Growth Management Strategy

A strategy for managing growth in the City of Kingston to, at least, the year 2026 has been developed based on the findings of the Urban Growth Strategy Study (2004), the work undertaken as further analysis, the discussions with Council and the public consultation presentations and submissions. The document entitled “Urban Growth Management Strategy” is intended to be used in the preparation of the
The Urban Growth Management Strategy is to provide a framework for the management of urban growth within the City of Kingston. Under the terms of Provincial Bill No. 51, the responsibility for determining the extent of the urban area has been delegated as a local responsibility to City Council and is not subject to appeal.

The Strategy has been designed in such a manner so that it can be sped up or slowed down depending on the actual growth rate of the City. It is also flexible enough to react to changes such as existing committed lands becoming unavailable or growth occurring at a rate other than that which was anticipated. The Strategy will stipulate the conditions under which development may proceed as well as provide mechanisms to manage infrastructure capacity. Finally, the Strategy is subject to regular monitoring which will correspond with the mandatory five (5) year reviews of the Development Charges and Impost Fees By-laws. At that time, the City will review such matters as actual and projected growth, land availability, land absorption rates and infrastructure capacity.

The Urban Growth Management Strategy provides a framework for future urban development that is on full municipal services. It is intended to define the future urban planning area and to establish a long-term commitment and some certainty for development timing and direction. It identifies the lands with the highest level of priority for development and can accommodate the projected growth to the year 2026. As well, it is intended to identify lands that can accommodate future growth should lands be needed before or beyond the year 2026 and provide the conditions for allowing that development to proceed.

The conditions for permitting development to proceed are detailed in the policies related to specific policy areas and/or for site specific lands. The policies may require a Comprehensive Analysis which includes a Needs Analysis, Secondary Plan, Master Servicing Plan, Phasing and Timing Program, Financial Implementation Plan or any combination of studies. The preparation of any Comprehensive Analysis will be subject to the provisions of the Study Completion and Costs policies. The policies also stipulate that front-ending costs will be required for developments that were not considered in the Development Charges and Impost Fees By-Laws. In the case of front-ending, the proponent, prior to development, must pay the costs associated not only with extending sewer, water and transportation systems and other hard service costs which may be either on-site or off-site but also all of the soft service infrastructure costs required to service the future development.

The Urban Growth Management Strategy also recognizes that there are some areas within the City currently on partial services. The policies will establish the conditions which would allow for limited new development within these areas or allow connection to the existing municipal water system. Further,
there are complementary policies in the document which support a compact, efficient urban area including those related to residential density and intensification and mixed land use.

It should be clearly noted that the policies and mapping of the Urban Growth Management Strategy (2007) are very similar to those of the Official Plan Amendments (OPA's) contained within the Urban Growth Strategy Study (2004). Since 2004, the provisions of the draft OPA's included in the Study have been subjected to further review, public consultation and investigation. As a result, they have been revised and embodied in the current Urban Growth Management Strategy (2007). A direct comparison of the similarities and differences between the 2004 and 2007 versions found that the potential growth areas are very similar.

The intent of the policies reflected in the Urban Growth Management Strategy of 2007 has remained generally the same as the intent of the original Urban Growth Strategy Study of 2004. The text of the Urban Growth Management Strategy (2007) sets out the management framework and establishes the components of the strategy in policy terms. The policies of the Urban Growth Management Strategy undertake the following:

- identify the projected Urban Planning Area which distinguishes between lands to be used for urban purposes and those to be used for rural purposes;
- recognize the two Committed Infrastructure Areas as the substantially built up area of the City where major sewer, water and transportation infrastructure have been planned;
- identify the two Adjoining Infrastructure Areas immediately abutting the Committed Infrastructure Areas and establish some site specific Urban Growth Management Policies, where required;
- identify two Comprehensive Secondary Planning Areas which have the potential to accommodate increased growth and become areas of urban expansion;
- identify two Special Planning Areas that include lands that are now committed to a substantial land use but could accommodate future growth;
- establish the order of development; and
- establish a Strategy Review which is to occur at regular intervals in conjunction with the legislated update of the Development Charges and Impost Fees By-laws in order to determine if additional lands are needed outside the Committed and Adjoining Infrastructure Areas to accommodate growth.

The policies recognize that the Committed Infrastructure Areas and the Adjoining Infrastructure Areas together have enough land to accommodate the City's projected growth to the year 2026.

A chart has been prepared in order to provide a simple comparison of the designations shown on the map attached to the OPA's from 2004 and the designations shown on the map attached to the proposed Urban Growth Management Strategy (2007). The map schedules showing the policy area designations are attached to this report as Exhibits ‘B’ and ‘D’ respectively. The first two columns of the chart contain the names of each of the policy area designations used in both maps. The first two columns further provide information regarding, the description of the lands located within the policy area designations and any locally known community names. In some cases, they may also explain any special circumstances
pertaining to the designation. The third column briefly provides an overview of the similarities or differences between the policy areas including areas that have been added; any changes in written policies and a brief description of the intent of the boundary.

<table>
<thead>
<tr>
<th>Urban Growth Strategy (UGS) Final Report 2004, OPA's Refer to Exhibit ‘B’</th>
<th>Urban Growth Management Strategy, August 2007 Refer to Exhibit ‘D’</th>
<th>Similarities or Differences</th>
</tr>
</thead>
<tbody>
<tr>
<td>Committed Development Areas (developed areas of the three former municipalities and current Westbrook)</td>
<td>Committed Infrastructure Areas (developed areas of the three former municipalities and current Westbrook)</td>
<td>The areas are identical and they represent the lands with the highest priority for development.</td>
</tr>
<tr>
<td>Phase 2 Areas (Rideau Community &amp; Cataraqui West)</td>
<td>Adjoining Infrastructure Areas (Rideau Community, Cataraqui West, Butternut Creek Village and Westbrook East)</td>
<td>These lands have a high priority for development. Site Specific policies have been added for the Rideau Community and Cataraqui West related to timing and the need for a Secondary Plan and a Master Servicing Plan. Site Specific policies have been added which will apply to lands added (Butternut Creek Village Area and Westbrook East) related to the studies needed, their context and the requirement of a front-ending agreement to cover the costs of hard and soft service infrastructure both on-site and off-site.</td>
</tr>
<tr>
<td>Special Study Area which was added late in the process and had not been fully evaluated. Further analysis was required. (lands north of Creekford Road at Cogg’s Road)</td>
<td>Adjoining Infrastructure Area with site specific policies (lands north of Creekford Road at Cogg’s Road)</td>
<td>After additional study, these lands have been added, but with Site Specific policies for the Cogg’s Road area identifying the requirements of a Comprehensive Analysis and the requirement for a front-ending agreement to cover the costs of hard and soft services both on-site and off-site. Cogg’s Road area is limited by the 401 to the north and Collin’s Creek. It is an area which naturally rounds out areas committed for development in the former Kingston Township Official Plan and is part of the municipal service area.</td>
</tr>
<tr>
<td>Other Land With Development Potential, But Not Currently Available (Collins Bay Penitentiary and CFB Married Quarters Areas)</td>
<td>Special Planning Areas (Collins Bay Penitentiary and CFB Married Quarters Areas)</td>
<td>The areas are identical. The UGS Study (2004) recognized that these lands are not available currently and the Urban Growth Management Strategy recognizes that they are committed to an existing institutional use. In both the UGS OPA’s and the Urban Growth Management Strategy there is policy direction should the status of these lands change.</td>
</tr>
</tbody>
</table>
It is important to note that all of the lands contained within the areas identified for urban growth on the map schedules to the existing Official Plans of the former City of Kingston, the former Township of Kingston and the former Pittsburgh Township are also identified for urban growth on the map schedule to the Urban Growth Management Strategy (2007). A summary description of the policy approaches to urban growth taken by the three existing Official Plans has been prepared in a chart form and is attached to this report as Exhibit ‘E’. As well, the urban growth map schedules contained in the current Official Plans of the former Townships of Kingston and Pittsburgh are attached to this report as Exhibits ‘F’ and ‘G’. A further map, which is referenced in Exhibit ‘E’, shows the Urban Growth Management Strategy designations as well as some of the key servicing infrastructure components and is attached to this report as Exhibit ‘H’. Until the new Official Plan is adopted by City Council and approved by the Minister, the policies and map schedules of the three existing Official Plans will remain in effect.

As previously discussed, the Urban Growth Management Strategy is designed to be flexible and responsive to changing needs such as those associated with either accelerated or slowed City growth. City Council will be comprehensively reviewing the policies and map schedule every five years in conjunction with the mandatory review of the Development Charges and Impost Fees By-laws. However, it must be noted that an application can be filed with City Council, at any time, to change the urban
development status of a specific property or area by requesting an amendment to the Official Plan. The application would request an amendment to the Plan either to alter a pertinent policy section or to redesignate the growth category on the map schedule pertaining to a specific identified land area. An application may be combined with the mandatory five year review and considered by City Council as an integral part of its comprehensive analysis.

F. Summary and Conclusions

The Urban Growth Management Strategy is in conformity with the spirit and intent of the Provincial Policy Statement. As well, the policies have been developed in concert with the findings and recommendations of the Urban Growth Strategy Study (2004) as approved, in principle, by City Council.

In addition, the Urban Growth Management Strategy addresses the lands that are identified for future urban development in the three existing Official Plans. Many of the concerns raised in the public consultation process have been incorporated into the document. The Strategy has the ability to provide a growth management tool to the City that will manage its future urban growth in an orderly, cost effective and timely manner.

EXISTING POLICY/BY LAW:

The existing Official Plans of the former City of Kingston, former Township of Kingston, and the former Pittsburgh Township currently contain policies related to development, transportation and infrastructure that were developed from their individual jurisdictional perspectives. The Official Plans for the three former municipalities contain policies on growth, services and utilities, transportation, public works, and land use that were prepared by the three former municipalities for the development lands within their own boundaries. A summary of the growth policies of the three municipalities has been prepared in chart form and is attached as Exhibit ‘E’. The map schedules dealing with urban growth which are found in the Official Plans of the Townships of Kingston and Pittsburgh are attached as Exhibits ‘F’ and ‘G’

NOTICE PROVISIONS:

The Urban Growth Management Strategy is to be included in the new Official Plan and reflected in the new Zoning By-law. Notice will be given at the time the Draft Official Plan public consultation occurs.

ACCESSIBILITY CONSIDERATIONS:

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

FINANCIAL CONSIDERATIONS:

There are no financial considerations resulting from this report.
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KEDCO: Jeff Garrah, General Manager
Kingston Police Department: Staff Sergeant in Charge of Crime Prevention

EXHIBITS ATTACHED:

Exhibit ‘A’ - Key Map - Lands Subject to Proposed Urban Growth Management Strategy
Exhibit ‘C’ - Chronology of Major Steps, Urban Growth Management Strategy
Exhibit ‘D’ - Urban Growth Management Strategy (Policies and Map)
Exhibit ‘E’ - The Three Existing Official Plans Approaches to Urban Growth Management
Exhibit ‘F’ - Map - Schedule “B” Development Areas (Township of Kingston Official Plan)
Exhibit ‘G’ - Map 6 Service Areas and Sequencing (Pittsburgh Township Official Plan)
Exhibit ‘H’ - Map - Urban Growth Management, Additional Information
Exhibit 'A'
Key Map

Lands subject to proposed Urban Growth Management Strategy
**CHRONOLOGY OF MAJOR STEPS**

**Urban Growth Management Strategy**

July 13/04  Council Resolution Clause (1) Report 67, approved by City Council which adopted the Urban Growth Strategy Study in principle and which referred the study to staff for implementation by amending the Official Plans with public consultation under the *Planning Act*.

June 10/05  Technical Circulation of draft standard Official Plan Amendments dated June 10, 2005, sent to 48 City departments and outside agencies.


June 28/05  Notice of Public Meeting published in *The Whig-Standard* and *Kingston This Week*.


June 29/05  Notice of the Statutory Public Meeting sent by first class mail to all individuals who requested notification, as well as a number of individuals who had expressed an interest in, or who had received previous notices during the Urban Growth Strategy Study. Public Meeting notices were sent to 104 interested persons and agencies.

July 21/05  First Public Meeting held by Planning Committee and Public Hearing Report, Report No. PC-05-065, for Amendments to the Official Plans of the Township of Kingston, Pittsburgh Township and the City of Kingston to implement the Urban Growth Strategy Study considered by Planning Committee.

August 5/05  Following the Public Meeting comments continued to be accepted until August 5th (Thirty-three submissions received up to November 2005).

Sept. 19/05  Planning Staff meet with senior staff regarding draft Official Plan Amendments.

Sept. 23/05  Meeting held with various senior City staff regarding the submissions received on UGS OPA’s dated June 28/05. As a result of the meeting “front-ending agreements and provisions” to be added to the draft OPA’s.

Oct. 25/05  Second Public Meeting Notice for UGS Official Plan Amendments was advertised in *Kingston This Week*.

Oct. 28/05  Standard UGS Official Plan Amendments drafted October 27, 2005 available to the public from the Midland Avenue Offices.

Oct. 28/05  Second Public Meeting notice for UGS Official Plan Amendments sent to 33 technical agencies and 71 interested persons.

Nov. 1&3/05  Standard Official Plan Amendments drafted October 27th posted to City’s website and second technical circulation sent out for draft standard Official Plan Amendments.

Nov. 17/05  Planning Committee Meeting No. 16-2005 contains report No. PC-05-084 regarding the Official Plan Amendments for the City of Kingston, Township of Kingston, Pittsburgh Township implementing the Urban Growth Strategy Study. Attachments include:

- Amendment No. 31 to the City of Kingston Official Plan;
- Amendment No. 15 to the Township of Kingston Official Plan;
- Amendment No. 65 to the former Pittsburgh Township Official Plan;
- List of submissions and a location map; and
CHRONOLOGY OF MAJOR STEPS

Urban Growth Management Strategy

Nov. 17 & 18 Second Public Meeting held by Planning Committee on the Urban Growth Strategy Official Plan Amendments. Twenty-two members of the public spoke. The public meeting was recessed at 12:45 am.

Nov. 17 & 18 Planning Committee recommended: “That the Application for Official Plan Amendments for the Former City of Kingston, Former Township of Kingston and the Former Township of Pittsburgh (Urban Growth Strategy Study) be REFERRED to Planning staff for the preparation of a comprehensive report for consideration at a special meeting time to be determined.”

Jan. 25/06 Meeting with senior City staff held as a follow-up to the second public meeting

Jan. 27/06 Memorandum from the Director, Planning & Development Dept. to Council and Planning Committee that as requested by senior staff that planning staff are in the process of reassessing the Urban Growth Strategy Study’s industrial and commercial scenarios to identify and evaluate a potential commercial/industrial growth corridor north of Highway No. 401 (from Division Street to Highway No. 38).

April 7/06 Meeting held regarding further analysis with senior staff to discuss the update of the Urban Growth Strategy Study’s industrial and commercial inventory and to identify/eliminate areas for a potential employment corridor north of Highway No. 401 (from Division Street to Highway No. 38) and the Official Plan Amendments

April 28/06 City of Kingston, Urban Growth Management, Standard Policies drafted

April 28/06 Memorandum from the Director, Planning & Development to Mayor & Members of Council and to staff members of Finance, Legal, Utilities, with copy to CAO and Commissioner attaching a copy of the Urban Growth Management Standard Policies, drafted April 28, 2006, for their consideration at the May 3rd meeting.

May 3/06 Working Session hosted by Planning Committee held with all Council invited. Working session relates to the Urban Growth Management Standard Policies, drafted April 28, 2006. Meeting format included a presentation by staff, followed by questions and discussion, and an informal vote of Council. Council agreed that due to the accelerated timetable for the Official Plan Review with a draft document expected by December 2006, the Urban Growth Management Official Plan Amendments are to be rolled into the Official Plan Review process along with other study results.

June 8/06 Technical circulation to thirteen (13) technical agencies that made submissions regarding the draft Urban Growth policies

June 8/06 Letter was sent to 156 persons who made submissions regarding the draft Urban Growth Strategy amendments and letter sent by e-mail to an additional 22 persons who made submissions

June 19/06 Thirteen (13) special letters were sent to individuals/groups that made submissions regarding the draft Urban Growth policies which specifically related to the property/ies they were concerned about.

Nov. 23/06 In response to the technical circulation and at the request of the BIA, City Planning staff attend a meeting to make a presentation and answer questions.

Nov 30 & Dec. 6 Official Plan and Zoning By-law Review Open Houses

Dec. 20/06 Deadline for comments from the Official Plan and Zoning By-law Review Open Houses

April 24/07 Working Session with Council hosted by Planning Committee. Staff presentation followed by question and answer session.

May 3/07 Additional working session with Planning Committee
Urban Growth Management Strategy
Outline

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Urban Growth Management Strategy

URBAN GROWTH MANAGEMENT

The following Urban Growth Management approach has been developed as a land use planning framework involving both a written text and a map schedule. The following policies and the attached Schedule entitled “Urban Growth Management” constitute an integrated approach to Urban Growth Management.

1. GENERAL STATEMENT

It is the intent of Council to plan for the orderly development of the City. This Plan provides for an adequate area of land within the Committed Infrastructure Areas and the Adjoining Infrastructure Areas to accommodate fully serviced development projected to the year 2026. This Plan also identifies the location of lands shown as the Comprehensive Secondary Planning Areas and the Special Planning Areas that may also accommodate future development. The Committed Infrastructure Areas, the Adjoining Infrastructure Areas, the Comprehensive Secondary Planning Areas and the Special Planning Areas are all shown on the attached Schedule as well as the line indicating the City’s Urban Planning Area.

2. OBJECTIVES

In addition to the general objectives of this Plan, the following specific objectives apply to the development of all the lands located within the Urban Planning Area shown on the attached Schedule:

(a) To make sufficient land available, where appropriate, for new urban development, redevelopment and intensification.

(b) To meet the City’s long term land use needs by providing land for an appropriate range and mix of residential, employment (including industrial, commercial and institutional uses), recreational and open space uses.

(c) To support development and land use patterns which minimize negative impacts on the environment and advance public health and safety.

(d) To protect natural heritage features and areas in accordance with the requirements of the Provincial Policy Statement.

(e) To promote efficient development and land use patterns which sustain the financial well being of the municipality over the long term.

(f) To encourage cost-effective development standards to minimize land use consumption and servicing costs.

(g) To promote a compact development form and a mix of uses and densities that support pedestrian movement, cycling and public transit.
(h) To ensure that the necessary infrastructure and public service facilities will be available to meet the City's current and projected needs in a financially responsible manner.

(i) To ensure, in the long term, that all lots located within the identified urban area are fully serviced by municipal water and sanitary sewer systems.

(j) To ensure that development is consistent with the Provincial Policy Statement, as amended.

3. URBAN GROWTH STRATEGY

In accordance with the Objectives of Section 2, Council supports a unified approach to guide the urban development of the City on full municipal services. The following key components are designed to guide and efficiently manage the direction and order of development:

(a) Urban Planning Area

The location of the line indicating the City's projected Urban Planning Area is shown on the attached Schedule and distinguishes between those lands which are viewed as being used either for urban purposes or for rural purposes, now and in the foreseeable future.

The area identified for urban purposes includes the following urban growth policy areas:
- Committed Infrastructure Areas;
- Adjoining Infrastructure Areas;
- Comprehensive Secondary Planning Areas; and,
- Special Planning Areas.

(b) Committed Infrastructure Areas

The Committed Infrastructure Areas are shown on the attached Schedule. The Committed Infrastructure Areas represent the substantially built up areas of the City where major sewer, water and transportation infrastructure have been planned.

(c) Adjoining Infrastructure Areas

The Adjoining Infrastructure Areas, as shown on the attached Schedule, have eastern and western land areas that immediately abut the Committed Infrastructure Areas. The Committed Infrastructure Areas, together with the Adjoining Infrastructure Areas, contain enough land to accommodate projected growth to the year 2026. Some of the Adjoining Infrastructure Areas are subject to site specific Urban Growth Management policies.
(d) **Comprehensive Secondary Planning Areas**

The Comprehensive Secondary Planning Areas, which are shown on the attached Schedule, include a number of land areas that have the potential to accommodate increased growth and become the areas of future urban expansion.

(e) **Special Planning Areas**

The Special Planning Areas include lands that are now committed to a substantial land use but could accommodate future growth. These lands are shown on the attached Schedule and are generally surrounded by the Committed Infrastructure Areas.

(f) **Order of Development**

Urban development within the City shall proceed in a planned and orderly manner. The order of development will proceed as follows:

(i) Lands located in the Committed Infrastructure Areas shall have the highest priority for development;

(ii) Lands located in the Adjoining Infrastructure Areas shall have a high priority for development but shall be subject to site specific policies that will address the specific information required to fulfill the Comprehensive Analysis set out in Section 4;

(iii) Lands located within the Comprehensive Secondary Planning Areas are intended for future development and may proceed subject to the following:

    (a) fulfilling all of the requirements of the Comprehensive Analysis set out in Section 4; and
    (b) amending the Urban Growth Management Schedule to recognize all of the Secondary Planning Area, identified as part of the Comprehensive Analysis of Section 4(b), or a phased portion of the lands as Committed Infrastructure Areas;

(iv) Lands which are located within the Special Planning Areas may accommodate future growth subject to the following:

    (a) fulfilling all of the requirements of the Comprehensive Analysis set out in Section 4; and
    (b) amending the Urban Growth Management Schedule to recognize all of the Secondary Planning Area, identified as part of the Comprehensive Analysis of Section 4(b), or a phased portion of the lands as Committed Infrastructure Areas;
(v) In addition to the policies of Sections (f) (ii) (iii) and (iv) above, it is the intent of this Plan that the lands located in some of the Adjoining Infrastructure Areas, as identified in Section 6(c), all of the Comprehensive Secondary Planning Areas or all of the Special Planning Areas may be permitted to proceed with development in advance of the municipal infrastructure schedule, the collection of development and impost charges and/or the City's finance programs, only where the need for such development is clearly demonstrated and the developers of such areas assume responsibility for all costs to construct the necessary infrastructure, which costs may be subject to a front-ending agreement as set out in Section 5.

All of the areas are shown on the attached Schedule.

(g) **Strategy Review**

The City shall review the Order of Development at regular intervals, which shall correspond with the legislated update of the Development Charges and the Impost Fees By-Laws. The purpose of the review shall be to determine if there is a need to extend development beyond the current Committed Infrastructure Areas and Adjoining Infrastructure Areas. The costs associated with extending development, as identified by the review, will then be used to update the cost projections contained in the Development Charges and Impost Fees By-Laws.

The City review shall compare such matters as the actual population growth with the projected population growth, examine land availability, determine the land absorption rate, measure residential and employment densities, identify the current status of planned developments and assess the infrastructure capacities.

4. **COMPREHENSIVE ANALYSIS**

Prior to development and where required by the Growth Area Policies in Section 6, a Comprehensive Analysis shall be prepared and shall include the following:

(a) **Needs Analysis**

A Needs Analysis shall be prepared by the affected land owners to the satisfaction of the City and shall focus on the supply and demand of lots, buildings and uses in the urban area. The Needs Analysis shall consider the following:

(i) the demand for the type and style of development proposed;
(ii) the lotting pattern and development concept proposed;
(iii) the availability, in alternative areas, for similar types and styles of development;
(iv) the supply of available land within the urban area;
(v) the supply of available lots within the urban area;
(vi) the actual population and growth rates;
(vii) the current and potential rates of lot and building absorption;
(viii) an adjustment for the supply of land areas calculated in the twenty year supply that have remained vacant or unavailable as a result of physical, environmental or ownership constraints; and
(ix) the timing and phasing of development in relation to the identified supply and demand for land, lots and buildings.

(b) **Secondary Plan**

A Secondary Plan shall be prepared by the City in partnership with the affected land owners within an appropriately defined study area that addresses and coordinates at a minimum, but not limited to the following:

(i) the identification of study area and community boundaries;
(ii) provision of a range and identification of the location of various proposed land uses;
(iii) the affordability, mix and density of housing;
(iv) the road and pathway systems including road access, design and pedestrian movement and major off-site transportation improvements;
(v) the parks and open spaces;
(vi) conservation and environmental issues including the identification and assessment of natural heritage issues and natural heritage areas;
(vii) the provision of public service facilities including libraries, recreation, fire protection, and education facilities;
(viii) the timing and phasing of development;
(ix) urban design guidelines;
(x) development of a community including a focal point, meeting area and theme; and
(xi) ensuring that new development is compatible with the existing, planned and adjacent land uses.

(c) **Master Servicing Plan**

A Master Servicing Plan is required for the development of the Secondary Planning Area for such utilities as piped municipal water supply and sewage disposal systems, stormwater management, and electrical, gas and communications systems. Such Plan shall be prepared by the City in partnership with the affected land owners. Without limiting the generality of the foregoing, the Master Servicing Plan shall address:

(i) the internal servicing requirements of the Secondary Planning Area;
(ii) the off-site impacts of the development of the Secondary Planning Area, including but not limited to issues which address plant and station capacities, upgrades and expansions required to the systems;
(iii) the location, timing and cost of the on-site and off-site servicing systems required to serve the Secondary Planning Area which addresses the proposed timing and phasing of development;
(iv) an assessment of the necessary systems capacity and availability;
(v) the cost sharing arrangements for oversizing between Owners within the Secondary Planning Area and in adjacent, downstream or upstream Secondary Planning Areas;

(vi) confirmation by telecommunication and other utility providers that services can be provided to support the proposed development; and,

(vii) the provision of appropriate locations for large telecommunication equipment where required and telecommunication/utility cluster sites where possible.

(d) **Phasing and Timing Program**

A Phasing and Timing program shall be developed, by the applicant, and to the satisfaction of the City, to establish a phasing sequence and to project the potential timing. The Phasing and Timing program may include the following:

(i) identifying the residential areas located within the Secondary Planning Area and providing for the phased sequential development of those areas to create an orderly development pattern;

(ii) identifying the phased sequential development for such other uses as business parks, institutional uses and commercial areas to create an orderly development pattern;

(iii) ensuring that development of all on-site and off-site, piped water and sanitary sewer systems, transportation improvements and stormwater management systems are planned in accordance with the phasing program;

(iv) ensuring that parks, and public service facilities including libraries, recreation, fire protection and education facilities are planned in accordance with the phasing program; and

(v) establishing the timing for the identified phasing of development.

(e) **Financial Implementation Plan**

A Financial Implementation Plan shall be prepared by the applicant in consultation with the City and to the satisfaction of the City. The Financial Implementation Plan that shows how the proposed development of the entire Secondary Planning Area relates to the following:

(i) any By-laws passed by the City under the *Development Charges Act*; and

(ii) any By-laws passed under the *Municipal Act* for Impost Fees;

(iii) any capital reserve program; and

(iv) any City policies governing cost sharing arrangements for the extension or expansion of municipal services including the timing and phasing of development.

(f) **Study Completion and Study Costs**

All of the above must be completed to the satisfaction of the City. Where a partnership between the City and the landowners is required, as indicated above, the cost of preparing the studies may be shared.
5. **FRONT-ENDING AGREEMENT**

For the purposes of this Plan, a front-ending agreement is a financial contract entered into with the City whereby an individual developer agrees to pay for the installation of both the hard and soft infrastructure identified in all or a portion of the components of a required Comprehensive Analysis in order to permit a development to proceed. Front ending applies to development proposals located within some of the Adjoining Infrastructure Areas as identified in Section 6.(c), all of the Comprehensive Secondary Planning Areas and all of the Special Planning Areas. A front-ending agreement may include agreements authorized pursuant to the *Development Charges Act*, agreements authorized pursuant to area-specific Impost By-Laws and may also incorporate other requirements not authorized under the Act or City Impost By-Laws.

Front-ending agreements are entered into in advance of other benefiting developments paying their share of the costs. The agreement may also provide for the recouping, over time, of proportionate front-ending agreement costs from the other benefiting developments within the Secondary Planning Area identified in the Comprehensive Analysis.

Where a development is proposed in advance of the installation of both the hard and soft infrastructure identified as required to support the development, including both on-site and off-site services as well as upstream and downstream system requirements, Council may consider entering into a front-ending agreement with the developer.

A front-ending agreement shall only be permitted if the following conditions have been met:

(a) the development property is wholly located within a Secondary Planning Area recognized and accepted by the City;

(b) the development proposal has met all of the required components of the Comprehensive Analysis as set out in Section 4 and the Areas or Site Specific Policies; and

(c) the required components of the Comprehensive Analysis have been completed in its entirety, to the satisfaction of the City.

Any front-ending agreement entered into between the City and a developer shall clearly specify the works being paid for, the cost breakdown, the costs attributed to other benefiting development lands and the terms of repayment. The City may require, as a condition of approval, that the developer enter into a front-end agreement or other acceptable financial arrangement with the City to ensure that all required infrastructure is in place prior to development commencing.

It is the intent of the City that any front-ending agreement dealing with infrastructure in some of the Adjoining Infrastructure Areas as identified in Section 6.(c), all of the Comprehensive Secondary Planning Areas and all of the Special Planning Areas shall not divert Development or Impost Charges funding from the Committed Infrastructure Areas and the remainder of the Adjoining Infrastructure Areas.
6. COMMITTED AND ADJOINING INFRASTRUCTURE POLICIES

(a) General Policies for Committed Infrastructure Areas and the Adjoining Infrastructure Areas

The following general policies shall apply to the Committed Infrastructure Areas and the Adjoining Infrastructure Areas which are shown on the attached Schedule:

(i) These areas shall have the highest priority for development.

(ii) These areas are intended to be developed only on the basis of full municipal services, unless otherwise specified in the Urban Growth Management policies.

(iii) The allocation of servicing capacity shall be determined by the City.

(iv) Municipal approval of development priorities shall be conditional on prompt usage of servicing capacity allocations to help ensure that capacity is used in an appropriate and timely manner.

(v) Servicing capacity not used within the time specified shall be re-allocated to other developments within the Committed Infrastructure Areas or the Adjoining Infrastructure Areas or at the discretion of the City.

(vi) Development approvals may be delayed pending the resolution of any identified servicing constraints.

(vii) Mechanisms such as the use of Holding Zones, the lapsing of Subdivision Draft Plan Approvals and the lapsing of Site Plan Control Approvals shall be used by the City to manage the allocation of servicing capacity.

(viii) Partial water servicing shall only be permitted on existing watermains where there is adequate distribution systems capacity and under the following circumstances:

(a) where the water service to the lot may be connected to an existing watermain without requiring a watermain extension and is designed in accordance with City Engineering Standards;

(b) where an individual water connection is determined by the municipality to be necessary due to health or environmental problems to replace a private on-site water service for an existing lot;

(c) to allow for minimal infilling and rounding out of existing developed areas provided that:

(i) site conditions are suitable for the long term land use and the provision of such water service and private on-site sewage treatment; and
(ii) any infill severance activity be limited and not allow for the creation of a fragmented lotting pattern and/or isolated lots that may jeopardize future development.

(b) **Committed Infrastructure Areas Specific Policies**

The Committed Infrastructure Areas shown on the attached Schedule include all of the substantially built-up areas, the infill opportunities throughout these areas, brownfield lands with potential for redevelopment and other vacant or underutilized sites, the Alcan lands, the Cataraqui North Neighbourhood, the westerly Westbrook area and the undeveloped portion of the Rideau Community. The following specific policies shall also apply to the Committed Infrastructure Areas:

(i) The Committed Infrastructure Areas have the highest level of commitment for immediate development;

(ii) Development priority will be given to those lands where servicing capacity is already in place; and

(iii) Priority will be given to servicing projects that enhance the potential for additional lands within the Committed Infrastructure Areas to be developed.

(c) **Adjoining Infrastructure Areas Site Specific Policies**

The Adjoining Infrastructure Areas shown on the attached Schedule abut the existing Committed Infrastructure Areas.

(i) **Cataraqui West and the Rideau Community Adjoining Infrastructure Areas**

The lands located in the north-west corner of the Adjoining Infrastructure Area are known as Cataraqui West. The lands located on the east side of the Great Cataraqui River form part of the Rideau Community. The following specific policies shall apply to these two Adjoining Infrastructure Areas:

(a) These two areas may be developed at the same time as the Committed Infrastructure Areas subject to the availability of servicing capacity and the ability to construct infrastructure pursuant to the Development Charges By-Law and the Impost Fees By-Law; and

(b) The Comprehensive Analysis as set out in Section 4 for these two areas shall include a Secondary Plan and a Master Servicing Plan.

(ii) **Clogg’s Road**

The triangular shaped area accessed by way of Clogg’s Road and located north of Creekford Road and west of Highway No. 38 is included within the
Adjoining Infrastructure Area shown on the attached Schedule and is subject to the following specific policies:

(a) The Comprehensive Analysis, as set out in Section 4 for the Clogg's Road area shall include a Secondary Plan, a Master Servicing Plan, a Financial Implementation Plan, and a Phasing and Timing Program.

(b) Regardless of the timing of the preparation of the Comprehensive Analysis, the commencement of development shall be in accordance with the policies of the Urban Growth Strategy as set out in Section 3 and any front-ending agreement policies as set out in Section 5.

(iii) Westbrook East

Property east of Westbrook, south of the Hydro corridor, and west of Collins Creek is included within the Adjoining Infrastructure Area shown on the attached Schedule and is subject to the following specific policies:

(a) The Comprehensive Analysis, as set out in Section 4, for the Westbrook East area shall include a Secondary Plan and a Master Servicing Plan.

(b) The Comprehensive Analysis must be undertaken within the broader context of the Study Area shown on Figure 2 of the Westbrook Community Plan dated February, 1997.

(c) Regardless of the timing of the preparation of the Comprehensive Analysis, the commencement of development shall be in accordance with the policies of the Urban Growth Strategy as set out in Section 3 and any front-ending agreement policies as set out in Section 5.

(iv) Butternut Creek Village Area

The rectangular shaped area, located immediately north of the St. Lawrence Business Park, east of Highway No. 15, is included within the Adjoining Infrastructure Area as shown on the attached Schedule and is subject to the following specific policies:

(a) The Comprehensive Analysis, as set out in Section 4 for the Butternut Creek Village area shall include a Master Servicing Plan, a Financial Implementation Plan, and a Phasing and Timing Program.

(b) The Comprehensive Analysis shall have regard for the relevant provisions of the Rideau Community Plan.

(c) Regardless of the timing of the preparation of the Comprehensive Analysis, the commencement of development shall be in accordance
with the policies of the Urban Growth Strategy as set out in Section 3 and any front-ending agreement policies as set out in Section 5.

7. **COMPREHENSIVE SECONDARY PLANNING AND SPECIAL PLANNING AREAS POLICIES**

(a) **General Policies for Comprehensive Secondary Planning and Special Planning Areas**

The following general policies shall apply to the Comprehensive Secondary Planning Areas and the Special Planning Areas as shown on the attached Schedule:

(i) These lands are to be developed as an expansion of the Committed Infrastructure and Adjoining Infrastructure Areas and development shall proceed on the basis of full municipal services;

(ii) Existing municipal piped water systems are recognized by this Plan and any public works that are required to maintain these systems shall be permitted;

(iii) Existing municipal sanitary sewer systems, including any water pollution control plant, are recognized by this Plan and any public works that are required to maintain these systems shall be permitted;

(iv) the City shall not approve applications for draft plans of subdivision, and/or implementing zoning by-law amendments resulting from a Comprehensive Analysis until such time as the Official Plan is amended to include these lands in the Committed Infrastructure or Adjoining Infrastructure Areas;

(v) Prior to long term urban development on full municipal services, and where it is considered premature to introduce a Holding category, undeveloped lands may be placed in a Development Zone that includes existing uses, interim uses and public uses in accordance with the following policies:

   (a) Existing uses will continue to be permitted;

   (b) The interim uses shall be of a temporary nature which does not limit the long term potential of the land to accommodate urban development and may include such uses as agriculture, forestry, open space and outdoor recreation; and

   (c) Permanent public uses which do not require municipal sewer and water services shall also be permitted.

(b) **Comprehensive Secondary Planning Areas Specific Policies**

The Comprehensive Secondary Planning Areas are shown on the attached Schedule and indicate additional lands which may be suitable for urban development on full municipal services. The following specific policies shall also apply to the Comprehensive Secondary Planning Areas:
(i) The Comprehensive Secondary Planning Areas shall proceed in accordance with the Order of Development as set out in Section 3;

(ii) Development within the Comprehensive Secondary Planning Areas shall be on the basis of full municipal services as an expansion of the Committed Infrastructure Areas or the Adjoining Infrastructure Areas;

(iii) Development shall proceed only when the City has determined that adequate water distribution system capacity and sanitary sewer system capacity are available, or are imminent as a result of an expansion or upgrade of the systems;

(iv) Partial water servicing shall only be permitted in the Comprehensive Secondary Planning Areas on existing watermains where there is adequate water distribution systems capacity and under the following circumstances:

   (a) where the water service to the lot may be connected to an existing watermain without requiring a watermain extension and is designed in accordance with City Engineering Standards;

   (b) where an individual water connection is determined by the municipality to be necessary due to health or environmental problems to replace a private on-site water service for an existing development;

   (c) to allow for minimal infilling on vacant lands within existing registered plans of subdivision provided that site conditions are suitable for the long term land use and the provision of such water service and private on-site sewage treatment.

(v) The timing of development shall periodically be reviewed by the City in accordance with the Strategy Review policy of Section 3.(g);

(vi) Prior to the development of any lands located in the Comprehensive Secondary Planning Areas, a Comprehensive Analysis shall be prepared in accordance with the provisions of Section 4 for an appropriately defined study area;

(vii) Regardless of the timing of the preparation and/or adoption of the Comprehensive Analysis as set out in Section 4, the commencement of development shall be in accordance with the policies of the Urban Growth Strategy as set out in Section 3 and/or the front-ending agreement policies as set out in Section 5;

(viii) The development may proceed in stages in accordance with the Phasing and Timing Program of the Comprehensive Analysis and any necessary front-ending agreement;
(ix) ensuring that new development maintains adequate separation distances from sewage treatment plants and waste stabilization ponds, particularly if the Master Servicing Plan identifies that the impact of development of the Secondary Planning Area results in the need to upgrade or expand the sewage treatment plant.

(c) **Special Planning Areas Specific Policies**

The Special Planning Areas are shown on the attached Schedule. The western portion of these identified lands is known as the Collins Bay Penitentiary lands while the eastern portion consists of a portion of the southerly area of Canadian Forces Base (CFB) Kingston. The following specific policies shall apply to these land areas:

(i) These lands have been identified as having development potential but are currently not available for development;

(ii) These lands are committed to their existing institutionally related uses for the foreseeable future;

(iii) If the status of these areas changes and they become available for development, the timing of the development of these lands shall be reviewed by the City in accordance with the Strategy Review policy of Section 3.(g); and

(iv) As part of the reassessment of the Urban Growth Strategy, as set out in Section 3 and prior to the development of either or both of these lands, a Comprehensive Analysis shall be prepared in partnership with the City and in accordance with the provisions of Section 4 and may require a front-ending agreement in accordance with the terms of Section 5.

**8. COMPLEMENTARY URBAN GROWTH POLICIES**

It is the intent of Council to support and encourage the long term development of a compact, efficient urban area in order to optimize the use of land to reduce infrastructure and public facilities costs, to support public transit, to reduce energy consumption and to slow the growth of the City’s greenhouse gas emissions. The following complementary policies shall apply:

(a) **Urban Residential Density and Intensification**

The intent of this Plan is to manage the geographic expansion of the City’s urban built-up area and to increase the overall residential density where possible. The following policies shall apply:

(i) Within the existing built-up urban area, the overall residential density should be increased by encouraging sensitive infill, redevelopment and the development of vacant lands.
(ii) Within newly developing urban residential areas, densities should be increased as part of the planning process of the Comprehensive Analysis set out in Section 4 and by way of implementing Official Plan policy and Zoning By-Laws in accordance with smart growth principles, in order to:

(a) support compact development forms that make efficient use of planned infrastructure and reduce land consumption;

(b) support the viability of public transit; and

(c) reduce air and other forms of pollution.

(iii) Density shall only be increased where it has been determined by the City that servicing capacity exists, or that capacity expansions are imminent or planned in the urban area.

(b) **Mixed Land Use Development**

Mixed Land Use Development with the possibility of reduced and shorter journeys within the urban area may enhance the pedestrian, cycling and transit elements of the transportation system as an alternative to automobile use and reduce the City’s greenhouse gas emissions. The following policies shall apply:

(i) For the purpose of this policy, Mixed Land Use Development is intended to mean the locating of employment and service land uses as close to residential land uses as possible, subject to compatibility.

(ii) As part of any Secondary Planning process undertaken as a component of a Comprehensive Analysis, undertaken in accordance with Section 4, Mixed Land Use is encouraged.
THE THREE EXISTING OFFICIAL PLANS APPROACHES TO URBAN GROWTH MANAGEMENT

The Urban Growth Management Strategy attached as Exhibit ‘D’ includes all of the lands currently identified to be within urban areas, urban development areas or urban planning areas in the three Official Plans.

Each of these Official Plans was developed from an individual jurisdiction and each identified growth areas to accommodate future growth. The three Official Plans and their background reports contain growth projections, identify growth areas, assumptions for development and the areas identified to be within the urban planning area. This information, along with data on actual growth rates are contained within the following table. Upon an analysis of this information it would appear that there are vacant developable lands identified within the three existing Official Plans that can accommodate future development.

<table>
<thead>
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<tbody>
<tr>
<td>- this is an Official Plan for an urban area</td>
<td>- has an urban planning area as well as rural lands</td>
<td>- has four urban planning areas, as well as rural lands</td>
</tr>
</tbody>
</table>
| - all lands to be provided with sanitary sewer and water | - within the urban component there are urban growth management policies that establish a sequence of Urban Development (map attached as Exhibit ‘F’):  
  ▪ three phases for development  
  ▪ with the order being Development Area 1 followed by 2, followed by 3  
  ▪ Development Area 1 is the existing built up area and areas staged for imminent development  
  ▪ Development Area 2 (Cataract West) followed by  
  ▪ Phase 3 (Westbrook extension and Mile Square)  
  - In addition some lands north of Creekford Road are located in the Service Area Boundary.  
  - Some portions of the Phase 3 areas are serviced by municipal water, but not by municipal sewer (see Exhibit ‘H’).  | - within the urban planning area (Exhibit ‘G’) there are:  
  ▪ two immediate phases for development on full municipal servicing  
  ▪ Stage 1 Sewer & Water Area (Barriefield, CFB Kingston Planning Area, Phase I Rideau Community)  
  ▪ Stage 2 Sewer & Water Area (Phase 2, Rideau Community which was the subject of a Secondary Plan)  
  - in addition, Section 3 of the OP identifies the St. Lawrence Community as an Urban Planning Area which is to be developed either on Private septic and well (Rural Estate, Section 3C.9) or serviced by municipal water, but not sanitary sewer. (Suburban Residential, Section 3C.10)  
  - identifies that portions of the St. Lawrence Community along Highway No. 2 are serviced by municipal water, but not by municipal sewer (See Exhibit ‘H’). |
Exhibit 'F'

Township of Kingston Official Plan

Schedule "B"
Development Areas