



**City of Kingston  
Report to Council  
Report Number 25-096**

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**To:** Mayor and Members of Council  
**From:** Paige Agnew, Commissioner, Growth & Development Services  
**Resource Staff:** Brandon Forrest, Director, Real Estate, Business & Environment  
**Date of Meeting:** November 18, 2025  
**Subject:** Conference Centre Update – Request for Proposals Process  
and Next Steps

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**Council Strategic Plan Alignment:**

Theme: 5. Drive Inclusive Economic Growth

Goal: 5.8 Ensure the downtown remains vibrant.

**Executive Summary:**

On February 20, 2024, Council directed staff to initiate the Request for Proposals (“RFP”) process seeking a technical and financial proposal related to a mixed-use development containing a conference centre, hotel, high-density residential and associated commercial space on Block 4 of the North Block District.

This report provides an overview of the outcome of the RFP process and next steps.

A two-stage procurement process was intended to be utilized to assist with the selection of a development partner for Block 4, the first stage being the Request for Expressions of Interest (“RFEOI”) process discussed in [Report Number 24-089](#), and the second stage being the RFP process. The two-stage process was managed by N. Barry Lyon Consultants Limited (“NBLC”).

The RFEOI generated responses from six qualified developer proponents. Based on the quality of the submissions, all six proponents were invited to proceed to the RFP stage. The RFP was issued on July 23, 2024, inviting the six pre-qualified proponents to submit a more substantive technical and financial proposal, including a detailed approach to development and

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implementation and concept plans for the Block 4 site. This RFP closed on October 30, 2024. Subsequent to the closing of the RFP, discussions related to the submitted proposal(s) were ongoing between the Proponent(s), City staff, consultants, and Council was kept informed through closed session reports. As part of this staff returned to Council in closed session in April 2025 to provide options for next steps, and it was determined that an additional stage of the process would be conducted, which would invite two parties to each submit a subsequent proposal for consideration. Staff then initiated this third stage of the process, conducting a limited invitational RFP process managed by NBLC, inviting two proponents to participate. This limited invitational RFP was released to the proponents on May 21, 2025, with submissions due on Wednesday, September 10, 2025.

One proposal that met all mandatory requirements was received, submitted by the Patry Group, with partners Milhaus and Broccolini. The proposal from this proponent was moved to the evaluation phase of the process. The RFP Evaluation team was comprised of 5 members, including senior City staff, a representative from Tourism Kingston and two consultants. Each member independently reviewed the proposal from the Patry/Milhaus/Broccolini Group. The RFP Evaluation Team recommended selecting the Patry Group, Milhaus and Broccolini Proponent team as the Preferred Developer. The Patry/Milhaus/Broccolini submission achieved a total score of 74%, reflecting a complete and adequately comprehensive proposal.

With the completion of the RFP process and the identification of a Preferred Developer (Patry Group, Milhaus, and Broccolini), and as directed by Council on November 4, 2025, the City will execute the non-binding LOI to establish an exclusive negotiation period during which the parties will seek to finalize binding agreements regarding a potential transfer/long-term lease of the City-owned Block 4 to the Preferred Developer and the future development of the site with a mix of uses including a minimum 54,500 square foot privately owned and operated conference centre, a minimum of 169 public parking spaces, and retention, restoration and/or adaptative re-use of the heritage buildings located on the south end of the Block 4 property at 19-23 Queen Street.

Any agreements finalized during the negotiation period will be subject to Council approval and the Preferred Developer will be required to obtain all approvals under the *Planning Act* for the development on the Block 4 lands.

The purpose of this report is to provide a high-level summary of the Preferred Developer's proposal, to summarize next steps in the process, and to outline opportunities for public engagement and feedback in respect of the proposal.

**Recommendation:**

This report is for information only.

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**Authorizing Signatures:**

ORIGINAL SIGNED BY COMMISSIONER

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**Paige Agnew, Commissioner,  
Growth & Development Services**

ORIGINAL SIGNED BY CHIEF

ADMINISTRATIVE OFFICER

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**Lanie Hurdle, Chief  
Administrative Officer**

**Consultation with the following Members of the Corporate Management Team:**

Jennifer Campbell, Commissioner, Community Services	Not required
Neil Carbone, Commissioner, Corporate & Emergency Services	Not required
David Fell, President & CEO, Utilities Kingston	Not required
Desirée Kennedy, Chief Financial Officer & City Treasurer	Not required
Jenna Morley, City Solicitor	
Ian Semple, Commissioner, Transportation & Infrastructure Services	Not required

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**Options/Discussion:****Background**

On February 20, 2024, staff presented [Report Number 24-089](#) to Council with a summary of work completed since 2009 to explore the redevelopment of Block 4 of the North Block District for a range of public and private uses. This report also provided Council with an update on the Request for Expressions of Interest (RFEOI) process related to the opportunity to convert Block 4 into a vibrant mixed-use development, with a conference centre, hotel, high-density residential and associated commercial space.

The RFEOI process was launched on September 29, 2023 to solicit interest from qualified private sector developers to purchase Block 4 and develop the lands based on the following principles endorsed by Council through [Report Number 23-130](#):

- 2014 Block 4 design guidelines for a multi-use redevelopment including a restaurant, hotel, residential, ground floor commercial spaces and other complementary uses and any other applicable land use policies;
- Inclusion of a 52,000 square foot privately owned and operated conference centre space;
- Inclusion of a minimum of 169 public parking spaces;
- Retention, restoration and/or adaptive re-use of the heritage buildings at 19-23 Queen Street;
- City contribution of the Block 4 property for \$1;
- City contribution of about \$40,000 per public parking stall;
- City tax exemption for the conference centre space through a Community Improvement Plan (CIP);
- Eligibility for the City's Brownfields program; and
- Contribution of up to \$110,000 per year for five years from the Municipal Accommodation Tax.

The RFEOI was intended to gauge interest and develop a shortlist of private sector developers (pre-qualified proponents) with demonstrated experience and the financial capacity to undertake this development opportunity. The RFEOI received responses from the following six developer proponents:

- Taggart Group of Companies and CaraCo;
- Claridge Homes Group of Companies;
- IN8 64 Barrack (IN8 Developments Incorporated, The Springer Group of Companies and Westdale Properties);
- Homestead Land Holdings Limited;
- Jay Patry Enterprises and Trinity Development Inc; and
- Fitzrovia and Seeker Labs.

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The RFEOI submissions were reviewed by an Evaluation Team comprised of City staff and NBLC. All six submissions were deemed “complete”, and all proponents were invited to proceed to the Request for Proposals (RFP) stage.

### Request for Proposals

The RFP was issued on July 23, 2024, inviting the six pre-qualified proponents to submit a more substantive technical and financial proposal, including a detailed approach to development and implementation and concept plans for the Block 4 site. Specifically, the following was requested:

- A design proposal, including a written approach to the development of the entire property (covering both the conference centre and the residual developable area on the site for high density residential and associated commercial uses), along with supporting design drawings, renderings, and key development statistics;
- A business plan that provided commitments for development completion and operation of the conference centre; and
- An executed non-binding Letter of Intent (“LOI”) in the form provided by the City.

The RFP included and built upon the principles endorsed by Council through Report Number 23-130 and included in the RFEOI. The following additional components were included in the RFP:

- Retention, restoration and/or adaptative re-use of the heritage buildings located on the south end of the Property at 19-23 Queen Street;
- Inclusion of an estimated 54,500 square foot privately owned and operated conference centre space. The functional programming of the conference centre space is required to include the following:
  - Designated spaces that allow for multi-functionality and capacity of 1,000 persons in main areas, including:
    - 15,000 square feet of event and exhibit space;
    - 10,000 square feet of breakout meeting space;
    - 12,500 square feet for back of house operations including loading, service, storage, and circulation, among other operational uses;
    - 15,000 square feet of front of house operations including dedicated entry lobbies, non-gendered washrooms, and casual breakout areas, among other operational uses; and
    - 2,000 square foot purpose-built kitchen capable of accommodating simultaneous events;
- Ability to comfortably host groups of up to 1,000 delegates in banquet round configuration, adaptable to half table configurations;
- Reception area with welcome desk and cloak room;
- Accessible design;
- Necessary furniture, fixtures and equipment (FFE) to accommodate events: approaches to FFE may be carried by the successful proponent as a capital cost or leased by the operator so long as this cost is accounted for;

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- State of the art lighting, sound, and projection systems; and
- Communication and internet infrastructure: suitable to attract and accommodate full capacity events. Wi-Fi infrastructure is to be delivered such that 1,000 persons could all sign in with sufficient upload speed, at once, in main areas.

This RFP closed on October 30, 2024. The intended outcome of the RFP process was the selection of the successful pre-qualified proponent, and the execution of a non-binding LOI by the City with the successful pre-qualified proponent (the “Preferred Developer”). However, subsequent to the closing of the RFP, discussions related to the submitted proposal(s) were ongoing between the Proponent(s), City staff, consultants, and Council was kept informed through closed session reports. As part of this process staff returned to Council in closed session in April 2025 to provide options for next steps, and it was determined that an additional stage of the process would be conducted, which would invite two parties to each submit a subsequent proposal for consideration.

### **Limited Invitational RFP Process**

Staff then initiated the third stage of the process, a confidential limited invitational RFP process managed by N. Barry Lyon Consultants Limited (“NBLC”), inviting two parties to participate in the process. This RFP was released to the proponents on May 21, 2025, with submissions due on Wednesday, September 10, 2025.

One proposal that met all mandatory requirements was received, submitted by the Patry Group, with partners Milhaus and Broccolini. The Patry/Milhaus/Broccolini Group jointly signed the required non-binding LOI. Their proposal outlines that governance and major decision-making for the project will flow through the Patry and Milhaus partnership, with Broccolini leading the construction and project execution as general contractor. The proposal notes that Patry Group, Milhaus, and Broccolini have successfully executed multiple recognized developments in Canada, and/or across North America.

### **Proposal Details**

The development components contained in the proposal include:

- A 59,000 square foot conference centre, including a 15,000 square foot event and exhibition hall, smaller conference and meeting rooms, commercial kitchen facilities, front and back-of-house space, including dedicated loading and service areas;
- Municipal parking in the required amount of 169 spaces;
- Retention and adaptive re-use of the existing heritage buildings;
- Provision of a mid-block pedestrian connection from Queen Street to The Tragically Hip Way;
- Widened and enhanced pedestrian realm along all frontages, including increased setbacks to accommodate an improved waterfront pathway along Ontario Street;
- A full-feature hotel with 247 rooms;

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- Two 25-storey residential towers with a total of 340 units in a mix of condominium and rental tenure;
- An additional nearly 700 parking spaces in underground and limited podium parking to accommodate the needs of residents, hotel guests and conference attendees; and
- An enhanced public engagement strategy.

The submission included a comprehensive drawing and rendering package with the following vision statement: “Confluence: the meeting place of waters, where stories merge and flow”.

The proposal further elaborated the vision as follows: “The convention centre is like a river confluence, where diverse streams of culture, sustainability, function, and design merge into a single, vibrant flow. Just as a river gathers strength and character from its tributaries, the centre integrates Kingston’s heritage with modern, eco-friendly materials, creating a dynamic and cohesive whole. The versatile spaces, like the river’s currents, support events and community gatherings, ensuring accessibility and welcoming all. This confluence forms a cultural landmark, fostering living, growth, and activity, much like a river nourishes the land it flows through.”

The evaluation team concluded that the design proposal was strong, with many heritage and design elements, as well as a public engagement strategy exceeding requirements and demonstrating careful attention to detail at this early stage, before securing development rights. The proposed conference centre design draws on the consultant teams' experience with recent Canadian conference centres in similar urban settings, combining key functional programming elements and intuitive wayfinding in a stacked configuration. It also maximizes site assets, including outdoor space, connectivity to Slush Puppie Place, and scenic views, enhancing its appeal to event planners and competitive positioning.

The draft site plan, ground floor plan and visualizations submitted by the proponent are included in Exhibit A.

### **Proponent Information**

The Patry Group is a privately owned integrated real estate development company that provides a wide range of rental apartment units and commercial spaces to the Kingston and Ottawa communities. They directly own and manage just over 4,200 residential units and have about 9,323 mixed-use units at various stages of planning applications, with an additional 400,000 sq. ft. of commercial space under direct ownership or management. Key recently completed and in progress projects that demonstrate their relevant experience include 150 Marketplace Ave, Ottawa, ON, a 354-unit, 17-storey apartment building located in the Barrhaven neighborhood in the South end of Ottawa; the Frontenac Mall Revitalization which is to include residential buildings ranging from 6 to 20 storeys in height, with Phase I including a 288-unit, 6-storey residential building with 404 parking spaces. The full development is to include 1,685 residential units and 1,982 parking spaces within all three phases, with Phase 1 currently under construction; and the Davis Tannery, Kingston, ON, July 2025 OLT Approval. This is a 37-acre brownfield land along Kingston’s waterfront and K&P Trail. Currently undergoing zoning to allow for 1,487 unit (2,350,000 sq ft) residential complex to be completed over a 9–12-year timeline. The project is a master-planned community with residential, commercial, and supporting uses,

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and will include extensive environmental remediation due to formal industrial use as a leather tannery.

Milhaus is based in Indianapolis and manages over \$2 billion in assets and has delivered thousands of residential units across major U.S. cities, demonstrating specialization in multifamily and urban redevelopment environments. Their portfolio reflects deep experience in integrating residential, retail, and community-oriented spaces with a focus on design quality, operational efficiency, and long-term asset performance. Key projects that demonstrate their relevant experience are as follows: TruePointe, Hilliard, Ohio: A \$250 million mixed-use development currently under construction, including residential, dining, and retail outlets. This project is one of Milhaus's largest, emphasizing their capacity for large, multi-phase developments; Versa, Broad Ripple Indianapolis, Indiana: A \$70+ million mixed-use multifamily housing development featuring 233 residential units and signature amenities. Versa is a landmark project in Indianapolis's popular Broad Ripple district; and Alanna, Phoenix, Arizona: Milhaus's largest Arizona project with 320 units. This is part of Milhaus's portfolio expansion into Sunbelt cities and Opportunity Zones, contributing to over 10,000 units built nationwide.

Broccolini has developed and built more than 50 million square feet of real estate, including landmark projects across Canada. Broccolini's successful execution of mixed-use towers, commercial complexes, and urban revitalization initiatives underscores their capacity to deliver transformative projects that anchor community growth and economic vitality. Key projects that demonstrate Broccolini's relevant and broad experience are as follows: 'The Slater', a 21-storey, 250,000 square foot mixed-use tower completed in 2016 at 199 Slater Street in downtown Ottawa. Broccolini served as builder for this project, which combined private condominium residences with the Alt Hotel; Victoria sur le parc, and its mixed-use podium, 700 St. Jacques, Montreal. Broccolini served as the developer and builder for this development, which was Montreal's largest mixed-use project at the time. Launched in 2019 and completed in 2023, this development combined upscale residential, commercial, and office space into a vibrant downtown hub. It is a 58-storey glass tower rising 200 metres, home to 400 residential units and a nine-storey podium known as 700 St. Jacques which offers 330,000 square feet of prime commercial and office space; Amazon Distribution Centre, Cambridge, ON: A million-square-foot project for Amazon, demonstrating Broccolini's leadership in developing complex, large-scale commercial and industrial facilities for international clients; and Michelin Flagship Distribution Centre, Cornwall, ON: Two industrial buildings totalling almost a million square feet were developed by Broccolini for Michelin, now serving as their Canadian flagship logistics hub. This project highlights Broccolini's expertise in serving large global corporations.

If successful, the proponent team will also be partnering with Atlific Hotels who will be the hotel and conference centre operator. Atlific Hotels is a Canadian hotel management company, experienced in conference and convention hotel operations, with a track record of managing large-scale, full-service properties that integrate substantial meeting and event facilities. Atlific Hotels has extensive experience in full-service hotels with significant event and conference facilities and is well suited to support this major development.

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## Evaluation of Revised Proposal Submission

A review team comprised of senior staff from the City, Tourism Kingston and NBLC evaluated the third-stage proposal using non-rated evaluation criteria (pass/fail) as well as the following rated evaluation criteria and scoring:

- Proponent and Project Team Qualifications: 25%
- The Proponent Proposal: 60%
- Letter of Intent: 15%

A consensus session was held to review complete RFP submission materials and consider a recommendation of a Preferred Developer. A high-level summary of results of the RFP process is provided below:

- The Patry Group made a passionate and enthusiastic presentation of its submission along with its partners including Milhaus and Broccolini. The Patry/Milhaus/Broccolini team is recommended by the Evaluation Team as the Preferred Proponent.
- The Evaluation Team concluded that the collective experience of the Proponent demonstrated sufficient evidence to indicate they have the potential to deliver the project – inclusive of the conference centre, hotel, and additional residential and commercial density. Specifically, the relevant pre-construction, construction (Broccolini) and operating (Atlific) experience provided is reliant on non-equity partners and stakeholders named to the projects (e.g. Broccolini and Atlific). Business terms would need to be negotiated during a future Exclusivity Period that provide assurance to the City that the team named as the Preferred Proponent (specifically Broccolini) are carried through to completion of the development and/or terms that allow for approval of any partner replacement.
- The letter of intent was executed with no blacklines, indicating acceptable Business Terms to initiate the prescribed Exclusivity Period.

The RFP Evaluation Team recommended selecting the Patry Group, Milhaus and Broccolini Proponent team as the Preferred Proponent. The Patry/Milhaus/Broccolini submission achieved a total score of 74%, reflecting a complete and adequately comprehensive proposal.

## Next Steps

With the completion of the RFP process and the identification of a Preferred Developer (Patry Group, Milhaus, and Broccolini), and as directed by Council on November 4, 2025, the City will execute the non-binding LOI to establish an exclusive negotiation period during which the parties will seek to finalize binding agreements regarding a potential transfer/long-term lease of the City-owned Block 4 to the Preferred Developer and the future development of the site with a mix of uses including a minimum 54,500 square foot privately owned and operated conference centre, a minimum of 169 public parking spaces, and retention, restoration and/or adaptive re-use of the heritage buildings located on the south end of the Block 4 property at 19-23 Queen Street.

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The final form of the binding agreements will be subject to Council approval, and the proposal will be subject to all required *Planning Act* approvals. If binding agreements are not finalized by the parties within the exclusivity period (as same may be extended), the deal is at an end, and the City is free to explore other options for Block 4.

Following the exclusivity period, and prior to initiating any *Planning Act* applications, the Preferred Developer intends to engage with the public and key stakeholders to gather input on various aspects of the project. A variety of methods to share information and seek input are proposed such as a project website and/or social media presence, engagement sessions and meetings with key stakeholders. There will be further opportunities for public feedback as part of the formal *Planning Act* approvals process, including a public meeting at Planning Committee.

**Financial Considerations**

To assist with the development of the proposal, an honorarium of \$50,000 for each submission from the original RFP process was offered as previously approved by Council. 50% of the \$50,000 for the honorarium was funded from the existing capital budget and the remaining 50% from the Municipal Accommodation Tax Development Fund.

**Contacts:**

Brandon Forrest, Director, Business, Real Estate & Environment, 613-546-4291 extension 2205

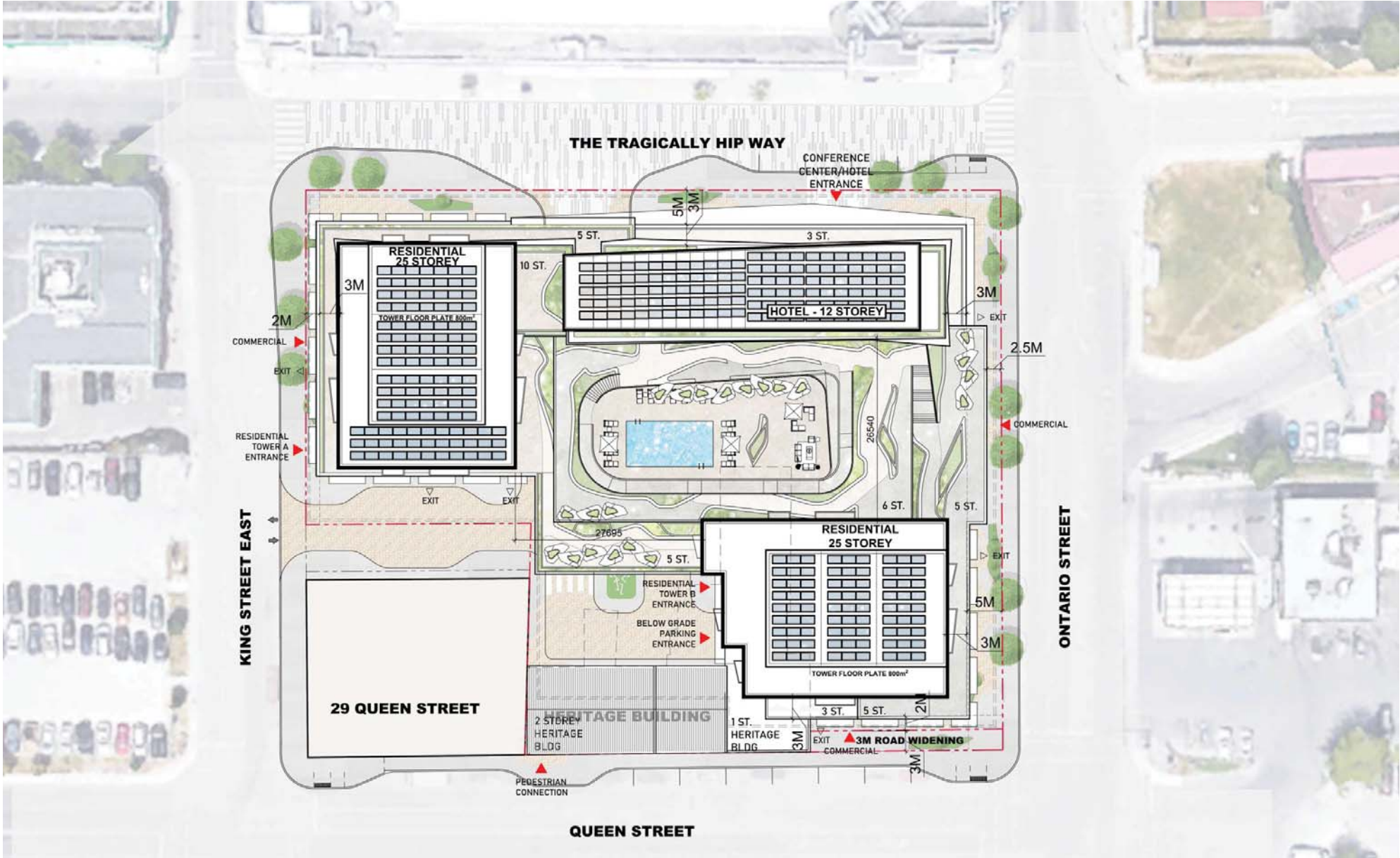
**Other City of Kingston Staff Consulted:**

Heather Scrannage, Manager, Real Estate, Business, Real Estate & Environment

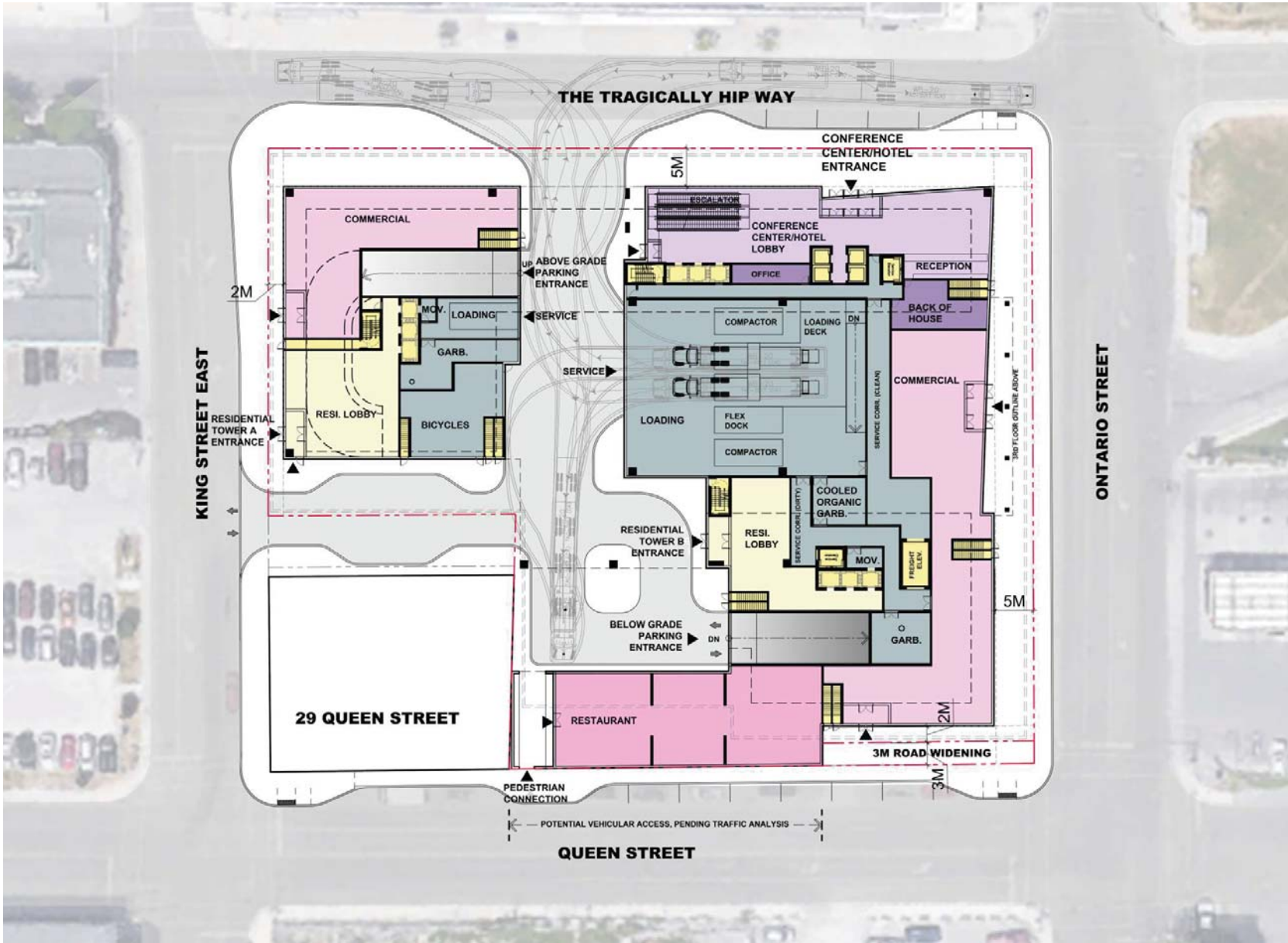
**Exhibits Attached:**

Exhibit A Excerpts from the Design Proposal

Proposed Floor Plans, Block 4

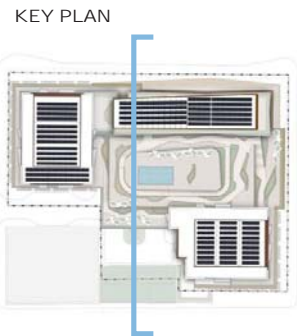
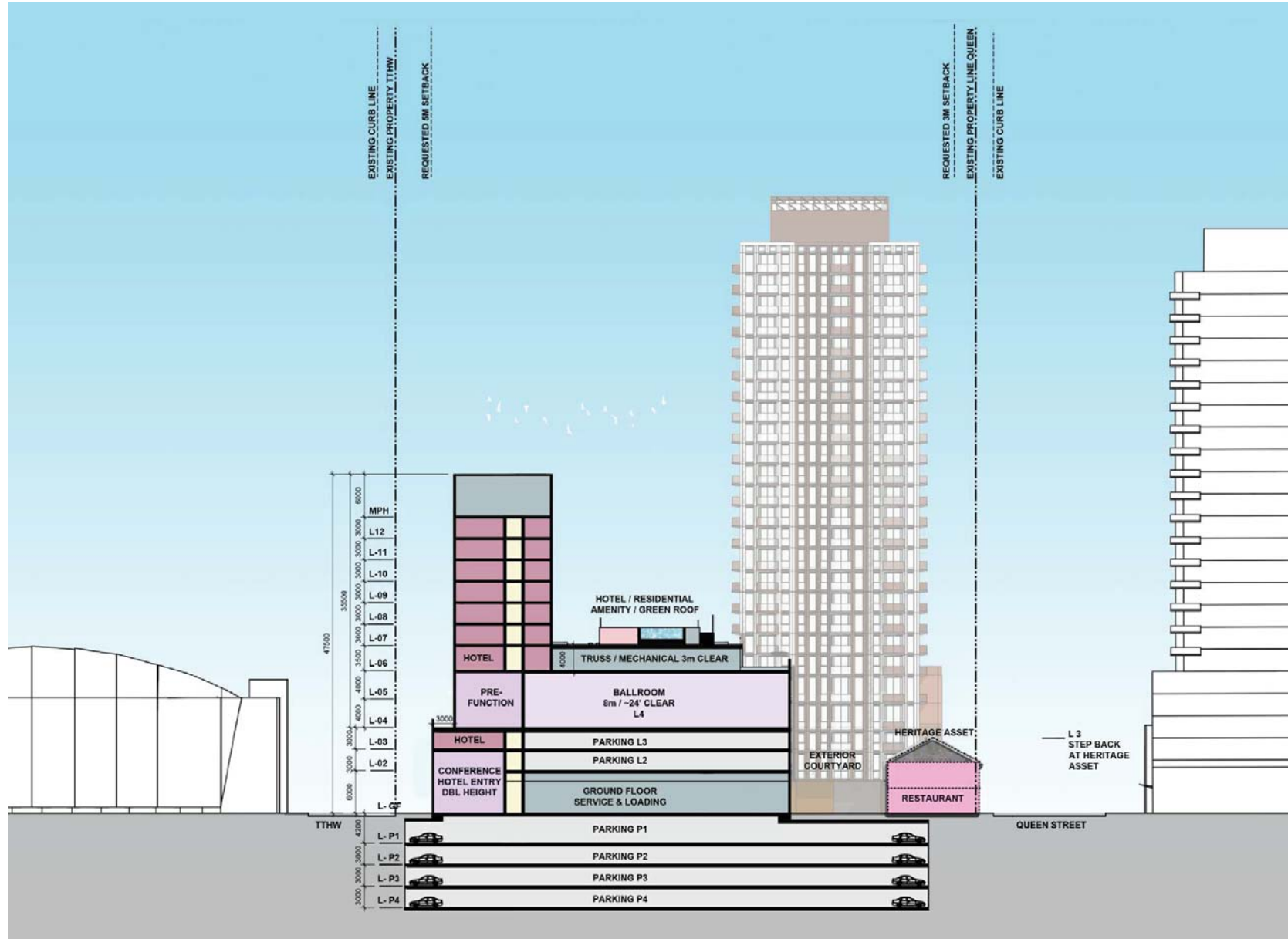


Proposed Floor Plans, Block 4



- LEGEND
- LOBBY/CORRIDOR
  - CORE (ELEV. / STAIR)
  - COMMERCIAL
  - RESTAURANT
  - CONFERENCE
  - HOTEL
  - RESIDENTIAL
  - RES. AMENITY
  - LOCKERS/BIKES
  - MECH / SERVICE
  - PARKING
  - C. CIRCULATION
  - C. BALLROOM
  - C. MEETING ROOMS
  - C. BACK OF HOUSE
  - C. BOH CIRCULATION

Proposed Site Section, Block 4



- LEGEND
- LOBBY/CORRIDOR
  - CORE (ELEV. / STAIR)
  - COMMERCIAL
  - RESTAURANT
  - CONFERENCE
  - HOTEL
  - RESIDENTIAL
  - RES. AMENITY
  - LOCKERS/BIKES
  - MECH / SERVICE
  - PARKING
  - C. CIRCULATION
  - C. BALLROOM
  - C. MEETING ROOMS
  - C. BACK OF HOUSE
  - C. BOH CIRCULATION

Visualizations, View at The Tragically Hip Way & Ontario St.



Highlighting the link between the proposed new mixed-use development on-site and the established landmarks of The Tragically Hip Way and the Slush Puppie Place, a transitional public space is envisioned. Distinctive paving designs inspired by piano keys or sound bars not only pay tribute to The Hip as a band but also establish a powerful connection to the waterfront, downtown area, and Kingston as a whole.

Visualizations, View Along Queen St.

The rich heritage of Kingston will be safeguarded through the meticulous integration of the existing buildings on the site. Despite the substantial scale of the development, our vision includes maintaining a connection to the past. The mid-block pedestrian pathway extending from the limestone facade along Queen Street will serve as a convenient shortcut to reach The Tragically Hip Way.





The frontage facing Ontario Street will enrich Kingston's waterfront and enhance the driving and walking experience to and from the historic Kingston Downtown and the Slush Puppie Place. The architectural design at both the podium level and the penthouse level of the Residential tower introduces a distinct feature that highlights the importance of this Mixed-use development. This design also offers an opportunity to incorporate lighting as a beacon visible from a distance and up close.