



City of Kingston
Information Report to Planning Committee
Report Number PC-24-059

To: Chair and Members of the Planning Committee
From: Paige Agnew, Commissioner, Growth & Development Services
Resource Staff: Tim Park, Director, Planning Services
Date of Meeting: October 24, 2024
Subject: New Provincial Planning Statement, 2024

Council Strategic Plan Alignment:

Theme: Policies & by-laws

Goal: See above

Executive Summary:

On August 20, 2024, the Province of Ontario released the final version of the [Provincial Planning Statement, 2024](#) (PPS, 2024), which came into force on October 20, 2024. The PPS, 2024 consolidates and replaces Ontario's primary policy documents: the Provincial Policy Statement, 2020 (PPS, 2020) and "A Place to Grow" Growth Plan for the Greater Golden Horseshoe, 2019 (Growth Plan, 2019).

The PPS, 2024 is issued under the authority of section 3 of the *Planning Act* and is the primary provincial policy document that provides direction on matters of provincial interest related to land use planning and development. The PPS, 2024 applies to all decisions made on planning matters in Ontario on or after October 20, 2024.

The PPS, 2024 is intended to provide more autonomy and flexibility to municipalities to plan for and manage growth and development. The City of Kingston has been identified as a "Large and Fast-Growing Municipality" in the PPS, 2024. The purpose of this report is to outline the recent changes from the PPS, 2020 to PPS, 2024 and their potential implications for the City.

It is also noted that with the PPS, 2024 in force as of October 20, 2024, the Official Plan project (as presented in Report Number 24-142) can proceed with clear provincial direction.

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Recommendation:

This report is for information only.

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Authorizing Signatures:

ORIGINAL SIGNED BY COMMISSIONER

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

p.p.

ORIGINAL SIGNED BY CHIEF ADMINISTRATIVE OFFICER

**Lanie Hurdle, Chief
Administrative Officer**

Consultation with the following Members of the Corporate Management Team:

Jennifer Campbell, Commissioner, Community Services	Not required
Neil Carbone, Commissioner, Corporate Services	Not required
David Fell, President & CEO, Utilities Kingston	Not required
Peter Huigenbos, Commissioner, Major Projects & Strategic Initiatives	Not required
Brad Joyce, Commissioner, Infrastructure, Transportation & Emergency Services	Not required
Desirée Kennedy, Chief Financial Officer & City Treasurer	Not required

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Options/Discussion:**Background**

Since 2006, the Provincial Policy Statement and the Growth Plan for the Greater Golden Horseshoe have provided separate, but parallel, policy direction on land use planning matters in Ontario. The new [Provincial Planning Statement, 2024](#) (PPS, 2024) creates a single, province-wide land use planning instrument intended to expedite government approval processes by streamlining existing policies and providing to municipalities and planning authorities the direction, encouragement, and flexibility to deliver more housing. The PPS, 2024 is the latest step in the Province's plan to address the current housing supply and affordability crisis.

The Province of Ontario conducted three rounds of public consultation between October 2022 and May 2024, receiving input on combining the housing-focused policies of the Provincial Policy Statement, 2020 (PPS, 2020) and A Place to Grow: Growth Plan for the Greater Golden Horseshoe, 2019 (Growth Plan, 2019) into a simplified and more locally responsive planning document for municipalities.

The goals of the proposed changes were to address 5 priority areas identified by the Province:

1. Generate an appropriate housing supply;
2. Make land available for development;
3. Provide infrastructure to support development;
4. Balance housing with resources; and
5. Implementation.

Several reports were provided to Council previously, each outlining the proposed modifications to the PPS, 2020, as drafts of the Provincial Planning Statement were issued by the Province.

- Report 23-132 – Bill 197, *Helping Homebuyers, Protecting Tenants Act, 2023* & Proposed Provincial Planning Statement (April 6, 2023, Draft Provincial Planning Statement)
- Report 23-197 – Proposed Provincial Planning Statement – Natural Heritage Policies Update (June 16, 2023 Draft Provincial Planning Statement)
- Report 24-072 – Kingston's Turning Point: A Growth Plan for Land Use and Transportation
- Report 24-142 – Proposed Bill 185, Provincial Planning Statement and Ontario Building Code Changes (April 10, 2024, Draft Provincial Planning Statement)

The purpose of this report is to outline the changes from the PPS, 2020 to PPS, 2024 and their potential implications for the city. The City of Kingston does not fall within the Greater Golden Horseshoe area and therefore was not subject to the policies of the Growth Plan, 2019.

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Provincial Planning Statement, 2024

Vision

The PPS, 2024 replaces Part I: Preamble Section of PPS, 2020 with Chapter 1 – Introduction and includes the Vision statement, deleting the former Part IV: Vision for Ontario’s Land Use Planning System in PPS, 2020. The PPS, 2024 contains updated wording which places an emphasis on building more home for all Ontarians and restates the Province’s goal of building at least 1.5-million homes by 2031

Planning for People and Homes

The PPS, 2024 requires that planning authorities’ base population and employment growth forecasts on Ontario Population Projections published by the Ministry of Finance and may modify, as appropriate.

As per Policy 2.1.3, at the time of creating a new Official Plan, PPS, 2024 requires sufficient land to be made available to accommodate an appropriate range and mix of land uses to meet projected needs for a time horizon of at least 20 years but not more than 30 years, informed by provincial guidance. Under the former PPS, 2020 sufficient land was to be made available to accommodate an appropriate range and mix of land uses to meet projected needs for a time horizon of up to 25 years, informed by provincial guidelines. The new policy also provides that planning for infrastructure, public service facilities, strategic growth areas and employment areas may extend beyond this time horizon.

Policy 2.1.6 states that planning authorities should support the achievement of complete communities by a) accommodating an appropriate range and mix of land uses, housing options, transportation options with multimodal access, employment, public service facilities and other institutional uses (including schools and associated child care facilities, long-term care facilities, places of worship and cemeteries), recreation, parks and open space, and other uses to meet long-term needs; b) improving accessibility for people of all ages and abilities by addressing land use barriers which restrict their full participation in society; and c) improving social equity and overall quality of life for people of all ages, abilities, and incomes, including equity-deserving groups.

Policy 2.1.6 removes the concept of “healthy, liveable and safe communities” contained in the PPS, 2020 and instead provides that “planning authorities should support the development of complete communities.” Complete communities is a new defined term. Certain considerations for planning authorities that were contained in the PPS, 2020, such as “avoiding development and land use patterns which may cause environmental or public health and safety concerns” and “promoting development patterns that conserve biodiversity,” among others, are not included in the PPS, 2024.

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Housing

Policy 2.2.1 states that planning authorities shall provide for an appropriate range and mix of housing options and densities to meet projected needs of current and future residents of the regional market area by:

- a) establishing and implementing minimum targets for the provision of housing that is affordable to low- and moderate-income households, and coordinating land use planning and planning for housing with Service Managers to address the full range of housing options including affordable housing needs;
- b) permitting and facilitating:
 1. all housing options required to meet the social, health, economic and well-being requirements of current and future residents, including additional needs housing and needs arising from demographic changes and employment opportunities; and
 2. all types of residential intensification, including the development and redevelopment of underutilized commercial and institutional sites (e.g., shopping malls and plazas) for residential use, development and introduction of new housing options within previously developed areas, and redevelopment, which results in a net increase in residential units in accordance with policy 2.3.1.3;
- c) promoting densities for new housing which efficiently use land, resources, infrastructure and public service facilities, and support the use of active transportation; and
- d) requiring transit-supportive development and prioritizing intensification, including potential air rights development, in proximity to transit, including corridors and stations.

The PPS, 2024 removes the reference to market-based housing, and requires that planning authorities establish and implement minimum targets for the provision of housing that is affordable to low- and moderate-income households, as well as permitting and facilitating all housing options and all types of residential intensification. Promoting densities for new housing and requiring transit supportive development and prioritizing intensification have been maintained.

As noted in the policies above, the PPS, 2024 requires that municipalities coordinate land use planning and planning for housing with Service Managers to address the full range of housing options, including housing affordability needs. The City of Kingston is the Service Manager for housing and homelessness programs for the City of Kingston and County of Frontenac.

Settlement Areas and Settlement Area Boundary Expansions

Section 2.3 of PPS, 2024 details policies on settlement areas and settlement area boundary expansions, maintaining that settlement areas are to be the focus of growth and development. Adding that, within settlement areas, growth should be focused in, where applicable, strategic

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growth areas, including major transit station areas. Both strategic growth areas and major transit stations areas are newly defined terms in PPS, 2024.

The PPS, 2024 includes significant changes, modifications and additions to previous policies in relation to settlement areas. For example, policy 2.3.1.4 now requires (instead of encourages) planning authorities to establish minimum targets for intensification and redevelopment. Policy 2.3.1.5 has also been modified to provide that planning authorities are encouraged (but not required) to establish density targets for designated growth areas (rather than settlement areas). For large and fast-growing municipalities (identified in Schedule 1 to the PPS, 2024), this policy encourages (but does not require) a density target of 50 residents and jobs per gross hectare in designated growth areas. The City of Kingston is identified on the list of large and fast-growing municipalities together with 28 other municipalities.

New policy 2.3.1.6 directs planning authorities to establish and implement phasing policies, where appropriate, to ensure that development within designated growth areas is orderly and aligns with the timely provision of infrastructure and public service facilities.

The requirement for a planning authority to identify new settlement areas or allow the expansion of a settlement area boundary only at the time of a comprehensive review, with specific demonstration criteria, has been removed. With no requirement for municipal comprehensive reviews, municipalities can consider settlement area expansions at any time. The tests to be applied are not as stringent as they were, and require consideration of adequacy of servicing, phasing and agricultural issues such as the minimum distance separation formula. Private landowners can now apply for a settlement boundary expansion at any time. As a result of changes made to the *Planning Act* through Bill 185, private applicants now have the ability to appeal a municipality's refusal or failure to adopt an Official Plan Amendment that seeks to alter a settlement area boundary.

While the introduction of ad-hoc requests for settlement boundary expansions could have negative impacts in the future, it is not anticipated to affect the City's new Official Plan project, as staff have proactively planned a process to holistically review such requests through the Official Plan project (as described in Report Number 24-072). Through this comprehensive, holistic planning process which will be coordinated with the Integrated Mobility Plan and the water and wastewater master plan, recommendations on urban boundary expansion requests will be made at the same time as the Official Plan project to ensure an efficient, effective and complete review.

Strategic Growth Areas

A new policy 2.4.1.1 encourages planning authorities to identify and focus on growth and development in strategic growth areas. PPS, 2024 imposes policies for strategic growth areas that focus on achieving complete communities, a range and mix of housing options, intensification and mixed-use development.

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Strategic growth areas are defined as: nodes, corridors, and other areas within settlement areas that have been identified by municipalities to be the focus for accommodating intensification and higher-density mixed uses in a more compact built form.

Strategic growth areas include major transit station areas, existing and emerging downtowns, lands in close proximity to publicly assisted post-secondary institutions and other areas where growth or development will be focused, that may include infill, redevelopment (e.g., underutilized shopping malls and plazas), brownfield sites, the expansion or conversion of existing buildings, or greyfields. Lands along major roads, arterials, or other areas with existing or planned frequent transit service or higher order transit corridors may also be identified as strategic growth areas.

The concept of strategic growth areas has been integrated from the Growth Plan, 2019 and the definition is different than the former definition of designated growth areas in PPS, 2020. Strategic growth areas are to be identified in official plans and should be the focus of growth. They include major transit station areas. Large and fast-growing municipalities are required to identify strategic growth areas and major transit station areas in their official plans along with density targets.

Section 2.4.2 carries forward and, in some cases, modifies the Growth Plan, 2019 policies for major transit station areas. Notably, the PPS, 2024 includes the minimum density targets for major transit station areas from the Growth Plan, 2019.

Major transit station areas are defined as: the area including and around any existing or planned higher order transit station or stop within a settlement area; or the area including and around a major bus depot in an urban core. Major transit station areas generally are defined as the area within an approximate 500 to 800-metre radius of a transit station.

Policy 2.4.2.1 applies to all municipalities with major transit station areas (not only large and fast-growing municipalities). This policy requires planning authorities to delineate the boundaries of major transit station areas on higher order transit corridors through a new official plan or official plan amendment adopted under section 26 of the *Planning Act*. The policy provides that the delineation must define an area within a 500- to 800-metre radius of a transit station that maximizes the number of potential transit users that are within walking distance of the station. A minimum density target of 160 residents and jobs combined per hectare for those areas that are served by bus rapid transit.

Rural Areas and Lands in Municipalities

Section 2.5 of the PPS, 2024 speaks to healthy, integrated and viable rural areas, and Section 2.6 speaks to rural lands in municipalities. Rural settlement areas remain the focus for growth and development. However, whereas PPS, 2020 noted that residential development, including lot creation was a permitted use, provided it was locally appropriate, PPS, 2024 policy 2.6.1 c) states that residential development, including lot creation, is permitted where site conditions are suitable for the provision of appropriate sewage and water services. The PPS, 2024 also broadens the ability for private communal services on rural lands.

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Employment

Section 2.8 of PPS, 2024 speaks to promoting economic development and competitiveness. The definition of employment areas has been revised to be more narrowly scoped. New policies have been introduced which encourage intensification of employment uses and compatible, compact, mixed-use development to support the achievement of complete communities. The focus is on uses that cannot locate in mixed use areas, such as heavy industry, manufacturing and large-scale warehousing.

The definition of employment area is revised and now references the amended definition of “area of employment” in the *Planning Act* that was adopted through Bill 97. The PPS, 2024 defines employment area as, “those areas designated in an official plan for clusters of business and economic activities including manufacturing, research and development in connection with manufacturing, warehousing, goods movement, associated retail and office, and ancillary facilities. An employment area also includes areas of land described by subsection 1(1.1) of the *Planning Act*. Uses that are excluded from employment areas are institutional and commercial, including retail and office not associated with the primary employment use listed above.”

Policy 2.8.1.1(e) is a new policy which requires planning authorities to promote economic development and competitiveness by addressing land use compatibility adjacent to employment areas by providing an appropriate transition to sensitive land uses.

Another noteworthy change is the removal of the existing PPS, 2020 policy requiring separation or mitigation from sensitive land uses within employment areas planned for industrial and manufacturing uses. Instead, policy 2.8.2.4 requires planning authorities, when planning for employment areas, to “maintain land use compatibility between sensitive land uses and employment areas” in accordance with the land use compatibility policies contained in section 3.5, “to maintain the long-term operational and economic viability of the planned uses and function of these areas.” The PPS, 2024 also requires development on lands within 300 metres of employment areas to avoid, or where avoidance is not possible, minimize and mitigate potential impacts on the long-term economic viability of employment uses within existing or planned employment areas, in accordance with provincial guidelines.

Additionally, the PPS, 2024 revises policies related to employment area conversions in PPS, 2020 such that municipalities can consider (and landowners can apply for) the removal of land from employment areas at any time and removes the requirement for a comprehensive review. The tests to be met include that there is a need for the removal, and the land is not required for employment uses over the long term; however, the application of these tests is anticipated to rely on targets contained in official plans.

Land Use Compatibility

Section 3.5 of PPS, 2024 speaks to compatibility between major facilities and sensitive land uses, and Policy 3.5.2 removes the criteria listed in PPS, 2020 to be demonstrated where adjacent sensitive land uses are permitted and instead states that adjacent sensitive land uses

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are only permitted if potential adverse effects to the proposed sensitive land use are minimized and mitigated, and potential impacts to industrial, manufacturing or other major facilities are minimized and mitigated in accordance with provincial guidelines, standards and procedures.

Sewage, Water and Stormwater

A new PPS, 2024 Policy 3.6.1 e) allows municipalities to consider opportunities to allocate, and re-allocate, if necessary, the unused system capacity of municipal water services and municipal sewage services to support efficient use of these services to meet current and projected needs for increased housing supply.

A new sub-section to Policy 3.6.5 provides that partial services may be permitted within rural settlement areas, where new development will be serviced by individual on site water services in combination with municipal sewage services or private communal sewage services.

As per policy 4.2.3. of PPS, 2024, large and fast-growing municipalities are required to undertake watershed planning to inform planning for sewage and water services and stormwater management, including low impact development, and the protection, improvement or restoration of the quality and quantity of water. All municipalities undertaking watershed planning are encouraged to collaborate with applicable conservation authorities.

Agriculture

Section 4.3 of the PPS, 2024 details the general policies, permitted uses and lot creation policies, as well as policies relating to the removal of land from prime agricultural areas and non-agricultural uses in prime agricultural areas under generally similar headings from the PPS, 2020. However, planning authorities are now required to use an agricultural system approach as per Policy 4.3.1.1., to maintain and enhance a geographically continuous agricultural land base and support and foster the long-term economic prosperity and productive capacity of the agri-food network, whereas under the PPS, 2020 they were encouraged.

A notable agriculture policy change in PPS, 2024 include permissions for up to three residential lots permitted on farm properties. A principal dwelling associated with an agricultural operation is now permitted in prime agricultural areas as an agricultural use. Where a residential dwelling is permitted on a lot in a prime agricultural area, up to two additional residential uses are permitted provided that where two additional residential units are proposed, at least one of these additional residential units is located within or attached to the principal dwelling and the other additional dwelling is subject to criteria set out in PPS, 2024. These two additional units are in addition to farm worker housing.

Lot creation policies for prime agricultural areas remain virtually the same as the PPS, 2020, despite the lot creation and adjustment policies proposed in the 2023 Draft Provincial Planning Statement which appeared to permit the creation of up to three new residential lots from an existing lot. Those proposed changes were not brought forward in PPS, 2024.

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Natural Heritage

The natural heritage policies within Section 4.1 of the PPS, 2024 are the same as those in Section 2.1 of PPS, 2020, providing the same level of protection to natural heritage features, with some technical revisions to correct numbering and cross-references within the document. The policies continue to require municipalities in central and southern Ontario to identify natural heritage systems and protect natural heritage features and areas as they did in PPS, 2020.

Cultural Heritage and Archaeology

The PPS, 2024 requires protected heritage property to be conserved. The previous requirement in the PPS, 2020 was for significant built heritage resources to be conserved. This modified language means that properties which have been listed on a municipality's heritage register but which have not been designated would no longer be required to be conserved.

Implementation and Interpretation

Section 6 of PPS, 2024 outlines the Implementation and Interpretation policies, many of which have been modified from PPS, 2020. Under Section 6.1 General Policies for Implementation and Interpretation the PPS, 2024 requires that planning authorities keep their official plans up to date with the PPS, 2024, as well as being required to keep their zoning by-laws up to date with their official plans and the PPS, 2024, by establishing permitted uses, minimum densities, heights and other development standards to accommodate growth and development. However, in the meantime, where a planning authority must decide on a planning matter before their official plan has been updated to be consistent with the PPS, it must make a decision that is consistent with the PPS, 2024.

It is also noted as per Policy 6.1.11 that strategic growth areas and designated growth areas are not land use designations on their own and their delineation does not confer any new land designations, nor alter existing land designations. Any development on lands within the boundary of these identified areas is still subject to the relevant provincial and municipal land use planning policies and approval process. Furthermore, density targets represent minimum standards and planning authorities are encouraged to go beyond these minimum targets, where appropriate. Minimum density targets will be revisited at the time of each official plan update to ensure the target is appropriate.

Coordination

The Coordination Section has been relocated to the last section of the PPS, 2024 and revised. Policy 6.2.2 expands on the former policy and requires that planning authorities undertake early engagement with Indigenous communities and coordinate on land use planning matters to facilitate knowledge-sharing, support consideration of Indigenous interests in land use decision-making and support the identification of potential impacts of decisions on the exercise of Aboriginal or treaty rights.

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The City has retained SAFFY Inc. to support the communications, engagement and public consultation components of the Official Plan and the Integrated Mobility Plan projects. SAFFY has partnered with Ridge Road Training and Consulting, an Indigenous-owned educational, training and consulting firm rooted in the diverse expertise of Indigenous and settler educators based out of Kenhtè:ke (Tyendinaga Mohawk Territory) & Tkaronto (Toronto). Ridge Road Training and Consulting will lead the Indigenous engagement components of these projects including outreach, coordination and meeting delivery.

The Coordination Section also includes two new policies, policy 6.2.5 and 6.2.6, which direct planning authorities to collaborate with school boards to facilitate early and integrated planning for schools and associated childcare facilities and publicly assisted post-secondary institutions to facilitate early and integrated planning for student housing and to develop a strategy that includes consideration of off-campus housing targeted to students, respectively.

Definitions

The PPS, 2024 includes a number of newly defined terms including, but not limited to, additional needs housing; agricultural impact assessment; compact built form; complete communities; energy storage system; frequent transit; higher order transit; large and fast-growing municipalities; low impact development; major transit station area; major trip generators; residence surplus to an agricultural operation; strategic growth areas; transit service integration; urban agriculture; watershed planning; and water resource systems. Staff also note that PPS, 2024 modifies some of the defined terms that existed in PPS, 2020.

Implications for the City of Kingston

The new PPS, 2024 came into effect on October 20, 2024. All decisions made on planning matters in Ontario on or after October 20, 2024, must be consistent with the PPS, 2024.

The City's new Official Plan project is underway and will be prepared under the PPS, 2024 policy framework. The revised and new policies in the PPS, 2024 pertaining to housing, strategic growth areas, major transit station areas, rural areas, employment, natural heritage, natural hazards, land use compatibility, agriculture, cultural heritage, and sewage, water and stormwater will be addressed in the new Official Plan, as well as many other policy areas, as applicable.

The PPS, 2024 requires that planning authorities base population and employment growth forecasts on Ontario Population Projections published by the Ministry of Finance and may modify, as appropriate. In the Population, Housing and Employment Growth Analysis Study prepared by Watson & Associates Economists Limited (Watson), included as Exhibit A to [Report Number PC-24-051](#), Watson indicates that it is their interpretation that the use of the Ministry of Finance forecasts is not meant to replace long-term forecasting by municipalities, but the forecasts are to be used as a starting place in establishing forecasts and testing the reasonableness of alternative regional forecasts and area municipal growth allocations, which is a practice that Watson currently carries out. Staff interpret the PPS policy that states "and may

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modify, as appropriate” to allow modifications through Council-endorsed projections, such as the detailed work completed by Watson to date.

Kingston has been identified as a large and fast-growing municipality by the PPS, 2024 and is required to include policy direction in its Official Plan to accommodate its growth appropriately. As per the findings of the Community Area Land Needs Assessment and Intensification Analysis ([Report Number 24-172](#)), the Employment Area Lands Review ([Report Number 24-221](#)), and the Commercial Land Review & Strategic Directions ([Report Number 24-223](#)), the city will need to expand its urban boundary by approximately 745 hectares to accommodate new housing, businesses, industry, institutional uses, commercial uses, parks, and supportive uses, and associated infrastructure to support the population, housing and employment growth to the year 2051. The land area calculation excludes significant natural heritage features protected from development. As such, the urban boundary expansion area is anticipated to be greater than 745 hectares. Staff will be going through a detailed planning process to determine appropriate locations for an urban boundary expansion through the new Official Plan project taking into consideration the new policy framework for settlement boundary expansions included in the PPS, 2024.

The new Official Plan will also include the identification of new strategic growth areas and major transit station areas, as well as required minimum density targets, as per PPS, 2024 and Kingston’s identification as a large and fast-growing municipality. The Integrated Mobility Plan and the Official Plan work plans have been developed to identify and delineate major transit station areas, with supporting information being provided in the growth studies completed by Watson. The Official Plan work plan also includes the completion of an Affordable Housing Assessment Report to satisfy the requirements of Ontario Regulation 232/18, with the goal of establishing Inclusionary Zoning policies within the Official Plan and implement Inclusionary Zoning requirements within the Kingston Zoning By-Law once the new Official Plan is complete.

Potential Transition Regulation

Between August 20 and October 4, 2024, the Province sought feedback on a potential transition regulation for specific planning matters or types of matters that could allow them to be decided based on consistency with the PPS, 2020 and/or provide for an exemption from specified policies. As of the time of writing this report, a transition regulation had not been released by the Province. Should a transition regulation be introduced by the Province before October 24, 2024, staff will provide an update at the time of presentation of this report to the Planning Committee.

Public Engagement

None

Notice Provisions

None

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Existing Policy/By-Law

Planning Act

Provincial Planning Statement, 2024

City of Kingston Official Plan

Financial Considerations

None

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Other City of Kingston Staff Consulted:

None

Exhibits Attached:

None