



**City of Kingston
Report to Council
Report Number 25-066**

To: Mayor and Members of Council

From: Paige Agnew, Commissioner, Growth & Development Services;
Jennifer Campbell, Commissioner, Community Services

Resource Staff: Tim Park, Director, Planning Services
Craig Desjardins, Director, Strategy, Innovation & Partnerships
Jayne Beggan-Hartley, Director, Housing & Social Services
Lisa Capener-Hunt, Director, Building Services & CBO

Date of Meeting: March 4, 2025

Subject: Population, Housing & Workforce Update and Additional
Residential Unit Incentive Program Update

Council Strategic Plan Alignment:

Theme: 1. Support Housing Affordability

Theme: 5. Drive Inclusive Economic Growth

Goal: See above

Executive Summary:

The purpose of this report is to provide Council with an update on population, housing and workforce statistics for the City of Kingston for 2024. The report also provides commentary on the potential impacts of the proposed tariffs on population, housing and workforce.

The report includes updated data from the Canada Mortgage and Housing Corporation (CMHC) on the annual rental market vacancy rates. The CMHC reported the vacancy rate for the purpose-built rental housing market in the Kingston Census Metropolitan Area (CMA) to be 2.9% in 2024, up from 0.8 % in 2023. The Kingston CMA includes the City of Kingston, Loyalist

March 4, 2025

Page 2 of 28

Township, Township of South Frontenac and the Township of Frontenac Islands. In 2023, the Kingston CMA's vacancy rate was among the lowest of Ontario CMAs. In 2024, Kingston CMA's vacancy rate was reported to be above the provincial average of 2.7%.

This report also provides an update on the Additional Residential Unit (ARU) Incentive Program which provides financial incentives for property owners to create ARUs. The ARU Incentive Program was approved by Council on August 13, 2024, and is funded with \$1,250,000 from the Housing Accelerator Fund (HAF). This program funding has now been fully committed. Staff have received additional requests from property owners to participate in the ARU Incentive Program. Additional HAF funding will be reallocated to this program based on the previous delegation to the Chief Financial Officer & City Treasurer. This report is also recommending the approval of an additional \$1.5 million in HAF contribution for continued investment in HAF programs and affordable housing creation. Including this contribution, a total of \$21,899,600 of HAF funding has been allocated to date; with the remaining balance of \$5,650,700 allocated in future budgets.

Recommendation:

That Council approve an additional Housing Accelerator Fund (HAF) contribution of \$1,500,000 to be delegated to HAF programs by the Chief Financial Officer & City Treasurer, for continued investment in Housing Accelerator Fund programs and affordable housing creation.

March 4, 2025

Page 3 of 28

Authorizing Signatures:

ORIGINAL SIGNED BY COMMISSIONER

**Jennifer Campbell,
Commissioner, Community
Services**

ORIGINAL SIGNED BY COMMISSIONER

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

ORIGINAL SIGNED BY CHIEF

ADMINISTRATIVE OFFICER

**Lanie Hurdle, Chief
Administrative Officer**

Consultation with the following Members of the Corporate Management Team:

Neil Carbone, Commissioner, Corporate & Emergency Services	Not required
David Fell, President & CEO, Utilities Kingston	Not required
Desirée Kennedy, Chief Financial Officer & City Treasurer	
Ian Semple, Acting Commissioner, Transportation & Infrastructure Services	Not required

March 4, 2025

Page 4 of 28

Options/Discussion:

On March 19, 2024, staff presented Council with detailed information on population, rental and ownership housing market, housing supply and workforce using data from Statistics Canada, Canada Mortgage and Housing Corporation (CMHC) and local data sets from various City departments ([Report Number 24-093](#)). This report provides updates to that information, where available.

Population

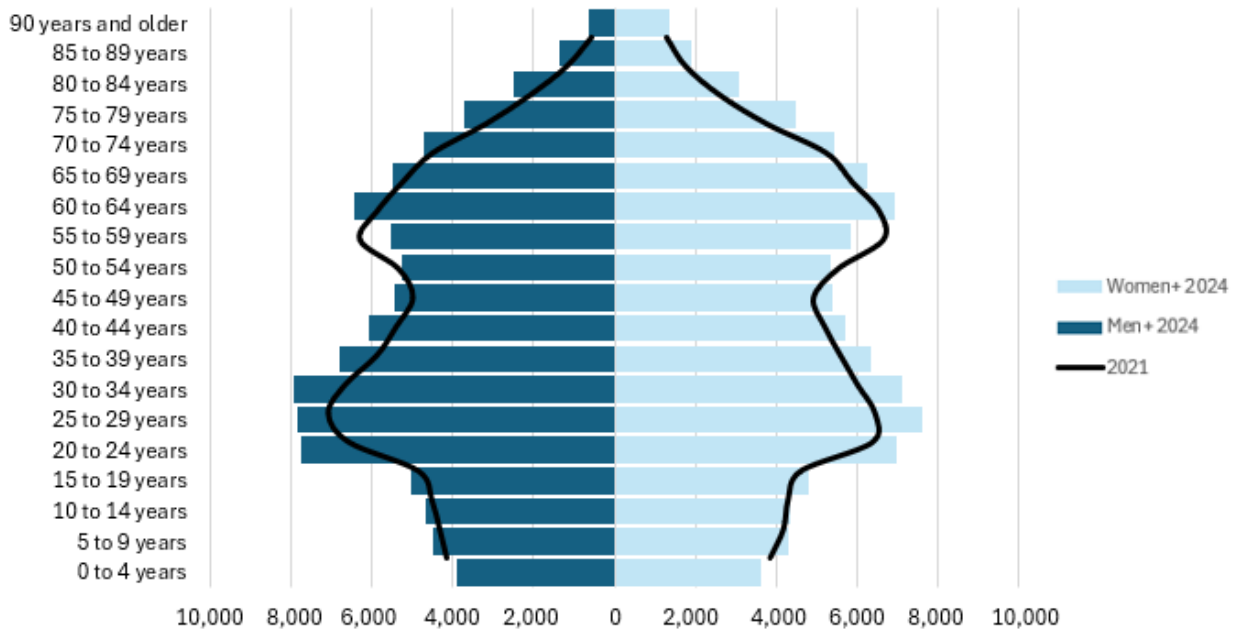
As per the 2021 Census conducted by Statistics Canada, the City's population was 132,485. Between 2016 and 2021, the City's population grew by 7% or 8,687 persons. Within the same time period, the Kingston Census Metropolitan Area (CMA), saw a population increase of 7.1%, with a total population of 172,545 in 2021. The Kingston CMA includes the City of Kingston, Loyalist Township, Township of South Frontenac and the Township of Frontenac Islands, with the City accounting for 82% of the population within the Kingston CMA. The next Census of Population will take place in May of 2026.

Statistics Canada releases annual demographic estimates for Canada's larger urban areas, including the Kingston Census Metropolitan Area (CMA). As per data released by Statistics Canada on January 16, 2025, the Kingston CMA population was estimated at 192,389 persons, as of July 1, 2024. This represents a growth of 2.2% from 2023, when the CMA population was estimated at 188,247. In comparison, the population growth estimated across all CMAs between 2023 and 2024 was 3.5%. The highest growth in Ontario CMAs was Kitchener/Waterloo at 4.9% and Peterborough at 4.5%. Figure 1 provides a comparison of the 2024 population estimate versus the 2021 Census, as well as a breakdown of the population by age and gender for the Kingston CMA. Figure 1 breaks out the data into Male+ and Female+ gender categories, as 2021 was the first time the census of population collected and published data on gender diversity, making the distinction between gender and sex at birth. These new concepts are different but interrelated, therefore Statistics Canada now uses 'Male+' and 'Female+' to capture both, with gender being the default indicator moving forward. This allowed the opportunity to address an important information gap by allowing all cisgender, transgender, and non-binary individuals to report on their gender. The 2021 census reported that 59,460 Canadians aged 15 and older identified as transgender and 41,355 identified as non-binary. At the Kingston CMA level, 0.27% of the local population identified as transgender and 0.25% identified as non-binary.

March 4, 2025

Page 5 of 28

Figure 1 - Population by Age and Gender: 2024 Population Estimates compared to 2021 Census of Population, Kingston CMA



Housing

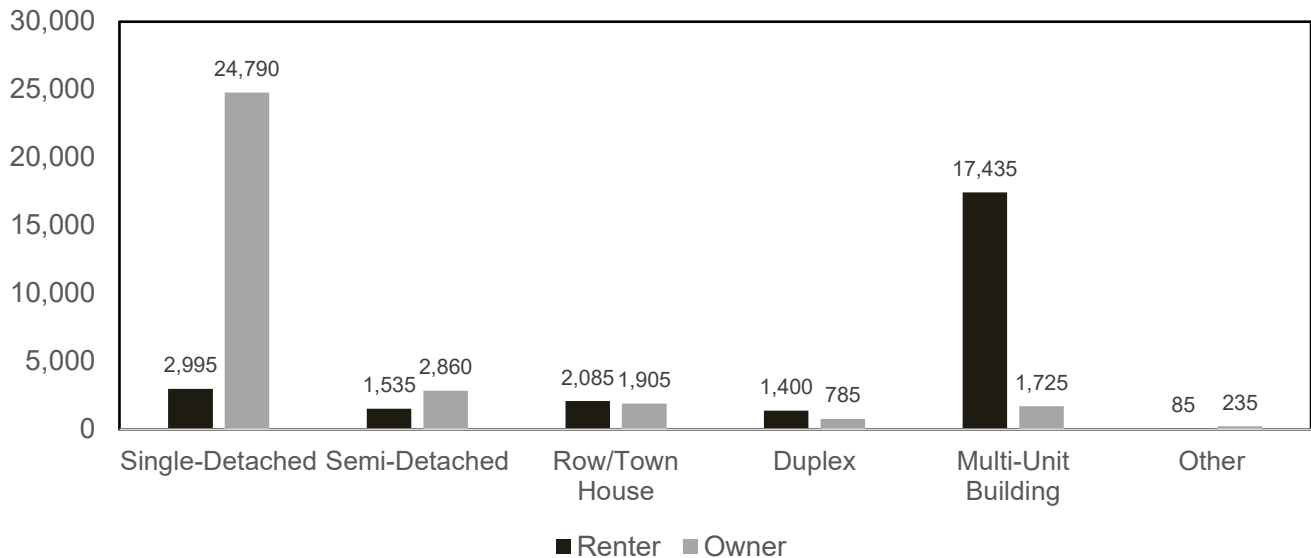
As reported in the 2021 census, there are a total of 57,835 permanent households in the City of Kingston. Among these, approximately 25,500 households, or 44%, are renters, while 32,300 households, or 56%, are homeowners.

As shown in Figure 2, a considerable majority of homeowners, 77%, live in single-detached houses. In contrast, renters mainly reside in multi-unit buildings, which make up 68% of all rental units. The distribution of housing types for semi-detached houses and row or townhouse dwellings reveals a more balanced demographic; however, there are slightly more renters than owners in row or townhouse units. Overall, the data indicates that homeowners primarily occupy single-detached houses, while renters are more likely to live in shared or multi-unit housing. Despite these notable trends, historical data shows that the proportion of the population living in multi-unit housing has been increasing over time.

March 4, 2025

Page 6 of 28

Figure 2 - Households by Housing Type



Short-Term Accommodations

The [Short-Term Rental Licensing By-Law](#) regulates short-term rentals in the City. The by-law defines a short-term rental as all or part of a dwelling unit used to provide sleeping accommodations for a period equal to or less than 30 consecutive days in exchange for payment and includes a bed and breakfast. As of January 23, 2025, there were 237 active licensed short-term rentals in the City and 17 applications under review.

Second, Third and Fourth Units

The City has permitted second residential units in a single-detached house, semi-detached house, and townhouse since 2013, and in a standalone detached accessory building since 2019. In 2022, with the passage of the new Kingston Zoning By-law, the City enabled additional residential units, i.e. a second residential unit and a third residential unit, on properties containing a single-detached house, semi-detached house, or townhouse.

Amendments to the Kingston Zoning By-law were undertaken as part of the Housing and Administrative Amendments under [Report Number PC-24-041](#) to permit fourth units. The fourth unit provisions were approved by Council July 9, 2024. The amendments introduced new permissions for up to four units per lot in low-rise residential areas within the urban boundary. The addition of fourth unit permissions was one of the City’s Housing Accelerator Fund (HAF) initiatives.

In 2024, building permits were issued for 117 new second residential units, 11 third residential units, and 2 fourth residential units. Table 1 shows the number of building permits issued for second, third and fourth residential units over the past five years which represented approximately 10% of the total units.

March 4, 2025

Page 7 of 28

Table 1: Number of Building Permits issued for Second, Third and Fourth Residential Units, 2020-2024

Year	Number of Building Permits for Second, Third and Fourth Residential Units
2020	117 second residential units
2021	98 second residential units
2022	80 second residential units
2023	108 second residential units 11 third residential units
2024	117 second residential units 11 third residential units 2 fourth units
Total	544 units

Rental Housing Market Vacancy Rate

The Canada Mortgage and Housing Corporation (CMHC) releases an annual report on the rental housing market, which includes information on average market rents and vacancy rates. According to the 2024 Rental Market Report, the national vacancy rate for purpose-built rental apartments rose to 2.2% in 2024, up from 1.5% in 2023. In Ontario, the vacancy rate increased from 1.7% in 2023 to 2.7% in 2024. In the Kingston CMA, the vacancy rate rose from 0.8% to 2.9% during the same period. The introduction of a cap on international student intake and adjustments to their provincial distribution, coupled with strong housing growth in the City, has had an immediate impact on the vacancy rate in the Kingston CMA. The CMHC notes that Ontario and British Columbia are the two provinces most impacted by the cap on international students which has led to lower international student enrollment this school year. Figure 3 shows the vacancy rate trends since 2013 for Canada, Ontario and the Kingston CMA.

March 4, 2025

Page 8 of 28

A vacancy rate of around 3% is typically seen as a healthy balance between supply and demand, helping to stabilize rent levels. It's important to note that the Kingston vacancy rate data reflects only the primary rental market, which includes rental units in private residential buildings containing three or more rental units. The report does not include the secondary rental market, which comprises rented detached homes, semi-detached homes, townhouses, condominium units, additional residential units, and duplexes.

Figure 3: Vacancy Rate Trends – Canada, Ontario, and Kingston CMA

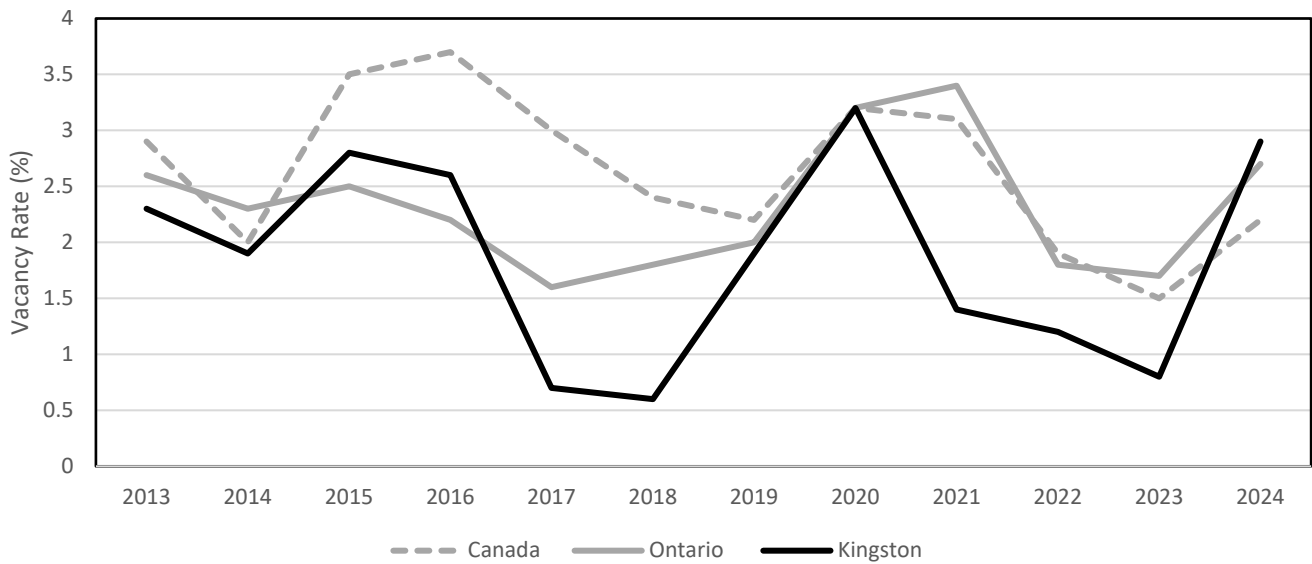


Table 2 shows that average rents have increased for all types of units. It is important to note that these average rents are based on a sample that includes both currently occupied units and newly rented ones. Because some occupied units are subject to rent increase controls, the actual rent for units that have turned over is typically higher than the reported average rent level.

March 4, 2025

Page 9 of 28

Table 2: Private Apartment Average Market Rent by Bedroom Type in Kingston CMA

Year	Bachelor	1-bedroom	2-bedroom	3-bedroom or more	Total
2022	\$975	\$1,212	\$1,471	\$1,918	\$1,390
2023	\$1,035	\$1,329	\$1,609	\$2,141	\$1,519
2024	\$1,064	\$1,406	\$1,676	Not Available	\$1,593

Figure 4 shows the average market rent for a 1-bedroom unit in the Kingston CMA, categorized by the age of construction. The data indicates that older units typically have lower rents compared to newer ones. This difference in average rent based on construction age suggests that while newly constructed units can increase the rental housing supply and improve the vacancy rate, they may not immediately address affordable housing needs.

Figure 4: Average Market Rent for 1-Bedroom Units by Year of Construction in the Kingston CMA

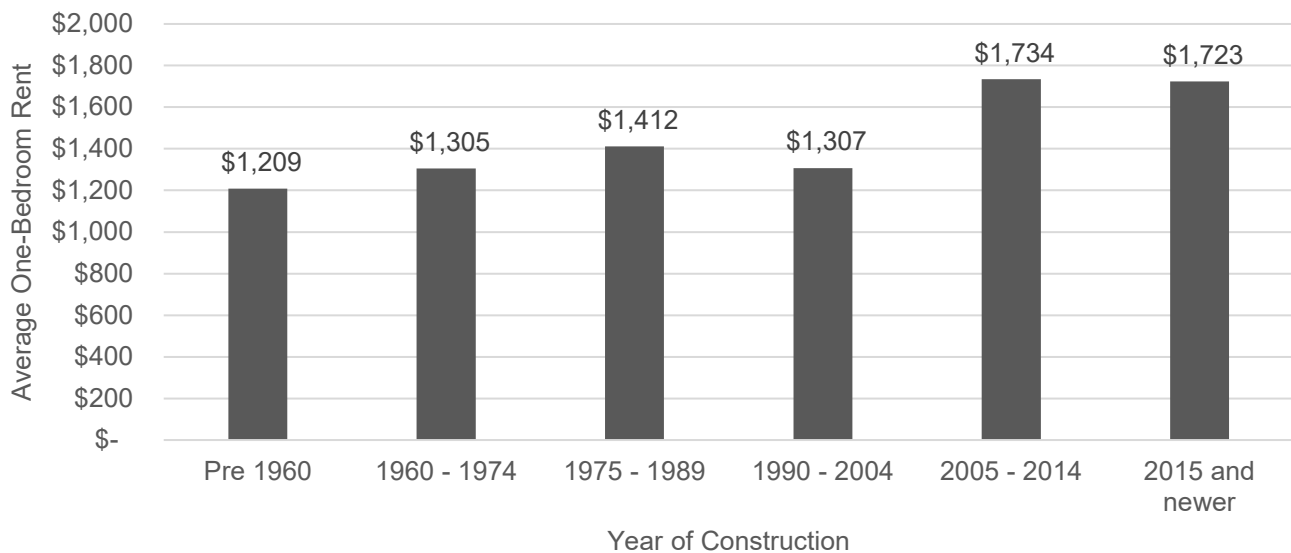


Table 3 shows the vacancy rate and 1-bedroom unit average market rent for other locations across Ontario. In 2023, Kingston had one of the lowest vacancy rates in Ontario at 0.8%, well below the provincial average of 1.7%. In 2024, Kingston’s vacancy rate improved to 2.9%, above the provincial average of 2.7%.

March 4, 2025

Page 10 of 28

Table 3: Community Comparison of Vacancy Rates and One-Bedroom Average Rents, October 2024

Community (Metropolitan Areas, Census Agglomerations and Cities)	Vacancy Rate	One-Bedroom Average Market Rent
Toronto	2.5	\$1,715
Guelph	1.9	\$1,598
Oshawa	3.6	\$1,601
Barrie	3.4	\$1,560
Ottawa	2.6	\$1,522
Kitchener-Cambridge-Waterloo	3.6	\$1,498
Hamilton	2.4	\$1,413
Kingston	2.9	\$1,406
Brantford	2.3	\$1,353
London	2.9	\$1,299
Belleville - Quinte West	3.5	\$1,288
St. Catharines-Niagara	3.8	\$1,251
Peterborough	3.3	\$1,217
Thunder Bay	3.2	\$1,146
Greater Sudbury	1.5	\$1,137
Windsor	3.3	\$1,116
Sault Ste. Marie	2.2	\$1,066
Cornwall	2.8	\$916
Ontario Average	2.7	\$1,541

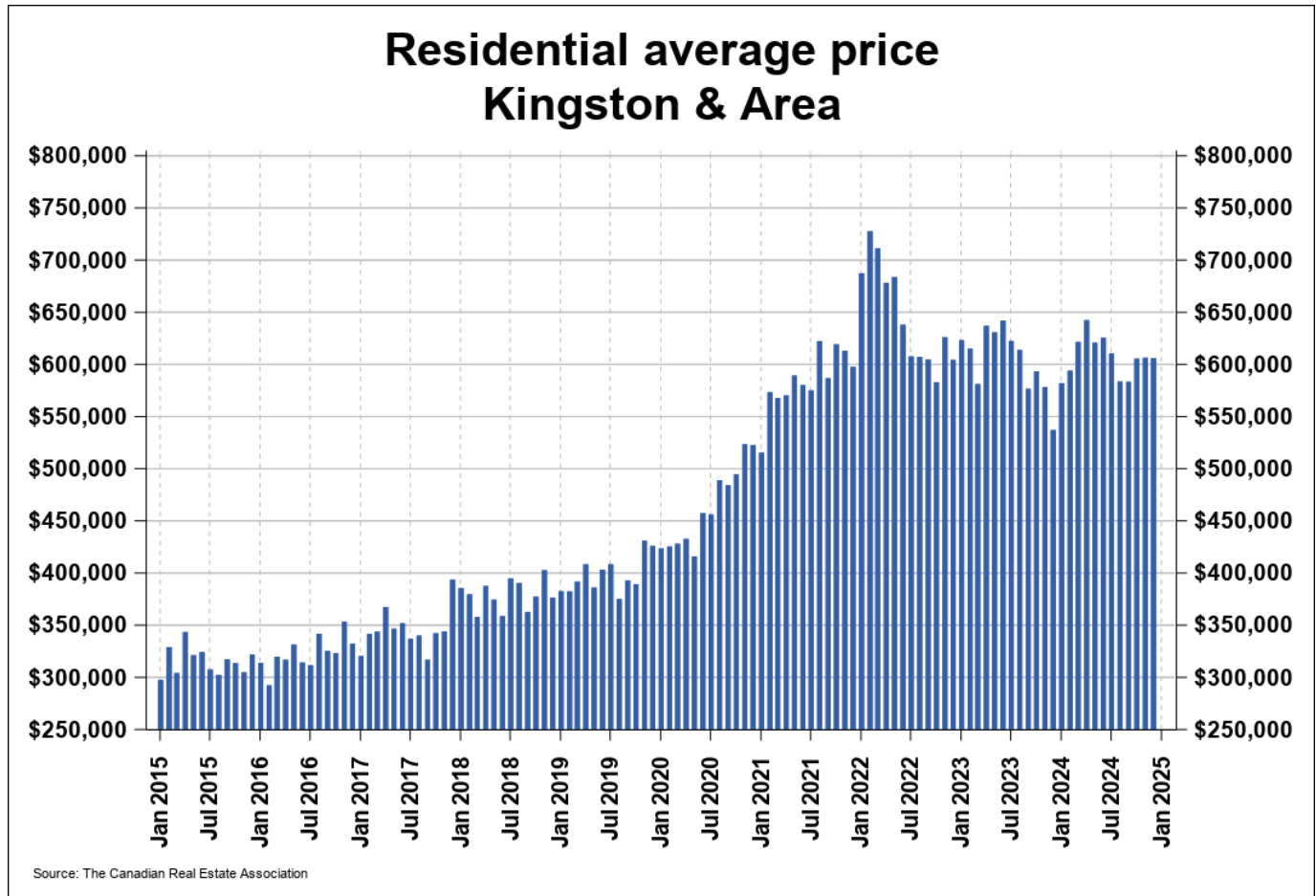
Ownership Housing

Figure 5 illustrates the ten-year trend in the residential average price for Kingston and area, based on data available from the Canadian Real Estate Association (CREA). The graph illustrates a period of steady housing prices, followed by increased prices beginning in 2017. A pronounced escalation beginning in 2020, and a peak in 2022, coincide with the onset of the global pandemic.

March 4, 2025

Page 11 of 28

Figure 5: Kingston & Area Real Estate Price Performance, 2015 to 2025



The Kingston and Area Real Estate Association (KAREA) notes the benchmark price for a single-detached home was \$594,000 in 2024, a moderate gain of 7.2 per cent from the previous year. By comparison, the benchmark price for townhouse/row units was \$511,800, down 2.1 per cent compared to a year earlier, while the benchmark apartment price was \$414,600, a modest decline of 3.7 per cent from last year. The number of active listings in December 2024 was 668, which is a modest gain of 2.8 per cent from the end of the December 2023.

Affordable Rental Housing

The City offers financial incentives from municipal sources, along with contributions from higher levels of government, to support the development of new affordable, transitional, and permanent supportive housing units in both non-profit and private housing projects. In 2024, a total of 73 affordable housing units, or beds in congregate living supportive housing projects, were completed. Table 4 presents an overview of the affordable projects that were completed and occupied in 2024.

March 4, 2025

Page 12 of 28

Table 4: Affordable and Supportive Housing Projects Completed in 2024

Project	Proponent	Housing Type	Number of Units
44-62 Barbara Ave.	Private Landlord	Affordable Rental Housing	5
1336 Princess St.	Kingston Co-Operative Homes Inc.	Affordable Rental Housing	38
225 Yonge St.	City & Tipi Moza	Affordable Indigenous Housing	4
111 MacCauley St.	Habitat for Humanity	Affordable Rental Housing	8
206 Concession St.	City and Addiction & Mental Health Services	Affordable Housing & Treatment Program	18
Total			73

Currently, there are 176 affordable housing units, or beds, in congregate living supportive housing projects that are either under construction or will soon be under construction. Table 5 provides an overview of these projects.

Table 5: Affordable and Supportive Housing Under Construction

Project	Proponent	Housing Type	Number of Units
1316 Princess St.	Kingston & Frontenac Housing Corporation	Affordable Rental Housing & Rent-Geared-to-Income Housing	52

March 4, 2025

Page 13 of 28

Project	Proponent	Housing Type	Number of Units
805 Ridley Dr.	City & Dawn House Housing for Women	Affordable Transitional Housing for Women	17
Multiple Addresses	Kingston & Frontenac Housing Corporation	Affordable Rental Housing	6
486 Albert St.	Home Base Non-Profit Housing	Transitional Housing for Youth (16-24)	38
1752 Bath Road	Private Landlord	Affordable Rental Housing	28
309 Queen Mary Rd.	City & Home Base Non-Profit Housing	Transitional Housing for Seniors (55+)	35
Total			176

In August 2024, the City introduced the Additional Residential Unit (ARU) Incentive Program. This program, funded through CMHC’s Housing Accelerator Fund (HAF), offers financial support to property owners for the development of ARUs, such as basement suites or backyard tiny homes. As of now, the program’s funding of \$1,250,000 has been fully committed to support 35 projects. Once completed, the funded ARUs will be rented at below-market rates for a minimum of five years. The development of ARUs allows individual property owners to contribute to addressing the current affordable housing supply challenges.

Staff have received interest from additional property owners looking to participate in the ARU Incentive Program. As noted in [Report Number 24-187](#), Council delegated the authority to the Chief Financial Officer & City Treasurer to reallocate the budgeted unallocated HAF funds between programs and initiatives where required over the three-year CMHC eligibility period. Given the success of the ARU Incentive Program and the continuing interest from property owners, a portion of these HAF funds will be allocated to support the program. This report is also recommending an additional \$1.5 million in HAF contribution for continued investment in HAF programs and affordable housing creation.

March 4, 2025

Page 14 of 28

Housing Supply

The City undertakes a regular review of the supply of new residential units proposed through *Planning Act* applications. This review identifies the number of units that may eventually be added to the housing market and considers the status of approvals made under the *Planning Act*. Considered in this review are “pending” and “committed” residential units within the City’s urban boundary.

Pending units are those that are tied to:

- A plan of subdivision that has yet to receive draft plan approval;
- An Official Plan/Zoning By-law Amendment that has yet to receive approval; and
- Applications appealed to the Ontario Land Tribunal (OLT) and pending a decision from the OLT.

Committed units are those that are tied to:

- An approved draft plan of subdivision;
- A registered plan of subdivision (but only those units for which building permits haven’t been issued);
- An approved Official Plan/Zoning By-law Amendment or Minor Variance, but no Site Plan Control Application submitted yet;
- A Site Plan Control Application under review with approved zoning; and
- An approved Site Plan Control Application but no building permits issue yet.

Table 6 identifies the total number of pending and committed residential units proposed through *Planning Act* application as of December 31, 2024.

Table 6: Pending and Committed Residential Units

Up to December 31, 2024	Multi-unit Residential	Single-detached, semi-detached or row house	Total
Pending Units (awaiting draft plan of subdivision or zoning approval, or under appeal)	4,589	195	4,784
Committed Units (Zoning approved, no Building Permits yet)	6,950	2,536	9,486

March 4, 2025

Page 15 of 28

Up to December 31, 2024	Multi-unit Residential	Single-detached, semi-detached or row house	Total
Total	11,539	2,731	14,270

There are a total of 9,486 committed units and 4,784 pending units. These applications could result in 14,270 new homes being added to the Kingston market over time. Of the 4,784 pending units, 1,670 units proposed at the former Davis Tannery site are currently under appeal.

Building Permits

Table 7 shows that between 2020 and 2024, building permits were issued for 5,599 new residential units, of which multi-unit residential represented approximately 68% of the total units. Over the past five years, on average, the City has issued building permits for around 1,120 units per year, with the average annual supply of multi-unit dwellings of 755 units per year.

Table 7: Residential Building Permits issued between 2020 and 2024

Year	Total Units	Multi-unit Residential	Single-detached, semi-detached, rowhouse and additional residential unit
2020	1,408	875	533
2021	1,111	705	406
2022	873	595	278
2023	964	650	314
2024	1,243	950	293
Total	5,599	3,775	1,824

March 4, 2025

Page 16 of 28

Figure 6 illustrates the proportional split by dwelling type for building permits issued in the City in 2024. Building permits were issued for 1,243 new units, of which multi-unit residential dwellings represented approximately 77% (950 units).

Figure 6: Building Permits issued by Dwelling Type, City of Kingston (2024)

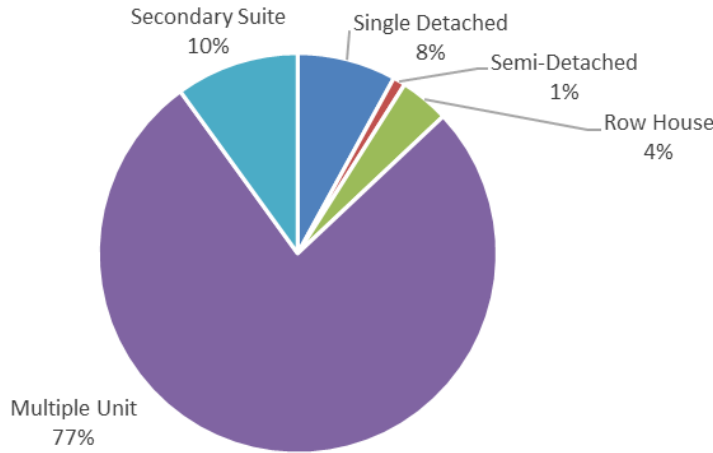
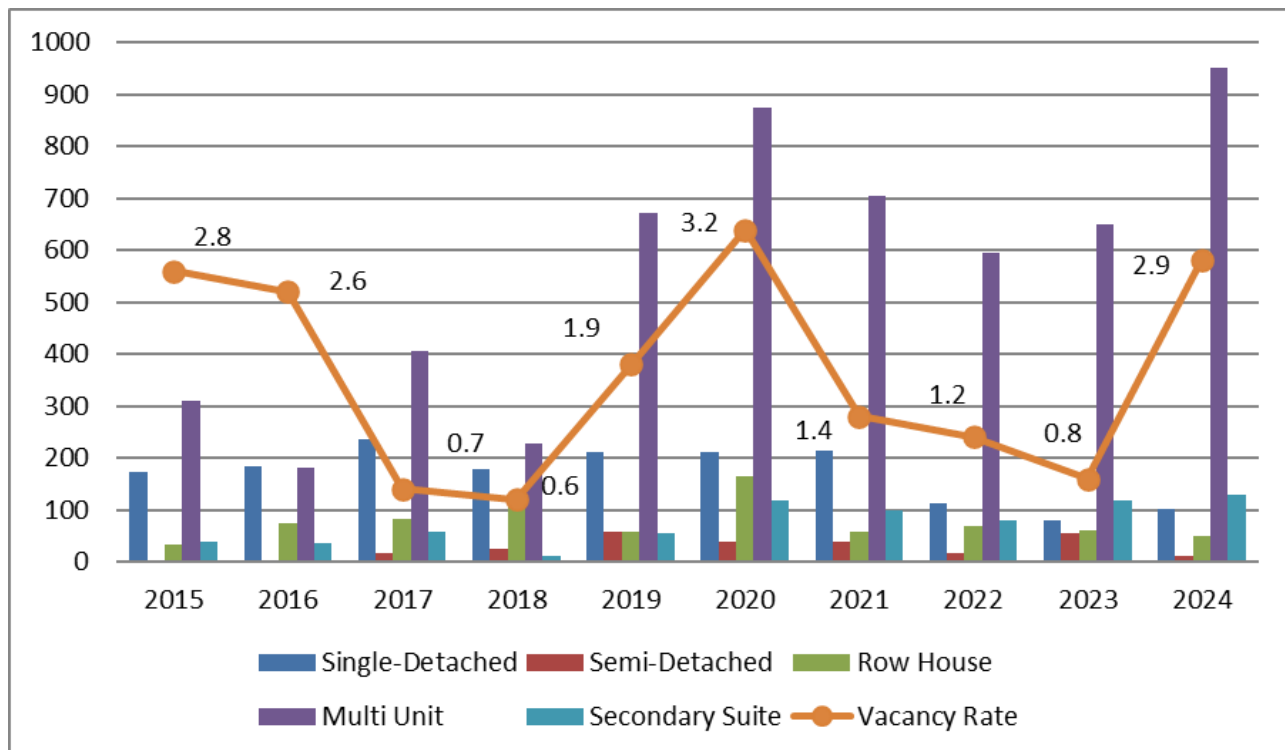


Figure 7 illustrates the annual volume of building permits for new dwelling units by type issued since 2015 along with the vacancy rate.

Figure 7: Annual Residential Unit Building Permit Activity & Primary Rental Market Vacancy Rate, 2015-2024



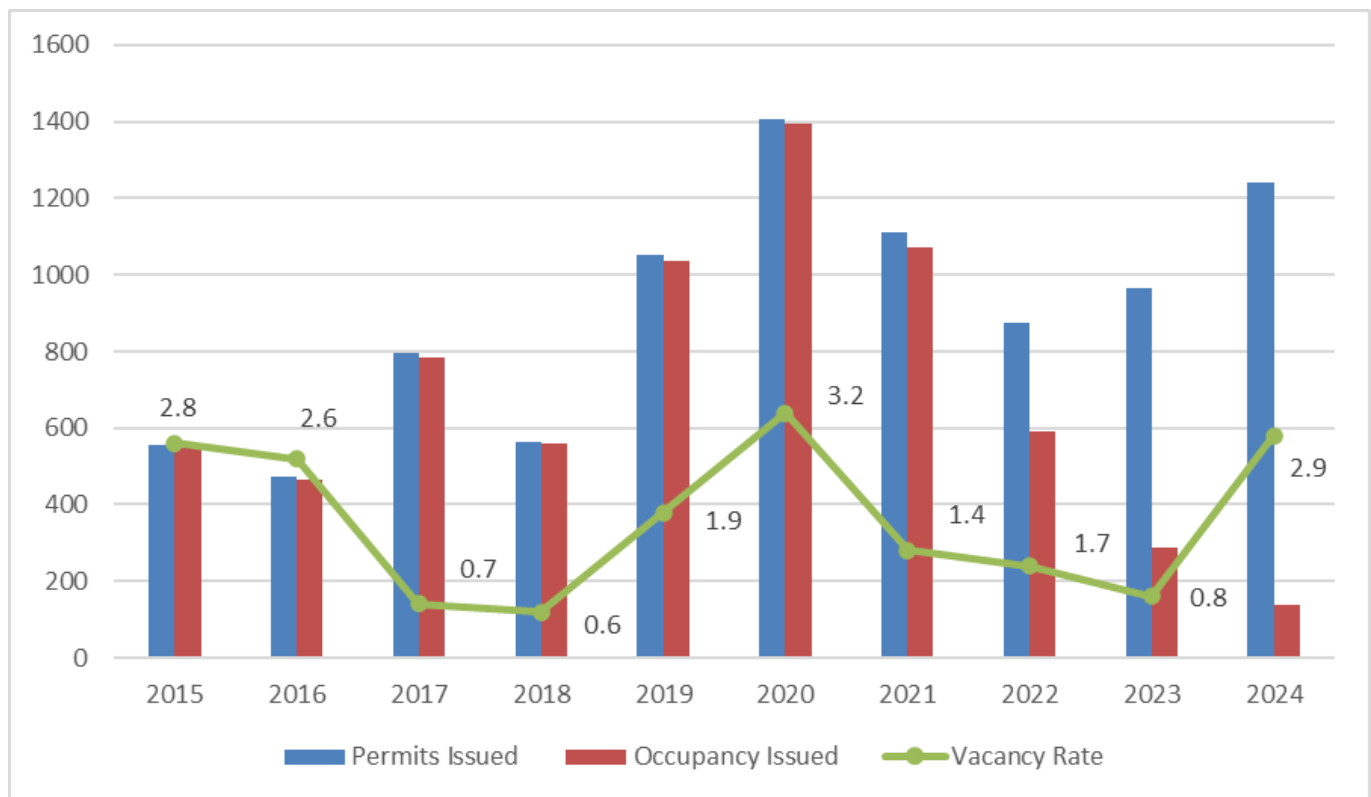
March 4, 2025

Page 17 of 28

Figure 8 illustrates occupancy permit issuance for dwelling units by year, which demonstrates that residential unit occupancies continue to level out with permit issuance in previous years. New multi-unit buildings generally have a two to three-year lag time, whereas single-detached, semi-detached and rowhouse dwellings average around six months to one year for the residential units to be introduced into the market from commencement of construction to the receipt of final building occupancy.

Occupancy permits were issued for 3,483 new residential units between 2020 and 2024 within the City of Kingston, of which 1,947 were multi-units.

Figure 8: Completed Units (City of Kingston) and Vacancy Rates (Kingston CMA), 2015-2024



Life Span of Pending and Committed Housing Supply

The pending and committed housing supply and building permits data and trends can be used to estimate the life span of housing.

This life span offers a preliminary indication of the length of time it would take for all housing units to be occupied, assuming all development applications progress to a point of final approval and registration, and the average annual rate of permit issuance (unit consumption) will remain largely unchanged from what has been experienced over the past ten years. The life span is

March 4, 2025

Page 18 of 28

determined by dividing the number of units represented by the pending and committed housing supply by the average annual demand for housing, which is sourced from building permit data.

Over the past ten years, on average, the City has issued building permits for 905 units per year. If the average annual demand for all types of housing (905 units) is considered against all committed residential units (9,486 units), the life span of this housing supply is 10.5 years. When pending residential units are considered (4,784 units), against the average annual demand (905 units), the life span of housing is increased by another 5.3 years resulting in a total life span of 15.8 years. It should be noted that this life span is solely based on residential units tied to site-specific *Planning Act* applications. The life span figures do not capture the additional housing supply that could be realized through as-of-right second, third or fourth residential units or the intensification or development of vacant lands that are designated for residential uses for which no *Planning Act* application has yet been received. The lifespan figures also do not include lands that have been pre-zoned or up zoned through the Kingston Zoning By-Law or lands in the Williamsville Main Street Corridor where no planning applications have yet been received.

The Provincial Planning Statement, 2024 (PPS) requires each municipality to 'maintain at all times where new development is to occur, land with servicing capacity sufficient to provide at least a three-year supply of residential units available through lands suitably zoned, including units in draft approved or registered plans'. The PPS also requires municipalities to maintain at all times the ability to accommodate residential growth for a minimum of 15 years through lands which are designated and available for residential development'. The City is in compliance with the minimum 15-year housing supply required by the PPS.

Workforce

The workforce, or labour force, encompasses all individuals in Canada of working age who are "willing and able to work." This definition also extends to specific segments of the population that can be identified based on qualifications, eligibility, or geography—groups from which employers can reasonably be expected to recruit employees. This broader definition is critical for understanding workforce dynamics and tailoring strategies to meet the unique demands of the labour market.

Insights into Kingston's workforce for this report have been derived from a variety of data sources and are available for public access on the "[Kingston In Focus](#)" dashboard, an interactive tool designed to track and analyze various community data indicators, including labour market trends. Originally developed to assess the impacts of the COVID-19 pandemic on Kingston, this dashboard has since evolved to provide comprehensive insights across multiple facets of community economic and social well-being. The employment-related data within the dashboard is drawn primarily from the Statistics Canada Labour Force Survey, ensuring that findings are grounded in reliable, up-to-date information.

For this analysis, the timeframe has been expanded from previous reports to include data spanning from 2019 to the end of 2024. This longer-term perspective allows us to examine how Kingston's workforce has transitioned through and beyond the pandemic years, offering critical

March 4, 2025

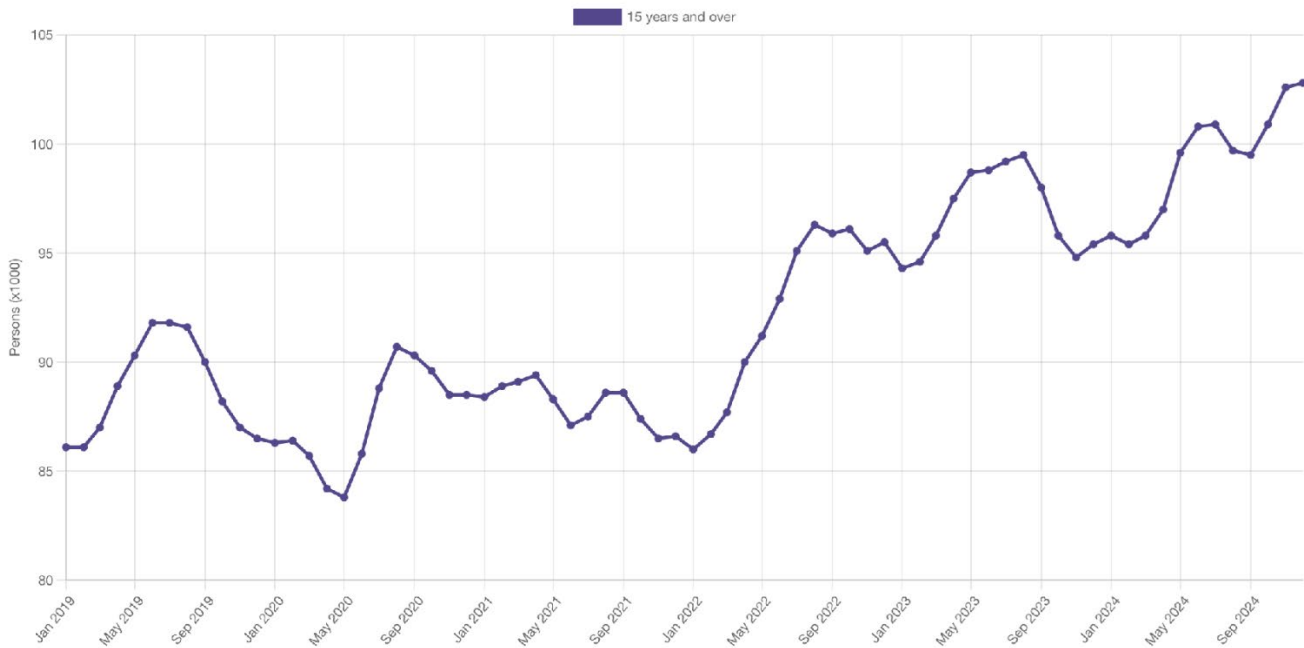
Page 19 of 28

insights into recovery and growth phases. As the community moves further away from the disruptions of the pandemic, Kingston’s economy has seen a phase of economic growth, marked by emerging opportunities and evolving labour market trends. On the horizon is the spectre of trade tariffs imposed by the United States and counter tariffs by Canada which have the potential to have significant impact on workforce, housing and population in Kingston and the region. Understanding these shifts is essential for workforce planning, enabling local stakeholders to address challenges and leverage opportunities to foster a thriving and inclusive economy.

Kingston Labour Force Characteristics

Figure 9 below depicts the total labour force aged 15 years and older in the Kingston Census Metropolitan Area (CMA) from 2019 to 2024. The data reveals a general upward trend in the size of the labour force over the five-year period, with noticeable fluctuations corresponding to broader economic and societal changes. The initial dip in labour force participation, visible in 2020, aligns with the impact of the COVID-19 pandemic, which disrupted employment and labour market activity across Canada. Recovery began in mid-2021, with the labour force gradually stabilizing and increasing over subsequent years.

Figure 9: Total Labour Force by Age 15 Years and Older, Kingston CMA (2019 to 2024)



From mid-2022 onwards, the labour force demonstrates consistent growth, suggesting a strong economic recovery phase and a resurgence of job opportunities in Kingston. This growth was driven by the reopening of key industries, increased workforce participation, and economic diversification efforts in the region. The upward trend also reflects population growth, including the influx of new residents and young workers entering the labour market, spurred by Kingston's efforts to attract talent and support economic development.

March 4, 2025

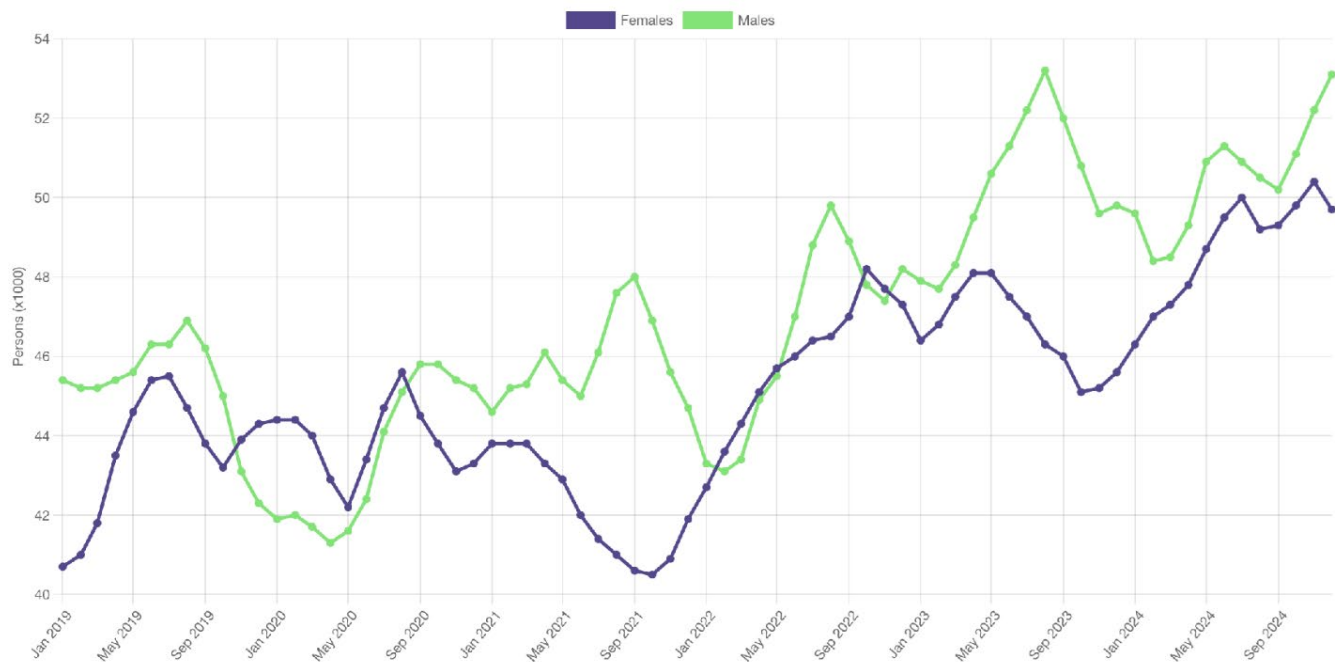
Page 20 of 28

The steady increase through 2023 and 2024 highlights sustained momentum, indicating that Kingston’s labour market is not only recovering but also expanding. This aligns with broader trends of urban growth and economic transformation, positioning Kingston as a hub for emerging industries and workforce opportunities. Moving forward, maintaining this growth will require strategic workforce development initiatives, such as skills training, enhanced labour market access, and targeted support for underrepresented groups to ensure continued inclusivity and resilience in the local labour force.

The chart illustrated in Figure 10 shows the labour force participation rate trends for males and females in Kingston from January 2019 to December 2024. The participation rate, defined as the proportion of the population aged 15 and older engaged in or actively seeking employment, reveals gendered patterns in workforce involvement over the observed period. The green line represents males, while the purple line corresponds to females.

Over the five-year span, males generally exhibit a higher participation rate compared to females. While both male and female show fluctuating trends, males display relatively greater volatility, with significant peaks around early 2022 and mid-2023. Females show a steadier increase overall, especially in 2023 and 2024, suggesting a gradual but consistent rise in workforce engagement. A notable feature is the narrowing gap between male and female participation in the latter half of the timeline, which points to a potential improvement in gender equity within the labour force.

Figure 10: Total Labour Force by Gender, Kingston CMA (2019-2024)



The chart highlights critical insights for policy makers, suggesting a need for investigation and action into specific factors affecting gender workforce participation, such as childcare access,

March 4, 2025

Page 21 of 28

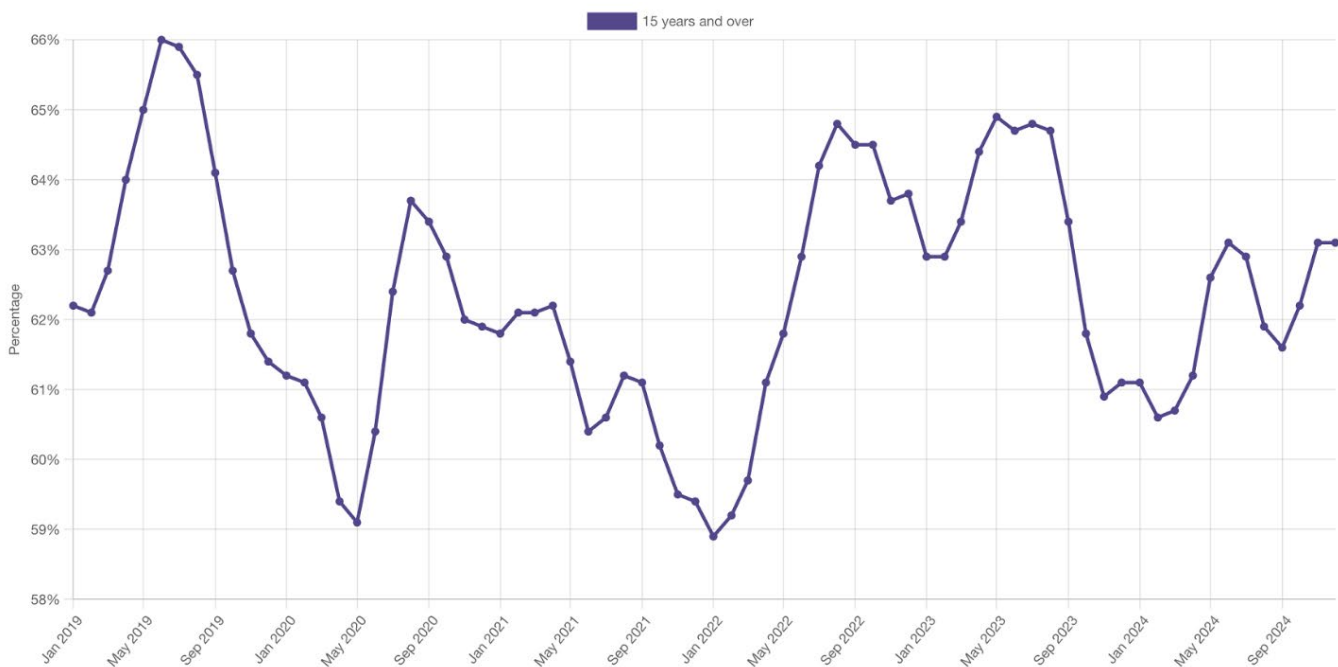
flexible working conditions, or targeted job creation programs and the volatility in participation rates indicates economic or sectoral shifts impacting traditionally male-dominated industries.

Illustrated in Figure 11 is the overall labour force participation rate for individuals aged 15 years and over in Kingston from January 2019 to December 2024. The data is represented as a percentage and highlights significant fluctuations in workforce engagement over the observed period.

From January 2019 to early 2020, the participation rate starts high at approximately 66% but experiences a notable decline, reaching its lowest point around mid-2020, reflecting the economic disruptions caused by the COVID-19 pandemic. After this drop, the participation rate begins a recovery, showing peaks and troughs in subsequent years. By mid-2022, participation regains some stability, fluctuating around 63% to 64%. A slight dip is observed again in mid-2023, but the rate recovers toward the end of the timeline, nearing 63% in September 2024.

This chart underscores the impact of external factors such as the pandemic and economic recovery on labour market participation. While the overall trend suggests resilience and gradual recovery, the persistent fluctuations highlight the need for policies supporting workforce stability, such as reskilling programs and addressing barriers to employment for different age groups.

Figure 11: Labour Force Participation Rate, Kingston CMA (2019 to 2024)



As shown in Figure 12, the Kingston CMA has seen historic low unemployment rates in recent years for individuals 15 years and older, edging down to the 3.5% level (roughly full employment) in 2023. While the unemployment rate has edged up since the last quarter of 2023 and seen fluctuations until the present day, the longer-term average rate of 5.5-6% unemployment would seem to be an expected norm.

March 4, 2025

Page 22 of 28

Figure 12: Unemployment Rate, Kingston CMA (2019 to 2024)

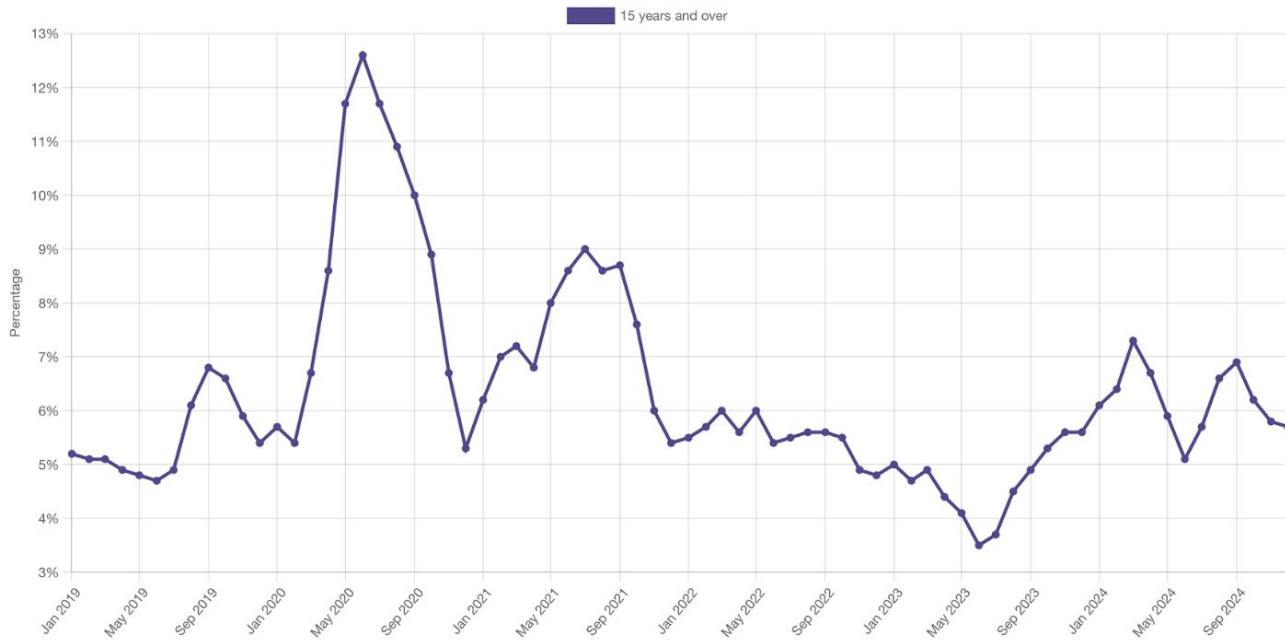


Figure 13 highlights the strong growth of full-time employment at the start of 2022.

Figure 13: Number of Persons in Full-time Employment, Kingston CMA (2022 to 2024)

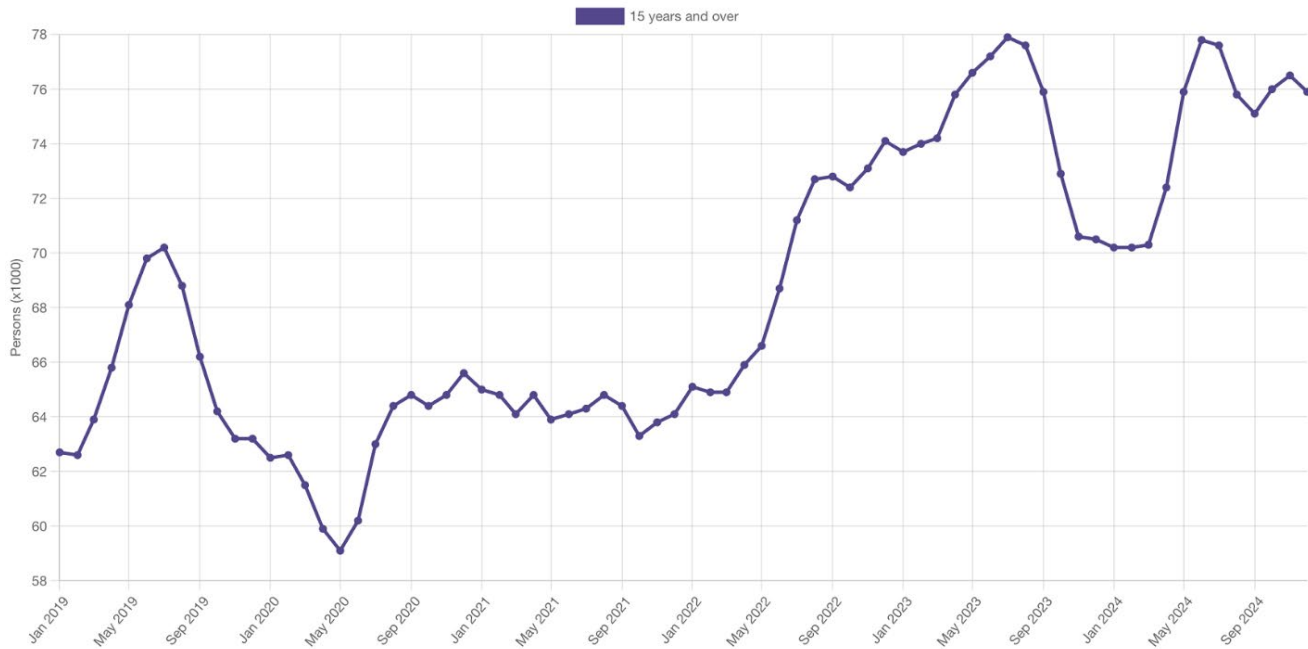


Figure 13 charts full-time employment in the Kingston CMA and highlights periods of instability in late 2023, with a noticeable dip in full-time employment before a partial recovery by 2024.

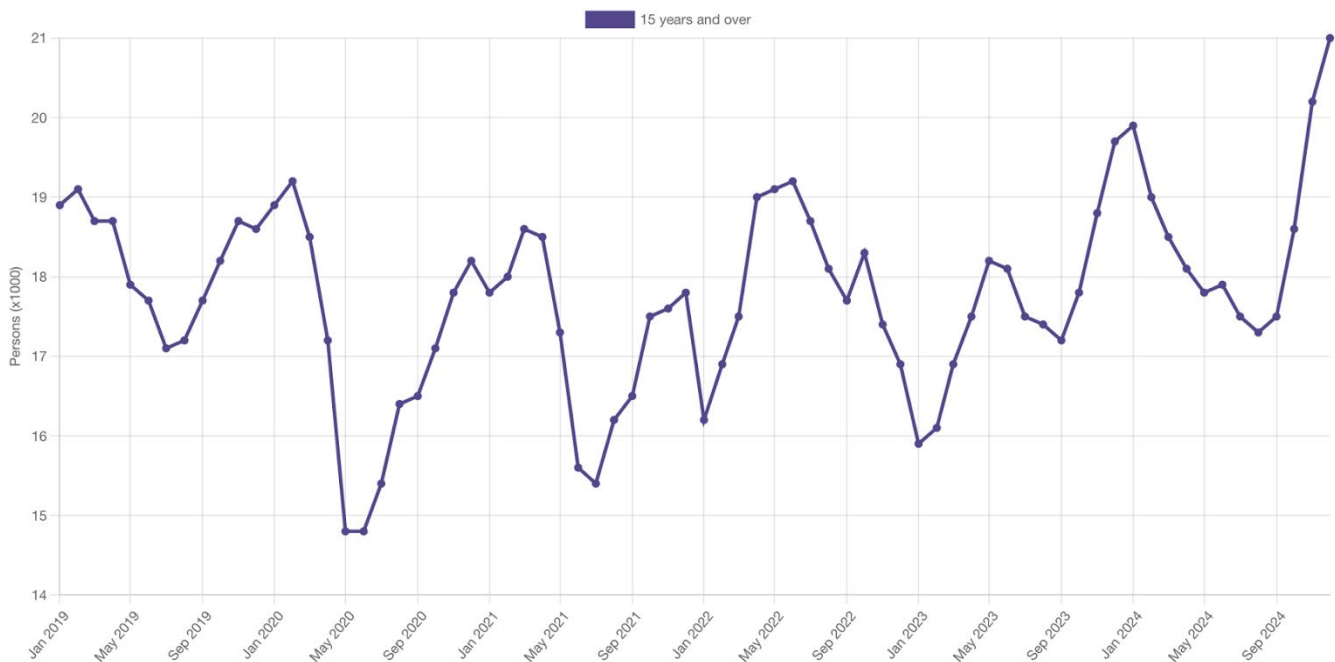
March 4, 2025

Page 23 of 28

This reflects short-term disruptions in key industries, labour market adjustments, and seasonal employment patterns. Overall, the chart underscores the resilience of Kingston’s labour market, demonstrating a positive long-term trend in full-time employment. Continued growth will depend on targeted workforce development strategies, such as promoting skills alignment, expanding job opportunities in growth sectors, and supporting workers transitioning to full-time roles.

Figure 14 illustrates the total number of persons in part-time employment in the Kingston (CMA) from 2019 to 2024. The data reveals significant fluctuations, reflecting both seasonal patterns and the impact of economic disruptions, most notably the pandemic. The sharp decline in part-time employment in 2020 corresponds to the onset of the pandemic, during which industries that rely heavily on part-time workers, such as retail, hospitality, and food services, were particularly affected by restrictions and closures.

Figure 14: Number Persons in Part-time Employment, Kingston CMA (2022 to 2024)



Following the low point in 2020, part-time employment began a slow recovery through 2021 and experienced more noticeable growth in 2022. The periodic peaks and troughs indicate ongoing volatility in part-time job opportunities, influenced by both economic uncertainties and seasonal demands. This variability is typical in sectors with a high concentration of part-time roles, as they are often subject to shifts in consumer demand, tourism, and temporary projects.

By late 2023 and into 2024, part-time employment shows a more pronounced upward trend, with a sharp increase leading into the latter part of 2024. This growth may reflect stronger economic conditions, increased demand in part-time-heavy sectors, and potentially greater flexibility in employment arrangements post-pandemic. Moving forward, it will be essential to address the stability of part-time roles by promoting workforce initiatives such as upskilling,

March 4, 2025

Page 24 of 28

transition pathways to full-time employment, and supports for workers in sectors with high part-time employment dependency. These strategies will help to enhance economic resilience and provide more consistent opportunities for part-time workers in Kingston.

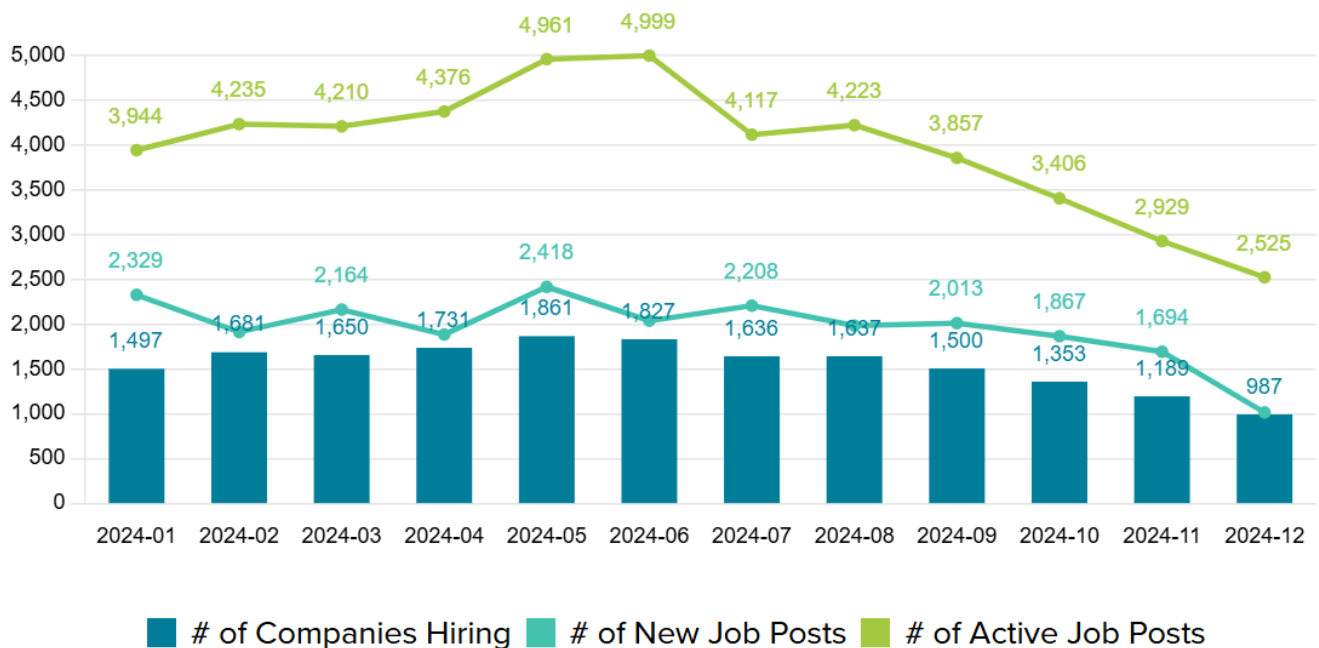
Job Posting Trends

Figure 15 illustrates trends in job market demand activity (job postings) in 2024, tracking three key indicators: the number of companies hiring, the number of new job posts, and the number of active job posts. These metrics reveal a dynamic labour market with a decline in activity over the last year.

In January 2024, the number of active job posts was robust at nearly 4,000, peaking in May at approximately 5,000 before steadily declining to 2,525 by December. Similarly, the number of new job posts reached its highest level in May, with 2,418 new postings, but fell significantly in the latter half of the year to only 987 in December. The number of companies hiring exhibited a similar pattern, starting with 1,497 in January, peaking modestly at 1,861 in May, and dropping to just 987 by the year's end.

This downward trend across all indicators in the latter half of 2024 suggests a cooling labour market, due to economic headwinds, seasonal factors, and/or shifting demand in local industries. This indicates a need for targeted interventions, such as workforce development programs or incentives for businesses to sustain job creation during economic slowdowns. With expected US tariffs on Canadian goods, additional headwinds are anticipated.

Figure 15: Kingston Region New Job Posts, Active Job Posts, and Companies Hiring, 2024



March 4, 2025

Page 25 of 28

Characteristics of the Workforce

The characteristics of Kingston's workforce are shaped by a complex interplay of factors that influence both its size and composition. Population growth plays a significant role, as an increasing population directly expands the potential workforce. Between 2016 and 2021, Kingston experienced robust population growth of 7%, significantly contributing to the community's economic vitality. This trend continued into 2022 with an estimated 1.9% increase, and 2023 growth of 2.2% suggests sustained growth.

Demographics further impact the workforce, as age, gender, race, and ethnicity shape its diversity and capacity. Kingston's aging population presents challenges such as shrinking workforce participation and skilled labor shortages, but the community has made strides in increasing diversity. While international student populations at St. Lawrence College and Queen's University are anticipated to decline sharply in 2025, refugees from Syria, Ukraine, and other nations, have enriched Kingston's multicultural identity. Continued efforts to attract and integrate diverse populations are vital to fostering a more inclusive and dynamic workforce.

Education and training are critical drivers of workforce development, and Kingston boasts one of the country's most educated workforces, with a high concentration of PhDs per capita. This intellectual capital translates into a skilled labour pool capable of driving productivity and innovation. However, labour force participation rates present a challenge, particularly as Kingston's older population drives a wave of retirements among baby boomers. Proactive measures to retain younger workers and attract new talent are essential to offset these retirements.

Economic conditions also influence workforce size and composition. Kingston benefits from reduced economic volatility due to its large public sector presence, providing stability even during broader economic downturns. Nevertheless, programs such as Ontario Works (OW) and the Ontario Disability Support Program (ODSP) have seen caseloads grow to pre-pandemic levels, underscoring the importance of addressing barriers to workforce participation.

Government policies and technological advances present both challenges and opportunities for workforce development. Advances in technology are reshaping the workforce, with automation and artificial intelligence reducing demand for some roles while creating opportunities in emerging industries.

The shifts across various industries are impacted by the variety of factors highlighted above. As our demographics shift, advances in education and training lead to more technological advances and the influence of changes to government policies, employment sectors fluctuate, and workforce demands change. While the very strong job growth from Q1 2022 to Q3 2023 moderated in Q4 2023, there has been strong growth in 2024 to a record level of employment by the end of 2024.

March 4, 2025

Page 26 of 28

Challenges of Workforce in the Housing Market

Despite its critical role, the workforce faces significant challenges in accessing housing. Rising home prices and rental costs continue to strain affordability, particularly for low- and middle-income earners. Kingston's housing market has seen sustained price growth, with limited affordable options for first-time buyers and renters. Mortgage interest rates, while seeing some moderation in recent months, further compound affordability challenges.

Proximity to employment opportunities is another key issue. With job growth concentrated in urban and industrial hubs, workers often struggle to find affordable housing near their workplaces. This has highlighted the importance of investments in public transit and transportation infrastructure, enabling workers to commute efficiently and connect with employment centres.

The Relationship Between Workforce and Population Growth

Population growth and workforce expansion are mutually reinforcing dynamics. Kingston's population has steadily grown, driven by a mix of domestic (intraprovincial) migration, international immigration, and student enrollment. This growth supports an expanding labour pool, fueling economic productivity and attracting further investment. However, managing this growth requires alignment between job creation, housing availability, and public services and infrastructure to ensure long-term sustainability.

The age and skill composition of the population also play a crucial role. Kingston's aging population presents challenges for the workforce, as retirements reduce labour force participation increasing demand for specialized healthcare and related services. At the same time, the city's ability to attract and retain younger, skilled workers—particularly graduates of its post-secondary institutions—is critical for sustaining economic growth. Programs aimed at connecting graduates with local employers, such as internships and co-op opportunities, are essential to strengthening these retention efforts.

The Role of Education and Skills in Workforce Development

Education and skills development remain foundational to Kingston's economic success. The City benefits from being home to leading educational institutions, including Queen's University, St. Lawrence College, and the Royal Military College. These institutions are pivotal in supplying a steady pipeline of talent for local employers. However, retaining more graduates post-graduation has been a persistent challenge.

Creating pathways for international students (while diminished in number) to remain in Kingston after graduation offers a unique opportunity to address skill shortages while enriching the community's cultural diversity. These graduates bring expertise in high-demand fields such as engineering, business, and healthcare, strengthening Kingston's ability to attract new industries and investment.

March 4, 2025

Page 27 of 28

In conclusion, the relationship between the workforce and the housing market in Kingston is both dynamic and interdependent. Policies that address housing affordability, workforce development, and transit connectivity will be key to ensuring sustainable economic growth and social well-being in Kingston. Strategic investments in education, infrastructure, and workforce retention will enable Kingston to thrive as a vibrant, inclusive, and prosperous community.

Impact of Tariffs on Housing, Population and Workforce

The imposition of trade tariffs by the United States (US) on Canadian imports has the potential to significantly impact Kingston's population, housing market, and workforce, given its regional economic structure and proximity to the US border. This effect would be amplified should retaliatory tariffs be imposed by Canada on US goods.

The significant concentration of broader public sector employment (educational institutions, healthcare and public administration) provides some insulation against the immediate and most severe economic effects of a US tariff. However, for private sector industries dependent on cross-border trade or that are US owned/subsidiaries, the tariffs could create ripple effects, reducing economic activity, and impacting both the workforce and housing market.

Collaborative efforts between all levels of government, industry, and local stakeholders will be essential to minimize these impacts. Policy measures such as diversifying export markets, investing in sector trade infrastructure, and supporting workforce mobility could help Kingston adapt to these challenges.

Workforce Impacts: Kingston's economy is diverse, with significant contributions from manufacturing, education, healthcare, and the public sector. A tariff on Canadian exports could adversely affect manufacturing, and export-dependent sectors, which employ a growing portion of Kingston's workforce. Companies relying on cross-border trade for exports or inputs could face reduced competitiveness, leading to job cuts, slower wage growth, or increased outsourcing. This could especially affect skilled and semi-skilled workers in sectors like construction materials, automotive components, and other tradable goods. Companies that are subsidiaries of US firms are especially vulnerable as production and investment could be shifted to the US to avoid tariffs. In an economic analysis of the relative economic vulnerability on Canadian communities from US tariffs conducted by the Ontario Chamber of Commerce, Kingston ranked much lower (25th) than many other communities, including neighbouring Belleville which ranked 11th overall.

The tariffs will also impact employment indirectly through reduced demand for supporting industries such as transportation, logistics, retail, accommodations & food services and local services. For Kingston and its neighbouring municipalities, this will mean higher unemployment rates or workforce migration as workers seek opportunities in less trade-sensitive industries or regions.

Housing Market Implications: The housing market in Kingston could experience both direct and indirect effects from the tariffs. Job losses or economic uncertainty may reduce the demand for home purchases and rentals, especially in higher-priced segments. This could lead to slower

March 4, 2025

Page 28 of 28

housing price growth or even price declines in some areas, particularly if local disposable income falls or population outflows occur due to employment challenges.

For developers and builders, the tariffs create investment uncertainty that delays investment and could lead to increased material costs for imported goods such as steel, and other construction supplies, further driving up the cost of new housing development. This would exacerbate Kingston's existing challenges with housing affordability and availability, particularly for middle- and low-income families. Deferral of private sector investments in housing and commercial property is likely.

Population Dynamics: The imposition of tariffs could also influence Kingston's population trends. If economic conditions worsen and job opportunities decline, Kingston might experience outmigration, particularly among younger workers and recent graduates seeking employment in larger, more diversified labour markets. This would compound challenges related to population growth and the retention of skilled workers, which are critical to sustaining economic growth and maintaining public services.

Conversely, if regional or federal governments implement mitigation measures, such as workforce retraining programs, economic infrastructure investments or financial incentives to support businesses affected by the tariffs, population impacts could be less severe. Such measures could help retain workers and stabilize economic activity, preventing a significant population decline.

Financial Considerations

Approved and unallocated Housing Accelerator budget funding will be directed to the Additional Residential Unit Incentive program and other HAF related incentives. A total of \$21,899,600 of the HAF funding has been allocated; with the remaining balance allocated in forecasted budgets.

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Exhibits Attached:

Exhibit A Pending and Committed Residential Supply as of December 31, 2024

Pending and Committed Residential Supply

Table 1: Pending Units – Single-Detached, Semi-Detached and Rowhouse, as of December 31, 2024

Planning File Number	Address	Application Type	Single-Detached	Semi-Detached	Row House
D14-248-2012	50 Newcourt Pl	Zoning By-law Amendment	0	0	0
D14-013-2018	2880 Princess St	Zoning By-law Amendment	0	0	0
D35-005-2018	339 Select Dr	Zoning By-law Amendment, Draft Plan of Condominium, Draft Plan of Subdivision	0	0	52
D14-016-2020	841 Princess St	Zoning By-law Amendment	0	0	0
D35-002-2020	999 Purdy's Mill Rd	Zoning By-law Amendment, Draft Plan of Subdivision	126	0	0
D14-008-2021	327 Barrie St	Zoning By-law Amendment	1	0	0
D14-014-2021	231 Albert St	Zoning By-law Amendment	0	0	0
D35-003-2021	5 Lower Union	Official Plan Amendment, Zoning By-law Amendment	0	0	0
D14-001-2022	235 Portsmouth Ave	Zoning By-law Amendment	0	0	0
D14-008-2023	279 Wellington St	Zoning By-law Amendment	0	0	0
D14-009-2024	181 Union St	Zoning By-law Amendment	0	0	0

Exhibit A
Report Number 25-066

D14-010-2024	234 University Ave	Zoning By-law Amendment	0	0	0
D14-015-2024	3039 Princess St	Zoning By-law Amendment	0	0	0
D14-016-2024	1152 Montreal St	Zoning By-law Amendment	0	0	0
D35-005-2024	55 Cataraqui Woods Dr	Official Plan Amendment Zoning By-law Amendment	0	0	0
D35-006-2024	92 Napier St	Official Plan Amendment, Zoning By-law Amendment, Draft Plan of Subdivision	0	0	16
D35-009-2017	2 River St	Official Plan Amendment, Zoning By-law Amendment, Draft Plan of Subdivision	0	0	0
Total			127	0	68
Total			195		

Table 2: Pending Units – Multi-Unit Residential, as of December 31, 2024

Planning File Number	Address	Application Type	Units
D14-248-2012	50 Newcourt Pl	Zoning By-law Amendment	99
D14-013-2018	2880 Princess St	Zoning By-law Amendment	1180
D14-016-2020	841 Princess St	Zoning By-law Amendment	280
D35-002-2020	999 Purdy's Mill Rd	Zoning By-law Amendment, Draft Plan of Subdivision	776

Exhibit A
Report Number 25-066

D14-014-2021	231 Albert St	Zoning By-law Amendment	4
D35-003-2021	5 Lower Union	Official Plan Amendment, Zoning By-law Amendment	111
D14-001-2022	235 Portsmouth Ave	Zoning By-law Amendment	59
D14-008-2023	279 Wellington St	Zoning By-law Amendment	158
D14-009-2024	181 Union St	Zoning By-law Amendment	4
D14-010-2024	234 University Ave	Zoning By-law Amendment	4
D14-015-2024	3039 Princess St	Zoning By-law Amendment	46
D14-016-2024	1152 Montreal St	Zoning By-law Amendment	48
D35-005-2024	55 Cataraqui Woods Dr	Official Plan Amendment, Zoning By-law Amendment	150
D35-009-2017	2 River St	Official Plan Amendment, Zoning By-law Amendment, Draft Plan of Subdivision	1670
Total			4,589

Table 3: Committed Units – Single Detached, Semi-Detached and Rowhouse, as of December 31, 2024

Planning File Number	Address	Name	Proposed Total Units	Building Permit Issued	Remaining Units
D12-006-2017	311 Conacher Dr	311 Conacher Dr	257	29	228

Exhibit A
Report Number 25-066

D12-008-2013	1350 Woodfield Cres	Creekside Valley – DPS Remaining	91	0	91
D12-002-2022	1350 Woodfield Cres	Creekside Valley – Phase E	77	45	32
D12-001-2024	1350 Woodfield Cres	Creekside Valley – Phase F	37	0	37
D12-002-2020	655 Graceland Ave	Graceland	45	0	45
D12-075-2012	752 King St W	Kingston Provincial Campus	404	0	404
D12-001-2016	1374 Andersen Drive	Lyndenwood Phase 5	189	106	83
D12-005-2022	1232 Highway 15	Riverview – Phase 4 Stage 2	17	16	1
D12-068-2012	1232 Highway 15	Riverview – Phase 5	23	0	23
D12-008-3016	199 Wilson St	Shannon Park	35	4	31
D12-022-2015	700 Gardiners Rd	West Village – DPS	330	0	330
D12-005-2019	700 Gardiners Rd	West Village – Phase 4	71	46	25
D12-001-2022	700 Gardiners Rd	West Village – Phase 5	45	11	34
D12-003-2016	3566 Princess St	Westbrook Meadows South	37	34	3
D12-011-2017	1201 Woodhaven Dr	Woodhaven – Phase 2 Stage 2	98	36	62
D12-002-2018	950 Cataraqui Woods Drive	Woodhaven – Phase 4	235	214	21

Exhibit A
Report Number 25-066

D12-004-2024	1519 Shira Dr	Woodhaven Phase 4 – Amending	11	0	11
D35-004-2020	950 Woodhaven Dr	950 Woodhaven Dr	46	0	46
D12-007-2017	1460 Evergreen Dr	Woodhaven West – Phase 3	35	30	5
D12-001-2021	1240 Cataraqui Woods Dr	Woodhaven West Phase 4 (CARFA)	33	19	14
D12-004-2022	40 Compton St	40 Compton St	97	0	97
D12-020-2014	2803 Creekford Rd	Midland Park – Phase 4	102	70	32
D12-003-2022	998 Hwy 15	Riverview Shores	243	14	229
D12-002-2023	411 Wellington St	411 Wellington St	31	0	31
D12-003-2024	5 Cataraqui	5 Cataraqui – Phase 1	43	0	43
D35-011-2021	5 Cataraqui	5 Cataraqui – Future Phase 2	33	0	33
D12-002-2024	1075 Bayridge Dr	Woodhaven Phase 5, Stage 1	77	0	77
D35-012-2021	1075 Bayridge Dr	Woodhaven Phase 5 Remaining	149	0	149
D12-003-2021	1291 Midland Ave	1291 Midland Ave	34	0	34
D35-005-2021	1233 Midland Ave	1233 Midland Ave	250	0	250
D35-014-2021	4085 Bath Rd	4085 Bath Rd	35	0	35
				Total	2536

Table 4: Committed Units – Multi-Residential, as of December 31, 2024

Planning File Number	Address	Zoning Approval	Units
D12-075-2012 - DPS	752 King St W Kingston Provincial Campus – (Multi Residential)	Sept 2017	184
D12-001-2023 - FPS	40 Sir John A Macdonald Former Prison For Women	February 2023	239
D35-014-2021 - DPS	4085 Bath Rd (Multi-Res)	December 2024	168
D35-004-2018	40 Compton St	August 2021	98
D14-035-2018	189 Montreal	October 2019	5
D14-022-2019	1400 Bath Rd	April 2022	240
D14-007-2020	240 Division St	April 2023	2
D11-026-2022	1300 Bath Rd (Phase 1)	November 2023	288
D35-013-2021	1300 Bath Rd (Phase 2-4)	November 2023	1712
D14-002-2021	178 Rideau St	April 2022	3
D35-008-2021	2925 Princess St	April 2023	80
D14-010-2022	16 North Barlett	February 2023	6
D11-030-2024	500 Cataraqui Woods Dr- Phase 1	June 2024	82
D35-002-2023	500 Cataraqui Woods- Phase 2/3	June 2024	348
D14-001-2023	170 Earl St	December 2023	3
D14-004-2023	769 King St W	December 2023	6
D35-001-2024	2360 Princess St	June 2024	107
D11-032-2021	1177 Montreal St	August 2023	126
D11-015-2022	1163 Centennial Dr	March 2015	500
D11-038-2022	162 Division St	As-of-right	8
D11-045-2022	820 Gardiners Rd	July, 2023	303

Exhibit A
Report Number 25-066

D11-046-2022	525 Princess St	May 2022	350
D11-047-2022	555 Princess St	May 2022	226
D11-004-2023	1752 Bath Rd	October 2022	109
D11-015-2023	627 Princess St	As-of-right	30
D11-016-2023	1274 Hwy 15	October 2023	51
D11-019-2023	386-390 Johnson St	As-of-right	45
D11-021-2023	630 Princess St	April 2023	5
D11-003-2024	55 Queen St (North Block)	September 2018	203
D11-010-2024	283 Queen St	November 2023	178
D11-015-2024	2777 Princess St	June 2024	30
D11-017-2024	2312 Princess St	Oct 2024	302
D11-022-2024	10 Cataraqui St	As-of-right	75
D11-023-2024	800 Princess St	As-of-right	73
D11-026-2024	64 Barrack St	November 2024	287
D11-028-2024	1102 W King St W	October 2009	343
D11-031-2024	67 Village Dr	June 2024	135
		Total	6950

Disclaimer: Every effort has been made to provide data that is current and accurate. However, inadvertent errors in data may occur. The City of Kingston does not accept any responsibility for the accuracy of this information, nor is it responsible for any expenses or damages incurred, directly or indirectly, resulting from the use of this information.