



**City of Kingston  
Information Report to Council  
Report Number 24-093**

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**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  
Ruth Noordegraaf, Director, Housing & Social Services  
Lisa Capener-Hunt, Director, Building Services & CBO

**Date of Meeting:** March 19, 2024

**Subject:** Population, Housing & Workforce Update

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**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 the past year. The report also provides 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 0.8 % in October 2023, down from 1.2% in 2022. The Kingston CMA includes the City of Kingston, Loyalist Township, Township of South Frontenac and the Township of Frontenac Islands. Kingston CMA's vacancy rate was the lowest among Ontario CMAs, with low vacancy rates being felt throughout the country. CMHC has indicated that the tight rental housing conditions across the country are attributable to increased

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immigration, employment growth amongst those aged 15 to 24 who tend to be renters, and a higher overall tendency to rent due to the low affordability of homeownership.

**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 COMMISSIONER

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**Jennifer Campbell,  
Commissioner, Community  
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:**

|  |              |
|--|--------------|
| 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<br>& Emergency Services | Not required |
| Desirée Kennedy, Chief Financial Officer & City Treasurer                        | Not required |

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**Options/Discussion:**

On March 21, 2023, 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 23-078](#)). This report provides updates to that information, where available.

**Population**

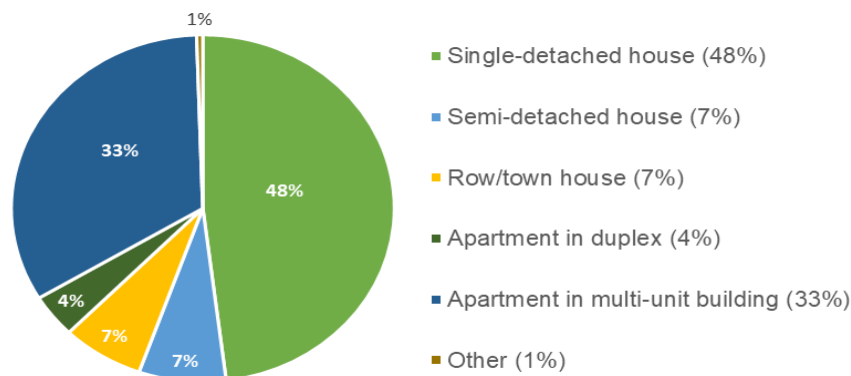
As per the 2021 Census conducted by Statistics Canada, the City’s population was 132,485 in 2021. Between 2016 and 2021, the City’s population grew by 7% or 8,687 persons. Within the same time period, the Kingston Census Metropolitan Area (CMA), saw a population increase of 7.1%, with a total population of 172,545. 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.

Statistics Canada releases annual demographic estimates for Canada’s larger urban areas, including the Kingston CMA; however, this information is not yet available for 2023. The estimated population for the Kingston CMA and the City of Kingston for July 2022 was 180,070 and 138,204 respectively.

**Housing**

Of the City of Kingston’s 57,835 permanent households reported in the 2021 census, 44%, or approximately 25,500 households, reside in rental housing, and the remaining reside in ownership housing. Figure 1 illustrates the proportionate split of dwelling types for the City’s usual residents based on the 2021 Census. The graph demonstrates approximately half, or 48%, of the usual residents live in single-detached dwellings and one-third, or 33%, live in multi-unit apartment buildings. The remainder of usual residents, or approximately 18%, live within semi-detached, row/town house, and duplex dwellings.

**Figure 1: Dwelling Types for Usual Residents, City of Kingston, 2021**



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While single-detached dwellings have tended to be the dominant form of housing in the past, data from the 2021 Census indicates over the past 15 years the proportion of apartment dwellings showed the greatest increase amongst housing forms. The trend toward higher-density, apartment housing is anticipated to continue as land availability and construction costs favour multi-unit housing formats.

### 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 February 20, 2024, there were 174 licensed short-term rentals in the City.

### Second and Third Residential 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 with a single-detached house, semi-detached house or townhouse.

In 2023, building permits were issued for 108 new second residential units and 11 third residential units. Table 1 shows the number of building permits issued for second and third residential units over the past five years which represented approximately 12% of the total units.

**Table 1: Number of Building Permits Issued for Second and Third Residential Units, 2019-2023**

| Year | Number of Building Permits for Second and Third Residential Units |
|------|---|
| 2019 | 56 second residential units                                       |
| 2020 | 117 second residential units                                      |
| 2021 | 98 second residential units                                       |
| 2022 | 80 second residential units                                       |

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| Year         | Number of Building Permits for Second and Third Residential Units |
|--------------|---|
| 2023         | 108 second residential units<br>11 third residential units        |
| <b>Total</b> | <b>470 units</b>  |

**Rental Housing Market Vacancy Rate**

Each year, the CMHC reports data on rents and vacancy rates relative to supply and demand of rental units for major centres across Canada. CMHC identifies three percent as a healthy vacancy rate, which balances housing availability and choice with demand.

The Rental Market Report for 2023, released January 31, 2024, shows that the national vacancy rate for purpose-built rentals fell from 1.9 % in 2022 to 1.5% in 2023, the lowest vacancy rate since 2001. CMHC attributes the tightening in the rental housing market to increased immigration, employment growth amongst those aged 15 to 24 who tend to be renters, and a higher overall tendency to rent due to the low affordability of homeownership.

The Rental Market Report for 2023 only included Canada’s larger rental markets and did not provide an analysis and commentary for mid-sized CMAs such as the Kingston CMA. CMHC has indicated it has decided to reduce the number of in-depth markets reports it produces. However, information for mid-sized CMAs has been made available in separate data tables.

For the Kingston CMA, the vacancy rate for the purpose-built rental market was reported to be 0.8 % in October 2023, a decline from 1.2 % in 2022. In 2023, Kingston CMA’s vacancy rate was the lowest amongst Ontario’s 16 CMAs. It is important to note that the vacancy rate data reported by CMHC for the Kingston CMA is a measure of the primary rental market only, which includes rental units in private residential buildings containing three or more rental units. The secondary rental market, which comprises rented detached dwellings, semi-detached dwellings, townhouses, condominium units, accessory dwelling units and duplexes, is not included in the rental market report. Additionally, any new units that may have come online recently in the primary rental market would not have been captured in the rental market survey.

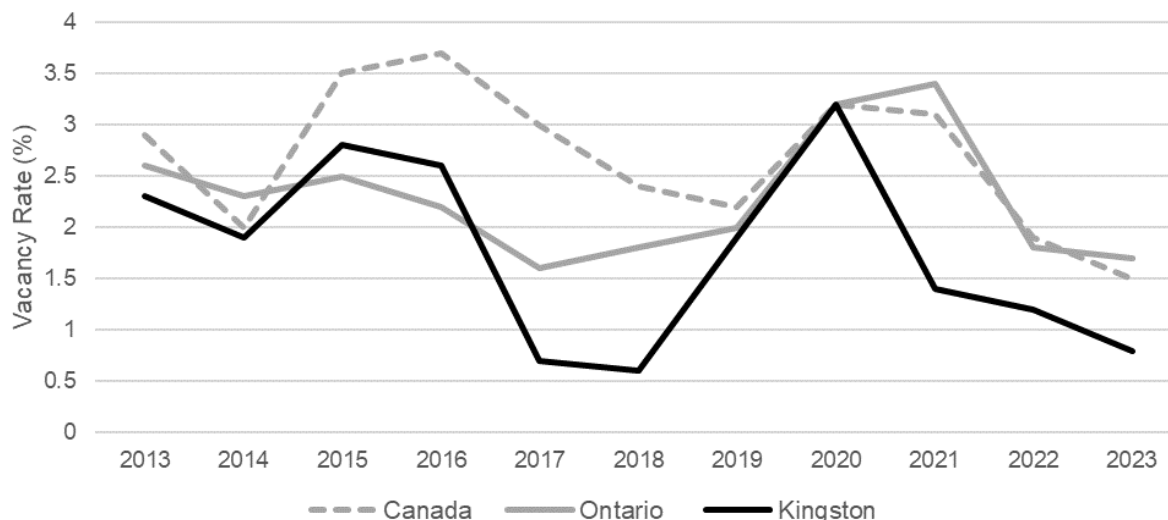
Based on data from the Municipal Property Assessment Corporation (MPAC), it is estimated that as of May 2023, there were 8,715 units in the secondary rental market in the City of Kingston.

Figure 2 shows the vacancy rate trends in Canada, the Province of Ontario and the Kingston CMA between 2013 and 2023. The figure illustrates that over the past ten years, Kingston’s vacancy rate has tended to be lower than the provincial and national averages.

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**Figure 2: Vacancy Rate Trends – Canada, Ontario, and Kingston CMA**



(Note: The 3.2% vacancy rate in 2020 is understood to have been exaggerated because of the pandemic and attributable to fewer post-secondary students residing in Kingston at the time.)

Table 2 shows the vacancy rate data between 2014 and 2023 by geographic zones in the Kingston CMA as defined by CMHC. The data shows that from 2022 to 2023, the vacancy rate decreased across all Zones. The suburban Zone 4 had the tightest market conditions, where the vacancy rate dropped to 0.5%, the lowest in 10 years.

**Table 2: Vacancy Rate Data Between 2014 and 2023 by Zones in the Kingston CMA**

| Zone                           | 2014       | 2015       | 2016       | 2017       | 2018       | 2019       | 2020       | 2021       | 2022       | 2023       |
|--------------------------------|------------|------------|------------|------------|------------|------------|------------|------------|------------|------------|
| Zone 1 – Downtown              | 1.8        | 2.7        | 2.2        | 0.5        | 0.6        | 2.3        | 5.4        | 1.9        | 1.0        | 0.9        |
| Zone 2 – Southwestern Kingston | 1.7        | 1.4        | 2.1        | 0.7        | 0.5        | 2.3        | 2.9        | 0.6        | 1.7        | 1.3        |
| Zone 3 – Northern Kingston     | 2.0        | 2.9        | 1.8        | 1.0        | 0.4        | 1.7        | 1.8        | 2.0        | 1.4        | 0.6        |
| Zone 4 - Remainder of CMA      | 2.4        | 5.1        | 5.2        | 1.0        | 0.8        | 6.9        | 2.2        | 1.1        | 0.6        | 0.5        |
| <b>Kingston CMA</b>            | <b>1.9</b> | <b>2.8</b> | <b>2.6</b> | <b>0.7</b> | <b>0.6</b> | <b>1.9</b> | <b>3.2</b> | <b>1.4</b> | <b>1.2</b> | <b>0.8</b> |

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The total number of private apartment units in the primary rental market in the Kingston CMA, as reported by the CMHC from 2020 to 2023, is included in Table 3 below. The data shows that between 2020 and 2023, there was an increase of 543 units in the primary rental market in the Kingston CMA. The data shows that the number of units decreased by 138 between 2022 and 2023. Staff reached out to the CMHC regarding the decrease and the potential discrepancy with the City's data, and an explanation is included under the Housing Supply section of this report.

**Table 3: Number of Private Apartment Units in the Primary Rental Market in the Kingston CMA, by Zone, 2020-2023, CMHC**

| <b>Zone</b>                    | <b>October 2020</b> | <b>October 2021</b> | <b>October 2022</b> | <b>October 2023</b> |
|--------------------------------|---------------------|---------------------|---------------------|---------------------|
| Zone 1 - Downtown Kingston     | 4,082               | 4,086               | 4,204               | 4,218               |
| Zone 2 - Southwestern Kingston | 3,681               | 3,680               | 3,701               | 3,699               |
| Zone 3 - Northern Kingston     | 3,489               | 3,576               | 3,673               | 3,461               |
| <b>Subtotal of Zones 1-3</b>   | <b>11,252</b>       | <b>11,342</b>       | <b>11,578</b>       | <b>11,378</b>       |
| Zone 4 - Remainder of CMA      | 2,984               | 3,170               | 3,339               | 3,401               |
| <b>Total for Kingston CMA</b>  | <b>14,236</b>       | <b>14,512</b>       | <b>14,917</b>       | <b>14,779</b>       |

The vacancy rate of units with 1-bedroom, 2-bedroom and 3-bedrooms or more saw a decline from 2022 to 2023 within the Kingston CMA, as shown in Table 4 below. CMHC has noted that the year-over-year change in the overall vacancy rate for the Kingston CMA and the vacancy rates for units with 1-bedroom and 3-bedroom or more is a statistically significant decrease.



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**Table 4: Vacancy Rate by Bedroom Type in the Kingston CMA**

| Year         | Bachelor   | 1-bedroom | 2-bedroom | 3 bedroom or more | Total |
|--------------|--|-----------|-----------|-------------------|-------|
| October 2022 | Data suppressed by CMHC as the level of reliability was considered to be low | 1.0%      | 1.3%      | 0.9%              | 1.2%  |
| October 2023 | 0.8%   | 0.6%      | 1.0%      | 0.1%              | 0.8%  |

The average rents in the Kingston CMA increased between 2022 and 2023 for all unit types as shown in Table 5 below. The average rent for a one-bedroom unit in the Kingston CMA was \$1,329 in 2023, up from \$1,212 in 2022.

**Table 5: Private Apartment Average Rents by Bedroom Type in the Kingston CMA**

| Year         | Bachelor | 1-bedroom | 2-bedroom | 3 bedroom or more | Total   |
|--------------|----------|-----------|-----------|-------------------|---------|
| October 2022 | \$975    | \$1,212   | \$1,471   | \$1,918           | \$1,390 |
| October 2023 | \$1,035  | \$1,329   | \$1,609   | \$2,141           | \$1,519 |

Figure 3 illustrates the average market rent for a 1-bedroom unit in the Kingston CMA categorized by age of construction. The data indicates that older units generally have lower rents compared to newer units. This difference in average rent by age of construction indicates that although newly constructed units may enhance the rental housing supply and improve the vacancy rate, they may not necessarily provide immediate solutions to the affordability challenge.

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**Figure 3: Average Market Rent for 1-Bedroom Units by Year of Construction in the Kingston CMA**

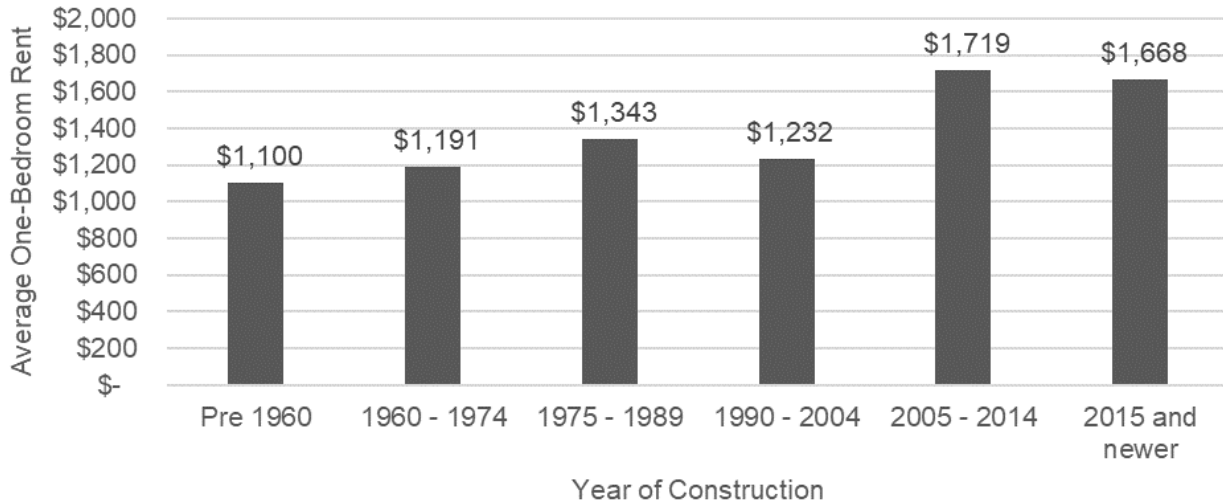


Table 6 illustrates the vacancy rate and 1-bedroom unit average market rent for other locations across Ontario, along with the population growth between 2016 and 2021. The data indicates that the Kingston CMA has a low vacancy rate and high average market rents relative to comparator communities.

**Table 6 Rental Housing Market Community Comparison**

| Community       | Vacancy Rate | 1-Bedroom Average Market Rent | Census Population Change (2016 – 2021) |
|-----------------|--------------|-------------------------------|--|
| Kingston        | 0.8          | \$1,329                       | 7.1%                                   |
| Peterborough    | 1            | \$1,173                       | 5.7%                                   |
| Greater Sudbury | 1.2          | \$1,043                       | 2.8%                                   |
| Guelph          | 1.3          | \$1,508                       | 9.0%                                   |
| Toronto         | 1.4          | \$1,691                       | 4.6%                                   |

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| <b>Community</b>               | <b>Vacancy Rate</b> | <b>1-Bedroom Average Market Rent</b> | <b>Census Population Change (2016 – 2021)</b> |
|--------------------------------|---------------------|--------------------------------------|---|
| Oshawa                         | 1.5                 | \$1,399                              | 9.3%  |
| London                         | 1.7                 | \$1,186                              | 10%   |
| Brantford                      | 2                   | \$1,215                              | 7.4%  |
| Windsor                        | 2                   | \$1,055                              | 6%  |
| Hamilton                       | 2.1                 | \$1,367                              | 5%  |
| Kitchener-Cambridge-Waterloo   | 2.1                 | \$1,346                              | 9.9%  |
| Ottawa-Gatineau (Ontario part) | 2.1                 | \$1,411                              | 9.3%  |
| Barrie                         | 2.6                 | \$1,427                              | 8%  |
| St. Catharines-Niagara         | 2.8                 | \$1,225                              | 6.8%  |
| Cornwall                       | 2.8                 | \$901                                | 2.9%  |
| Thunder Bay                    | 2.9                 | \$1,054                              | 1.4%  |
| Belleville - Quinte West       | 3                   | \$1,199                              | 7.5%  |
| Ontario Average                | 1.7                 | \$1,482                              | 5.8%  |

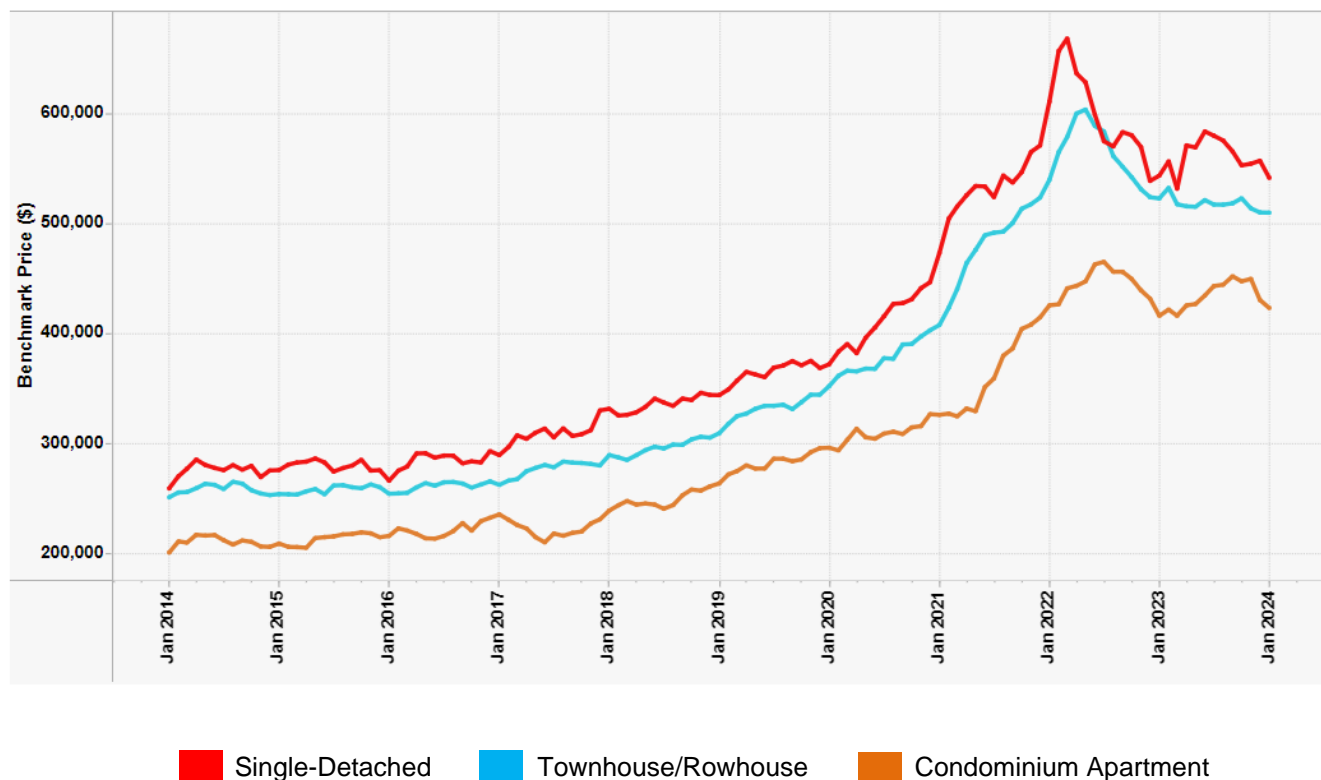
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### Ownership Housing

Figure 4 illustrates the ten-year trend in the benchmark price for single-detached, row/townhouse, and apartment dwellings based on data available from the Canadian Real Estate Association (CREA). The graph illustrates a period of steady housing prices, followed by increased price growth in 2017, and a more pronounced escalation beginning in 2020, coinciding with the onset of the global pandemic.

**Figure 4: Kingston & Area Real Estate Price Performance, 2014 to 2024**



The Kingston and Area Real Estate Association (KAREA) notes the benchmark price for a single-detached home was \$541,500 in January 2024, which is slightly down by 0.4 percent from the previous year. The benchmark price for a town/rowhouse was \$509,800, down 2.5 percent compared to the previous year. The benchmark price for a condominium apartment was \$423,000, a slight gain of 1.7 percent. The number of active listings in January 2024 was 587, which is up by approximately 26 percent from the same time last year.

### Affordable Rental Housing

The City provides capital funding assistance from municipal sources and upper-level government contributions to support the development of new affordable, transitional supportive housing units in non-profit and private housing projects. Table 7 provides an overview of affordable and supportive housing projects that have received public funding contributions and

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are currently under construction or anticipated to start construction shortly. The projects will provide for a total of 227 new affordable housing units or beds in congregate living facilities.

**Table 7 Ongoing Affordable and Supportive Housing Projects**

| <b>Project</b>               | <b>Proponent</b>                          | <b>Affordable Units</b> | <b>Project Type</b>                          | <b>Status</b>  |
|------------------------------|---|-------------------------|--|--|
| 1316 Princess Street         | Kingston & Frontenac Housing Corporation  | 52 units                | Affordable and Rent-Geared-to-Income Housing | Construction started summer 2022; completion targeting summer 2024 |
| 1336 Princess Street         | Kingston Co-Operative Homes Inc.          | 38 units                | Affordable Housing                           | Construction started summer 2022; completion targeting summer 2024 |
| 484 Albert Street            | Kingston Home Base Housing                | 48 units                | Supportive/ Transitional Youth Housing       | Zoning By-Law Amendment approval obtained in summer 2021           |
| 1752 Bath Road               | ARM Construction Company                  | 28 units                | Affordable Housing                           | Foundation permit obtained fall 2023                               |
| 805 Ridley Drive (West Wing) | City of Kingston and Dawn House for Women | 17 beds                 | Transitional housing for vulnerable women    | Renovation work underway   |
| 111 MacCauley Street         | Habitat for Humanity                      | 8 units                 | Tiny House Pilot Project                     | Construction ongoing, completion targeting spring 2024             |

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| Project               | Proponent   | Affordable Units | Project Type  | Status  |
|-----------------------|---|------------------|---|---|
| 206 Concession Street | City of Kingston and Addiction and Mental Health Services | 18 beds          | Addiction and mental health housing stabilization program | Construction to start November 2023; completion targeting November 2024 |
| 255 Yonge Street      | City of Kingston  | 3 units          | Indigenous housing  | Construction to start April 2024; completion targeting November 2024    |
| 44-62 Barbara Avenue  | HJK1 Holdings Ltd.  | 5 units          | Affordable Housing  | Construction underway; completion targeting winter 2024                 |
| 730 King Street West  | Homes For Heroes  | 20 units         | Affordable Transitional Housing for Veterans              | Occupancy expected in early 2024  |

## 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;

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- 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 issued yet.

Table 8 identifies the total number of pending and committed residential units proposed through *Planning Act* applications as of December 31, 2023.

**Table 8: Pending and Committed Residential Units**

| Up to December 31, 2023  | Multi-unit Residential | Single-detached, semi-detached or row house | Total         |
|--|------------------------|---|---------------|
| Pending Units (awaiting draft plan of subdivision or zoning approval, or under appeal) | 5,631                  | 690   | 6,321         |
| Committed Units (Zoning approved, no Building Permits yet)                             | 5,647                  | 2,580                                       | 8,227         |
| <b>Total</b>   | <b>11,278</b>          | <b>3,270</b>                                | <b>14,548</b> |

There are a total of 8,227 committed units and 6,321 pending units. These applications could result in 14,548 new homes being added to the Kingston market over time.

Of the 6,321 pending units, 1,670 units proposed at the former Davis Tannery site are currently under appeal.

Table 9 shows that between 2019 and 2023, building permits were issued for 5,409 new residential units, of which multi-unit residential represented approximately 65% of the total units. Over the past five years, on average, the City has issued building permits for around 1,082 units per year, with the average annual supply of multiple unit dwellings of 700 units per year.

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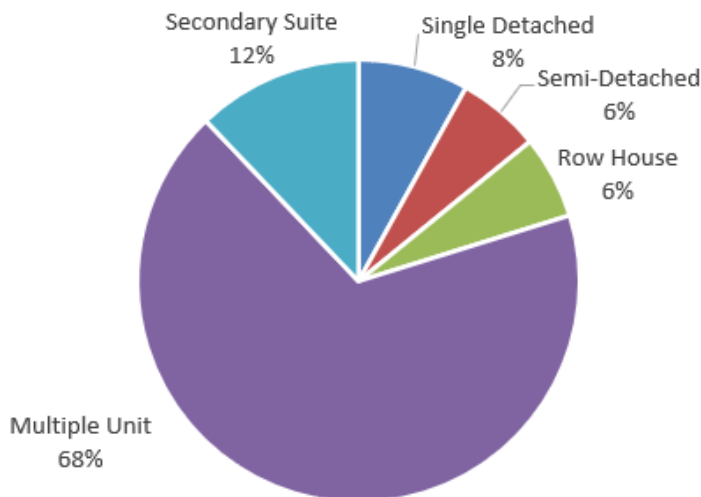
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**Table 9: Residential Building Permits issued between 2019 and 2023**

| Year         | Total Units  | Multi-unit Residential | Single-detached, semi-detached or rowhouse |
|--------------|--------------|------------------------|--|
| 2019         | 1,053        | 672                    | 381  |
| 2020         | 1,408        | 875                    | 533  |
| 2021         | 1,111        | 705                    | 406  |
| 2022         | 873          | 595                    | 278  |
| 2023         | 964          | 650                    | 314  |
| <b>Total</b> | <b>5,409</b> | <b>3,497</b>           | <b>1,912</b>                               |

Figure 5 illustrates the proportional split by dwelling type for building permits issued in the City in 2023. Building permits were issued for 964 new units, of which multi-unit residential dwellings represented approximately 68% (650 units) of the total units.

**Figure 5: Building Permits issued by Dwelling Type (2023)**





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Figure 6 illustrates the annual volume of building permits for new dwelling units by type issued since 2013 along with the vacancy rate.

**Figure 6: Annual Residential Unit Building Permit Activity & Primary Rental Market Vacancy Rate**

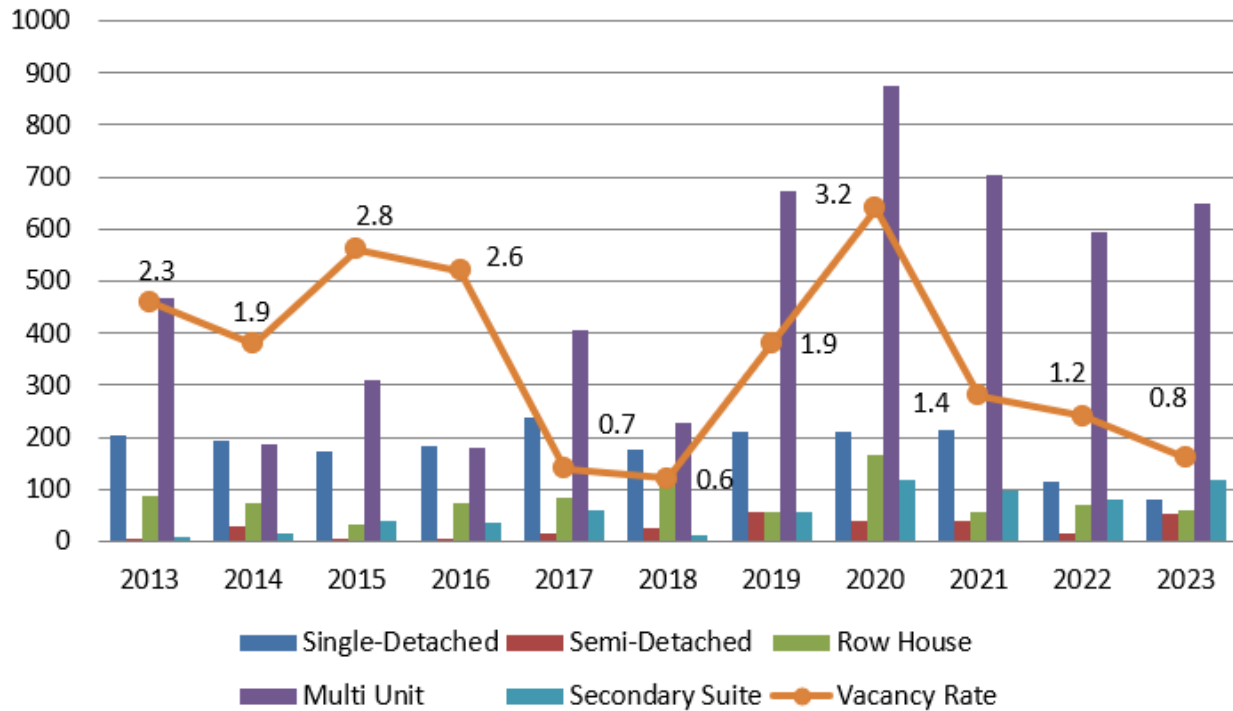


Figure 7 illustrates occupancy permit issuance for dwelling units by year, which demonstrates that residential unit occupancies continue to level out with permit issuance in previous years. New multi-unit buildings generally have a two to three-year lag time, whereas single-detached, semi-detached and rowhouse dwellings average around 6 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.

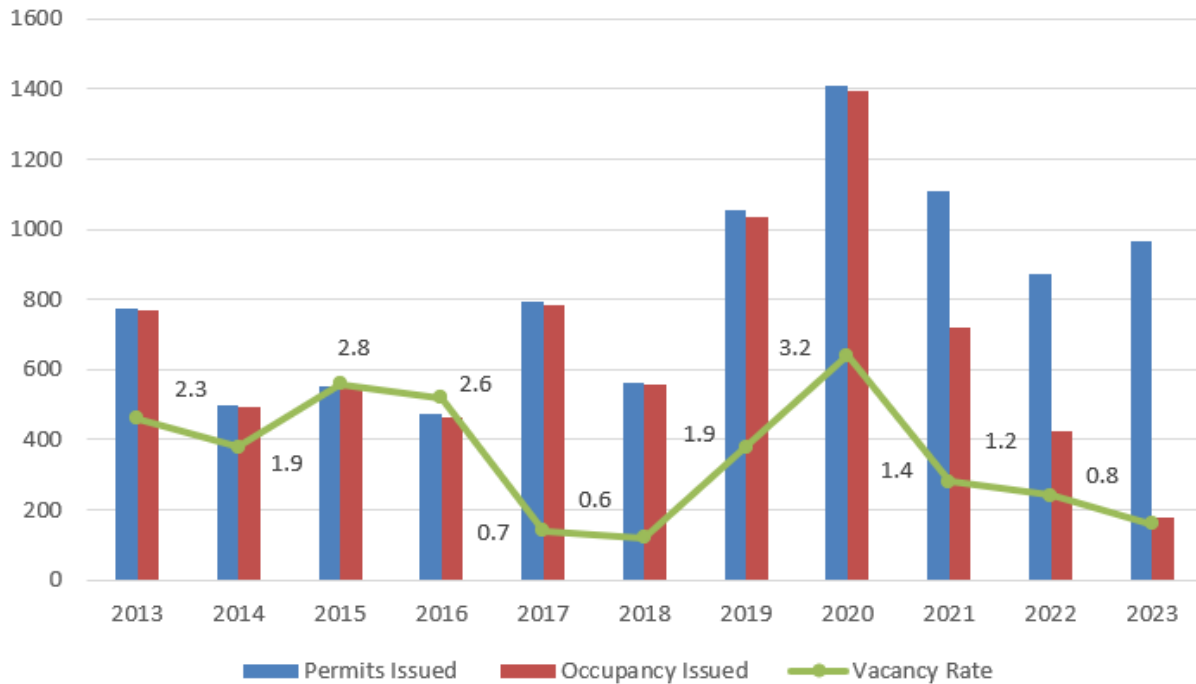
Occupancy permits were issued for 2,719 new residential units between 2020 and 2023 within the City of Kingston, of which 1,242 were multi-units. Within this period, applications for final plan of condominium were approved for a total of 442 units. Discounting the condominium units as these are considered ownership housing, 800 new multi-units would be considered as being included towards the primary rental market. As shown in Table 3 previously, CMHC reported that between 2020 and 2023, there was an increase of 543 units in the primary rental market in the Kingston CMA, and a decrease of 138 units between 2022 and 2023. Staff noted this discrepancy between the City’s data and that reported by the CMHC and brought this to the CMHC’s attention. The CMHC noted that the total rental units could decline in situations where a rental building is largely vacated and temporarily out of operation due to extensive renovation; conversion to non-rental tenure such as freehold ownership or condominium or conversion to non-residential use; fire or other major damage or environmental degradation which renders the

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building uninhabitable; demolition; or removal of units from CMHC’s rental market survey if they are not considered to be part of the private, purpose-built rental market. The CMHC also indicated that due to respondent confidentiality, it does not release the raw data for the rental market report. This makes it difficult for staff to understand the reported decrease in primary rental market units.

**Figure 7: Completed Units (City of Kingston) and Vacancy Rates (Kingston CMA)**



**Life Span of Pending and Committed Housing Supply**

The pending and committed housing supply and building permit 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 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 830 units per year. If the average annual demand for all types of housing (830 units) is considered against all committed residential units (8,227 units), the life span of this housing supply is 9.9 years. When pending residential units are considered (6,321 units), against the average annual demand (830 units), the life span of housing is increased by another 7.6 years resulting in a total life span of

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17.5 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 or third 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 (including the recommendations of the Central Kingston Growth Strategy) or lands in the Williamsville Main Street Corridor where no planning applications have yet been received.

The Provincial Policy Statement (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 to facilitate residential intensification and re-development, and land in draft approved and registered lands.’ The PPS also requires municipalities to maintain at all times the ability to accommodate residential growth for a minimum of 15 years through residential intensification and re-development and if necessary, 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

Workforce, or labour force, refers to all persons in Canada of working age who are “willing and able to work”. It can also refer to parts of the population “identifiable by qualification, eligibility or geography and from which the employer may reasonably be expected to draw employees”.

Insights for the Kingston workforce for this report have been gathered from the “Kingston In Focus” dashboard (<https://kingstoninfocus.ca/dashboards>), an interactive community data dashboard originally designed to explore the impact of the COVID-19 pandemic on Kingston including the labour market and many other community indicators. Much of the data presented relating to employment in the dashboard is sourced from the Statistics Canada Labour Force Survey.

For the purpose of this analysis of Kingston’s workforce, the timeframe used has changed from the previous report to focus only on the last two years. As we move further away in time from the pandemic, a new period of economic growth is emerging. Data back to 2019 is still readily available at the Kingston in Focus dashboard should long-term analysis be desired.

The Kingston CMA has seen strong growth in the labour force between 2022 and 2024 (see Figure 8 below). Growth peaked in August 2023 with high inflation impacting consumer demand and housing affordability and national and global economic factors clawing back some of that growth in Q4 2023. Declines seem to have stabilized as we entered 2024.

Additionally, as shown in Figure 9, while female labour force statistics rebounded post pandemic, it has fallen off significantly over the past 6 months as the economy has slowed.

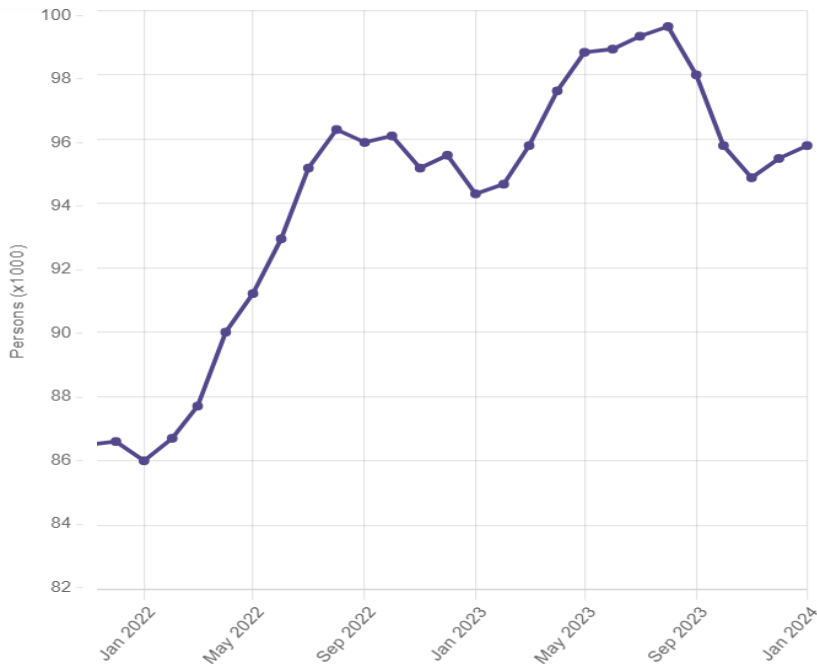
The labour force participation rate refers to the labour force expressed as a percentage of the population 15 years of age and over. As illustrated in Figure 10, Kingston CMA’s labour force

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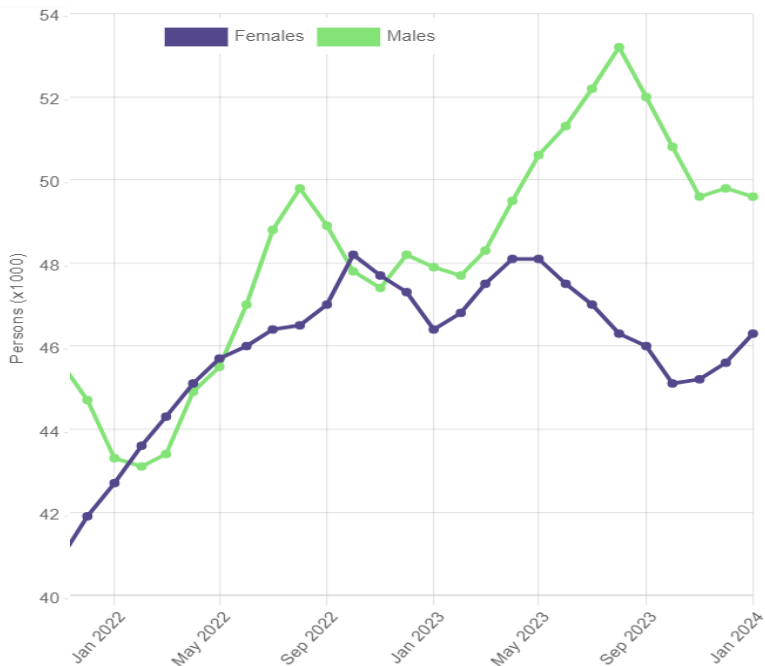
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participation rate gains have been given up as the economy slowed. Kingston CMA traditionally has a lower participation rate than Ottawa, Oshawa and Toronto as our median age is higher.

**Figure 8: Total Labour Force by Age 15 Years and Older, Kingston CMA (2022 to 2024)**



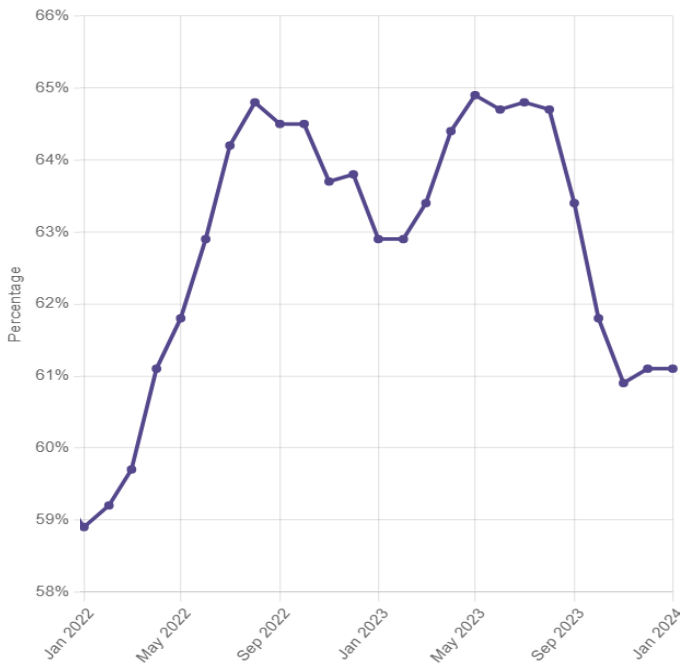
**Figure 9: Total Labour Force by Sex, Kingston CMA (2022-2024)**



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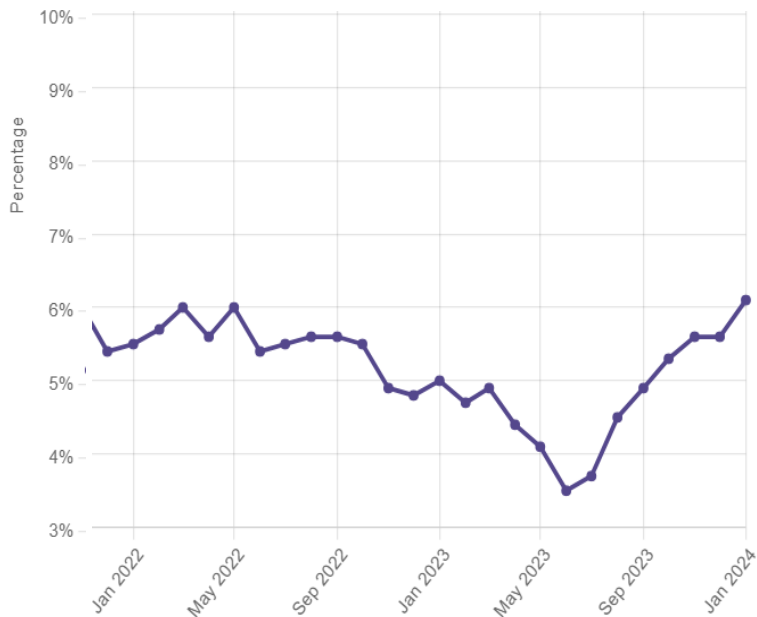
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**Figure 10: Labour Force Participation Rate, Kingston CMA (2019 to 2023)**



Kingston CMA has seen historic low unemployment rates for individuals 15 years and older edging down to the 3.5% level (roughly full employment) - see Figure 11 below. While the unemployment rate has edged up over the last quarter of 2023, the longer-term average rate of 5.5-6% unemployment would seem to be a reality.

**Figure 11: Unemployment Rate, Kingston CMA (2022 to 2024)**



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Figure 12 highlights the strong growth of full-time employment at the start of 2022 with a significant decline beginning in the summer of 2023.

**Figure 12: Number of Persons in Full-time Employment, Kingston CMA (2022 to 2024)**

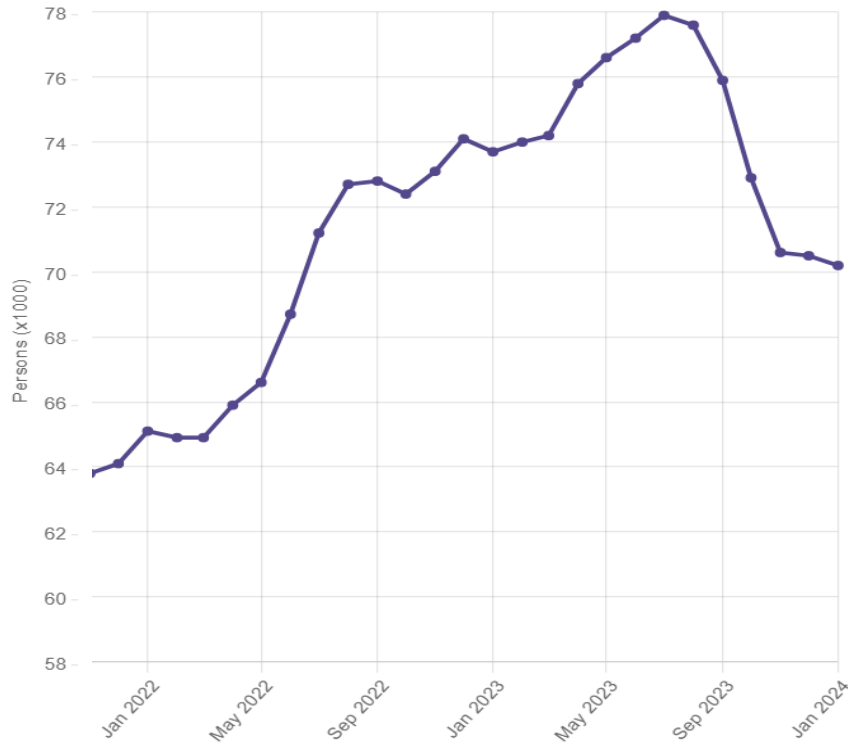
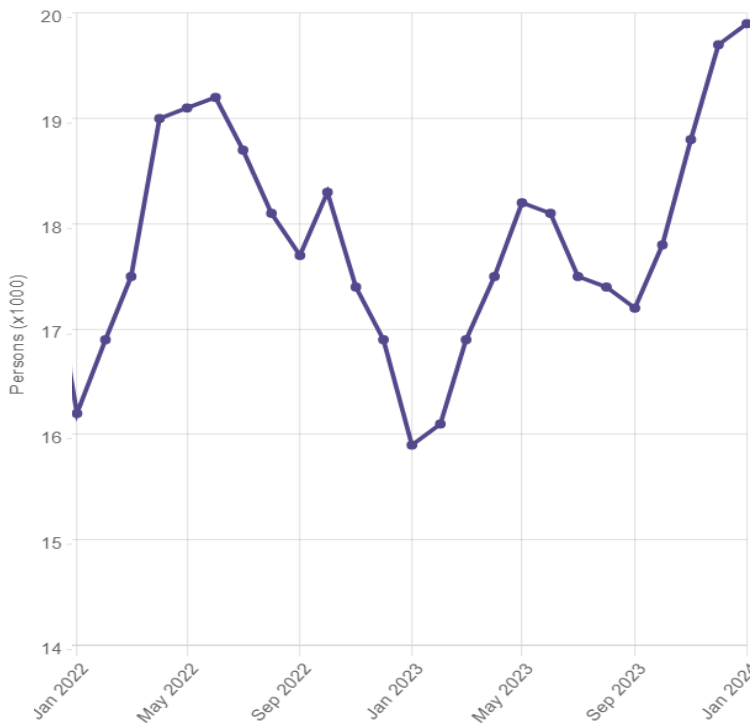


Figure 13 illustrates how part-time employment had changed significantly over the timeframe. Some of this change is impacted by the seasonal employment of students during the summers and seasonal retail employment at the holidays but there is a corresponding increase in part-time employment at the same time as we have seen a decline in full-time employment in Q4 2024, likely due to the economic slowdown and market uncertainty.

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



**Characteristics of the Workforce**

The size and composition of the workforce is influenced by a variety of factors, including:

**Population growth:** The size of the workforce is influenced by the size of the population. An increase in population can lead to an increase in the size of the workforce. Stronger population growth of 7% between the years 2016 and 2021 has had an important impact on the economic health of the community. 2022 also continues the trend of above average growth with a 1.9% estimated increase. 2023 data is not yet available but data on net international migration has been strong in 2023.

**Demographics:** The age, gender, race and ethnicity of a population can impact the composition of the workforce. For example, an aging population can lead to a smaller workforce and a shortage of skilled workers, while an increasingly diverse population can result in a more diverse workforce. Kingston has made progress in increasing its diversity over the last 3 census periods due in large part to the growth of international student populations at St. Lawrence College and to a lesser degree Queen’s University.

The community has also welcomed newcomers and immigrants from across the world including refugees from Syria and Ukraine and other nations from around the world. Work must continue to welcome a more diverse population to Kingston.

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**Education and training:** The level of education and training in a population can impact the size and composition of the workforce. A highly educated population can lead to a larger number of skilled workers and a more diverse range of professions and higher levels of productivity and economic growth. Kingston is often cited as having the smartest workforce in the country with one of the largest numbers of PhD's per capita in the country.

**Labour Force Participation Rates:** The labour force participation rate is the percentage of the population that is either employed or actively seeking employment. The labour force participation rate can vary based on factors such as the availability of jobs, retirement age and social norms around employment. Kingston and eastern Ontario more broadly have an older average population and is seeing sizeable retirements as the baby boomers exit the workforce.

**Economic Conditions:** Economic conditions such as recessions or periods of economic growth can influence the size and composition of the workforce. During periods of economic growth, there is often an increase in job opportunities, leading to an increase in the size of the workforce. Conversely, during a recession, there may be a decrease in job opportunities, leading to a decrease in the size of the workforce. Kingston generally sees reduced economic volatility due to the large presence of the broader public sector in the local economy.

In the Kingston-Frontenac service area, there are a total of 2,344 cases for Ontario Works (OW), which includes 3,837 individuals when accounting for dependents. There are also 6,783 cases for the Ontario Disability Support Program (ODSP), associated with 8,904 individuals. The ODSP numbers also include the Loyalist Township catchment areas. The numbers for both OW and ODSP have grown over the past few years, back to pre-pandemic levels.

**Government Policies:** Government policies, such as immigration policies, can influence the composition of the workforce. The new federal target of welcoming 500,000 immigrants per year by 2025 is an opportunity for Kingston to increase the proportion of newcomer skilled workers in the workforce. Flexible student visa regulations are also an opportunity for Kingston to retain more international students after graduation from our post-secondary education institutions.

**Technological Advances:** Technological advances can lead to changes in the composition of the workforce as jobs become automated, leading to a decrease in the demand for certain types of labour. At the same time, technological advances can also lead to an increase in demand for workers with skills in emerging industries. Kingston will see a growing demand for green economy jobs with the recent announcement by Umicore to build an electric vehicle (EV) battery production facility.

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 seems to be optimism that 2024 will see modest job growth.

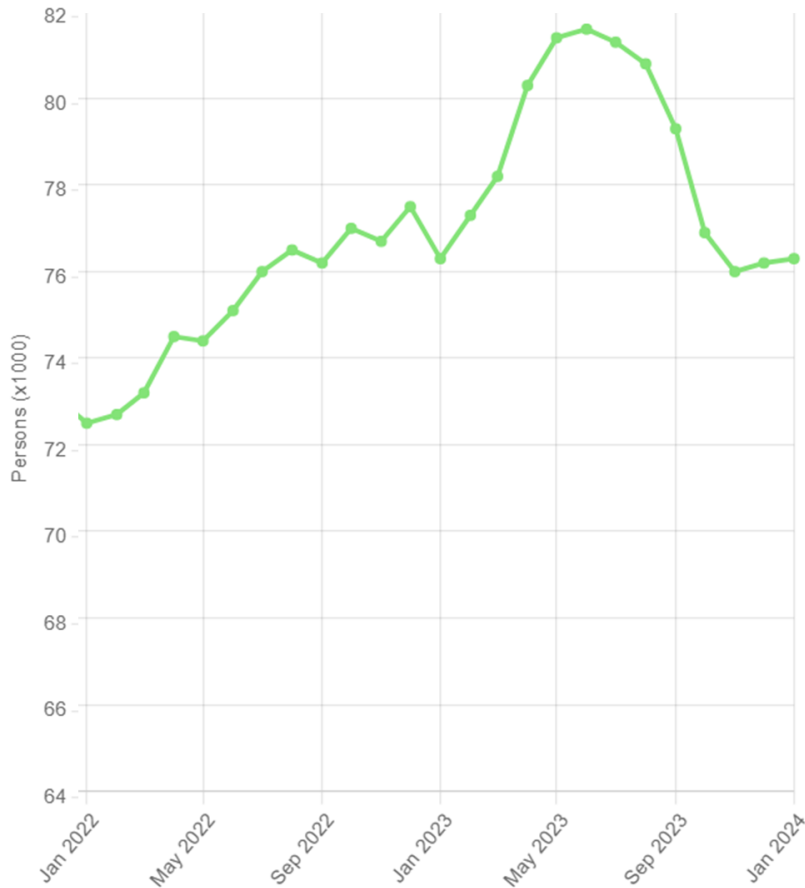


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What has been seen is a distinct difference in job growth/decline between the service and goods producing sectors – see Figure 14 and 15 below. While the service sector industries declined in Q4 2023, the goods producing sector industries were relatively stable.

**Figure 14: Employment in Service Sector Industries, Kingston CMA (2022- 2024)**



Individual sectors that have declined or remained relatively static include:

- Information, culture & recreation;
- Public administration;
- Transportation & warehousing; and
- Accommodation & food services.

Individual sectors that have seen an increase in employment include:

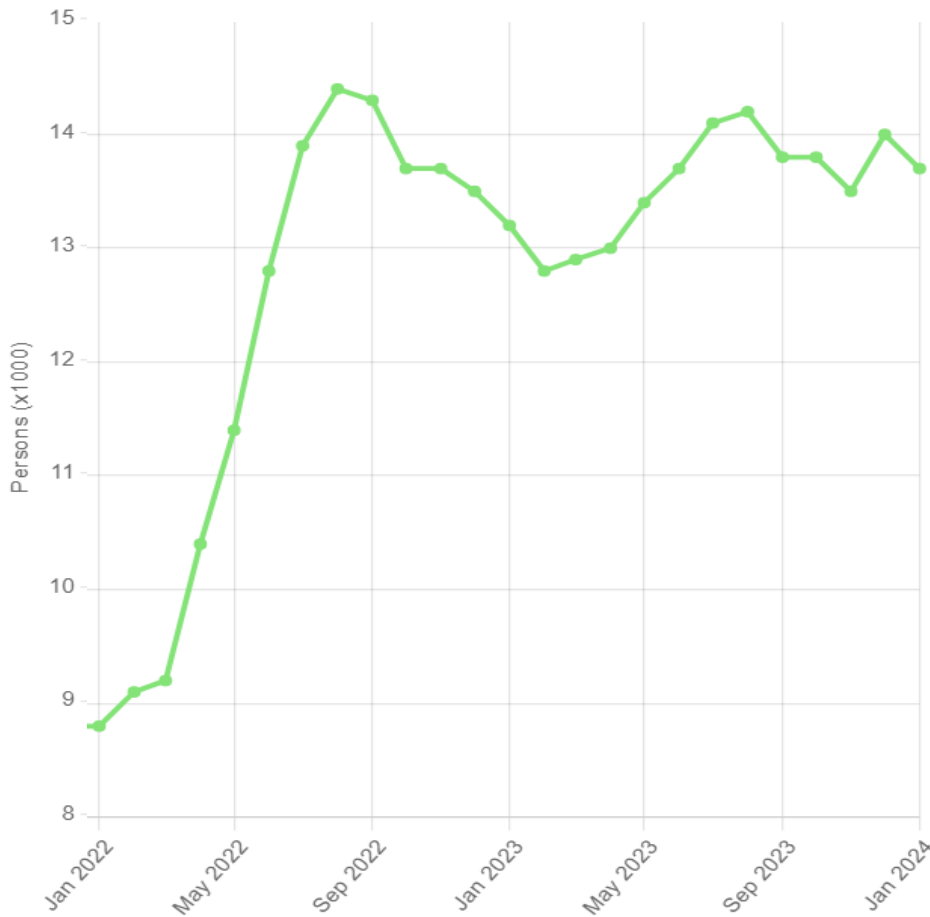
- Education services;
- Health care & social assistance;
- Manufacturing;
- Professional, scientific & technical services;
- Construction;

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- Business, building and other support services;
- Finance, insurance & real estate; and
- Wholesale & retail trade.

**Figure 15: Employment in Goods Producing Sector Industries, Kingston CMA (2022-2024)**



**The Role of Workforce in the Housing Market**

The housing market is a crucial component of the economy that plays a significant role in determining the overall economic and social health of the Kingston community. One of the most significant factors that impact the housing market is the size and characteristics of the workforce. The workforce, which includes employed individuals and those seeking employment, plays a vital role in shaping the housing market both in terms of supply and demand of housing.

**Impact of Workforce on Housing Demand and Supply**

The size and characteristics of the workforce is a significant contributor to housing demand, primarily through wage income levels. Higher wage income enables individuals to afford housing

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that is larger with additional amenities, which in turn creates demand for high value homes. As employment opportunities increase in a region (Kingston has seen sector net job growth over the past 5 years of almost 14,000 jobs and is projecting strong job growth (+8,000 jobs) over the next several years), the new workforce in-migration results in an increased demand for housing, leading to an increase in housing prices. As Kingston continues to attract and grow higher-paying jobs and the associated household income, increased demand for housing will drive increases in housing prices.

Additionally, the type of workforce in a region also has a significant impact on the demand for housing. For instance, with Kingston's large student population (and a growing number of international students), a higher demand for more affordable rental housing will continue to be seen.

The workforce also has a critical role in determining the supply of housing. With more people seeking employment opportunities in a particular region, the demand for housing increases. Developers, builders and associated trades, therefore, must build more housing units to cater to the rising demand, thereby increasing the supply of housing. Demand of construction trade skills in Kingston, the region and across the Province will be a significant workforce challenge in coming years.

Moreover, the skillset of the workforce in a particular area can impact the supply of housing. For example, areas with a highly skilled workforce, such as technology hubs, are likely to have more complex, high-end housing units. In contrast, areas with a less skilled workforce may have require more affordable and simpler housing units.

### **Challenges of Workforce in the Housing Market**

While the workforce plays a significant role in shaping the housing market, it also faces several challenges, including affordability, access to housing financing (mortgage interest rates), and location of housing units (proximity of work locations). With the rising cost of housing, many low-income and middle-income earners struggle to afford housing, resulting in inadequate or poor-quality housing situations.

The inability to access housing financing is a significant challenge for many individuals seeking to buy homes. Lack of access to credit, high-interest mortgage rates, and stringent lending criteria make it challenging for individuals to secure adequate home financing.

Finally, the location of housing units is also a critical challenge for the workforce. With many job opportunities concentrated in urban or industrial areas, the workforce may face challenges finding affordable and adequate housing units in these areas. These situations also highlight the important role of transit to workforce in economic development.

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## **The Relationship between Workforce and Population Growth**

Population growth is a crucial driver of workforce growth. As the population increases, so does the size of the labour force. This, in turn, can lead to increased productivity and economic growth, particularly if the workforce is adequately skilled and educated in high demand sectors.

Conversely, if the population growth rate is greater than the rate of job creation, it can lead to unemployment and economic instability.

One important factor that affects the relationship between population growth and the workforce is the age structure of the population. Countries with a higher proportion of young people may have a larger potential workforce, which can lead to increased productivity and economic growth. However, an aging population can pose challenges for the workforce, as older workers may have different skill sets and may be less adaptable to new technologies and changing work environments.

Education and skills are important factors that influence the relationship between workforce and population growth. A highly educated and skilled workforce is essential for economic growth and development. Education is an investment that can provide individuals with the necessary skills and knowledge to compete in the workforce and contribute to economic growth.

Education and skills are also critical in attracting businesses to our community. Kingston is ideally positioned with its three post-secondary education institutions – St. Lawrence College, Queen's University and The Royal Military College of Canada. The challenge for our economy is to retain more graduates of our post-secondary education institutions.

Companies are more likely to invest in areas with a well-educated and skilled workforce, which can lead to further job creation and population growth. Conversely, a lack of skilled workers can be a significant barrier to economic growth and may lead to businesses relocating to other regions.

The relationship between workforce and population growth has significant implications for the economy and society. A growing workforce can lead to increased productivity and economic growth, which can improve living standards and social well-being. Conversely, a shrinking workforce can lead to economic stagnation and social challenges, such as an aging population and a declining tax base. Education and skills are critical in ensuring that the workforce can adapt to new technologies and changing work environments.

A lack of skilled workers can lead to a skills gap, which can be a significant barrier to economic growth and development. Retaining a greater number of international students' post-graduation provides not only more skilled workers for employers but increases Kingston's social and cultural diversity.

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## Conclusion

The relationship between housing, population and workforce has significant implications for Kingston's economic and social development. A well-functioning housing market that can accommodate population growth and attract and retain a skilled workforce is essential for economic growth and development. However, a poorly functioning housing market can lead to social and economic challenges, such as rising housing costs, homelessness and labour shortages. These challenges can lead to social and economic inequality, which can have significant long-term implications for economic growth and development.

Several factors influence the relationship between housing, population, and workforce. One critical factor is land availability. Limited land availability can lead to housing shortages and higher housing costs, which can make it difficult for workers to find adequate housing in the areas where they work. Another important factor is the level of urbanization. Urban areas tend to have more significant demand for housing, which can lead to higher housing costs and shortages. However, urban areas also tend to have more significant employment opportunities, which can attract workers and lead to population growth.

As part of the preparation for the upcoming Official Plan project, three key background studies have been initiated by Planning Services, including a Population, Housing and Employment Forecast, an Employment Land Review and a Commercial Land Review. As noted in [Report Number 24-016](#), as part of this work, an urban land needs assessment is being completed to determine whether there is sufficient land in the urban boundary to accommodate forecasted residential and employment growth to 2051. Results of this work are anticipated to be presented to Council in Q3 of 2024.

Additionally, staff will be initiating amendments to the Official Plan, zoning by-laws, the Delegated Authority/Planning By-Law (By-Law Number 2006-75) and the Fees & Charges By-Law (By-Law Number 2005-10) to implement administrative updates and to better support the construction of more housing through various initiatives ([Report Number PC-24-018](#)). A number of the proposed amendments are connected to the initiatives identified in the City's Housing Accelerator Fund application (detailed in [Report Number 23-172](#)), with further initiatives identified in a Council Motion moved on November 21, 2023, as amended.

## Contacts:

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**Other City of Kingston Staff Consulted:**

Laurie Dixon, Research & Data Manager

**Exhibits Attached:**

Exhibit A Pending and Committed Residential Supply as of December 31, 2023

**Pending and Committed Residential Supply**

**Table 1: Pending Units – Single-Detached, Semi-Detached and Rowhouse, as of December 31, 2023**

| <b>Planning File Number</b> | <b>Address</b>   | <b>Application Type</b>   | <b>Single-Detached</b> | <b>Semi-Detached</b> | <b>Row House</b> |
|-----------------------------|------------------|---|------------------------|----------------------|------------------|
| D35-012-2021                | 1075 Bayridge Dr | Zoning By-Law Amendment, Draft Plan of Subdivision                            | 73                     | 4                    | 149              |
| D35-005-2021                | 1233 Midland Ave | Zoning By-Law Amendment, Draft Plan of Subdivision, Draft Plan of Condominium | 0                      | 0                    | 31               |
| D12-003-2021                | 1291 Midland Ave | Draft Plan of Subdivision   | 0                      | 0                    | 34               |
| D14-008-2021                | 327 Barrie St    | Zoning By-Law Amendment   | 1                      | 0                    | 0                |
| D35-005-2018                | 339 Select Dr    | Zoning By-Law Amendment, Draft Plan of Subdivision, Draft Plan of Condominium | 0                      | 0                    | 52               |
| D14-004-2022                | 36 Durham St     | Zoning By-Law Amendment   | 0                      | 2                    | 0                |
| D35-014-2021                | 4085 Bath Rd     | Official Plan Amendment, Zoning By-Law Amendment, Draft Plan of Subdivision   | 42                     | 0                    | 176              |

| <b>Planning File Number</b> | <b>Address</b>      | <b>Application Type</b>                            | <b>Single-Detached</b> | <b>Semi-Detached</b> | <b>Row House</b> |
|-----------------------------|---------------------|--|------------------------|----------------------|------------------|
| D35-002-2020                | 999 Purdy's Mill Rd | Zoning By-Law Amendment, Draft Plan of Subdivision | 126                    | 0                    | 0                |
| <b>Total</b>                |                     |  | <b>242</b>             | <b>6</b>             | <b>442</b>       |

**Table 2: Pending Units – Multi-Unit Residential, as of December 31, 2023**

| <b>Planning File Number</b> | <b>Address</b>     | <b>Application Type</b>   | <b>Units</b> |
|-----------------------------|--------------------|---|--------------|
| D35-005-2021                | 1233 Midland Ave   | Zoning By-Law Amendment, Draft Plan of Subdivision, Draft Plan of Condominium | 58           |
| D12-003-2021                | 1291 Midland Ave   | Draft Plan of Subdivision   | 49           |
| D14-014-2021                | 231 Albert St      | Zoning By-Law Amendment   | 4            |
| D35-004-2022                | 2312 Princess St   | Official Plan Amendment, Zoning By-Law Amendment                              | 300          |
| D14-001-2022                | 235 Portsmouth Ave | Zoning By-Law Amendment   | 59           |
| D14-003-2023                | 2777 Princess St   | Zoning By-Law Amendment   | 30           |
| D14-008-2023                | 279 Wellington St  | Zoning By-Law Amendment   | 158          |



| <b>Planning File Number</b> | <b>Address</b>            | <b>Application Type</b>   | <b>Units</b> |
|-----------------------------|---------------------------|---|--------------|
| D14-013-2018                | 2880 Princess St          | Zoning By-Law Amendment   | 1180         |
| D35-003-2021                | 5 Lower Union             | Official Plan Amendment,<br>Zoning By-Law Amendment                               | 116          |
| D14-248-2012                | 50 Newcourt Pl            | Zoning By-Law Amendment   | 99           |
| D35-002-2023                | 500 Cataraqui Woods Dr    | Official Plan Amendment,<br>Zoning By-Law Amendment                               | 430          |
| D14-009-2023                | 64 Barrack St             | Zoning By-Law Amendment   | 287          |
| D14-007-2023                | 67 Village Dr             | Zoning By-Law Amendment   | 135          |
| D14-016-2020                | 841 Princess St           | Zoning By-Law Amendment   | 280          |
| D35-002-2020                | 999 Purdy's Mill Rd       | Zoning By-Law Amendment,<br>Draft Plan of Subdivision                             | 776          |
| D35-009-2017                | 2 River St (Under Appeal) | Official Plan Amendment,<br>Zoning By-Law Amendment,<br>Draft Plan of Subdivision | 1670         |
| <b>Total</b>                |                           |   | <b>5631</b>  |

**Table 3: Committed Units – Single-Detached, Semi-Detached and Rowhouse, as of December 31, 2023**

| <b>Planning File Number</b> | <b>Address</b>         | <b>Name</b>                | <b>Proposed Total Units</b> | <b>Building Permit Issued</b> | <b>Remaining Units</b> |
|-----------------------------|------------------------|----------------------------|-----------------------------|-------------------------------|------------------------|
| D12-006-2017                | 311 Conacher Dr        | 311 Conacher Drive         | 257                         | 29                            | 228                    |
| D12-002-2022                | 1350 Woodfield Cres    | Creekside Valley           | 380                         | 196                           | 184                    |
| D12-002-2019                | 2700 Delmar St         | Delmar-Sands Phase 2       | 55                          | 38                            | 17                     |
| D12-002-2020                | 655 Graceland Ave      | Graceland                  | 45                          | 0                             | 45                     |
| D12-075-2012                | 752 King St W          | Kingston Provincial Campus | 588                         | 0                             | 588                    |
| D12-001-2016                | 1374 Andersen Dr       | Lydenwood Phase 5          | 189                         | 128                           | 61                     |
| D12-068-2012                | 1232 Highway 15        | Riverview                  | 381                         | 341                           | 40                     |
| D12-008-2016                | 199 Wilson St          | Shannon Park               | 35                          | 8                             | 27                     |
| D12-022-2015                | 700 Gardiners Rd       | West Village               | 591                         | 192                           | 399                    |
| D12-003-2016                | 3566 Princess St       | Westbrook Meadows South    | 37                          | 33                            | 5                      |
| D12-011-2017                | 1201 Woodhaven Dr      | Woodhaven Phase 2 Stage 2  | 98                          | 0                             | 98                     |
| D12-002-2018                | 950 Cataraqui Woods Dr | Woodhaven Phase 4          | 235                         | 162                           | 73                     |

| <b>Planning File Number</b> | <b>Address</b>          | <b>Name</b>                    | <b>Proposed Total Units</b> | <b>Building Permit Issued</b> | <b>Remaining Units</b> |
|-----------------------------|-------------------------|--------------------------------|-----------------------------|-------------------------------|------------------------|
| D35-004-2020                | 950 Woodhaven Dr        | Woodhaven                      | 46                          | 0                             | 46                     |
| D12-007-2017                | 1460 Evergreen Dr       | Woodhaven West Phase 3         | 35                          | 28                            | 7                      |
| D12-001-2021                | 1240 Cataraqui Woods Dr | Woodhaven West Phase 4 (Carfa) | 33                          | 11                            | 22                     |
| D12-004-2022                | 40 Compton St           | 40 Compton St                  | 195                         | 0                             | 195                    |
| D12-020-2014                | 2803 Creekford Rd       | Midland Park Phase 4           | 102                         | 70                            | 32                     |
| D12-003-2022                | 998 Hwy 15              | Riverview Shores               | 243                         | 0                             | 243                    |
| D12-002-2023                | 411 Wellington St       | 411 Wellington St              | 31                          | 0                             | 31                     |
| D12-001-2023                | 40 Sir John A Macdonald | Former Prison for Women        | 239                         | 0                             | 239                    |
|                             |                         |                                |                             | <b>Total</b>                  | <b>2580</b>            |

**Table 4: Committed Units – Multi-Unit Residential, as of December 31, 2023**

| <b>Planning File Number</b> | <b>Address</b>           | <b>Zoning Approval</b> | <b>Units</b> |
|-----------------------------|--------------------------|------------------------|--------------|
| D35-013-2021                | 1300 Bath Rd (Phase 2-4) | November 2023          | 1712         |
| D14-010-2022                | 16 North Barlett         | February 2023          | 6            |
| D14-001-2023                | 170 Earl St              | December 2023          | 3            |
| D14-002-2021                | 178 Rideau St            | April 2022             | 3            |

| <b>Planning File Number</b> | <b>Address</b>   | <b>Zoning Approval</b> | <b>Units</b> |
|-----------------------------|--|------------------------|--------------|
| D14-007-2020                | 240 Division St  | April 2023             | 2            |
| D11-041-2021                | 267 Earl St  | March 2023             | 6            |
| D35-008-2021                | 2925 Princess St                                       | April 2023             | 80           |
| D35-004-2018                | 40 Compton St  | August 2021            | 98           |
| D35-011-2021                | 5 Cataraqui St   | September 2023         | 76           |
| D14-022-2019                | 1400 Bath Rd   | April 2022             | 240          |
| D14-035-2018                | 189 Montreal   | October 2019           | 5            |
| D14-012-2021                | 275 Queen St   | November 2023          | 227          |
| D14-146-2015                | 51-57 Queen St   | September 2018         | 229          |
| D14-004-2023                | 769 King St W  | December 2023          | 6            |
| D12-075-2012                | Kingston Provincial Campus<br>(Multi-unit Residential) | Sept 2017              | 184          |
| D11-045-2022                | 820 Gardiners Rd                                       | July, 2023             | 303          |
| D11-021-2023                | 630 Princess St  | April 2023             | 5            |
| D11-015-2023                | 627 Princess St  | As-of-right            | 30           |
| D11-005-2023                | 44 Barbara Ave   | May, 2023              | 10           |
| D11-019-2023                | 386-390 Johnson St                                     | As-of-right            | 45           |
| D11-004-2023                | 1752 Bath Rd   | October 2022           | 109          |
| D11-038-2022                | 162 Division St  | As-of-right            | 8            |
| D11-018-2023                | 1600 Rockwell Dr                                       | April 2018             | 158          |
| D11-017-2023                | 1580 Rockwell Dr                                       | April 2018             | 158          |
| D11-026-2022                | 1300 Bath Rd (Phase 1)                                 | November 2023          | 288          |
| D11-047-2022                | 555 Princess St  | May 2022               | 226          |

| <b>Planning File Number</b> | <b>Address</b>     | <b>Zoning Approval</b> | <b>Units</b> |
|-----------------------------|--------------------|------------------------|--------------|
| D11-046-2022                | 525 Princess St    | May 2022               | 362          |
| D11-016-2023                | 1274 Hwy 15        | October 2023           | 51           |
| D11-032-2021/ D13-068-2023  | 1177 Montreal St   | August 2023            | 174          |
| D11-015-2022                | 1163 Centennial Dr | March 2015             | 500          |
| D11-011-2018                | 1102 W King St W   | October 2009           | 343          |
|                             |                    | <b>Total</b>           | <b>5647</b>  |

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.