



**Committee of the Whole – Regular Meeting**  
**July 3, 2013 – 9:00 a.m.**  
**The Frontenac Room, 2069 Battersea Road, Glenburnie, ON**

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## **AGENDA**

Page

**1. CALL TO ORDER**

**2. ADOPTION OF AGENDA**

**3. DISCLOSURES OF PECUNIARY INTEREST AND GENERAL NATURE THEREOF**

**4. DEPUTATIONS AND/OR PRESENTATIONS**

**5. CLOSED MEETING**

As Authorized under Section 239 of The Municipal Act, to consider:

- a) Labour Relations or employee negotiations

**6. BRIEFINGS**

- a) Ms. Marian VanBruinessen, Treasurer and Mr. Howard Allan, Allan & Partners Chartered Accountants will provide County Council with a briefing on the proposed Reserves and Reserve Funds Policy.

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- b) Mr. Joe Gallivan, Manager of Sustainability Planning will provide County Council with a briefing on the first draft of the Official Plan

**7. REPORTS**

79-91

- a) 2013-056  
Financial Services – Reserve and Reserve Funds  
(Continued from the June 5, 2013 Committee of the Whole meeting)  
(Staff have provided an amended recommendation to this report)

- b) **Allocation of Reserve Funds to Support Seniors and Their Continued Independent Living**

WHEREAS the Council of the County of Frontenac, at its meeting held January 16, 2013 passed the following Mission and Vision Statements:

**7. REPORTS**

Mission Statement

"The County of Frontenac's mission is the effective, efficient and sustainable delivery of services to citizens"

Vision Statement

"The County of Frontenac is recognized for its unique pristine natural environment and lifestyle choices and commitment to - and promotion of - strong, resilient, diverse, rural communities"

AND WHEREAS the County of Frontenac and its Townships have a goal to provide safe, sustainable and fully accessible senior friendly communities;

AND WHEREAS this goal would see a much higher success rate if there were collaboration between the County of Frontenac, its Townships and potentially the provincial and federal governments as well as the CFDC;

AND WHEREAS the County of Frontenac currently has sufficient funds in its Federal Gas Tax Reserve and its Working Fund Reserve:

THEREFORE BE IT RESOLVE THAT \$1,500,000 of the Federal Gas Tax or Working Fund Reserves be earmarked over five years to support the development and implementation of a plan done collaboratively between the County of Frontenac and its Townships that would see the County of Frontenac supporting seniors and their continued independent living by providing safe, sustainable, fully accessible senior friendly communities, to include but not limited to:

- The support of one new Seniors Housing development in each Township;
- Fulfil the County's responsibilities as noted in the Municipal Housing Strategy and the Ten Year Homelessness Plan;
- Increase community consultation on accessibility and how to better create barrier free communities;
- Make better use of Community Improvement Plans to better assist local business and promote pedestrian friendly community development;
- Support local health care support services;
- Improve rural transportation;

AND FURTHER THAT this plan be incorporated into the draft proposed Sustainable Actions Directions for our Future 2013

[Addenda]

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- c) 2013-125  
Financial Services – Reserves and Reserve Funds Policy

109-111

- d) 2013-086  
Termination of Frontenac Islands Contract

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**8. RISE AND REPORT**

**9. PUBLIC QUESTION PERIOD**

**10. ADJOURNMENT**



**County of Frontenac Official Plan  
First Draft**

**June 2013**

*F* COUNTY of  
**Frontenac**

**Introductory Note**

This document serves as the First Draft of an Official Plan for Frontenac County. It is based on direction provided by County Council to develop a 'high level' regional plan to deal with planning issues that cross political jurisdictions, unlike the Township Official Plans that are detailed and which focus on growth within their municipal boundaries.

This First Draft is not set in stone. It serves as the introduction of a regional planning document that requires community consultation and discussion.

The County will be holding meetings and talking with citizens and Township Councils throughout the Frontenacs in the summer and fall of 2013.

The County will also need to consult with the Ministry of Municipal Affairs and Housing who will eventually approve this Plan.

Following these conversations, a second draft will be prepared in late fall to update the Plan with the goal of County Council considering adoption in early 2014.

If you have questions or ideas, please let us know.

Contact: Joe Gallivan, Manager of Sustainability Planning  
Email: [planning@frontenacounty.ca](mailto:planning@frontenacounty.ca)  
Telephone: 613.548.9400 ext. 350  
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Twitter: @frontenacounty

**County Official Plan – Proposed Policy Outline**

**Section 1 – Introduction**

- 1.1 Purpose, Basis, and Context of County Plan
- 1.2 How to Read the Plan
- 1.3 Relationship to Township Official Plans\
- 1.4 *Directions for Our Future* connection
- 1.5 Vision for Frontenac County
- 1.6 Regional Connections

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- 6.4 Rideau Canal UNESCO World Heritage Site
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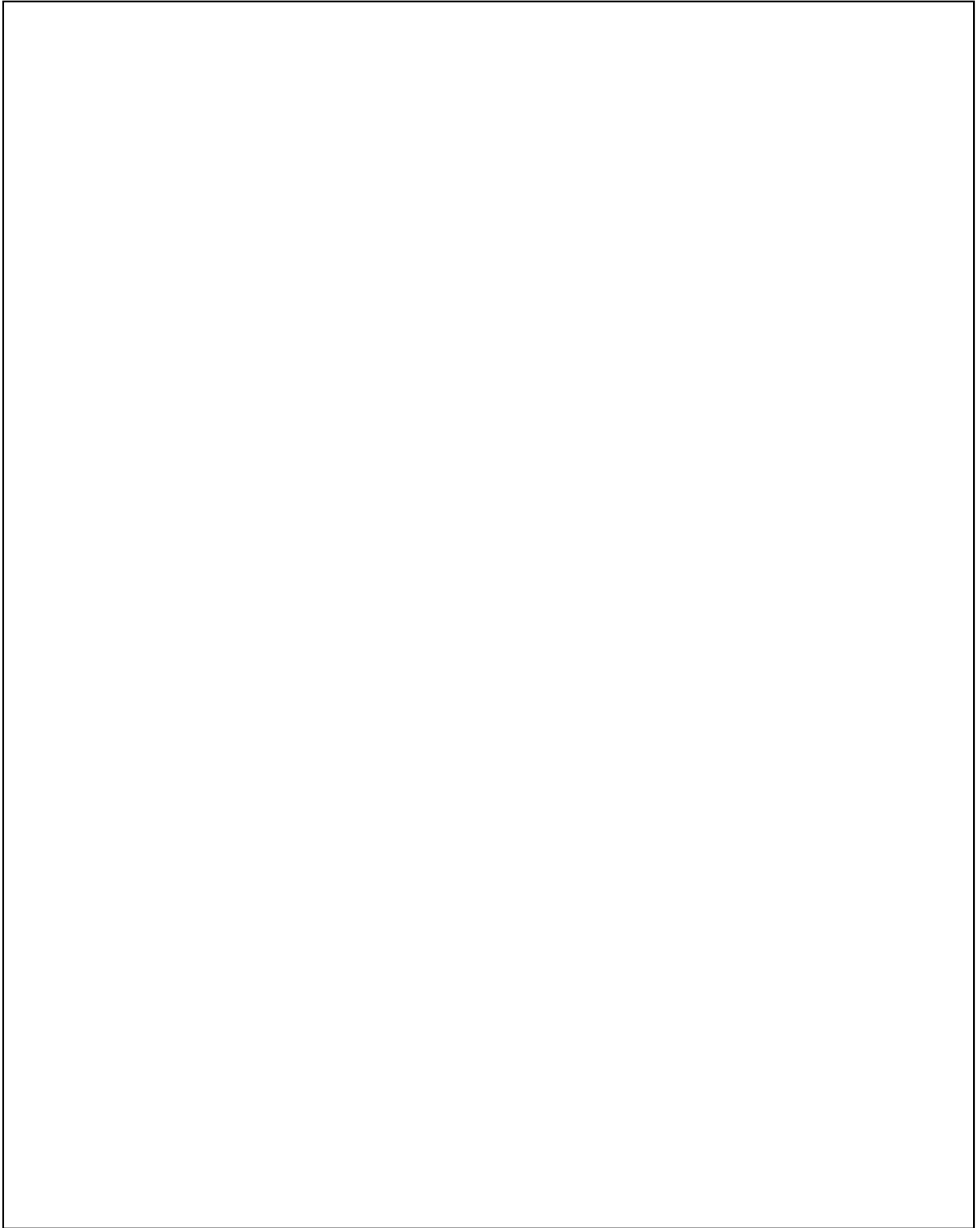
- 7.1 Natural Environment

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Maps and Schedules





## Section 1 – Introduction

### **SECTION 1 - INTRODUCTION**

#### **1.1 Purpose, Basis and Context of the Plan**

##### **Purpose**

The Frontenac County Official Plan creates the framework for guiding land use changes in the County over the next 20 years to 2034 by protecting and managing the natural environment, directing and influencing growth patterns and facilitating the vision of the County as expressed through its residents. This Plan also provides the avenue through which Provincial Policy is implemented into the local context. The Plan is also a major cornerstone in the implementation of *Directions for Our Future*, the County's sustainability plan.

##### **Basis**

The Official Plan for Frontenac County has its basis in the *Planning Act*; the Provincial Policy Statement (2005); and the four sustainability pillars identified in *Directions for Our Future*.

##### **Context of the Plan**

Without question Frontenac County is characterized by a predominantly rural landscape with small communities such as Plevna, Sharbot Lake, Verona, Harrowsmith, Sydenham, Marysville, and many more villages and hamlets throughout the geography.

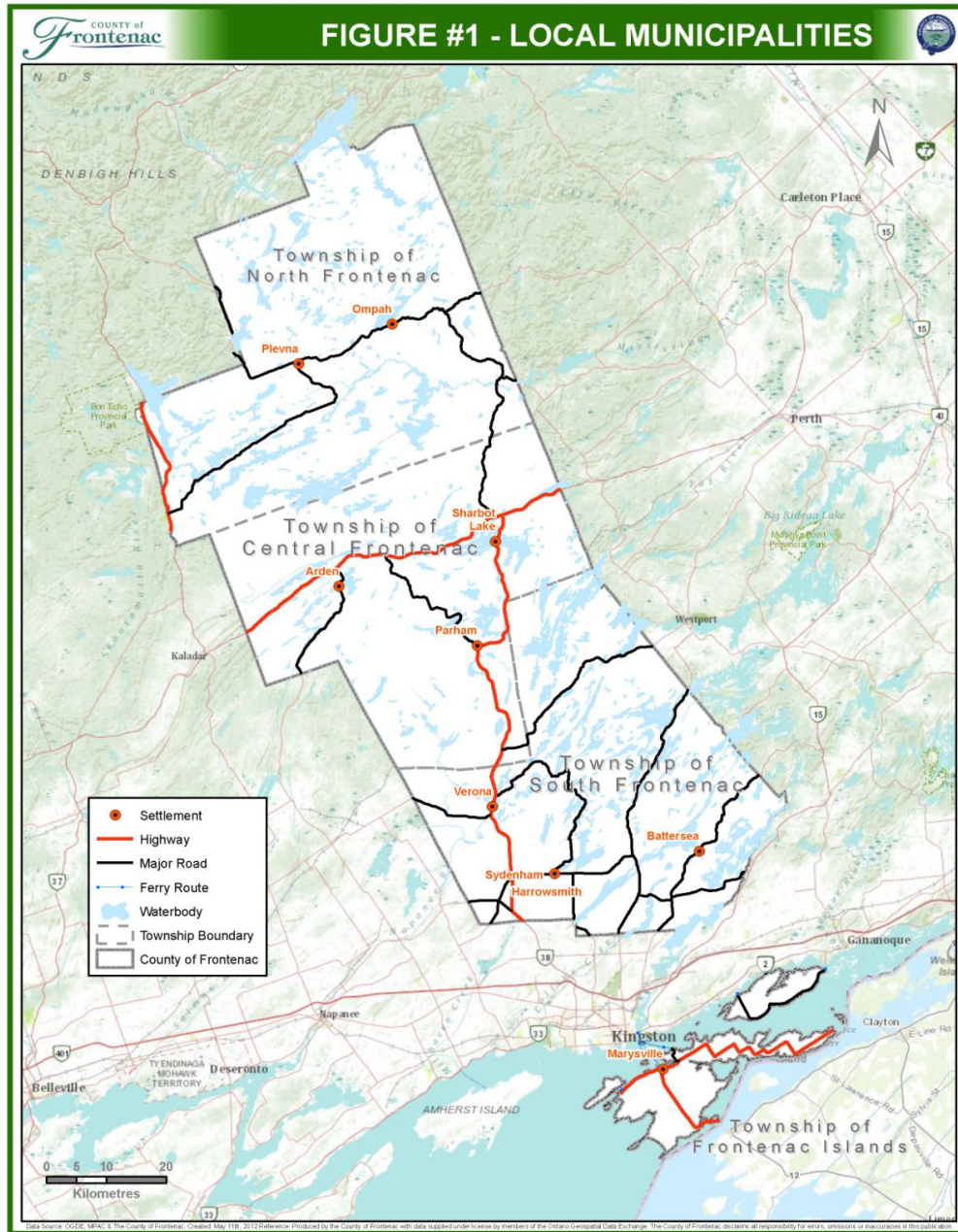
The County has one of the smallest populations of all counties in Eastern Ontario. The County surrounds the City of Kingston to the north and south and extends beyond Highway 7 northerly towards Bon Echo Park. It is bounded to the east by the Counties of Lanark and Leeds & Grenville, to the north by Renfrew County, and the west by Lennox & Addington County.

In terms of municipal government, the County is composed of four lower-tier municipalities – the Townships of South, Central and North Frontenac and Frontenac Islands. (See Figure 1 -- Local Municipalities)

The small population (26,600) and the large geographic area of the Frontenacs (4,000 km<sup>2</sup>) result in a low population density. There are only small communities. Of the settlement areas in the County the largest villages have between 200 to 300 homes within their boundaries. In terms of demographics, the number of retirees is increasing as is the number of seasonal residents, in part because of the spectacular natural features of the County. On the other hand, the trends show young people continue to move away, to larger urban centres.



Section 1 – Introduction





## Section 1 – Introduction

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Because the population lives predominately in villages or rural areas, municipal services, such as water and wastewater systems are not provided (with the exception of the water system in Sydenham). As a result, access to clean, reliable drinking water is an issue for some residents. The small nature of the communities also means that residents must travel to urban centres for cultural and recreational opportunities.

The County boasts some of the most beautiful natural features to be found in Ontario, possessing 1000 lakes, Wolfe and Howe Islands that form part of the 1000 Islands, and stretches of uninterrupted forests that includes Frontenac and Bon Echo Provincial Parks. The attractiveness of these features draws seasonal residents, outdoor recreationists, and artists, artisans and craftspeople. These people all seek nature for their own reasons, whether it is for adventure and exploration, peace and solitude, or inspiration. The tourism sector is also strongly linked to a pristine environment. The Frontenacs are home to enviable natural resources such as numerous lakes and islands, protected areas, an uninterrupted night sky, and a world renowned biosphere.

In addition to the many lakes within Frontenac, the major waterways of the Cataraqui, Salmon, Mississippi, Napanee, and Fall Rivers all cross through part of the County, and both Wolfe and Howe Islands along with a number of smaller islands are located on the St. Lawrence River at the junction of Lake Ontario. The Rideau Canal system, a designated UNESCO World Heritage site, travels through the southeastern part of the County. The Frontenac Arch Biosphere Reserve is one of sixteen biospheres in Canada and is designated under UNESCO's Man and Biosphere Programme; it covers parts of the United Counties of Leeds and Grenville and Frontenac County, including portions of Central and South Frontenac Townships. All of these features reinforce the value of the natural heritage system we have in the Frontenacs.

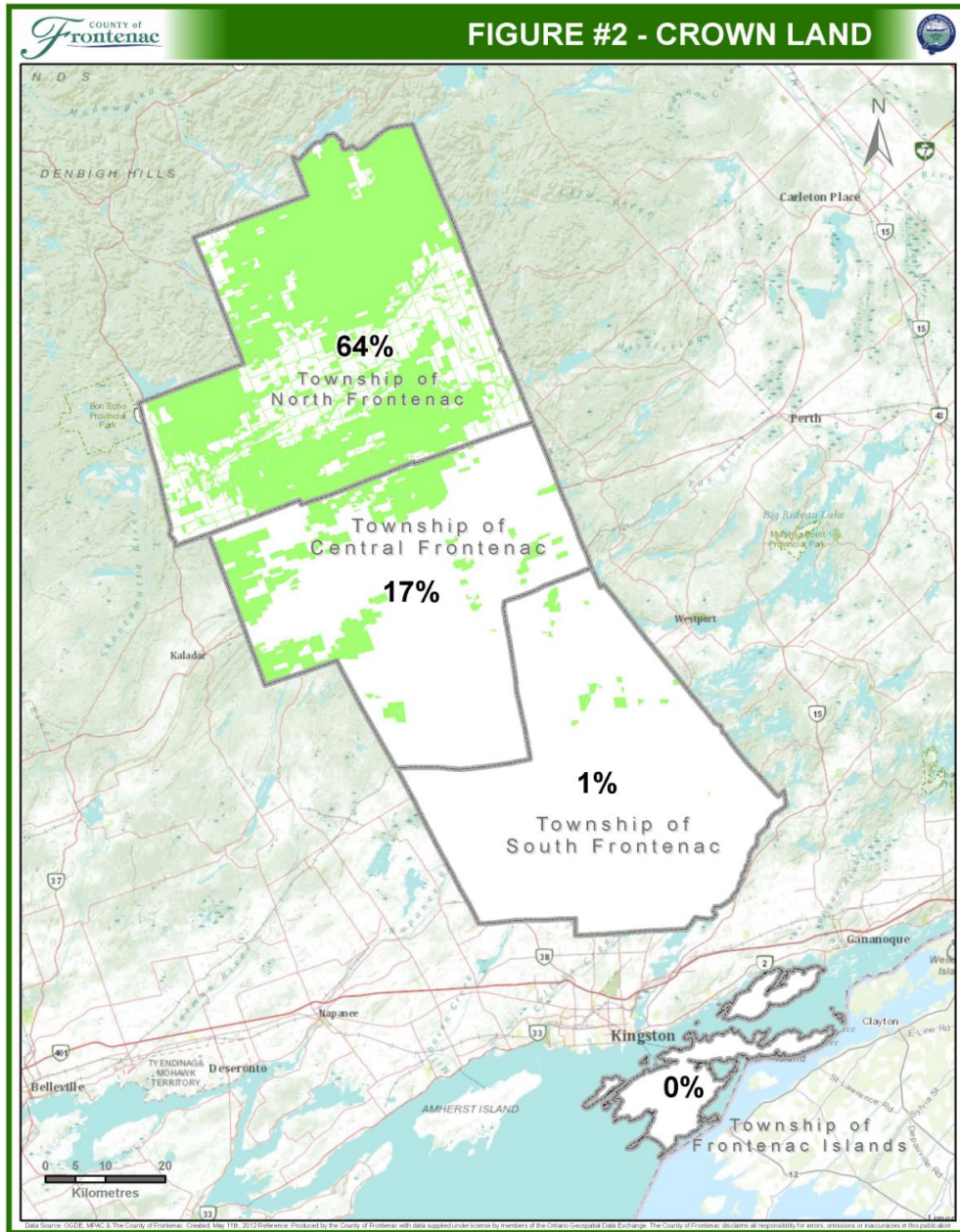
The wealth of our natural resources is reinforced by the amount of Crown land, lakes, rivers, and wetlands are within the County. Figures 2 to 4 illustrate the location and amount of these resources throughout the Frontenacs.

Frontenac County's history is rich in agricultural activity which continues today in the form of commodity farms, small family farms, hobby farms, horse ranches, and other specialty farms. The agricultural roots of the community are celebrated in fairs, ploughing matches, church socials, and other events. Agriculture continues to play an important role in the County's economy.

The Frontenacs are also at the forefront of renewable energy in Eastern Ontario, the most visible project being the eighty-six wind turbines that are located across Wolfe Island. Over the past few years, numerous ground-mounted and roof-mounted solar panels have been set up on homes, businesses and farms throughout the County.

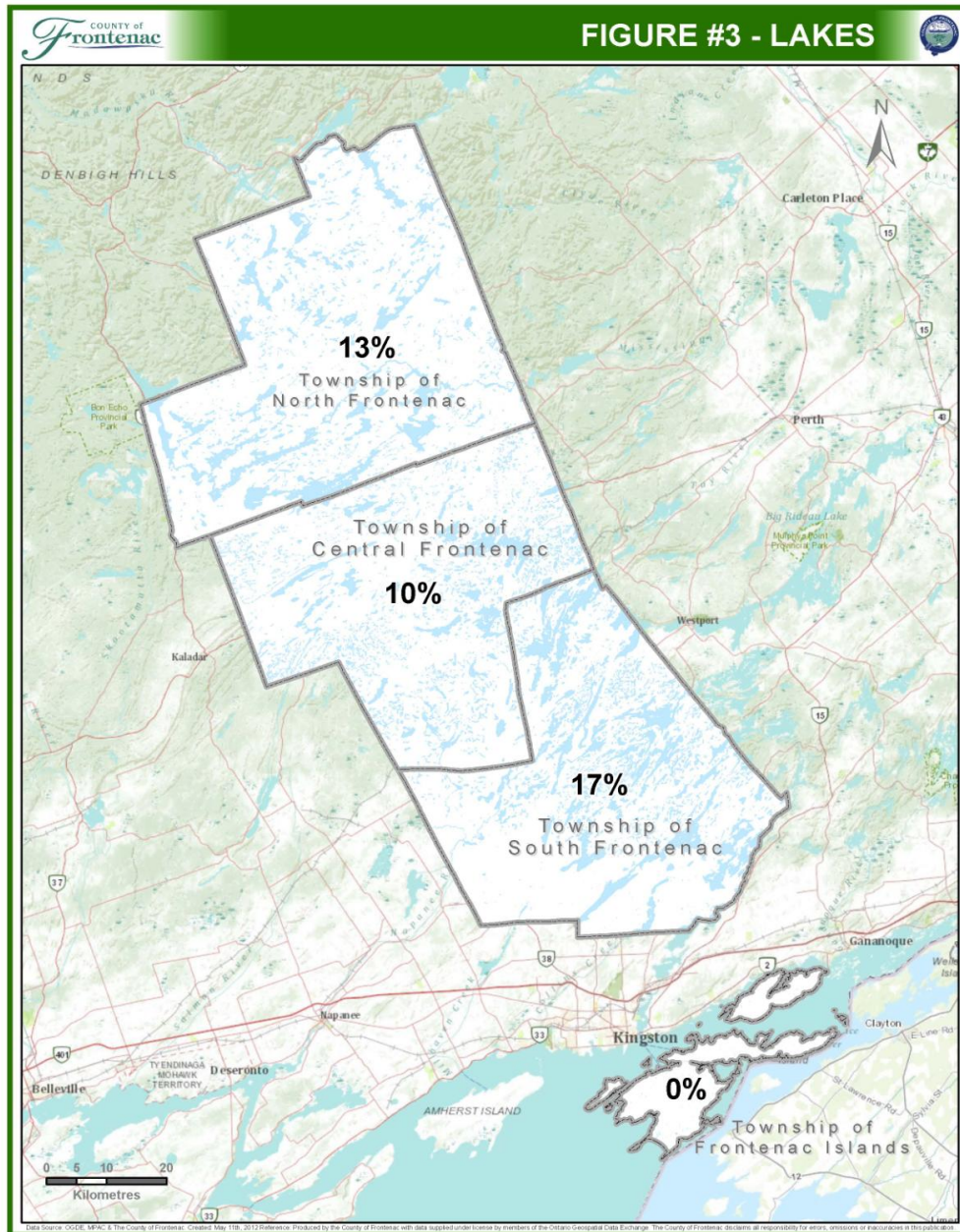


Section 1 – Introduction



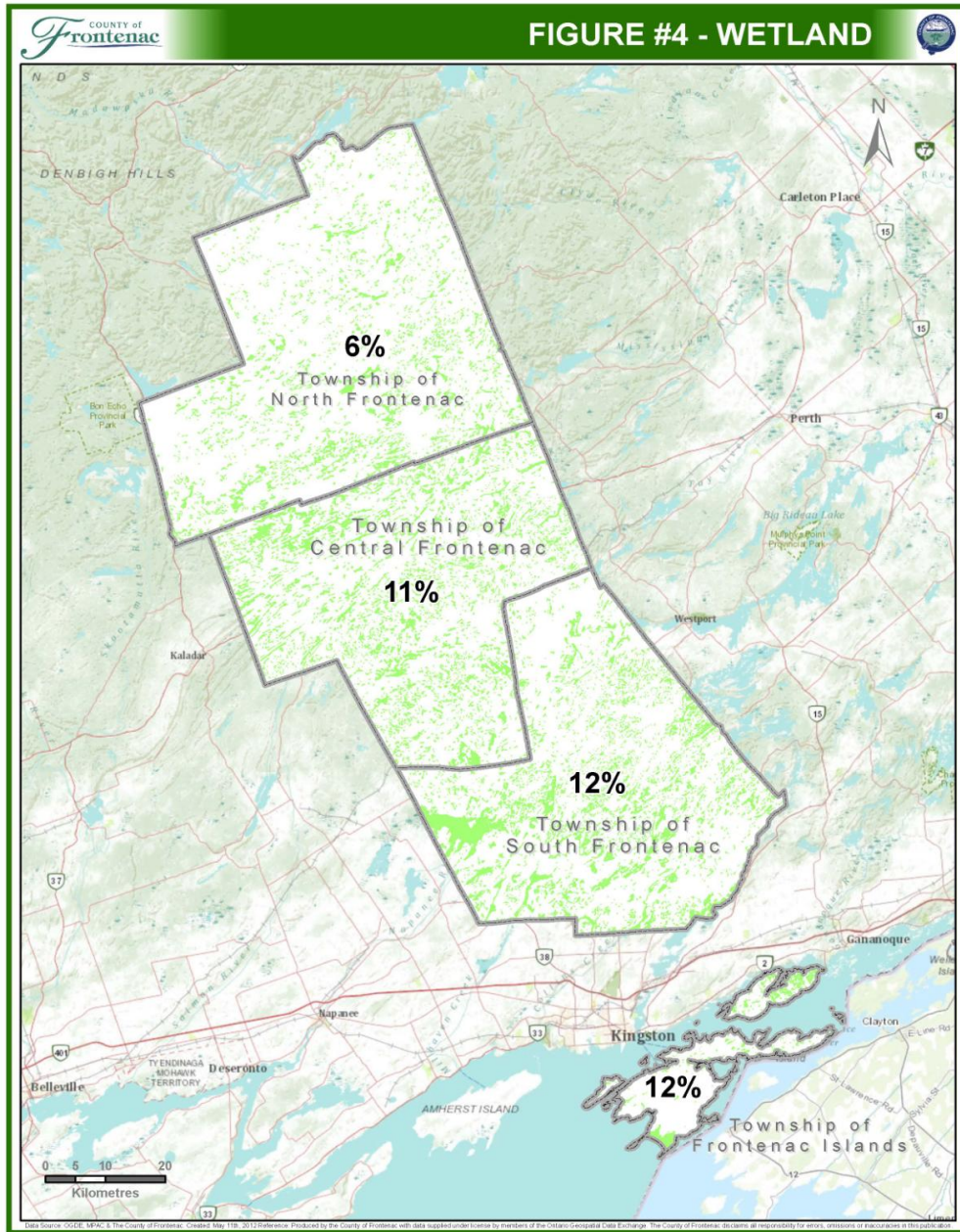


Section 1 – Introduction





Section 1 – Introduction





## Section 1 – Introduction

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### 1.2 How to Read the Plan

This Official Plan is prepared by the County of Frontenac to direct and guide the actions of local municipalities and the County in policy planning and physical planning on a broad 'high level' basis. It is based on a watershed planning approach as set out in Figure 5.

The County Plan serves as the upper tier Official Plan for the County. It establishes a vision in which planning and sustainability protect and enhance the natural landscape, rural lifestyle, and sense of community for the Frontenacs.

This document, hereafter is referred to as “the Plan” or “this Plan” implements a strategic approach to land use planning based on a watershed planning process. This Plan sets out the general direction for planning and development in Frontenac County by setting out strategic goals, objectives and policies.

It is the intention of the Plan to set the context for planning in the County as a whole and provide regional direction on planning issues.

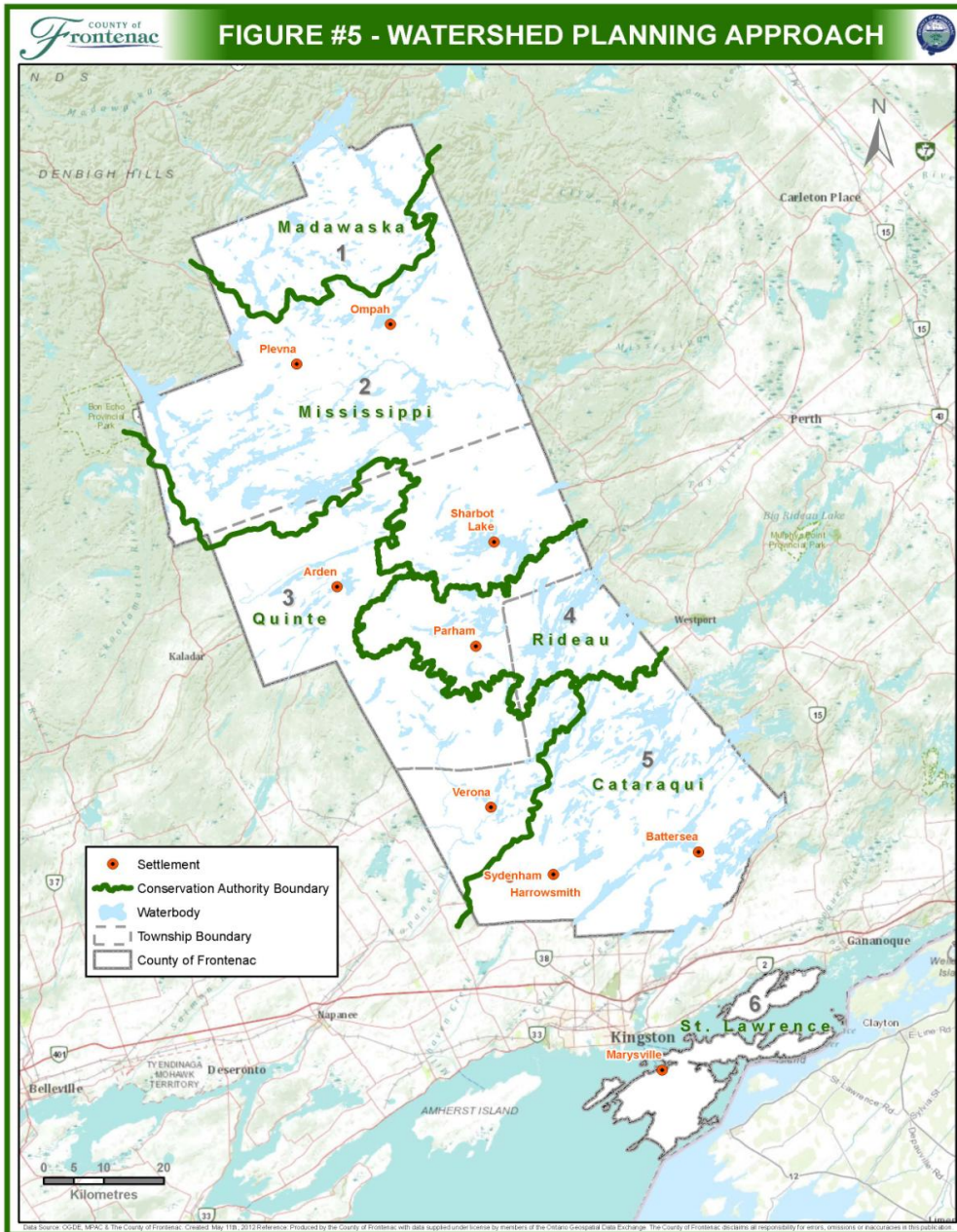
It is not the intention of the Frontenac County Official Plan to interfere with those planning matters which are considered to be the responsibility of the local municipalities. Local municipal Official Plans complement the Frontenac County Official Plan by providing detailed strategies, policies, and land use designations for planning and development at the local level.

The structure of the Plan is based on six sustainability themes. Each of the themes is developed to function as part of the building blocks that encourage a sustainable balance between the economy, community building, and the environment.

The *Economic Sustainability* theme highlights the natural resources of the Frontenacs and the best management practices for developing and managing those resources for future use. This theme also covers the built economy and how economic practices of commercial, tourism, and industrial type development should take place. Trying to develop a strong and diverse economy in Frontenac County is a major component of these building blocks.



Section 1 – Introduction





## Section 1 – Introduction

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The *Growth Management* theme deals with future residential development in the County, using the County-wide growth projections as a starting point. This section will include policies to support existing hamlets and new development in rural and waterfront areas.

*Community Building* is a theme that has the goal of encouraging the development of our community through interaction, collaboration, and cohesiveness. This includes supporting a regional road system, trail development, and ideas for pedestrian movement and rural transit – all of these issues are essential to strengthening both communities and the strength of the economy.

*Housing and Social Services* will focus on key regional housing issues that are recognized in the Kingston-Frontenac County Municipal Housing Strategy and which are especially important over the long term to the rural area, including seniors housing and affordable housing.

The *Heritage and Culture* theme has the goal of encouraging identification and conservation of heritage buildings and cultural resources that are valued for the important contribution that they make to our understanding of the history of places, events, or people in the Frontenacs. This theme will also include policies with regard to the Algonquin Land Claim which covers a large portion of the north and central part of the County and which will result in a variety of potential land use changes in the future.

The *Environmental Sustainability* theme identifies significant natural areas that need to be protected and managed to form a basis for future land use decisions. A level of protection for the environment is required under Provincial policy to ensure development is sustainable to ensure a healthy and high quality of life for existing and future residents of the County.

Appropriate policies for each sustainability theme are included in the Plan to ensure all aspects necessary for a healthy community are protected, managed and made available to existing and future residents.

In addition to the six themes that form the bulk of the policies in the Official Plan, there are two other sections which follow that complete the Plan.

a) The Implementation and Interpretation section which describes interpretation and implementation tools available to the County through the *Planning Act*, public participation, and consultation for planning applications; and

b) The Mapping section which contain Schedules which show the location of the Official Plan designations for all of Frontenac County as well as the regional natural heritage system.



## Section 2 – Economic Sustainability

### **SECTION 2 – ECONOMIC SUSTAINABILITY**

The Economic Sustainability section is divided into two pieces. The first piece identifies policies relating to the natural resources of the County. The significant natural resources include agriculture, mineral aggregates, forestry, and renewable energy.

The second subsection highlights policy directions relating to those economic activities stemming from the natural and built environment such as commercial, tourist and potential business park development.

Both of these sections highlight the importance of these sectors to the economic health of Frontenac County.

#### **2.1 Natural Resources**

##### **2.1.1 Agriculture Introduction**

A prime component of the County's economy is the extensive area of lands that are used for farming, both in prime agricultural and rural areas. Farming is fundamental to the economic base and rural lifestyle of the County. It is in the County's interest to preserve that lifestyle and to foster the agricultural community. The land base should be protected and the use of the lands must be predominantly agriculturally oriented to achieve these objectives. The farming community forms a core economic basis for the rural community

##### **Policies**

1. The agricultural community should be fostered and protected to ensure its viability for the economic and social benefit of the County. In order to accomplish this the County will
  - a) protect the prime agricultural land for agricultural purposes; and
  - b) encourage the development of agricultural support services within designated hamlets.
2. Frontenac County is predominantly rural and agricultural in character and consequently, it is a primary goal of this Plan to retain this economic resource. The policies of the Agricultural designation are intended to preserve and protect the agricultural land base for agricultural purposes and to maintain an environment conducive to such purposes.
3. Local Official Plans shall identify and protect prime agricultural lands. The identification of prime agricultural lands should be based on the following:
  - a) Recognizing the use of the Canada Land Inventory (CLI) of Soil Capability for Agriculture as the principle method of identification. According to the CLI for Agriculture, Frontenac County has the majority of its Class 1 to 3 soils within Frontenac Islands and South Frontenac Townships. Class 1 to 3 soils shall be considered to be prime agricultural lands. The Agricultural designation is comprised of areas where Class 1



## Section 2 – Economic Sustainability

- to 3 soils predominate. Class 4 to 7 soils may also be integral to the agricultural land and may be able to support small scale farming operations.
- b) The extent of land fragmentation within a prime agricultural area; and
  - c) The presence of conflicting land uses in the surrounding area.
4. The predominant use of lands within areas designated Agricultural shall be agriculture. Agriculture is defined as all forms of farming, including the growing of crops, market and nursery gardening, woodlot management, the raising of livestock and the raising of poultry, fish and other animals for food, fur or fibre, aquaculture, apiaries, aviaries and maple syrup production. Land uses compatible with agriculture may also be permitted including animal kennels, forestry uses, activities connected with the conservation of soil or wildlife and resource-oriented lands uses
  5. Value-Added Uses -- land uses that add value to farm products may also be permitted on farms in both Agricultural and Rural designations provided they are located in the farm building complex and primarily serve the surrounding rural and agriculture community. These uses may include processing, preserving, storing and packaging of farm products and outlets for the retail sale of agricultural products from the farm operation on the property. Facilities that add value to farm products may be used co-operatively; however, the scale of operations may not exceed the needs of the surrounding agricultural community. The size of the building or facility for these uses will be limited in the implementing zoning by-law of each Township.
  6. Secondary Uses - Small-scale carpentry, electrical, welding, machine and small engine repair shops or similar uses operated by the farmer may be permitted as secondary uses on farms both Agricultural and Rural designations provided that the uses are located within the farm building complex, primarily serve the surrounding rural and agricultural community and are compatible with and do not hinder surrounding farm operations.<sup>24</sup> The size of the secondary use will be limited in the implementing zoning by-law.
  7. Small-scale agriculturally related commercial and industrial uses may be permitted in the Agricultural areas, subject to a zoning amendment, in accordance with the following criteria:
    - a) the use is directly related to a farm operation and the use is required in close proximity to the farm operation;
    - b) the use is proposed in an area of poorer quality soils;
    - c) the use is proposed in an area where the fragmentation of lands is evident or the topography of the lands is such that the site is less suitable for agriculture;
    - d) the use is compatible with surrounding agricultural and sensitive uses; and
    - e) minimal land would be taken out of agricultural production.



**Section 2 – Economic Sustainability**

8. Lands containing legally existing non-agriculturally related uses as of the date of adoption of this Plan, are recognized as being permitted in the Agricultural designation on the subject lands.
9. A single detached dwelling may be permitted on an existing lot of record or on a lot created by consent in accordance with the policies of the Plan. Accommodations for farm vacations and bed and breakfast establishments may also be permitted.
10. One additional dwelling may be permitted on any farm holding for the following:
  - a) a temporary or year round dwelling unit for full-time farm help where the farm holding is of a type and scale that warrants such full-time help close by;
  - b) a mobile home unit for the housing of seasonal workers actively involved in the operation of the farm holding.

Approvals for an additional dwelling in accordance with this policy may require an agreement with the respective Township outlining the process for the eventual removal of the unit when no longer required. A severance for a dwelling unit established under this subsection shall not be permitted.

11. The standard for separating residential uses from existing, new or expanding livestock facilities shall be the Minimum Distance Separation (MDS) formulae, as revised from time to time. The MDS formulae shall also be used when considering the creation of new lots and new development in proximity to livestock facilities. Notwithstanding policies relating to new developments on existing lots of record, where there is a vacant lot of record that is impacted by MDS, a dwelling may be permitted provided the dwelling is located on the lot at the furthest distance possible from the impacted livestock facilities.

**2.1.2 Mineral and Aggregate Resources**

Mineral resources in Frontenac County consist of aggregates such as sand, gravel, and limestone.

The following policies are intended to address both mineral mining operations as well as mineral aggregate extraction.

**2.1.2.1 Mineral Mining**

1. Mining and related activities shall only be permitted outside identified settlement areas.
2. The creation of a new mining and mining related activities shall be subject to the approval of the Ministry of Northern Development and Mines under the *Mining Act* and the *Environmental Protection Act*, and shall be subject to local Official Plan policies and local Zoning By-law regulations.
3. An 'Influence Area' shall be used in order to protect existing land uses in the vicinity of a proposed mining operation. This 'Influence Area' shall



**Section 2 – Economic Sustainability**

also be applied to protect designated and licensed mines from the encroachment of incompatible land uses. Local Official Plans shall establish the extent of an influence area. Development may be permitted in an ‘Influence Area’ as set out in Local Official Plans and only where the impacts of a mining operation can be properly mitigated.

4. Any proposed development within 1000 metres of a known abandoned mine should not be considered until the nature and extent of any potential hazards have been mitigated with the approval of the Ministry of Northern Development and Mines.

**2.1.2.2 Mineral Aggregates**

Frontenac County has a variety of mineral aggregate deposits. The County recognizes that these non-renewable resources are an important component of the economy of the County which must be protected for future use. It is also recognized that the extraction of the aggregates must be undertaken in an environmentally sound manner that adequately protects significant natural environment features and minimizes community disruption.

1. Mineral aggregate resources shall be recognized and managed by the Local Official Plans.
2. The Townships, in consultation with the Ministry of Natural Resources and the Ministry of Northern Development and Mines shall review development proposals with respect to mineral aggregate resources.
3. The Townships shall identify and protect all existing mineral aggregate and known significant deposits of aggregate resources from incompatible uses and activities that would preclude or hinder their expansion or continued use, or which would be incompatible for reasons of public health, public safety, or environmental impact.
4. Permitted Uses - The following uses shall generally be permitted in areas of mineral aggregate resources:
  1. licensed pits and quarries;
  2. licensed wayside pits and quarries;
  3. portable asphalt plants and concrete plants;
  4. agricultural uses excluding any accessory building or structure;
  5. forestry uses excluding any accessory building or structure;
  6. conservation and natural resource management uses excluding any accessory building or structure;
  7. uses that are accessory to an aggregate extraction operation such as crushing and screening operation, machinery storage facilities, and office space;
  8. permanent asphalt and concrete plants may be permitted subject to site specific planning approvals by the Local Townships.
5. Prohibited Uses  
Any change in land use and the creation of new lots for residential, institutional, commercial or industrial development which has the



## Section 2 – Economic Sustainability

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potential to preclude or hinder future aggregate extraction or the expansion of an existing extraction operation or resource use shall be prohibited in mineral aggregate resource areas

### 2.1.3 Forestry

Council shall consider the incorporation of “good forestry practices” along with the impact of the development on the ability to provide a continuous, sustainable forestry industry in the County.

For the purposes of this Plan, “good forestry practices” means the proper implementation of harvest, renewal and maintenance activities known to be appropriate for the forest and environmental conditions under which they are being applied and that minimize detriments to forest productivity and health, and the aesthetics and recreational opportunities of the landscape. Good forestry practices will ensure that no forest values are diminished by protecting key stand components and by minimizing environmental damage during tree harvesting. Properly managed tree harvest activities shall assure the maintenance of all forest values and a continuous flow of forest products that provide for both short and long-term economic benefits to landowners. Similarly, forest management plans should recognize and recommend mitigation measures on the impacts of forestry operations on the tourism industry and visual amenities of the County.

In partnership with County and local governments, forestry operators will develop an inventory of forest resources.

Forest operators will undertake sustainable approaches and are encouraged to develop sustainable forestry plans.

### 2.1.4 Renewable Energy

#### 2.1.4.1 Introduction

One of the primary ‘focus areas’ of *Directions for Our Future* deals with the future of energy demand and production in the Frontenacs. The objective is to reduce the amount of energy consumed over the next generation, combined with renewable energy production and encouragement. It is hoped that conservation measures combined with clean, low-impact electrical generation will contribute to a gradual shift away from the reliance of fossil fuels.

#### 2.1.4.2 Policies

The County is committed to further the community’s vision of the ‘Energy Focus Area’ in *Directions for Our Future*.

The County and the Townships will work collaboratively to assist in Green Energy activities such as municipal solar installation, energy conservation, community power, and other related projects.



## Section 2 – Economic Sustainability

The County will support the creation of a Community Energy Plan for the Frontenacs to encourage local energy production and increase community capacity with renewable energy.

The County will support economic development opportunities in the local energy sector as they arise.

The County will promote energy conservation to the public and will seek opportunities to facilitate conservation.

### 2.2 Built Resources

#### 2.2.1 Commercial

Commercial development in Frontenac County is identified under two general policy areas. Both types of commercial use are important for ensuring that a wide range of commercial opportunities as possible exist for County residents, seasonal and year round alike, as well as tourists staying in or traveling through Frontenac County. The two general types of commercial development are:

- a) Community Commercial which consists of the business district and historic crossroad or core of each urban area; and
- b) Resort Commercial uses which provide for commercial facilities and services for tourists and seasonal residents.

The Townships will establish appropriate commercial land use policies in their respective Official Plans.

#### 2.2.2 Tourism

##### 2.2.2.1 Introduction

Tourism and leisure opportunities are some of the key aspects to Frontenac County's economy. This sector includes, but is not limited to, golf courses, campgrounds, trailer parks, marinas, tourist accommodation facilities, museums, historical and scenic tours and heritage sites. The many lakes and rivers in the Frontenacs play a significant role in providing opportunities for tourism and leisure activities.

##### 2.2.2.2 Policies

The County will work with the local Townships, the Province, Frontenac Community Futures Development Corporation (CFDC), the City of Kingston, and various tourism agencies and organizations to promote tourism activity.

The County will continue to work on development of a regional trail network to help create a recreational use that will travel through the Frontenacs and act as a regional tourist destination.



## Section 2 – Economic Sustainability

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The County will work with and support tourism-related projects with all of the Townships that are of benefit to tourists and to the community.

### **2.2.3 Business Parks**

Frontenac County currently has a very small industrial base. The majority of industries make up small pockets of existing industrial uses in the agricultural and hamlet areas. There are very few planned business parks designated in the four Township Official Plans. This Plan recognizes the importance of the goal of attracting businesses to the County to encourage local job creation and investment in the rural economy.



## Section 3 – Growth Management

### **Section 3 – Growth Management**

The Growth Management section sets out policies that are intended to help guide new development (residential and non-residential) across Frontenac County. The policies are intended to manage change from a regional level.

The Growth Projections section sets out expected population and employment growth across the Frontenacs to 2036.

The Hamlets section is intended to support and strengthen existing communities and their infrastructure.

Rural Areas policies are intended to recognize the importance of the rural areas of the Frontenacs for future growth and to create guidelines for new development that will be sensitive to its surroundings.

Waterfront Development policies will recognize the importance of the abundant lakes and rivers within the Frontenacs and the need to protect the natural environment and character of these areas for future generations and to also establish parameters for new development along or near the water.

#### **3.1 Growth Projections for Frontenac County**

In 2011 the County completed the *Population, Housing and Employment Projections for the Frontenacs*. The projections indicate that the permanent population base of the County is forecasted to steadily increase over the next 25 years from 28,100 in 2011 to 37,700 in 2036. High-growth (40,000) and low-growth (34,400) scenarios were also explored. For the purposes of this Plan, the medium-growth scenario will be used. A share of the population and household unit growth is projected throughout the four Townships in the County. Also included is projected growth of the seasonal population of the County, which has a significant influence throughout the Frontenacs but especially in the northern portion. The future share of household growth is allocated upon a number of factors including:

- (a) Frontenac County's adjacency to the City of Kingston will allow some areas of the County, notably South Frontenac Township, to attract new growth. South Frontenac is projected to handle 70 % of the projected growth of permanent population in the County because of the employment opportunities available in the city.
- (b) The lack of full municipal water and wastewater services in any of the hamlets or villages of the County will constrain the ability to increase the density of these areas, or provide incentive to focus new development within these settlement areas.
- (c) Rural residential development will continue to be an important component of household growth in the County.



## Section 3 – Growth Management

- (d) The population, housing and employment forecast will be monitored and reviewed periodically to determine its accuracy. Adjustments to the forecasted growth will be made during the five year reviews of the Official Plan

### 3.2 Settlement Areas

#### 3.2.1 Introduction

As Frontenac County has developed over time, it contains of a number of small villages and hamlets, scattered rural housing, waterfront cottages and homes, and rural subdivisions. There is no village or hamlet that has full municipal services. The village of Sydenham had water servicing installed in 2006 to service the existing community and to allow for some additional development.

These settlement policies are intended to set a planning framework that will encourage and support the existing Settlement Areas, both mixed use and primarily residential.

The policies will allow each Township to have the ability to develop their communities based on local characteristics and needs, as well as fiscal capacity. The policies also recognize that due to the lack of municipal water and sewer services, the County supports new development in both the settlement areas as well as in rural locations.

Settlement area locations are identified on Schedule “A” of this Plan.

Local Official Plan shall include policies that address the three primary settlement areas in the Frontenacs:

1. Settlement Areas which consist of partially serviced or unserviced villages and hamlets as per Section 3.2.2. of this Plan;
2. Rural Areas which do not conflict with agricultural lands, as per Section “3.3 “ of this Plan; and
3. Waterfront Areas which consists of new development on lakes and rivers throughout the County, as per Section 3.4 of this Plan.

#### 3.2.2 Settlement Area Policies

##### 3.2.2.1 General

Based on its historic settlement pattern, Frontenac County has many villages and hamlets scattered throughout the region. Some of these villages have a mix of residential, commercial, and institutional uses, while other hamlets are primarily residential and small in size. Traditionally, these communities have developed as residential, social and commercial centres serving the surrounding agricultural, mining, or forestry community. While this traditional role will continue to be encouraged, it is also recognized that changes and improvements to transportation facilities



## Section 3 – Growth Management

over time have lessened the emphasis on hamlets as rural service centres and increased their role as residential settlements.

The following general policies shall apply to Settlement Areas:

1. Settlement Area locations are identified on Schedule 'A' of this Plan.
2. Local Official Plans shall designate Settlement Areas and determine their boundaries.
3. Where possible, efficient development patterns and road connections will be encouraged in Settlement Areas to optimize public services and to make the most efficient use of land and resources.
4. Local Official Plans shall, where feasible, promote mixed use development in Settlement Areas including residential, commercial, institutional, parks, and employment areas.

### 3.2.2.2 Settlement Area Boundary Expansions

The County's long term prosperity, environmental health, and social well-being depend on wisely managing change and promoting efficient land use and development patterns. On this basis, Settlement Area boundary expansions shall be determined by the Local Official Plans and shall require an Official Plan Amendment to the Local Plan. As none of the Settlement Areas in the Frontenacs have full municipal services, a settlement area capability study is required by this Plan to determine whether

- a. the Settlement Area can adequately accommodate new development without having a negative impact on groundwater used for drinking purposes and/or the ability of the soils in the area to assimilate affluent. implications of the expansion;
- b. potential impacts of new development on the road network and other municipal infrastructure such as community facilities;
- c. Justification for the need to expand the settlement area;
- d. An analysis of alternatives that may be considered to settlement expansion, including redevelopment and infill;
- e. A review to determine compliance with the Minimum Distance Separation (MDS) formulae

## 3.3 Rural Areas

### 3.3.1 Introduction

The Rural designation comprises all lands outside of settlement areas in the County that are not:

- Waterfront Areas as described in Section 3.4;
- Natural Heritage Areas or other natural resources listed in Section 7;



**Section 3 – Growth Management**

- Resource Lands such as mineral aggregate, forestry, and prime agricultural set out in Section 2.1.

Traditionally, these lands have been utilized as an alternative location for those persons preferring a rural residential lifestyle.

These non-resource lands have also provided a location for commercial and industrial uses requiring a location in the rural area because of land use requirements and/or proximity to natural resources. The Rural designation also includes areas containing viable farming operations that need to be protected, through the application of the MDS I and II formulas.

Low density residential development as well as rural-related commercial, industrial, recreational and institutional development is desirable, provided it is appropriately located. The Rural designation is intended to guide rural type development while at the same time protecting the rural character, heritage and natural resources of the County. In addition, the designation is intended to manage growth in an environmentally and fiscally responsible manner.

**3.3.2 Objectives**

- (1) To preserve the open space, rural character, topography and landscape of the Rural area;
- (2) To promote rural living in a manner sensitive to the ecological balance, sensitive to the farming and forestry communities and sensitive to the protection of groundwater and surface water quantity and quality;
- (3) To maintain economic and social stability in the County by considering factors such as municipal servicing limitations, environmental factors, compatibility of land uses, and land capability when reviewing development proposals;
- (4) To promote the tourism economy of the County by ensuring suitable lands are available to satisfy demands for tourism and tourism-related development;
- (5) To encourage economic diversification including greater flexibility for on-farm activities, home-based businesses, and agri-tourism, and new small scale industrial-type ventures that are connected to the farm economy such as milk processing, cheese factories, and craft breweries;
- (6) To preserve the farming community as an important social resource for the Frontenacs;

**3.3.3 Policies**

- (1) Although Section 3.3 above separates some rural-based land use activities into distinct policy sections in this Plan, the policies in this section may apply wherever relevant throughout the County
- (2) In recognition of the potential impacts that new growth and development may have on entire watershed systems, the County encourages communication between the local Townships within the same watershed area when a new development proposal is considered to have a potential impact on the quality and function of the watershed.



## Section 3 – Growth Management

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- (3) Residential development is permitted in the Rural designation in accordance with the following policies:
- a. Lot creation shall take place either through Plan of Subdivision, Plan of Condominium, or Consent;
  - b. New residential development should not be located on lands which would involve major public expense in opening up or maintaining access routes, providing drainage, or providing other public services and facilities, unless major public services, access, and/or facilities are provided at the developer's expense.
  - c. In determining the location and suitability of any proposed residential plan of subdivision, the following criteria shall be considered by both the County and the Townships:
    - i. the design of the subdivision should provide for a range of lot sizes directly related to the site's topography, vegetation and soil and drainage characteristics;
    - ii. the maximum average density of lot sizes should be determined by a hydrogeological and nitrate impact assessment study and a terrain analysis
    - iii. the development must have direct access to a public road that is maintained year round and is improved to acceptable municipal standards.
    - iv. Lots need to be of adequate size to provide for proper installation of private services.
    - v. In order to maintain the rural character of the landscape, the development should be located in areas areas having natural amenities such as varied topography, mature tree cover, scenic views and should blend in with the natural landscape so that the rural environment is left relatively undisturbed.

### 3.4 Waterfront Areas

#### 3.4.1 Introduction

Frontenac County is blessed with hundreds of lakes and rivers covering its geography, including pristine lakes on the Canadian Shield, the Lake Ontario and Saint Lawrence River waterbodies surrounding Wolfe and Howe Islands, as well as part of the UNESCO-designated Rideau Canal waterway.

In terms of sustainability, waterfront protection covers all four 'pillars' contained in the County's sustainability plan, *Directions for Our Future*: social, cultural, environmental, and economic.

Cottage development and tourist operations have developed on many of the County's lakes and rivers since the early twentieth century. While originally summer areas with basic cabin structures, more and more buildings have been



## Section 3 – Growth Management

converted to year round use and the majority of new development is being built to be habitable all year. Almost all of this development relies on private water and sewage systems.

For the purposes of this Plan, Waterfront Areas shall generally include all lands extending inland 150 metres (500 feet) from the ordinary high water mark of any lake, river, or waterway. Lands and land uses that are more than 150 metres from shore but which are physically or functionally relate to the Waterfront Areas shall be considered to be part of the Waterfront Area. All lands that are less than 150 metres from shore but which do not physically or functionally relate to the Waterfront Areas are not considered to be part of a Waterfront Area. The entire areas of islands, excluding Wolfe and Howe Islands, shall normally be considered to be part of a Waterfront Area. The Waterfront Area shall not generally extend into any Settlement Area identified in this Plan, or into any prime agricultural or other agricultural areas that are identified in the Township Official Plans.

### 3.4.2 Goal

The overall goal of this Plan is to improve and protect the waterfront areas in Frontenac County as a significant cultural, recreational, economic, and natural environment resource and to enhance the quality of the land areas adjacent to the shore.

### 3.4.3 Objectives

- (1) To encourage appropriate public access to Waterfront Areas where accessibility is permitted;
- (2) To permit sustainable shoreland development that allows for limited growth of existing and new tourist developments and innovative and appropriately designed new residential developments;
- (3) To protect the heritage character of the Rideau Canal system waterway and its associated historic, natural, and scenic setting;
- (4) To improve water quality on a watershed-wide basis;
- (5) To ensure that the built form along a shoreline is not overly concentrated or dominating to the detriment of the natural form;
- (6) To maintain, enhance and/or restore the majority of the developed and undeveloped shorelines in their natural state by promoting property stewardship;
- (7) To preserve and enhance fish and wildlife habitat areas that are within and along Waterfront Areas.

### 3.4.4 Policies

- (1) The character of Waterfront Areas is linked to the natural and built form that is associated with the lakes and rivers in the County. Generally the *natural* form includes vegetated shorelines with thin soils over bedrock. The *built* form is predominated by residential development including resorts and marinas. In this context, new development or redevelopment occurring in the Waterfront



## Section 3 – Growth Management

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Areas should, where possible enhance and protect those qualities that contribute to the area's character.

- (2) All Waterfront Areas should be considered to be a major recreation resource area that, where appropriate, should be accessible to both public and private users.
- (3) Shoreline alterations shall require approval by the appropriate agency (Conservation Authority, Ministry of Natural Resources, Canada Fisheries and Oceans, Parks Canada). Township Official Plans may include shoreline alteration policies that are more restrictive than those of the approval agencies.
- (4) The County shall participate with the Townships and/or community groups and cottage associations in promoting public responsibility for water quality and the visual objectives of shoreline management on a watershed basis.
- (5) Tree cover and vegetation is encouraged to be retained along the shoreline to maintain the visual and environmental integrity of Waterfront Areas. Where development is proposed along shorelines, Township Official Plans should contain policies relating to the preservation of a natural undisturbed buffer between the water's edge and new development.
- (6) To maintain the shoreline character and water quality, Local Official Plans and Zoning By-laws shall require that all new development and leaching beds be set back at least 30 metres (100 feet) from the ordinary high water marks of all waterbodies. Local Official Plans may provide exceptions to this requirement for marina facilities, docks and other water access facilities, and minor accessory buildings.
- (7) Township Official Plans shall include criteria for determining an appropriate setback where an existing lot of record cannot achieve the minimum setback of 30 metres (100 feet). However, the greatest setback possible will be required.

### 3.5 Crown Lands

Crown lands are a significant resource for the County and most of the local Townships. The policies in this Plan are not binding on Crown land activities; use of Crown land will be determined by the Province with regard for established planning policies of the County and the local municipalities. Local official plans will contain policies to address the conversion of Crown lands to private ownership and use. Conversion will not require an amendment to the County Official Plan but change of use following disposition may require an amendment to the local official plan and/or zoning by-law.



## Section 4 – Community Building

### **Section 4 – Community Building**

The Community Building section sets out policies that are intended to help ensure that the public infrastructure that ties the region together and is key to its sustainability can be maintained and possibly enhanced over the next twenty years. The provision of transportation, water, waste water, and solid waste is crucial to ensuring that Frontenac County can accommodate any future growth in a manner which is environmentally, socially, and economically sustainable.

This Plan recognizes that it is the responsibility of the local municipalities to plan, construct, and maintain most of the public infrastructure. Continued efforts to find solutions to local infrastructure problems by local municipalities are considered appropriate and in conformity with the policies of the County Official Plan. County Council may also consider undertaking regional level studies in order to help plan future capital improvements.

The Transportation section sets out the vision for a regional transportation system that is key for helping citizens and visitors move through the Frontenacs, including roads, transit, trail development, pedestrian safety, ferries, and important scenic routes.

The Servicing section is intended to establish a long-term approach to dealing with servicing in some of the County's villages to ensure safe and plentiful drinking water. The section also contains policy direction for applying storm water management over a watershed area.

Solid Waste Management policies are intended to recognize the importance of long term planning for waste management across the County and to support a collaborative approach to ensure a positive outcome from both an environmental and economical perspective.

Transmission Corridors and Communication/Telecommunication Facilities policies will establish a set of general policies for direction to Provincial and Federal agencies to reduce incompatibility with the existing County land base.

The Community Improvement Plan policies will establish goals and objectives for creating new plans throughout the County, and supporting County Council's financial investment as a basis for local improvements.

The Parks and Open Space policy section will recognize the importance of providing a full range of parks, open space, and recreational facilities for use by residents as a means of increasing the County's appeal as a tourist destination. It will also recognize the importance of Crown lands and Provincial Parks as recreation resource areas.



## Section 4 – Community Building

### 4.1 Transportation

#### 4.1.1 Roads

##### 4.1.1.1 Introduction

Frontenac County is served by an extensive road network that includes municipal roads that serve both a local and regional purpose as well as Provincial Highways 7 and 41 which travel across the upper portion of the County. Following municipal amalgamation in 1998, more than 400 kilometres (250 miles) of Provincial Highways and County Roads were downloaded to the four Frontenac Townships. As a result, it is the responsibility of each Township to carry the financial cost of maintaining and repairing these roads, including those roads which handle regional traffic which were never designed for local traffic.

The importance of our roads in maintaining and improving the economy of Frontenac County cannot be underestimated. The Frontenacs are dependent on the road system for the movement of goods and services, as well as for access to health and social services and for tourism use.

##### 4.1.1.2 Goal

The goal of recognizing a County-wide road network is to support the long-term viability of a regional road system to ensure access throughout the Frontenacs and connections to the surrounding region.

##### 4.1.1.3 Regional Road Network

This Plan identifies a regional road network on Schedule “A”. These are roads that are recognized as having regional importance in moving people and goods within and outside the County. It is recognized that these roads are owned and maintained by each of the four local Townships. It is the intention of County Council to recognize that this road system is an essential part of the infrastructure that supports the County.

The County supports a cross-jurisdictional collaborative approach to managing and maintaining these regional roads, and to develop a transportation system that will encourage unity within the County and will satisfy local municipal transportation demands

The County will investigate and support all senior government programs that will provide financial investment in the regional transportation infrastructure.

The County supports collaboration with the City of Kingston on efforts to maintain and improve road connections between the County and the City.



**Section 4 – Community Building**

**4.1.1.4 Provincial Highway 7**

Highway 7 is identified on Schedule “A”. Highway 7 is a Provincial Highway that runs east-west through the middle of the County just north of the main village of Sharbot Lake. Historically, Highway 7 has been an important transportation route within Frontenac County. As growth continues in the Greater Toronto Area as well as the Ottawa Region it is expected that Highway 7 will undergo changes and handle additional traffic. The County will support improvements to Highway 7 that enhance safety and convenience for its residents and the travelling public.

Highway 7 is designated by the Province as a special controlled access highway. Any development adjacent to or impacting Highway 7 requires the issue of permits from the Ministry of Transportation so that the long term function of the highway is maintained.

The Highway 7 / Highway 38 intersection is an important commercial node for both the travelling public and for local residents. The County supports the continued viability of this area and any policies or measures to strengthen the commercial uses at this intersection. The County will support and work with the Township of Central Frontenac on any measures to request the Ministry of Transportation to reduce speed levels through this area for safety and also to allow for easier access to the stores and gas stations at this intersection.

**4.1.1.5 Provincial Highway 41**

Highway 41 is identified on Schedule “A” and is the major north-south link in the northwestern part of the County. It provides access to Bon Echo Provincial Park and contains many services for residents and cottagers in the northern Frontenac County. Highway 41 is a Provincial Highway that provides access to Pembroke and beyond, and should continue to be maintained by the Province.

**4.1.2 RURAL PUBLIC TRANSPORTATION**

**4.1.2.1 Introduction**

Providing public transportation options in a rural setting such as Frontenac County is challenging. The rural transportation problem is based on the fact that residents need mobility of some form in order to access their basic needs in a rural context, where distances are long and people and services are spread out. Transportation of some form is essential. Frontenac County is not unique in that reliable alternatives to the automobile to a large degree do not exist, and transportation access directly equates to personal vehicle access or ownership.

Access to transportation provides access to social programs, pharmacies, banking facilities, post offices, and in particular the need to access health



## Section 4 – Community Building

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centres. In terms of economic development, public transportation can provide access to training, education, and employment opportunities that allow people to be able to stay living in the rural area of the Frontenacs.

### 4.1.2.2 Goal

To provide a safe, convenient, effective transportation system for all citizens of Frontenac County, including those citizens who do not have access to a personal vehicle.

### 4.1.2.3 Policies

The County will support efforts to develop a public transportation system that is sustainable in the long term and which is based on four cornerstones of a functional system: affordability; availability; accessibility; and acceptability.

The County recognizes and supports the efforts of *Frontenac Transportation Services (FTS)* to provide volunteer-led transportation for individuals throughout the Frontenacs. County Council will consider a longer term investment (e.g., five years) to *FTS* to allow it to plan services beyond an annual basis.

The County will explore alternatives and consider various rural transportation models that could be effective in the context of the rural density of the Frontenacs, including community-based models.

The County will work with community groups such as community care organizations, charities, and volunteers to review their potential involvement and operation of a rural transportation system.

The County will investigate various funding options from senior levels of government and other organizations such as the Trillium Fund to operate and maintain a public rural transportation system.

The County will work with the Townships to support carpooling initiatives and the development of new and expanded carpool lots along major transportation routes, including the Road 38 corridor, Perth Road, Battersea Road, and/or Sydenham Road.

The County will investigate collaborative operations with the City of Kingston to improve public transportation options into the rural area of the City and into the County.

The County encourages the development of transit-supportive communities in order to increase the future potential of efficient rural transit in the Frontenacs. This includes the creation of active transportation connections within and between settlement areas and the



## Section 4 – Community Building

clustering of transit-supportive uses such as schools, businesses, social services, and health facilities within settlement areas.

### 4.1.3 Pedestrian

#### 4.1.3.1 Policies

Providing facilities for convenient pedestrian movement is important. The provision of sidewalks on one side of local roads and both sides of collector and arterial roads is encouraged wherever practical.

To encourage pedestrian travel, streetscapes in villages and hamlets should be safe, convenient, and attractive for pedestrians. This may include providing sidewalks, locating commercial uses at street level, providing appropriate lighting, street furniture, landscaping, and ensuring that it meets accessibility requirements.

Sidewalks should be required in conjunction with the development of new roads within settlement areas.

The County will encourage the development and enhancement of pedestrian trails throughout the Frontenacs, including multiple use trails.

The County supports trail routes created by a linked system between community facilities and major parks and open space areas.

### 4.1.4 Trail Development

#### 4.1.4.1 Policies

County Council recognizes that trails (both for walking and cycling) can provide significant health, transportation, environmental, and economic benefits, including the following:

- Active transportation modes use no fossil fuels and emit no gas emissions;
- Cycling and walking provide an enjoyable, convenient, and affordable means of travel;
- Physical activity improves cardiovascular and mental health, and is linked to the prevention of a number of diseases; and
- Cycle tourism can benefit the economy of businesses across the Frontenacs.

The County's goal is to establish a well-connected system of trails that will provide residents and visitors the opportunity to engage in active healthy lifestyles, to travel to key destinations, and experience the vistas provided by the County's natural features and cultural resources.

The County supports trail routes created by a linked system between community facilities and major parks and open space areas.



## Section 4 – Community Building

The County will implement the *County of Frontenac Trails Master Plan (2009)* to direct trail development, uses, location, and implementation that will guide future development of a trails system for the next 20 years.

The County will build on existing trail systems in the Frontenacs, including the Frontenac K&P Trail, the Rideau Trail, and the Cataraqui (TransCanada) Trail, to connect into the County's hamlets and villages, roads and waterbodies, with the goal of developing a user-friendly network.

The public shall be consulted on trail development and the implementation of routes and facilities.

The County will use the following trail selection principles as a basis for new trail creation:

- Safety
- Visibility
- Destination-Oriented
- Attractive and Scenic
- Connectivity

### 4.1.4.2 Special Policies: K & P Trail

The Frontenac K&P Trail is named after the Kingston & Pembroke Railway, a rail line that was built from Kingston to Renfrew between 1871 and 1885. The railway was established by a local group of Kingston businessmen who wanted to see the construction of a rail line north to the Ottawa Valley for the purpose of gaining access to the natural resources (logging and mining) and to potential markets in the north. The expected volume of rail activity never materialized and the railway was eventually purchased by the Canadian Pacific Railway in 1901. Over time the entire line was abandoned, with the final active portion between Tichborne and Kingston shut down in 1986.

The Frontenac K&P Trail right-of-way runs in a north-south direction across the mainland of the County and into the City of Kingston. The County owns a large portion of the southern section of the right-of-way, other portions are owned by North and Central Frontenac Townships, and other portions are privately owned. To the south, the City of Kingston owns the K&P right-of-way and has converted the majority of it to an active trail which the County trail can connect into.

Conversion of the rail right-of-way to an active trail began in 2012 with the trail developed between Orser Road – connecting with the City trail – north to Highway 38 just south of Harrowsmith.



**Section 4 – Community Building**

The main purpose of the Frontenac K&P Trail is to develop a trail spine through the Frontenacs that can provide linkages with other trails throughout the area.

The completion of the Frontenac K&P Trail through to the developed portion of the K&P which starts in the Township of Central Frontenac at Sharbot Lake, travels through the Township of North Frontenac, into Lanark Highlands and finally meeting up with Greater Madawaska south of Calabogie, will greatly enhance trail systems in the Frontenacs and recognize our rich heritage.

**4.1.4.2.1 Policies**

The County will use the *K&P Implementation Plan (2009)* as the guiding policy document to direct trail development, uses, land acquisition, and phasing program to guide the development of the K&P trail system.

In conjunction with the Townships the County will endeavour to keep the trail continuous in order to make it more attractive to users and more identifiable as a linear trail. Re-routing may take place where the County does not own the property and an easement agreement cannot be established with the landowner.

The County will work with the City of Kingston to ensure that the K&P trail system is maintained and/or enhanced to a common standard.

**4.1.5 Ferry Services**

**4.1.5.1 Background**

The Township of Frontenac Islands relies on ferry services to access the mainland.

Howe Island is served by two ferries: a fifteen car cable ferry located at the west end of the island that is operated by the County and owned and maintained by the Ministry of Transportation which operates on demand on a continual basis; and a three car cable ferry (known as the Foot Ferry) located at the east end of the island which also operates on demand over an 18 hour period.

Wolfe Island is served by a fifty-five car ferry (*Wolfe Islander III*) that docks at the Island at both the village of Marysville and, in the winter, at Dawson’s Point, and at the Barrack Street dock in downtown Kingston.

Simcoe Island is served by a three car cable ferry that operates seasonally and connects to Wolfe Island.

There is also a privately operated ferry (Horne’s Ferry) that runs from May to October from the south side of Wolfe Island to Cape Vincent, New York.



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### 4.1.5.2 Policies

County Council recognizes that the ferry transportation system is essential to the sustainability of these islands, and that this ferry service is an integral part of Frontenac County's regional transportation system.

The County will support efforts by Frontenac Islands to maintain adequate service, including:

- the monitoring of ferry capacity and usage;
- the review, from time to time, of opportunities to improve the ferry service both through expanded capacity and improvements to infrastructure such as terminals and parking facilities;
- seeking support from the Province of Ontario in the ongoing maintenance and possible future expansion of ferry operations;
- consideration of public/private partnerships and development opportunities which would result in a net improvement to access to Wolfe and Howe Islands; and
- pursue opportunities with neighbouring municipalities in seeking joint solutions which result in ferry access improvements.

The County intends to support and work with the Township of Frontenac Islands in any identification, survey, analysis and design of any ferry facilities expansion or improvement on lands within the City of Kingston to ensure the provision of appropriate vehicle access, pedestrian and bicycle access routes which can be integrated into the City's transportation system.

### 4.1.6 Scenic Routes

Frontenac County's location and scenic assets provide ample opportunities for creating scenic or heritage routes. These scenic routes draw both local residents and tourists to the scenic areas of the County.

County Council supports the development of scenic routes across the County, and the development of a regional signage strategy to promote these routes. Scenic routes should be designated for roadways and also for trail systems throughout the Frontenacs.

## 4.2 Servicing

### 4.2.1 Long Range Planning For Municipal Services

#### 4.2.1.1 Introduction

The provision of municipal infrastructure such as roads, street lighting, and municipal water is necessary to support long term viability of the communities located in the Frontenacs.



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Frontenac County recognizes the importance of providing municipal infrastructure in a timely fashion and that the maintenance and sustainability of existing infrastructure assets is fundamental to the continued variety and growth of settlement areas across the County.

This Plan recognizes that the responsibility for the planning, construction, and maintenance of municipal infrastructure is the responsibility of the Townships. This Plan also supports the continued revitalization of local infrastructure.

### **4.2.1.2 Goal**

To ensure that there is adequate provision of services and utilities consistent with the environmental, cultural, and economic goals of the County.

### **4.2.1.3 Objectives**

To encourage the provision of adequate municipal services to achieve and facilitate orderly growth.

To improve the environment and maintain a clean and healthy level based on a watershed approach.

To ensure that citizens of Frontenac County have access to potable drinking water.

To promote waste reduction and waste management as per Section 4.3.

To encourage techniques for energy conservation including measures set out in Section 2.1.4

To accommodate growth in an organized manner to minimize capital and operating costs for the Townships.

### **4.2.1.4 Policies**

All development within Settlement Areas will be provided with appropriate services to sustain permanent occupancy.

The County supports and will work with the Townships to coordinate infrastructure and public service facilities such as potential municipal water and sewage, and will ensure that such facilities are strategically located to support effective and efficient delivery of services across Township boundaries. Accordingly, Frontenac County Council may authorize the development of regional level strategies in order to plan collaboratively for future capital improvements.



**Section 4 – Community Building**

Both the County and the Townships will monitor new technologies – such as broadband, water treatment, and septic systems – that would be beneficial to residents and businesses and which would best be coordinated across municipal boundaries and will work together to develop strategies to ensure that optimal services can be provided in a timely and efficient manner.

**4.2.1.4.5 Special Policies: Future Village Water Supply Protection**

With the exception of the village of Sydenham, not one of the villages and hamlets in Frontenac County has a municipal water supply. Villages such as Sharbot Lake, Marysville, Verona, Plevna, and Harrowsmith are historical settlements that date back to the mid-nineteenth century in development. Many of the building lots in the village core are very small relative to today’s health and safety standards with regard to the minimum lot size of approximately 1 hectare (2 acres) to ensure a long term potable water supply on private well and septic. The fact that most of the County is set on the limestone shield, which is prone to cracking and seepage, increases the risk of septage movement over a large area.

Significant investment in public infrastructure is common in all villages in the Frontenacs including road maintenance, sidewalk construction, street lighting, signage, and parks and recreation facilities. Also, the majority of commercial assessment in the County is located in the villages. This reinforces the importance of the stability and improvement of all the County’s villages which serve as community focal points for the surrounding region.

To help ensure that these villages can sustain commercial and residential use and remain a valuable part of sustaining rural living, the County supports long-term planning for potential municipal water systems in villages. This planning shall include the following:

- Facilitate the implementation and monitoring of the Source Water Protection Plans;
- Work with the Townships to investigate and analyze lands adjacent to a village that could be purchased by the County or the Townships for the future site of a municipal well; and further, if necessary, work with the Townships to apply land use controls to surrounding properties to ensure long-term protection of the water source.
- Prepare a region-wide review of villages and hamlets which could require municipal water systems in the future and develop a priority list for local government investment.
- Establishment of a reserve fund and/or apply Federal Gas Tax monies for drinking water protection that can be used in the



**Section 4 – Community Building**

investment of municipal infrastructure for water systems when required.

- Work with provincial and federal governments to seek funding to invest in municipal water systems.

**4.2.2 Storm Water Management Planning**

**4.2.2.1 Introduction**

Storm water management plans are usually required for new greenfield development. Many new greenfield developments are proposed through a plan of subdivision or plan of condominium and are therefore subject to approval by Frontenac County Council. The purpose of such a plan is to develop methods to control flooding, ponding, erosion, and sedimentation. Storm water plans also help to protect water quality and aquatic habitat and other natural habitat which depend upon watercourses and other water bodies for their existence. This is especially important considering the many lakes within the Frontenacs and the continuing demand for waterfront lots.

**4.2.2.2 Policies**

Storm water management plans shall be required for any new development consisting of more than four lots or for commercial or industrial with large amounts of impervious area (e.g., asphalt parking and loading areas).

Storm water plans shall be prepared in accordance with the Ontario Ministry of Environment Guideline, *Stormwater Management Planning and Design Manual*.

The retention of existing tree cover or natural vegetation and the provision of significant grassed and natural areas shall be encouraged to facilitate absorption of surface water into the ground.

Storm water management may not be required for small scale developments such as lots that are created through the consent process, or for new development or redevelopment that is subject to Township site plan control approval where there will be no impact on the watershed.

**4.3 Waste Management**

**4.3.1 Introduction**

One of the major infrastructure and land use planning issues that the Frontenacs will be dealing with over the next twenty years is planning ahead for waste management across the County.



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This Plan recognizes that each of the four Townships are proactive in their approach to reducing solid waste reaching landfill sites, and also working to continually increase the amount of materials that are being recycled. The challenge of innovation is affected to some degree by the financial capabilities of each municipality in balancing waste management with other infrastructure issues such as roads and the relatively low tax base to apply to capital investment. In the long term, a collaborative approach to waste management may lead to both a reduction in waste and cost efficiencies.

With landfills reaching a carrying capacity throughout the County, there is a need to plan to reduce the production of wasteful materials. This, combined with new and innovative waste management technologies, can establish the Frontenacs as leaders in responsible and timely action to mitigate County-wide issues relating to solid waste management.

**4.3.2 Goal**

That the Frontenacs are part of an integrated waste management system that ensures environmentally responsible methods of waste management and reaches beyond its borders for solutions that are scaled to achieve regional efficiencies.

**4.3.3 Objectives**

To ensure that all of Frontenac County citizens have access to waste management facilities (or pick up) within close proximity to their homes and businesses.

To continue to reduce solid waste to improve the environment.

To encourage new methods of waste management to extend the life of existing landfill sites across the County.

To encourage the governments of the Frontenacs to work together over the long term to develop a collaborative approach to waste management and recycling over the next twenty years.

To recognize waste management as one of the primary focus areas of the County’s sustainability plan, *Directions for Our Future*, and to explore a waste management approach that responds to local needs, with the ultimate goal of achieving ‘Zero Waste’.

**4.3.4 Policies**

This Plan encourages the principles of “reduce, reuse and recycle” in order to reduce solid waste disposal needs and increase the lifespan of landfill sites. A Waste Management Strategy will outline targets for waste reduction in accordance with Ministry of Environment requirements.



**Section 4 – Community Building**

The County and the Townships will consider working together to create a region-wide Waste Management Plan that deals with recycling, diversion, collection, and disposal to accommodate present and future requirements.

The Townships and the County will work together to explore new technologies and waste diversion options.

**4.4 Utility and Communications Facilities Corridors**

**4.4.1 Introduction**

The sustainability, health, and safety of Frontenac residents and its economy is closely linked to the hydroelectric corridors and utilities networks and related facilities that are strung across the region. These facilities and corridors include a wide variety of utilities that are owned and operated by both public and private entities, including broadband and fibre optic networks.

**4.4.2 Policies**

The development of utility and communications facilities and corridors are permitted throughout the County provided that they are in full compliance with applicable Federal or Provincial requirements.

To ensure compatibility, the following criteria should be considered and brought to the attention of the public or private operator:

- The use is necessary in the proposed location;
- Due consideration has been given to alternative locations that may result in better compatibility; and
- The proposed utility will be designed to be as compatible as practical with surrounding land uses.

The multiple use of corridors, new or existing, shall be encouraged.

Easements are preferred over severances in the establishment of utility corridors so as to prevent the unnecessary fragmentation of land.

**4.5 Community Improvement Plans**

**4.5.1 Introduction**

Community Improvement Plans (CIPs) are one of the many sustainable community planning tools found in the *Planning Act*. They can help communities and municipalities address challenges that prevent optimization of areas that are currently underutilized. This tool provides a means of planning and financing development activities that effectively assist in use, reuse and restoring lands, buildings and infrastructure. It is a tool that ties together economic development, infrastructure, and planning.



## Section 4 – Community Building

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The typical focus of these plans is on the revitalization and improvement of the main street of a town, village or hamlet. CIPs can also touch on a wide range of related topics including green energy, brownfields, and recreational opportunities. They are in wide use across the province and have recently been implemented for the first time in Frontenac County as a result of Council's investment arising from *Directions for Our Future*.

CIPs allow municipalities to provide grants and loans to owners and tenants, with the goal of supporting the improvement and rehabilitation of a targeted area. This can include projects such as improving the facade of a main street store and providing incentives to redevelop vacant properties. CIPs can also help to coordinate infrastructure and public space improvements, and can be used by municipalities to acquire, rehabilitate and dispose of land (e.g. a former industrial site).

County Council has recognized that there are a number of communities that could potentially benefit from a Community Improvement Plan and have begun investing in these communities through the sustainability plan.

### 4.5.2 Goal

It shall be the goal of using Community Improvement Plans to promote the coordinated implementation of community planning and land use planning programs, comprised of maintaining, rehabilitating, and redeveloping the physical, social, and economic components of an area in the Frontenacs.

### 4.5.3 Objectives

It is the intent of this Plan for the County to work with the Townships to provide for the on-going maintenance, improvement, rehabilitation and upgrading of residential, commercial, recreational, commercial and industrial areas in the region.

### 4.5.4 Policies

This Plan supports the development of Community Improvement Plans in all areas of the Frontenacs, whether they are focused on one community or village, or whether they cover a larger area, including an entire Township. It shall be a policy of County Council to provide a financial investment for at least one CIP in each of the four Townships to help facilitate investment by both property owners and the respective municipality. To support community revitalization and economic development, Council may consider investments in additional CIPs.

County and Township Councils will collaborate with other public agencies such as the Community Futures Development Corporation (CFDC) to seek additional investment opportunities in a designated CIP area.



**Section 4 – Community Building**

**4.5.4.1 Special Policy – Regional Community Improvement Plans**

There a number of planning and sustainability issues that may be better addressed at a regional level to allow for greater participation in a CIP program and to deal with cross-boundary community improvement issues (e.g., trails, renewable energy projects, transportation corridors).

County Council shall seek to become a prescribed municipality for the purposes of Section 28 of the *Planning Act* immediately following approval of this Plan.

**4.6 Parks and Open Space**

**4.6.1 Introduction**

Frontenac County contains a rich natural environment that is thriving. The Frontenacs strive to balance the protection of natural areas with opportunity for discovering the outdoors. The result is a healthy mix of managed forest, trails, farmland, wetlands and watersheds. Within this system, the Frontenacs contain a large number of regional public parks and open space systems that allow both citizens and visitors to enjoy the expansive natural setting.

Four Provincial Parks are strung through the County: Bon Echo, Sharbot Lake, Silver Lake, and Frontenac Park. All provide access to lakes and allow for many recreational activities. The County also has a large swath of Crown Land, mostly in the northern half of the region. Crown Land and the lakes within them are used for a variety of purposes, including logging, hunting, backpacking, canoeing/boating, and trail use.

North Frontenac Township also maintains almost 200 backcountry campsites and hiking trails on twelve lakes and they form another important part of public open space areas.

At the southern end of the Frontenacs the public have the opportunity to visit the 200 hectare (1,000 acre) Big Sandy Bay area on Wolfe Island which is managed by Frontenac Islands Township.

**4.6.2 Policies**

The County supports the continued operation and long term use of all regional park systems throughout the Frontenacs.

The County will coordinate with the Townships, Ontario Parks (MNR), and other agencies on the establishment of regionally significant open space networks and linkages across jurisdictional boundaries that will complement local parks planning.

The County will explore funding mechanisms to support regionally significant open space and parkland acquisitions.



**Section 4 – Community Building**

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The County recognizes the possible creation of a new regional park that is proposed to be created around Crotch Lake as part of the Algonquin Land Claim, and supports public participation and involvement in the development of such a park.



## Section 4 – Community Building

### **Section 5 – Housing and Social Services**

The Housing and Social Services section contains policies that establish that Frontenac County is committed to providing a variety of housing types and social services to allow residents to enjoy a good quality of life. Services delivered include child-care, educational facilities and services, assisted living or long term care, employment services, affordable housing, transitional shelters, group homes, long term care and support services, and health facilities. The City of Kingston is responsible as the Service Manager for both the City and the County to make sure these services are available in the Frontenacs. Some of the social services are provided and funded directly by the Province or community agencies while others are provided through partnerships with the County. Volunteer groups also play an important role in the provision of social and health services within the community. The County will continue to partner with the Townships and various government and non-government agencies to deliver social services that are appropriate, effective and accessible.

The Municipal Housing Strategy (MHS) forms the basis for housing policy across the Frontenacs and in the City of Kingston as a result of its City/County approval. The MHS serves as the primary strategic plan to help guide and align local housing efforts, and is the foundation for the housing policies of this Plan.

#### **5.1 Municipal Housing Strategy**

##### **5.1.1 Introduction**

County Council and Kingston City Council adopted the Municipal Housing Strategy in 2011. The Strategy will act as a guide to create a ten year housing plan as required by Provincial legislation. It will help provide guidance for County Council to ensure that the citizens of the Frontenacs are housed in affordable, safe, sanitary, and adequate accommodation.

##### **5.1.2 Policies**

The Municipal Housing Strategy shall be considered the primary strategic plan to help guide and align local housing efforts across the County.

The County endorses the targets in the Municipal Housing Strategy for residential units to be added to the current housing stock over the next ten years as follows:

- (a) Housing Form – 92 % single detached, 4% multiple units, 4% apartments;
- (b) Housing Tenure – 90% ownership, 10% rental;
- (c) Housing Affordability – 25% of new units at rates up the affordability threshold.

This Plan acknowledges that the Municipal Housing Strategy is being updated in 2013 to include policies and strategies to reduce homelessness in both Kingston and Frontenac County. The County will work with the City as Service Manager to develop programs and projects to try to end homelessness in our region.



## Section 5 – Housing and Social Services

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It is the intent of this Plan to encourage the use of surplus municipal land or facilities for the provision of housing. Each Township shall consider adopting a 'Housing First' approach to coordinate surplus or disposal protocols for municipal lands and institutional agencies such as the local school boards.

The Municipal Housing Strategy will promote the periodic identification and monitoring of demographic changes and housing needs within the County to determine whether housing demands and needs are not or will not be met.

### 5.2 Affordable Housing

#### 5.2.1 Introduction

Frontenac County contains many households where the annual income is below the Provincial average. This situation makes it challenging for people to find housing that is affordable within their budget. For the long term health of the community it is important that a wide variety of housing choices be made available.

#### 5.2.2 Policies

The County and the Townships will work jointly to provide for affordable housing by enabling a wide range of housing types to meet the projected demographic and market requirements of existing and future residents of the County.

County Council will establish and monitor housing targets for affordable housing for low and moderate income households in the Frontenacs, with a focus on methods of providing housing for the low-income residents of the County. Where specific needs are identified, Council will work with the City of Kingston (service manager for all of Frontenac County and the City) and the Ministry of Municipal Affairs and Housing to meet identified needs.

The local Townships will, where appropriate, promote intensification in settlement areas through their planning documents. Examples include: allowing for the conversion of single detached houses into multiple units and permitting land severances on large underutilized properties which will allow for new residential development on the vacant severed parcel.

The County and the Townships will work to ensure a minimum 10-year supply of residential land across the Frontenacs at all times.

County Council will encourage and facilitate the efforts of non-profit housing and co-operative housing to provide affordable housing.

Council will work with other levels of government to ensure that adequate resources are permitted to public sector housing programs and initiatives.



## Section 5 – Housing and Social Services

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Council may participate in the provision of housing, both directly and indirectly, in accordance with the general policy and program directions established in the Official Plan, and other specific direction as may be identified in the Municipal Housing Strategy as updated from time to time.

Council may assess different forms of housing design which make housing more affordable, and may investigate alternative dwelling design standards that may contribute to more affordable housing.

Community Improvement Plans should consider initiatives to promote affordable housing projects in each Township.

### 5.3 Seniors Housing

#### 5.3.1 Introduction

The Municipal Housing Strategy has indicated that one of the biggest challenges across Frontenac County over the next twenty years to be confronted is providing housing choices for seniors who wish to remain in their community. With the existing residents aging, and with the migration of seniors settling in the County after converting their cottages, this issue will become a priority. The goal is to look at ways and means of finding housing types that will allow seniors to stay close to their communities and families.

#### 5.3.2 Policies

The County and the Townships will work jointly to provide opportunities for new development or redevelopment that is sustainable in a rural context and which encourages housing that will help address the evolving needs of an aging population.

County Council supports the principle of aging in place as a way to address seniors housing options while at the same time encouraging more sustainable settlement areas.

This plan encourages identifying affordable seniors housing projects at a variety of scales as an eligible community improvement activity in the creation of Community Improvement Plans.

Where practical, it is the intent of this Plan to encourage the expansion of municipal servicing to help support appropriate multi-residential development to accommodate a seniors housing project.

It is recognized that Zoning By-laws can be barriers to the development of housing for senior citizens if these types of dwellings are only allowed in certain areas of a community. Therefore it is the intent of this Plan that the County and Townships work together to create any necessary revisions to Zoning By-laws that will help facilitate the development of seniors housing on a consistent and inclusive basis across the Frontenacs.



## Section 5 – Housing and Social Services

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### 5.4 Group Homes

#### 5.4.1 Introduction

Group homes are generally defined as a residence licensed or funded under a federal or provincial statute for the accommodation of three to ten persons, exclusive of staff, living under supervision in a single housekeeping unit and who, by reason of their emotional, mental, social or physical condition or legal status, require a group living arrangement for their well being.

#### 5.4.2 Policies

A group home shall be licensed and/or approved for funding under provincial statutes and in compliance with municipal by-laws. (Note: as defined under Section 163 of the *Municipal Act*).

Group homes shall be permitted in the local Official Plans in all designations that permit residential use.

Group homes may be subject to Site Plan Control by the local Townships to address such matters as ensuring that the site design is in keeping with the character of the area and that sufficient space is available to accommodate the needs of the residents.

### 5.5 Homes for the Aged (Long-Term Care Complexes)

#### 5.5.1 Introduction

There are currently no public long-term care complexes located in Frontenac County. There are two large-scale privately owned facilities nearby in Northbrook and in Perth that are used in part by Frontenac County residents. There are other small scale facilities scattered throughout the County.

The Frontenac County home for the aged – Fairmount -- is located in the rural area of the City of Kingston and accommodates Frontenac County residents.

#### 5.5.2 Policies

It is the intent of this Plan to recognize the value of long-term care complexes to residents of Frontenac County.

The predominant uses for these complexes shall include resident rooms and beds, resident care and nursing facilities, therapy facilities, kitchen and dining facilities, offices, meeting rooms, recreation facilities, resident places of assembly, pharmacies, and open space areas.

Complementary uses can include such facilities as residential dwelling units for the elderly, day care facilities, and parking lots.



## Section 5 – Housing and Social Services

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This Plan recognizes Fairmount Home as the County owned and operated long term care home that provides care for residents of Frontenac County, the City of Kingston, and other communities.

### 5.6 Secondary Suites

#### 5.6.1 Introduction

The provision of affordable housing in communities is now considered to be a provincial interest in the *Ontario Planning Act*. As a result, the provincial government now has changed legislation to facilitate the creation of second units in all dwellings.

#### 5.6.2 Policies

Township Official Plans shall include policies to allow the use of a second residential unit in a detached house, semi-detached house or rowhouse if no building or structure ancillary to the house contains a second residential unit; and further, to allow the use of a residential unit in a building or structure ancillary to a detached house, semi-detached house, or rowhouse if the house contains a single residential unit.

### 5.7 Accessibility

#### 5.7.1 Introduction

Frontenac County is committed to improve access and opportunities for persons with disabilities in accordance with the *Ontarians with Disabilities Act*.

#### 5.7.2 Policies

As part of the commitment to improve accessibility in the Frontenacs, the County will:

- a) Have regard to accessibility for persons with disabilities when considering draft plans of subdivision;
- b) Establish a process to identify barriers and gaps in by-laws, policies, programs, practices, and services;
- c) Continue to improve the level of accessibility of by-laws, policies, programs, practices, and services;
- d) Actively encourage input from the community and the Accessibility Advisory Committee appointed by the Frontenac County Council in the design, development and operation of new, renovated, purchased or leased municipal services and facilities;
- e) Improve accessibility to persons with disabilities to encourage their integration into the economic, political, social, cultural and educational mainstream; and
- f) Provide resources and support to obtain these objectives.



## Section 6 – Heritage and Culture

### **Section 6 – Heritage and Culture**

The County of Frontenac is rich with history, heritage, and culture, and as such it is recognized as one of the key focus areas in *Directions for Our Future*. Heritage is a crucial part of what makes the Frontenacs a great place to live. It has the power to allow citizens to understand where we have come from and helps promote an appreciation of local identity and shared community.

In recognition of the non-renewable nature of cultural heritage resources, the County of Frontenac will encourage their preservation in a manner that respects their heritage value, ensures their viability for the future, and allows them to continue their contribution to the character, community pride, tourism potential, economic development, and historical appreciation of the region.

#### **6.1 General Policies**

It is the intent of this Plan that the County's significant built heritage resources and significant cultural resources be identified, conserved and enhance whenever practical and that new development take place in a manner that respects the County's rich cultural heritage. The cultural heritage resources of the County generally include:

- a) Built heritage resources;
- b) Cultural heritage landscapes; and
- c) Archaeological resources.

Township Official Plans shall include policies that are intended to implement this policy direction, including the requirement of a heritage impact assessment or conservation plan and /or cultural heritage impact assessment prior to development taking place on lands adjacent to cultural heritage resources. A heritage impact assessment should generally outline the context of the proposal, any potential impacts the proposal may have on the heritage resource, and any mitigative measures that are necessary to avoid or lessen the negative impact on the heritage resource.

The Townships are encouraged to establish Municipal Heritage Committees pursuant to the *Ontario Heritage Act*.

The Townships are encouraged to support the use of Community Improvement Plans under the *Planning Act* to help promote and support cultural heritage resources.

#### **6.2 Archaeological Resources**

The County recognizes that there are archaeological resources of pre-contact and early historic habitation as well as areas of archaeological potential within the County that can be adversely affected by development or redevelopment.

The Townships and/or the County will require archaeological assessments and the preservation or excavation of significant of significant archaeological resources in accordance with Provincial requirements.



**Section 6 – Heritage and Culture**

The County recognizes that, within our boundaries, there may be marine archaeological remains from the pre-historic period through the modern era up to the last fifty years. The following policies shall apply to these resources:

- a) Marine archaeological resources may include the remains of ships, boats, vessels, artifacts from the contents of boats, weaponry, parts of ship construction, old piers, wharfs, docks, dwellings, and other items of cultural heritage value. The remains may currently be underwater or were at one time underwater but are no longer submerged.
- b) The County or the Townships shall consider, prior to approving a development proposal where there is a known marine archaeological resource, require a marine archaeological survey to be conducted by a marine archaeologist.
- c) In considering applications for waterfront development, the Townships and/or the County shall ensure that cultural heritage resources both on shore and in the water are not adversely affected. When necessary, satisfactory measures to mitigate any negative impacts on significant cultural heritage resources shall be required.

**6.3 Algonquin Aboriginal Interests**

This Plan recognizes that lands within the boundaries of the Frontenac County lie within the historic Algonquin Territory that is part of current Treaty Negotiations with the Federal and Provincial Crowns. Lands within North Frontenac, Central Frontenac, and South Frontenac Townships are within the Algonquin land claim area. As such, this Plan will respond to direction from the Federal and Provincial Crowns as to the progress of these negotiations and will incorporate any official plan requirements that arise from the Settlement Agreement. In the interim, the County will seek opportunities for mutually beneficial engagement with the Algonquins on matters that affect aboriginal history and culture.

**6.3.1 Policies**

The County of Frontenac and/or the Townships will engage the Algonquins of Ontario with regard to land use planning affecting any of the following matters:

- a) Protection of water quality and utilization of lakes and rivers including the Rideau Canal within the land claim area;
- b) Any undertaking that would have an impact on navigable waterways and their waterbeds;
- c) Any archaeological studies related to proposed development where areas of Algonquin interest have been identified;
- d) Any Environmental Impact Studies related to proposed development where areas of Algonquin interest have been identified.



## Section 6 – Heritage and Culture

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### 6.4 Rideau Canal UNESCO World Heritage Site

The Rideau Canal is a World Heritage Site and a National Historic Site. A portion of the canal travels through the southeast portion of South Frontenac Township. Its value lies in the combination of historic engineering works and buildings, open spaces, natural features, the canal itself, and adjacent diverse landscapes, which together constitute a cultural heritage resource of outstanding national significance and universal heritage value. Parks Canada owns the bed of the Rideau Canal and land at lock stations along the canal.

In order to recognize and protect the cultural heritage resource significance of the Rideau Canal UNESCO World Heritage Site, the County has participated in a study, the Rideau Corridor Landscape Strategy, along with representatives from First Nations, federal and provincial agencies, municipalities, non-governmental organizations, property owners and others. The goal of this study is to recommend planning management tools that municipalities may choose to implement that:

- a) identify and protect the cultural heritage landscapes, Algonquin history, and built heritage resources of the waterway;
- b) explore the introduction of design guidelines that can be implemented through the site plan control process, for new development along the waterway; and
- c) identify measures to conserve the terrestrial and marine archaeological resources of the Rideau Canal.

### 6.5 Frontenac Arch UNESCO Biosphere Reserve

The Frontenac Arch can be described as an ancient granite 'bridge' between the Canadian Shield and the Adirondack Mountains. Due to both its rich natural environment and its human history was recognized in 2002 as a UNESCO World Biosphere Reserve.

The Frontenac Arch Biosphere lies on the Central Canadian portion of the Frontenac Arch. It covers approximately 2,700 sq km and covers part of both Frontenac County and the Leeds-Grenville County, including communities such as Brockville, Gananoque, Westport, Harrowsmith, Verona and Godfrey.

It is the intent of this Plan to recognize the natural and historic value of the Frontenac Arch to our region and to promote its long term viability.



## Section 7 – Environmental Sustainability

### **Section 7 – Environmental Sustainability**

The County of Frontenac covers a large geographic area which is comprised of a rich natural environment that makes the region a unique place to live, work and play. This natural environment includes natural assets, natural sites, and natural attractions. The value of the natural environment for the County is more than just ecological health; it contributes to our economy and our society as well.

The Environmental Sustainability section sets out policies that are intended to help ensure that the environment that is so valued by residents in Frontenac County can be maintained and enhanced for future generations, and the health of humans and of the environment is protected.

The Natural Environment section outlines the natural heritage system in the County and provides policies for protection of natural features in the Frontenacs.

The Water Resources section includes policies recognizing the role of a watershed planning approach and of the importance of sourcewater protection plans in ensuring safe and plentiful drinking water.

Hazard Lands Policies ensure that development is prohibited or strictly limited in areas that could have potential for natural hazards such as flooding and erosion.

#### **7.1 Natural Environment**

##### **7.1.1 Introduction**

The County of Frontenac natural heritage system is defined as an ecologically based delineation of nature and natural function – a system of connected or to be connected green and natural area that provide ecological functions over a longer period of time and enable movement of species. Natural heritage systems encompass or incorporate natural features, functions and linkages as component parts within them and across the landscape. A natural heritage system also supports natural processes which are necessary to maintain biological and geological diversity, natural functions, viable populations of indigenous species and ecosystems.

The natural heritage system illustrated on Schedule 'B' uses current standards and procedures such as the Natural Heritage Reference Manual (MNR 2010) and Provincial Policy Statement to identify natural features of interest, which include significant wetlands, significant coastal wetlands, fish habitat, significant woodlands, significant valleylands, habitat of endangered species and threatened species, significant wildlife habitat, and significant areas of natural and scientific interest.

Responsibility for the environment is shared among Federal and Provincial governments, the County, Townships, the Conservation Authorities (Quinte



## Section 7 – Environmental Sustainability

Conservation, Cataraqui Region Conservation Authority, Rideau Valley Conservation Authority, and Mississippi Valley Conservation) and private landowners. All have an important role in enhancing the natural environment within the County, and all have the responsibility to be good stewards. As a result, establishing a natural heritage system requires co-operation among agencies, private landholders and the wider community.

The natural heritage system, and the ecological functions it provides, contributes to maintaining the environmental health of the County of Frontenac. This Section of the Official Plan establishes a policy framework for a co-operative approach to the identification of the environmental features that comprise the natural heritage system. It also outlines how provincially and regionally significant features will be maintained, enhanced or, wherever feasible, restored and encourages the establishment of linkages among elements of the natural heritage system.

The natural heritage system is a layered approach to environmental protection comprised of features delineated on Schedule 'B' and described in this section of the Official Plan. Each layer contains policies that provide appropriate protection to areas of environmental significance. Notably, the County of Frontenac's natural heritage system includes natural linkages and biodiversity areas. Through linkages and biodiversity areas, we acknowledge that our system is not an isolated one. We are interconnected to the natural heritage beyond our boundaries and we value our local biosphere – the Frontenac Arch – as well as our global biosphere, Earth.

In this context it is important for Frontenac County use a regional approach to ensure that significant natural heritage characteristics are protected for future generations.

### 7.1.2 Goal

The goal of the natural heritage system is to work with the Province, Townships, the Conservation Authorities and private landowners to maintain, enhance and restore a comprehensive natural heritage system within the County.

### 7.1.3 Objectives

To achieve the goal of a comprehensive natural heritage system, this Official Plan will:

- Identify and describe the component environmental features of the natural heritage system;
- Incorporate policies addressing land use and environmental preservation, conservation, and management that conform to the Provincial Policy Statement;
- Designate the natural heritage system on Official Plan mapping at the regional scale;
- Provide a mechanism for the refinement of the natural heritage system at the site-specific level;



**Section 7 – Environmental Sustainability**

- Identify, describe, and incorporate polices addressing County of Frontenac-specific natural linkages and biodiversity areas; and,
- Encourage local Townships to refine the natural heritage system to include important local features and linkages, where appropriate.

**7.1.4 Policies**

**7.1.4.1 Wetlands**

**Introduction**

Wetlands are an important part of the County’s biodiversity. They provide a wide variety of ecological, economic and social benefits for both humans and wildlife. Wetlands help reduce erosion, decrease flood damage, improve and maintain good water quality, provide important fish and wildlife habitat, ensure a stable, long-term supply of groundwater (by contributing to the recharge and discharge), provide recreation and tourism opportunities, limit greenhouse gas emissions (by acting as carbon sinks), and provide valuable economic products, such as timber, commercial baitfish, wild rice and natural medicines.

**Policies**

- The County of Frontenac recognizes the importance and value of wetlands in the County and supports their protection.
- Schedule ‘B’ identifies provincially significant wetlands, coastal wetlands and other wetlands, which form part of the County’s natural heritage system.
- Development and site alteration shall not be permitted in provincially significant wetlands or provincially significant coastal wetlands.
- Development and site alteration shall not be permitted within 120 metres of provincially significant wetland boundaries unless the ecological function of the adjacent lands has been evaluated and it has been demonstrated that there will be no negative impacts on the wetland features or their ecological function through an Environmental Impact Study.
- Development and site alteration shall not be permitted in or within 120 metres of other coastal wetlands unless the ecological function of the feature, including its adjacent lands has been evaluated and it has been demonstrated that there will be no negative impacts on the wetland feature or its ecological function through an Environmental Impact Study.
- If at any time during the duration of this Plan any additional provincially significant wetlands are identified in the County of Frontenac by the Ministry of Natural Resources, the policies in this Plan related to significant wetlands shall apply and the appropriate schedules shall be updated to reflect the new provincially significant wetlands without amendment to the OP.



## Section 7 – Environmental Sustainability

- The County of Frontenac encourages local municipalities to adopt mechanisms (such as site plan control, consent or development agreements) that would minimize and control the removal of vegetation, and ensure the protection of naturally vegetated buffers adjacent to any provincially significant wetlands.
- Other wetlands have also been identified in Schedule 'B'. Impacts on these wetlands should be considered in the evaluation of development applications in or adjacent to them, and an Environmental Impact Study may be required if significant characteristics are observed and/or to demonstrate that appropriate alternatives have been assessed and negative impacts to the feature and its function have been prevented or minimized to the degree reasonably possible.

### 7.1.4.2 Significant Areas of Natural and Scientific Interest (ANSI) Introduction

An ANSI is an area of land and water that contains natural landscapes or features that have been identified as having life science or earth science values related to protection, scientific study or education. ANSIs are a critical complement to provincial parks and conservation reserves as they represent important natural features that are not found in protected areas.

#### Policies

- The County recognizes the importance and value of regionally and provincially significant ANSIs and supports their protection.
- Schedule 'B' identifies ANSIs within the County's natural heritage system.
- Development and/or site alteration in or adjacent to a regionally or provincially significant ANSI shall not be permitted unless it can be demonstrated that there will be no negative impacts on the ANSI and its ecological function. However, existing agricultural activities such as ploughing, harvesting, grazing, animal farming, and minor expansions to existing buildings or other structures associated with farming operations are permitted on adjacent lands without the need for an Environmental Impact Statement.

### 7.1.4.3 Significant Wildlife Habitat Introduction

Wildlife habitat, as defined by the PPS, means areas where plants, animals and other organisms live, and find adequate amounts of food, water, shelter and space needed to sustain their populations. Wildlife habitats are important since they are areas where species concentrate at a vulnerable point in their annual or life cycle, and are areas which are important to both migratory and non-migratory species.

#### Policies



## Section 7 – Environmental Sustainability

- The County of Frontenac recognizes the importance and value of wildlife and supports the protection of significant wildlife habitat
- Schedule 'B' identifies the location of known wildlife habitat. Development and/or site alteration in or adjacent to significant wildlife habitat shall not be permitted unless it can be demonstrated that there will be no negative impacts on the significant wildlife habitat and its ecological function through an Environmental Impact Study.
- Wildlife habitats occur throughout the County but may not be shown on Schedule 'B' because the exact habitat location needs to be refined at the local scale by site specific field work. If development or site alteration is planned in or adjacent to the natural heritage system, the proponent of the development may be required to document for consideration by the local Township, whether there is potential for significant wildlife habitat to occur in the area and whether an Environmental Impact Study is required to identify significant wildlife habitat for consideration during Planning Act decisions.
- The local Townships shall adopt appropriate development controls to protect significant wildlife habitat. If development or site alteration is planned near these sites, the local Townships may contact the Ministry of Natural Resources for technical advice regarding the proposed development
- Natural linkages shall be protected in order to maintain, restore and/or improve the diversity and connectivity of natural features and the long-term ecological function and biodiversity of natural heritage systems.
- Removal of vegetation shall be minimized in significant wildlife habitat areas.
- The County and local municipalities shall investigate ways to minimize and control the removal of vegetation for buildings, site alteration or accessory activities such as landscaping.

### 7.1.4.4 Fish Habitat

#### Introduction

Fish habitat, as defined by the Fisheries Act, means spawning grounds and nursery, rearing, food supply, and migration areas on which fish depend directly or indirectly in order to carry out their life processes. The aquatic ecosystem is most often described as fish habitat since fish communities are important resources, and as such, have a long history of being used as indicators of aquatic ecosystem health. Aquatic habitat is an integral part of the watershed's ecosystem as it provides feeding, breeding and rearing areas for resident and migratory fish and invertebrate species.

#### Policies

- The County of Frontenac recognizes the importance and value of the fisheries in the municipality and supports protection of their habitat.



**Section 7 – Environmental Sustainability**

- Development and/or site alteration in or adjacent to fish habitat shall not be permitted except in accordance with federal and provincial legislation and can be demonstrated through an Environmental Impact Study that there will be no negative impact on fish habitat and its ecological function.
- Development and site alteration in or adjacent to fish habitat shall require an Environmental Impact Study, to demonstrate that there will be no negative impacts on the fish habitat or on their ecological functions.
- New development along watercourses and waterbodies which have demonstrated no negative impact on the fish habitat or on their ecological functions shall require a minimum setback of 30 metres. These setbacks shall remain undisturbed and naturally vegetated, where possible.
- The County encourages the use of best management practices, stewardship and habitat management that promotes healthy fish habitat and natural riparian areas.

**7.1.4.4.1 Lake Trout Lakes**

**Preamble**

Only one percent of Ontario’s lakes contain lake trout but this represents 20-25% of all lake trout lakes in the world. The County, therefore, has a great responsibility to manage them wisely. The lake trout is particularly vulnerable to the impacts of human activities and is an indicator of the health of aquatic ecosystems. Special protection is required for these lakes and their lake trout populations.

**Policies**

- New planning approvals shall not be allowed within 300 metres of these at-capacity lakes: Shabomeka (Buck) Lake, Kishkebus (Dyers) Lake, Little Green Lake, Buckshot (Indian) Lake, Lucky Lake, Mosque (Mosquito) Lake, Big Ohlmann (Rock) Lake, Mackie Lake, Reid (Boundary) Lake, Round Schooner Lake, and Camp (Little Mackie) Lake, Big Salmon Lake, Bobs (Green Bay) Lake, Buck Lake, Crow Lake, Devil Lake, Eagle Lake, Garter Lake, Hungry Lake, Knowlton Lake, Loughborough (West Basin) Lake, Potspoon Lake, and Sharbot (West Basin) Lake
- Exceptions to the prohibition of development near at-capacity lakes shall be made under the following conditions:
  - any new residential, commercial or industrial development requiring approval under the Planning Act that is connected to a municipal sewage treatment facility;
  - all new tile fields are set back at least 300 metres from the shoreline of the lake, or such that drainage from the tile fields would flow at least 300 metres to the lake;



**Section 7 – Environmental Sustainability**

- all new tile fields are located such that they would drain into the drainage basin of another waterbody, which is not at capacity; or
- to separate existing habitable dwellings, each having a separate septic system, provided that the land use would not change.
- Under such exceptional circumstances, new development requiring approval under the Planning Act shall only proceed on the following conditions:
  - restrict the removal of vegetation within 30 metres of the lake, except to accommodate a limited number of paths, water lines, docking facilities and removal of trees posing a hazard;
  - require a minimum 30 metre setback for all buildings and structures (except docking facilities); and;
  - prohibit the use of fertilizers on lawns and gardens within 300 metres of the lake.
- The Townships are encouraged to identify the moderately sensitive at-capacity lake trout lakes in their Official Plans with policies addressing development around these lakes to ensure their long-term sustainability.

**7.1.4.5 Endangered and Threatened Species**

**Preamble**

Endangered and Threatened species, as defined by the PPS, means a species that is listed or categorized as an “Endangered or Threatened Species” on the Ontario Ministry of Natural Resources’ official species at risk list, as updated and amended from time to time; Saving Endangered and Threatened species is important for their sake, and for ours since humans are dependent on the earth’s diversity of species for our own survival.

**Policies**

- The County of Frontenac recognizes the importance and value of the endangered and threatened species in the County and supports their protection.
- Significant habitat of endangered or threatened species is approved by the Province or the Federal government. This habitat is necessary for the maintenance, survival and/or recovery of naturally occurring or reintroduced populations of endangered or threatened species, and where those areas of occurrence are occupied or habitually occupied by the species during all or any part(s) of its life cycle. Mapping of the habitat of these species may not be shown on Schedule ‘B’ in order to protect such species and their habitat, or because the exact location and habitat needs to be refined by site specific field work.
- No new development or site alteration shall be permitted within the significant portions of the habitat of endangered or threatened species. Development and site alteration shall not be permitted on the adjacent



**Section 7 – Environmental Sustainability**

lands of endangered or threatened species, unless it has been demonstrated through the preparation of an Environmental Impact Study that there will be no negative impacts on the natural features or on the ecological functions for which the area is identified.

- New development proposals shall require an appropriate level of site assessment to identify potential presence or absence of endangered or threatened species and their potential habitats as determined by the Ministry of Natural Resources.
- Where potential habitat is identified, a more detailed site assessment shall be required by an Environmental Impact Study to provide information on current habitat conditions, to address any applicable permit requirements under the Endangered Species Act (as appropriate), and to delineate significant habitat for approval by Ministry of Natural Resources.
- No new development and/or site alteration shall be permitted within 120 metres of significant habitats of endangered and threatened species unless it has been demonstrated that there would be no negative impacts on the natural features or its ecological function.
- If development or site alteration is planned near these sites, the local Township shall contact Ministry of Natural Resources for technical advice regarding the proposed development.

**7.1.4.6 Significant Woodlands**

**Preamble**

Woodlands, as defined by the PPS, means treed areas that provide environmental and economic benefits to both the private landowner and the general public, such as erosion prevention, hydrological and nutrient cycling, provision of clean air and the long-term storage of carbon, provision of wildlife habitat, outdoor recreational opportunities, and the sustainable harvest of a wide range of woodland products. Woodlands include treed areas, woodlots or forested areas and vary in their level of significance at the local, regional and provincial levels. Woodlands are important for their aesthetic value, economic value, as species habitat, to minimize erosion, to mitigate greenhouse gases (as a carbon sink), and as providing animal species with corridors for movement.

**Policies**

- The County recognizes the importance and value of woodlands and supports the protection of significant woodlands. These woodlands have value in the County, both natural and human. Examples include improving the air quality, preventing soil erosion, helping to retain water and recharge ground water, produce economic value (firewood, maple syrup, lumber), provide recreational opportunities, and contribute to the overall beauty of the Frontenacs.
- Schedule 'B' identifies all woodlands within the County, but does not identify any significant woodlands.



## Section 7 – Environmental Sustainability

- Development and/or site alteration in or adjacent to significant woodlands located in the majority of South Frontenac and all of Frontenac Islands (i.e., within MNR Ecoregion 6E of the PPS) shall not be permitted unless it can be demonstrated that there will be no negative impacts on the significant woodland and its ecological function.
- When new significant woodlands are identified, consideration and protection of the areas shall be assessed prior to approving new land use planning applications.

### 7.1.4.7 Significant Valleylands

#### Preamble

Valleylands, as defined by the PPS, means a natural area that occurs in a valley or other landform depression that has water flowing through or standing for some period of the year. Valleylands are often defining landscape features essential to the character of an area, help buffer waterbodies from the effects of human settlement, provide linkages to the rest of the watershed, and provide important corridors allowing the dispersion of plants and movement of animals.

#### Policies

- The County recognizes the importance and value of valleylands and supports the protection of significant valleylands.
- Significant valleylands are not shown on Schedule 'B' and can be identified in consultation with the County and/ or the local Conservation Authority based on local factors and conditions.
- Development and site alteration shall not be permitted in significant valleylands and its adjacent lands unless it has been determined, via an Environmental Impact Study, that there will be no negative impacts on the natural features or their ecological functions.
- When new significant valleylands are identified, consideration and protection of the areas shall be assessed prior to approving new land use planning applications.

### 7.1.4.8 Linkages and Biodiversity Areas

#### Preamble

The County of Frontenac's natural heritage system as mapped in Schedule 'B' includes natural linkages and biodiversity areas. Through linkages and biodiversity areas, we acknowledge that our system is not an isolated one. We are interconnected to the natural heritage beyond our boundaries and we value our local biosphere – the Frontenac Arch – as well as our global biosphere, Earth.



## Section 7 – Environmental Sustainability

### 7.1.4.8.1 Linkages

#### Preamble

The County of Frontenac is home to wildlife that traverses eastern Ontario and by identifying linkages, the County is able to support the valuable wildlife that contributes to the County's high quality natural environment. The County has undertaken a geographic information systems (GIS) analysis to determine regional scale linkages.

#### Policies

- Linkages mapped in this plan on Schedule 'B' are intended to promote regional connectivity in the natural heritage system and the County of Frontenac encourages municipalities to establish and maintain linkages by incorporating them into their Official Plans.
- Where appropriate, the Townships are encouraged to add local linkages which facilitate greater connections between natural features of the natural heritage system.
- Linkage mapping has been completed at a regional scale, and the boundaries are intended to be refined at the site level. When development is proposed within a linkage, this plan encourages that linkages be incorporated into the development, retained in its natural state and an Environmental Impact Study be completed to document management recommendations for the protection of the linkage.
- Linkages may be considered as priority areas for ecological stewardship projects, re-naturalization projects, or environmental land acquisition projects, or as potential lands for conservation easements granted to the municipality by the property owner.
- Existing development and activities within linkages may continue.

### 7.1.4.8.2 Biodiversity Areas (Overlay)

#### Preamble

The County of Frontenac benefits from having a large undeveloped area that is rich in natural heritage and contains a wide range of species, habitats and ecosystems. Biodiversity Areas protect species, habitat and ecosystems that are representative of the County's natural heritage system. Protecting biodiversity is a way to promote stewardship and ensure that impacts to the environment through challenges such as climate change are mitigated. The County has undertaken a geographic information systems (GIS) analysis to determine specific areas for the protection of biodiversity.



## Section 7 – Environmental Sustainability

### Policies

- Biodiversity areas are identified on Schedule 'B' .
- Biodiversity areas may receive priority consideration for the creation of new conservation areas, conservation easements, or new ecological stewardship programs;
- Notwithstanding the policies of the underlying land use designation, lands within Biodiversity Areas may be:
  - Discouraged from lot severance or subdivision unless immediately abutting existing development;
  - Discouraged from the creation of new buildings unless on an existing previously undeveloped lot; and,
  - If developed, encouraged to develop by minimizing changes to topography and vegetation, and by using materials and a built form that integrates well with a natural area.

### 7.1.4.9 Mineral Aggregate Operations

#### Policies

- New mineral aggregate operations may be permitted in the natural heritage system where the policies of this plan allow and:
  - progressive and final rehabilitation shall be required to accommodate subsequent land uses, to promote land use compatibility, and to recognize the interim nature of extraction;
  - the assessment of the natural features and restoration plan taking into account the natural heritage system will be incorporated into the Natural Environment Report required under the Aggregate Resources Act.

### 7.1.4.10 Environmental Impact Study

#### Preamble

An Environmental Impact Study is an important tool used during the development review process which helps delineate, characterize, analyze, and plan for the protection and conservation of the natural heritage system and its components.

#### Policies

- Council shall require an impact assessment for development and site alteration proposed in designated natural heritage features and adjacent lands. An Environmental Impact Study shall be prepared to support land use planning applications and prior to the approval of the proposed development or site alteration. The County, Townships and/or the Conservation Authorities will co-ordinate the requirements for the preparation of an Environmental Impact Study which shall be undertaken in accordance with the Natural Heritage Reference Manual and any other applicable guidelines.



## Section 7 – Environmental Sustainability

- The County, in consultation with the Province, the local Townships and the Conservation Authorities may require the completion of a single comprehensive Environmental Impact Study where:
  - development or site alteration is proposed on multiple adjacent properties containing elements of the natural heritage system;
  - a comprehensive community planning process is being undertaken;
  - environmental studies are required to support the proposed expansion of the Township Urban Area or settlement boundary;or,
  - as deemed required by the County of Frontenac.
- An Environmental Impact Study is intended to provide for an assessment of the potential impact of a proposed development or site alteration on a particular natural heritage feature and shall be used to determine whether the proposed development, redevelopment or site alteration should or should not be permitted. The Environmental Impact Study will be undertaken by the proponent of the development and/or site alteration.
- The components of the Environmental Impact Study shall be tailored to the scale of development and may range from a simplified assessment (scoped assessment) to a full assessment. The County may consult with the conservation authority having jurisdiction and the Ministry of Natural Resources in determining information requirements and the type and content of an Environmental Impact Study. The following is intended to provide an initial guideline on the potential scope of an Environmental Impact Study:
  - a description (including a map) of the study area and landscape context (including natural features and areas, and ecological functions);
  - a description of the development proposal;
  - date of field visits;
  - identification of the natural features
  - species lists of flora and fauna recorded for the site;
  - assessment of the potential impacts of the proposed development on natural features or areas and on their ecological functions for which they have been identified;
  - identification of alternatives and avoidance measures implemented to reduce impacts;
  - identification of mitigation, monitoring and contingency requirements;
  - quantification of residual impacts (those that cannot be mitigated) if any;
  - recommendations on how to implement mitigation measures; and,
  - conclusion(s) on the environmental impact(s).



## Section 7 – Environmental Sustainability

- The County of Frontenac may prepare a comprehensive guideline for the preparation of and Environmental Impact Study which further implements this plan's Environmental Impact Study policies.
- The Environmental Impact Study must be undertaken by a qualified professional to the satisfaction of the appropriate agency / approval authority.

### 7.1.4.11 Land Uses and Zoning Policies

The County of Frontenac encourages the Townships to identify appropriate land uses and other performance standards in their zoning by-laws that provide for protection of the features identified in the natural heritage system and which are compliant with the PPS.

### 7.1.4.12 Stewardship Planning Introduction

One of the key factors that makes Frontenac County such a unique place is that it is largely undeveloped, especially when compared to other parts of Ontario. The PPS has been designed to cover all development across Ontario; in the case of natural heritage it is focused on protecting 'rarity' in landscapes to deal primarily with urban growth in the Toronto / Golden Horseshoe area. This perspective does not apply to the Frontenacs, which are rich in natural resources. In this case, a stewardship plan may provide the most suitable perspective on dealing with our ecosystem.

#### Policies

The County supports the development of a regional stewardship plan in order to provide a broad prospective on protecting ecosystems and managing landscapes.

This Plan recognizes that connectivity of landscapes and ecosystems is important for the long term resilience of the natural environment in the Frontenacs.

## 7.2 Water Resources

### 7.2.1 Source Protection Plans

This Plan is based on a watershed planning approach. In this context, source protection plans are key planning documents that help to protect drinking water supplies from potential contamination by limiting certain uses and activities near sensitive areas. The County supports the development of source protection plans for each major watershed in the Frontenacs, including the Quinte Source Protection Plan, Cataraqui Source Protection Plan, and the Mississippi-Rideau Source Protection Plan. The Townships shall include relevant source protection plan policies and standards in their Official Plans and Zoning By-laws as part of the implementation of source protection plans.



**Section 7 – Environmental Sustainability**

**7.3 Hazard Lands**

**7.3.1 Introduction**

The County of Frontenac's long-term prosperity, environmental health and social well-being depend on reducing the potential for public cost or risk to Frontenac residents from natural or human-made hazards. Development shall be directed away from areas of natural or human-made hazards where there is an unacceptable risk to public health or safety or of property damage.

**7.3.2 Natural Hazards Policies**

**7.3.2.1**

Development shall generally be directed to areas outside of:

- hazardous lands adjacent to the shorelines of the Great Lakes - St. Lawrence River System and large inland lakes which are impacted by flooding hazards, erosion hazards and/or dynamic beach hazards;
- hazardous lands adjacent to river, stream and small inland lake systems which are impacted by flooding hazards and/or erosion hazards; and
- hazardous sites.

**7.3.2.2**

Development and site alteration shall not be permitted within:

- the dynamic beach hazard;
- defined portions of the one hundred year flood level along connecting the St. Lawrence River
- areas that would be rendered inaccessible to people and vehicles during times of flooding hazards, erosion hazards and/or dynamic beach hazards, unless it has been demonstrated that the site has safe access appropriate for the nature of the development and the natural hazard; and
- a floodway regardless of whether the area of inundation contains high points of land not subject to flooding.

**7.3.2.3**

Despite policy 7.3.2.2, development and site alteration may be permitted in certain areas identified in policy 7.3.2.2:

- in those exceptional situations where a Special Policy Area has been approved. The designation of a Special Policy Area, and any change or modification to the site-specific policies or boundaries applying to a Special Policy Area, must be approved by the Ministers of Municipal Affairs and Housing and Natural Resources prior to the approval authority approving such changes or modifications; or



## Section 7 – Environmental Sustainability

- where the development is limited to uses which by their nature must locate within the floodway, including flood and/or erosion control works or minor additions or passive non-structural uses which do not affect flood flows.

### 7.3.2.4

Development shall not be permitted to locate in hazardous lands and hazardous sites where the use is:

- an institutional use associated with hospitals, nursing homes, pre-school, school nurseries, day care and schools, where there is a threat to the safe evacuation of the sick, the elderly, persons with disabilities or the young during an emergency as a result of flooding, failure of floodproofing measures or protection works, or erosion;
- an essential emergency service such as that provided by fire, police and ambulance stations and electrical substations, which would be impaired during an emergency as a result of flooding, the failure of floodproofing measures and/or protection works, and/or erosion; and
- uses associated with the disposal, manufacture, treatment or storage of hazardous substances.

### 7.3.2.5

Where the two zone concept for flood plains is applied, development and site alteration may be permitted in the flood fringe, subject to appropriate floodproofing to the flooding hazard elevation or another flooding hazard standard approved by the Minister of Natural Resources.

### 7.3.2.6

Further to policy 7.3.2.5, and except as prohibited in policies 7.3.2.2 and 7.3.2.4, development and site alteration may be permitted in those portions of hazardous lands and hazardous sites where the effects and risk to public safety are minor so as to be managed or mitigated in accordance with provincial standards, as determined by the demonstration and achievement of all of the following:

- development and site alteration is carried out in accordance with floodproofing standards, protection works standards, and access standards;
- vehicles and people have a way of safely entering and exiting the area during times of flooding, erosion and other emergencies;
- new hazards are not created and existing hazards are not aggravated; and
- no adverse environmental impacts will result.



## Section 7 – Environmental Sustainability

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### 7.3.3 Human-Made Hazards

Development on, abutting or adjacent to lands affected by mine hazards; oil, gas and salt hazards; or former mineral mining operations, mineral aggregate operations or petroleum resource operations may be permitted only if rehabilitation measures to address and mitigate known or suspected hazards are under-way or have been completed.

Contaminated sites shall be remediated as necessary prior to any activity on the site associated with the proposed use such that there will be no adverse effects.



## Section 8 – Implementation

### **Section 8 – Implementation**

The intent of the Implementation section is to provide guidance when interpreting and implementing the policies of this Plan. This section includes policies relating to boundary interpretation, Official Plan amendments, subdivision and condominium applications, public participation, complete application requirements, land use compatibility, and development charges. These policies are intended to give direction to proponents when considering projects requiring approval by County Council, and to provide clarity to staff and Council when processing and evaluating development proposals.

#### **8.1 Interpretation of Land Use Boundaries**

It is intended that the boundaries of the land use designations shown on Schedule “A” be considered as approximate except where bounded by major roads, railways, water bodies, legal lot lines or other geographical features. Therefore, amendments to this Plan will not be required in order to make minor adjustments to the land use boundaries provided the general intent of the policies of this Plan is preserved.

#### **8.2 Amendments to the Plan**

Amendments to this Plan shall be considered in accordance with related policies elsewhere in this Plan, the Provincial Policy Statement, the *Planning Act*, and with general land use planning principles. Amendments shall only be considered when they are justified and when the required supportive information is provided as stated in the policy sector proposed for revision.

Proposed amendments to this Plan shall be accompanied by sufficient information to allow Council to fully understand and consider the following:

1. the relationship to and impact of the proposed change on the goals, objectives and policies expressed in this Plan;
2. the need for the proposed change and the benefit to the County;
3. the effect of the proposed change on the need for public services and facilities;
4. the physical suitability of the land for the proposed use and the effect of the proposal on the natural environment; and
5. compliance with the Provincial Policy Statement and other applicable policy and legislation

Applications to amend this Plan will not be considered complete until the information and materials required under the Planning Act and Regulation 543/06, along with any other information and materials identified by the County have been provided.

The County may request the Minister to amend Ontario Regulation 525/97 to be exempt from ministerial approval of future amendments to the County Plan.

#### **8.3 Amendments to the Township Official Plans**



## Section 8 – Implementation

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Amendments to Township Official Plans shall be considered in accordance with the Provincial Policy Statement, the policies in the County Official Plan, related policies elsewhere in the applicable Township plan, the Planning Act, and with general land use planning principles. Amendments shall only be considered when they are justified and when the required supportive information is provided.

Nothing in this Plan shall prevent the Townships from adopting more restrictive policies or standards than those outlined in this Plan, provided such policies are consistent with the general intent of this Plan.

### **8.4 Public Participation**

Council shall consult with the public for amendments to and reviews of the Plan. The consultation process shall include the provision of adequate information in a timely manner, as well as opportunities for members of the public, review agencies, and other stakeholders to discuss this information with County staff and to present views to Council and to Township Councils.

When considering planning applications that are specific to one Township, the County will generally request that the Township hold any public meetings on the County's behalf.

Under exceptional circumstances, Council may forego the requirement for a public meeting when refusing an amendment to its official plan.

### **8.5 Subdivision and Condominium Approvals and Agreements**

The County of Frontenac is the approval authority for plans of subdivision and plans of condominium in the County under Ontario Regulation 477/00. Council may delegate all or any part of the approvals process by by-law to a committee of Council or to staff. Township Official Plans shall contain policies to guide the review of plans of subdivisions and plans of condominium.

Applications for plans of subdivision and condominium will not be considered complete until the information and materials required under the Planning Act and Regulation 544/06, along with any other information and materials identified by the County have been provided.

### **8.6 Planning Applications – Consultation and Complete Application Requirements**

The County shall request additional information and material that it needs when considering development proposals or Planning Act applications. Such information may include but is not limited to any of the following:

- Hydrogeological and Terrain Analysis Report
- Water Supply Assessment



## Section 8 – Implementation

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- Groundwater Impact Study
- Surface Water Impact Study
- Storm Water Management Report/Master Drainage Plan
- Environmental Impact Study/Statement
- Environmental Site Audit/Assessment
- Flood Plain Management/Slope Stability Report
- Lake Capacity Study
- Boat Capacity Study
- Transportation/Traffic Impact Study
- Municipal Servicing Capacity Reports
- Servicing Options Report
- Archaeological Resource Study
- Cultural Heritage Impact Statement
- Natural Heritage Evaluation
- Aggregate study
- Noise/Dust/Vibration Study
- Agricultural Soils Assessment Study
- Minimum Distance Separation calculation
- Market Study
- Planning Rationale
- Official Plan Amendment or Zoning By-law
- Concept Plan showing ultimate use of land
- Previous Land Use Inventory
- Any other studies required by the County which are not reflected in the above list
- Any other studies identified in the Township Official Plans

### 8.7 Development Charges

The County and any of the Townships may pass Development Charges By-laws in accordance with the Development Charges Act, 1997. Council may request that the City of Kingston collect development charges for applicable services provided by the County within the City's boundaries.

### 8.8 Land Use Compatibility

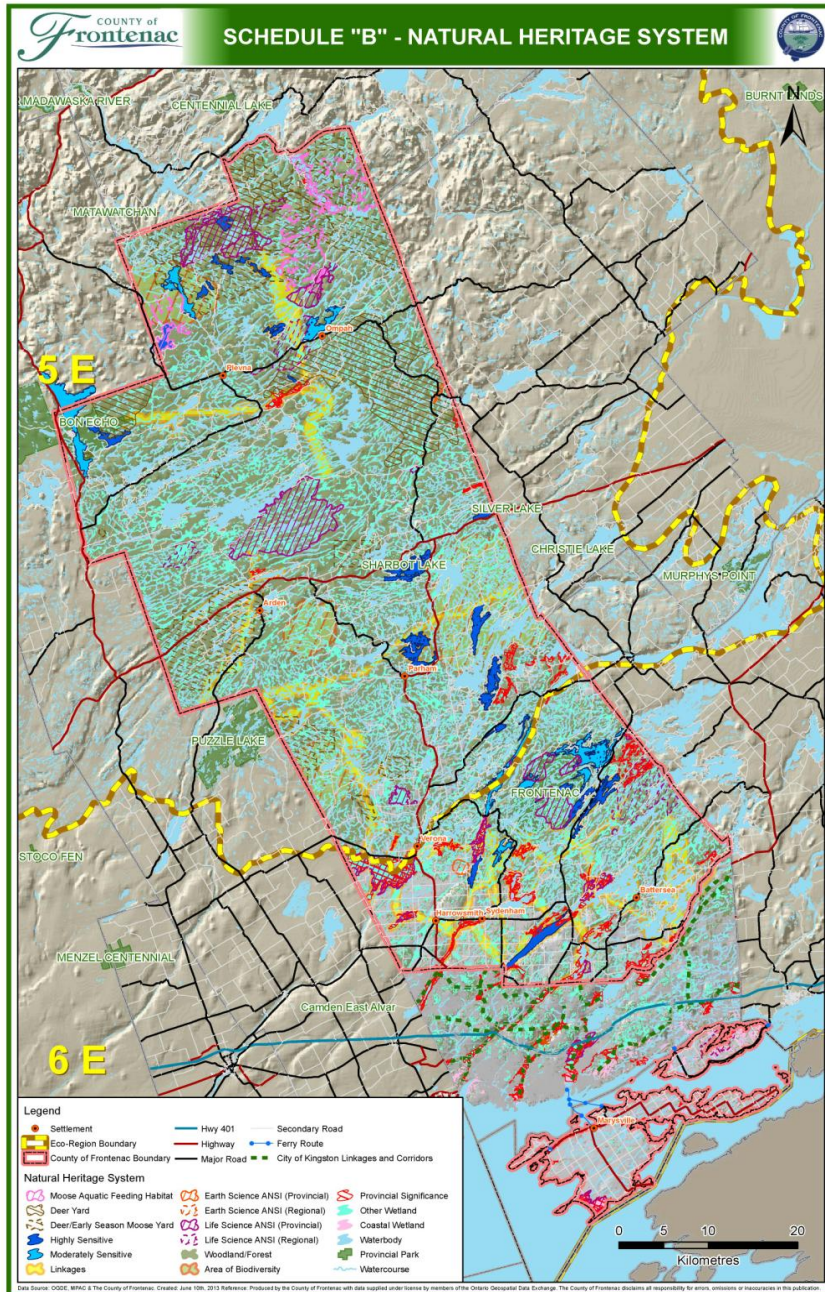
Land use conflicts should be avoided as much as possible. Policies in Official Plans, setbacks in Zoning By-laws, and strategic design and layout of development applications can reduce the potential for conflicts by providing adequate mitigation measures to address issues before they arise.

Township Official Plans shall contain provisions addressing impacts such as noise, dust, contamination, odour, and other impacts that may result from a change in land use or proposed development.



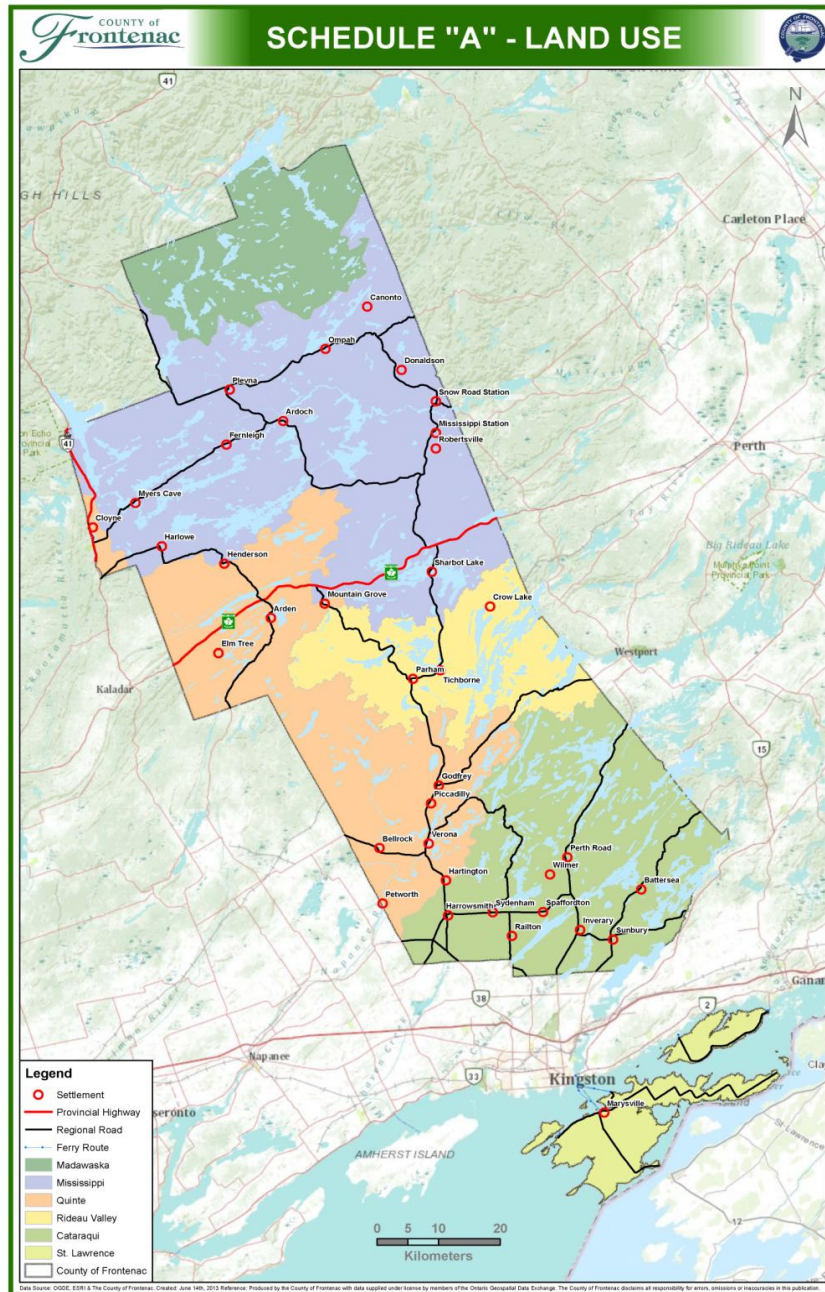
Section 8 – Implementation

Township Official Plans shall contain policies and guidance for setbacks for sensitive uses from features such as rail lines, mining and aggregate operations, and heavy industrial operations.





Section 8 – Implementation





Report 2013-056

ADMINISTRATIVE REPORT

**To:** Warden and Council Members of the County Of Frontenac

**From:** Elizabeth Savill  
CAO

**Prepared By:** Marian VanBruinessen  
Treasurer

**Date Prepared:** March 11, 2013

**Amendment Date:** June 20, 2013

**Date of Meeting:** July 3, 2013

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**Re:** Financial Services – Reserve and Reserve Funds Amended

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**Amended Recommendation**

RESOLVED THAT Council of the County of Frontenac receive this *Financial Services – Reserve and Reserve Funds* report for information only.

**Recommendation**

~~RESOLVED THAT Council of the County of Frontenac receive this *Financial Services – Reserve and Reserve Funds* report;~~

~~AND FURTHER that Council direct the Treasurer to maintain a County Working Fund Reserve balance to provide for cash flow requirements and mitigation strategies at \$2.151 million for 2013;~~

~~AND FURTHER that Council adopt a bylaw later in the meeting directing that any surplus/deficit realized annually be distributed as a transfer from/to the Working Fund Reserve to the Townships through the budget process after the Working Fund Reserve is replenished to (1) maintain the level of 5% of operating funds as recommended by the Government Finance Officers Association, (2) account for additional mitigation strategies, and (3) acknowledge prior year projects not completed.~~

**Background**

Reserves and Reserve Funds are financial management tools that are an essential part of a sound fiscal policy to address long-term objectives. The ultimate goal is to fully fund the annual capital plan through current reserves while delivering efficient, effective programs to the

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Financial Services – Reserve & Reserve Funds  
July 3, 2013

ratepayers of the County. The key to reserve policies and planning is to balance current and future requirements. Sound program and financial planning accommodates future growth while maintaining acceptable tax rates.

A reserve is generally unrestricted and is appropriated from net revenue at the discretion of Council after the provision for all known expenditures. The primary source of revenue from reserves is from current operations, usually surpluses at year-end or as a deliberate segregation during budget deliberations. Reserves are used to mitigate fluctuations in economic factors, changes in government funding, unanticipated events and contingent liabilities. They are also used to accumulate funds in order to finance large projects to avoid debt financing or large swings of the tax levy.

Reserve Funds differ from reserves in that they are segregated and restricted to meet a specific purpose as defined by the Municipal Act or at the direction of Council.

**Comment**

The County has a number of reserves and reserve funds which provide a stable foundation for the County and allow County Council to mitigate impacts on the tax levy as a result of unusual or unanticipated budget requirements and also to take advantage of opportunities that are beneficial to the region as a whole.

Reserves are provided for operational costs that occur at periodic times as opposed to annually, as well as for specific project goals as directed by Council.

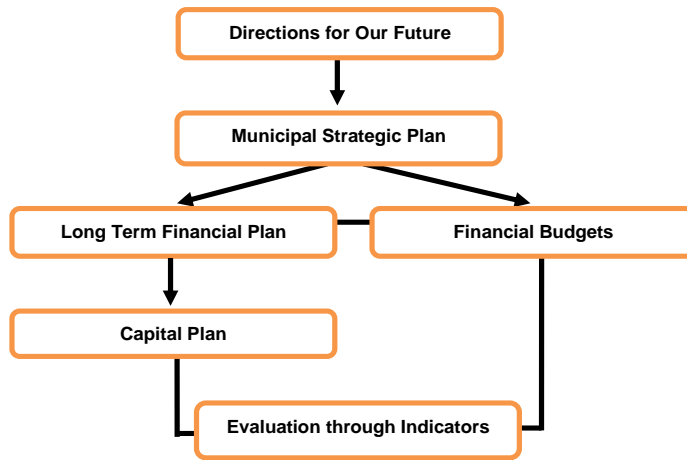
A Council's responsibility is to provide direction most usually through a strategic plan and its objectives. Some priorities were developed in February 2011 and adopted by County Council in September 2011, but these did not provide comprehensive direction.

In a report dated June 20, 2012, the Treasurer provided the following discussion:

*A long term financial plan provides the opportunity for strategic development based on a collaborative and visionary process. It is part of a complete planning portfolio which starts with a municipal strategic plan.*

*A long term financial plan should reflect the long-term strategic approach to issues assumed through a municipal strategic plan. It can also minimize volatility created by external influences that impact municipal budgets and can ensure resources are appropriately managed to meet the longer term goals of the County.*

*The first step in the process is to undertake a municipal strategic plan.*



*Council has also expressed its interest in assessing the adequacy of financial reserves for the County. This process is a component of the overall assessment of the financial capacity of the County in the context of strategic direction and the short and long terms goals of County Council. To appropriately align resources with current and anticipated future requirements a clear municipal “roadmap” is required for the next 5-10 years.*

*It is recommended that Council initiate a strategic planning process that can culminate with a long-term financial plan which includes an assessment of the County’s financial reserve requirements.*

Council did undertake a strategic planning session in the fall of 2012, but no guidance for the future of the County emanated from the session.

Initial discussions had suggested that consideration of Reserves and Reserve Funds would be undertaken as part of the long term financial plan. However it would appear that more immediate action is being considered. For that reason and in the absence of Council’s strategic direction, the following is put forward for Council’s consideration.

***Please note that the following discussion of reserve and reserve funds provides best estimates based on information available prior to final audit reconciliations.***

**WORKING FUND RESERVE**

The Working Fund Reserve is the one which has generated the most comment from this Council. In the past, councils have seen the surplus in the working fund as its saving account for future requirements, although the Treasurer has consistently indicated the need for its review in the context of long term planning. Understanding the time frame for retention of these and other funds will allow more prudent investment strategies.

This fund was originally established to provide cash flow for operations resulting from unexpected expenditures to eliminate the requirement to borrow funds to meet immediate obligations.

This fund has been utilized on an ongoing basis to mitigate the impact of capital planning requirements on an incremental basis and to mitigate the annual tax rate.

There are four parts to this discussion. The first is to determine the ongoing **operational requirements** to be addressed by the working fund reserve. The second is to determine the **optimal use** of the additional funds currently retained in the Working Fund Reserve. Thirdly, the **allocation of future surplus/deficits** needs to be considered. The discussion ends with consideration of **going forward**.

**1. Working Fund Reserve – Operational Requirements**

The Government Finance Officers Association (GFOA), the international organization of Municipal Finance Officers of the United States and Canada, recommends a general fund balance of 5% to 15% of general operating revenues. However GFOA does indicate that other factors should be included.

1. the size of the municipality
2. vulnerability to extreme events
3. budget practices ( inclusion of contingency or not)
4. dependability of intergovernmental revenue
5. expenditure volatility
6. borrowing capacity
7. capital projects – do critical projects have a funding source

The GFOA further suggests that in evaluating reserves the following should be considered:

*A financially sustainable county government provides an optimal mix and level of services to citizens within available means while pro-actively taking measures to preserve the ability to continue providing value in the long run.*

Based on this recommendation, and considering cash flow requirements based on the 2013 operating budget suggests that \$1.8 million should be retained.

In addition, Council, through the 2013 budget process, has presupposed the use of the Working Fund Reserve to mitigate its contribution to the County Capital Replacement Reserve, about \$230,500 in total over 4 years.

It has been suggested that \$150,000 is required for the 150<sup>th</sup> Anniversary. By the end of 2013, \$60,000 will have been allocated to the 150<sup>th</sup> Anniversary Reserve, suggesting \$90,000 should be retained in the Working Fund Reserve or allocated to the 150<sup>th</sup> Anniversary Reserve.

Council has regularly transferred its requirement for the cost of GIS mapping (\$11k) and for Land Acquisition (\$20k) from the Working Fund Reserve. It is suggested that these requirements be phased on to the tax rate over 3 years, requiring \$31,000 from the Working Fund Reserve.

**2. Working Fund Reserve – Optimal Balance for 2013**

5% of operating revenues (GFOA recommendation)	\$ 1,800,000
Mitigate capital reserve replacement requirements	230,500
150th Anniversary	90,000
Mitigate ongoing project reserve allocations	31,000
<b>Total Optimal Working Fund Balance for 2013</b>	<b>\$ 2,151,500</b>

The anticipated levy surplus in 2012 is estimated at \$250,000

	Variance	
	\$	% of budget
County budget – surplus (deficit)	(75,500)	(0.90)
City Transfer payments re Social Services and Social Housing – surplus (deficit)	157,300	8.60
Township tax reconciliations – surplus (deficit)	168,200	1.99
<b>Total</b>	<b>250,000</b>	

To date the 2013 budget deliberations have resulted in the use or reallocation of \$496,270, detailed as follows:

	\$	\$
Prior year projects - Corporate - Telephone system review (\$5k); INFOHR - recruitment module(\$4k)	9,000	
Prior year projects - Emergency management - JEPP project	4,427	
Organizational review	125,000	
Capital projects	179,597	
<b>Total project allocations</b>		<b>318,024</b>
Inter-fund transfer		
GIS mapping	11,000	
Land Acquisition	20,000	
County Capital replacement	117,246	
150th Anniversary	30,000	
<b>Total Inter-fund Transfers</b>		<b>178,246</b>
<b>Total reallocation from the Working Fund Reserve</b>		<b>496,270</b>

A further increase to the Working Funds Reserve balance reflects the City of Kingston's commitment to finance its share of the Broadband project in the amount of \$344,839. This amount has been billed and, although not yet received, has been accrued for year-end. As the County's total obligation to the project had been put aside in a reserve that has since been closed, the City's contribution will return to the Working Funds Reserve as a reimbursement.

**3. Working Fund Reserve – Allocation of Future Annual Surplus/Deficit**

Many municipalities do retain annual surpluses to provide for capital requirements. However, these requirements at the County level can be provided for through a planned replacement and budgeting strategy. Moving forward it is recommended that the Working Fund Reserve balance be maintained to provide for cash flow requirements and mitigation strategies, currently established at \$1.65 million (this adequacy of this balance should be confirmed on an annual basis). It is recommended that at year-end the surplus be utilized to replenish this Working Fund Reserve balance. Any additional surplus or any deficit, after provision is made for any prior years' projects not completed, would be redistributed to the Townships. This allocation would become a budget line and thus not affect the current County budgeting process.

#### 4. Working Funds Reserve – Going Forward

As of the end of 2013, the Working Fund Reserve balance is estimated at \$4.5 million.

Through Council discussions and community consultations and through observations contained in the EOWC Financial Sustainability report, a number of regional issues come to the forefront that will impact Frontenac County over the next few years. These include, but are not limited to, rural transportation, regional infrastructure including but not limited to water and waste water, waste management and seniors housing. In all cases, County Council needs to assess the value of possible economies of scale in addressing these or other issues on a regional basis at the County level. In addition, there has been interest expressed in projects like the proposed Property Assessed Payments for Energy Retrofits (PAPER) and other green energy and/or conservation projects. Each of these projects could benefit from:

- (1) Capital contributions to augment private project contributions – This can be necessary to ensure important community projects get off the ground and could include affordable seniors' housing projects.
- (2) Capital contributions to cover the County's share of provincial or federal funding programs and support for studies required as pre-requisites to provincial or federal funding – This allows the County to be in a position to take advantage of new or special funding programs and avoid missed opportunities.
- (3) Support for projects that benefit the community – These can allow for investments in the community to be spurred by a County investment that creates a multiplier effect. The Verona Community Improvement Plan is proving the success of these projects. PAPER could become another where the County establishes a pooled fund against which property owners could borrow to make environmental improvements to their properties.

Other opportunities might also be identified through a comprehensive long range planning exercise. In each case, the funds required should be considered and a reserve or reserve fund established for that purpose.

If, on the other hand, Council has no interest in identifying and addressing these or other issues on a regional basis, the remaining funds these funds should be redistributed to the Townships.

#### OTHER RESERVES AND RESERVE FUNDS

The following is a review of the remaining reserves and reserve funds held by the County, the rationale for their establishment and their impact on the future of the County. As the County provides services which are cost-shared with the City of Kingston, some of the reserves are funded through joint contributions. These reserves are prefaced in their title by **JOINT**. General Corporate reserves are prefaced by **FRC**, those for Fairmount by **FMT**, and those for Land Ambulance by **FPS**.

The reserves and reserve funds retained by the County ensure that it can plan for future projects and activities, take advantage of opportunities, and avoid being jeopardized by unanticipated costs or economic downturns.

**Corporate Reserves:**

**FRC-1 Stabilization Reserve**

Purpose: Established to mitigate any unforeseen downturns in the economy and the potential budget implications this might entail.

During the 2013 budget deliberations, a number of issues that will impact the 2014 budget were highlighted. One is the social services funding offset of approximately \$62,000 received this year which will be a full levy hit in 2014. Also the loss of the Frontenac Islands' contract services recovery (revenue of approximately \$40,000) will come into effect in 2014. This reserve could be used to phase in the impacts of both of these issues.

2013 balance: \$975,000

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**FRC-2 Strategic Projects Reserve**

Purpose: Established to ensure there are funds available for large strategic projects, which can have a regional focus or to provide the ability to take advantage of unforeseen opportunities requiring a County contribution. These might include partnerships or possible future public/private partnerships, opportunities arising out of the Algonquin Land Claim, the Frontenac Centre, investments in community power, business/incubator park infrastructure.

2013 balance: \$160,000

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**FRC-3 Capital Reserve**

Purpose: This reserve will provide for County capital replacement requirements.

2013 balance: \$800,390

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**FRC-4 Library Reserve**

Purpose: This fund was developed when the County learned that the library anticipated capital projects for which the City was reserving its share separately.

It has been used to support vehicle purchases and expansion of the IT system. The Library has indicated that an annual allocation of \$31,000 should adequately address future requirements.

2013 balance: \$97,657

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**FRC-5 Land Use Planning Reserve**

Purpose: To provide for liabilities incurred as a result of the County's involvement in Land Use Planning.

The County is responsible for subdivision approval. Although applicants are required to provide funding for any OMB activity generated, the County recognizes that in some circumstances the County might be faced with additional Land Use planning costs.

Depending on the complexity and scale of a planning issue, OMB hearings can require up to a week or more of dates and legal fees could become substantial in defence of the County's position. For example, depending on the number of appeals and the possibility of the County having to challenge a provincial decision, the hearing for the County Official Plan could easily cost more than \$100,000.

Furthermore, once County Council gains approval authority, it will be responsible for defending its decisions on the Township Official Plan Amendments and Official Plan updates also.

2013 balance: \$226,159

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**FRC-6 GIS Project Reserve**

Purpose: To provide for the purchase of GIS mapping data every 5 years.

This reserve was established in 2010. \$11,000 is allocated to this reserve annually.

2013 balance: \$44,000

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**FRC-7 Social Housing Out of Scope Reserve**

Purpose: Established to provide for the capital costs incurred in social housing projects in the County which are 100% County costs.

Allocations of \$25,000 have been made annually.

2013 balance: \$419,400

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**FRC-8 Ontarians with Disabilities Reserve**

Purpose: The County established this reserve to provide for the retrofits and other mandated expenditures required under the AODA legislation. The can include structural changes as well as adjustments in IT and furnishings.

2013 balance: \$55,000

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**FRC-9 150<sup>th</sup> Anniversary Reserve**

Purpose: The reserve was established to support the 150<sup>th</sup> anniversary celebrations in 2015. It was estimated that a total of \$150,000 will be required. \$30,000 was contributed in 2012 and it is anticipated another \$30,000 will be transferred to this reserve in 2013.

2013 balance: \$60,000

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**FRC-10 Frontenac-Howe Islander Ferry Revenue Reserve**

Purpose: Required under the 2004 agreement with the Ministry of Transportation for the Frontenac-Howe Islander Ferry service which allows an amount of up to 5% of operating expenses to be reserved.

The agreement recognizes the consolidation of fees and fares for the County and Township ferries serving Howe Island. To mitigate the variances in fees and fares collected, MTO agreed that the County could retain up to 5% of the Operating costs in a reserve to offset any shortages related to the County or Township share of the expenditures. Any change in year-end balance reflects allocations or reductions as a result of year end operating revenue and expenses.

2013 balance: \$32,452

**Corporate Reserve Fund:**

**FRC-11 Investing in Ontario Reserve Fund**

Purpose: Established with Provincial funding to provide for County capital projects.

The Investing in Ontario funds are to be held in a separate fund and can only be used for capital projects. The County approved an allocation of these funds in 2008, but revised the allocation by resolution in August 2010. These projects included Fairmount Capital Projects, the K&P Trail, Green initiatives, and Broadband.

2013 balance: \$139,749

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**Corporate Obligatory Reserve Fund:**

**FRC-12 Federal Gas Tax Reserve Fund**

Purpose: Established to provide for projects supported by the Federal Gas Tax Agreement (FGT).

The FGT Agreement requires that the FGT funds transferred to the municipality are held in a separate fund. The County has undertaken an Integrated Community Sustainability Plan process which now forms the basis for FGT funds disbursement.

2013 balance: \$1,578,770

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**Fairmount Reserves:**

**FMT-1 Working Fund Reserve**

Purpose: Established to provide cash flow for Fairmount operations and to eliminate the requirement to borrow funds to meet immediate obligations. Currently the County does not provide for the replacement of its share of the Fairmount Home Building. This fund should be considered in that respect.

2013 balance: \$509,025

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**FMT-2 JOINT Severance Reserve**

Purpose: To provide for requirements related to the termination of employees.

The amounts in and out of this fund fluctuate depending on the labour requirements. \$30,000 annual allocation

2013 balance: \$96,914

**FMT-3 JOINT Operations Reserve**

Purpose: To provide for requirements related to periodic contracts.

This reserve was established in 2010. It provides for contracts that arise periodically, but are not required annually, to smooth the budget impact. The duct cleaning contract for example is required every five years. \$9,000 is allocated annually.

2013 balance: \$36,223

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**FMT-4 Capital Reserve**

Purpose: Established to provide for capital replacement under the County's asset management plan.

This reserve is to provide for the County's share of equipment replacement. An assessment of the Fairmount assets determined that \$831,800 was required as the County's share. There is currently no allocation for the building replacement.

2013 balance: \$831,862

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**Fairmount Reserve Funds:**

**FMT-5 Capital Reserve Fund**

Purpose: Established to provide for Fairmount capital redevelopment requirements.

This fund was initially established to provide for the capital requirements of the rebuild. The project was finally supported through a debenture and the County

is drawing \$125,000 annually to offset part of its contribution to the debenture. The remainder of the fund is available for the Fairmount Home Auditorium renovation project.

2013 balance: \$1,486,752

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**FMT-6 Capital Campaign Reserve Fund**

Purpose: Established to receive donations made in support of Fairmount's capital redevelopment requirements.

This fund was initially established as the repository for the Fairmount Redevelopment Capital Campaign donation and can only be used for the purpose for which it was raised. Donations received subsequent to the end of the campaign and which were designated for the redevelopment have been deposited into this account. These funds will be used for the Fairmount Home Auditorium Redevelopment in 2013 and the fund will be fully depleted at the end of the project.

2013 balance: \$0

**FMT-7 JOINT Donations Reserve Fund**

Purpose: Established to provide for benefit of the residents.

This fund is supported by donations from various sources and is meant to be used for the benefit of the residents. Fairmount Residents' Council makes recommendations for the use of these funds.

2013 balance: \$195,437

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**FMT-8 JOINT Pathways Reserve Fund**

Purpose: Established to provide for maintenance of the pathways.

This fund is supported by specific donations from various sources for the maintenance of the Pathways on the grounds of Fairmount Home.

2013 balance: \$38,107

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**Frontenac Paramedic Service Reserves:**

**FPS-1 General Reserve**

Purpose: Established to provide for the uncertainty as to the requirements for land ambulance and the Province's contribution rate.

No additional contribution has been made since 2005.

With a number of longer term capital projects on the horizon (addressing land ambulance bases), this will provide the opportunity to fund the County's share of these projects with minimal impact on the tax levy.

2013 balance: \$394,217

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**FPS-2 JOINT Vehicle Replacement Reserve**

Purpose: Established to provide for the ongoing replacement of vehicles based on the estimated useful life of those vehicles

This reserve was set up when the service was transferred to the County.

2013 balance: \$443,429

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**FPS-3 JOINT Equipment Replacement Reserve**

Purpose: Established to provide for the ongoing replacement of equipment based on estimated useful life.

This reserve was established when the service was transferred to the County.

2013 balance: \$679,104

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**FPS-4 JOINT Severance Reserve**

Purpose: This reserve was established when the service was transferred to the County. The Ministry of Health and Long Term Care provided severance funding that it had accrued to the date of download. Subsequent County contributions provided for requirements inherent in the historical contracts with Hotel Dieu and Parham Ambulance Services until a contract was negotiated with the County. The current contract does not have the same liability for termination/retirement payments, however there are legislated termination requirements.

2013 balance: \$355,610

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**FPS-5 JOINT NEER Reserve**

Purpose: Workers Safety Insurance Bureau reconciles claims and contributions over a 4 year period. This can result in a surcharge or a rebate. To smooth the effect of this reconciliation

2013 balance: \$151,860

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**FPS-6 JOINT Other Projects Reserve**

Purpose: Established to provide for new land ambulance capital projects.

By 2009 most of the land ambulance cross border billing contracts were resolved. This liability had been accrued since 2002 on the basis of an estimate of total cost per call, and anticipating payment for all calls. Final

contracts are primarily based on a standard cost per call and the County was successful in its assertion that repatriation calls should be paid for by the municipality of residence for that call. As a result a substantial surplus was realized and MOH indicated that its share of the funding for this liability could be transferred to a reserve for special projects. This reserve was used for the Sydenham base and will be used for the Northern base project.

2013 balance: \$0

**Financial Implications**

By providing the Treasurer with clear direction with respect to the anticipated use of reserves and reserve funds, with both short and long term considerations, the Treasurer can recommend a long term financial plan and invest the funds for better return.

**Organizations, Departments and Individuals Consulted and/or Affected**

Senior Management Team, County of Frontenac



**Report 2013-125**

**ADMINISTRATIVE REPORT**

**To:** Committee of the Whole of the County of Frontenac

**From:** Elizabeth Savill  
CAO

**Prepared By:** Marian VanBruinessen  
Treasurer

**Date Prepared:** June 20, 2013

**Date of Meeting:** July 3, 2013

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**Re:** **Financial Services – Reserves and Reserve Funds Policy**

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**Committee Action**

THAT the Committee of the Whole support this recommendation for adoption at the next regular meeting of the Council of the County of Frontenac scheduled for July 17, 2013.

**Recommendation**

RESOLVED THAT Council of the County of Frontenac receive this *Financial Services – Reserves and Reserve Funds Policy* report;

AND FURTHER that Council approve the Reserves and Reserve Funds balances as outlined in the column entitled Adjusted Reserve Balance in Appendix B for 2013;

AND FURTHER that Council undertake a Strategic Planning exercise prior to the end of 2013 to identify Council's long term strategic direction which will direct the use of the Strategic Regional Reserves;

AND FINALLY THAT the Council for the County of Frontenac introduce a by-law later in this meeting to adopt Appendix A, a policy to govern the reserves and reserve funds of the County of Frontenac.

**Background**

Reserves and reserve funds are discussed each year during the annual budget deliberations. In 2013, staff provided a report to Council on March 20<sup>th</sup>, a presentation to Council on May 15<sup>th</sup> and further presentation and report consideration to the Committee of the Whole on June 7<sup>th</sup>.

Reserves are allocated annually at the direction of Council. The balances are audited annually and presented to Council in the annual financial statements which are, in turn, received by Council.

**Comment**

Reserves are a critical component of ensuring that the municipality can meet its obligations and has resiliency even in the midst of unforeseen events, changing policy at the upper levels of government or an environmental crisis.

The reserves and reserve funds, their purpose and annual contribution consideration are provided in the Policy attached as Appendix A.

**Past Reserve Allocations:** Past reserve allocations were made based on reasonable assessments of operational requirements, asset replacement schedules, recommendations from external agencies or as proposed directly by Council. All allocations are reviewed and approved by Council during budget deliberations.

Asset replacement reserves are established based on the estimated useful life of the assets and projected replacement cost. An assessment of assets was undertaken in 2012 and this will be further refined through the development of the asset management plan to be completed before the end of 2013. As indicated, these replacement reserves do not provide for building replacement.

**Future Budget Considerations:** The June 7<sup>th</sup> presentation suggested that Council consider some items that will affect the 2014 budget. These were identified as:

1. 2013 Social Services costs offset by one time Ministry funding of \$62,000
2. 2013 Governance and Corporate costs offset by a transfer from Working Funds Reserve, \$22,000
3. 2013 levy offset by transfer from Working Funds Reserve of \$130,000
4. 2013 new capital costs were offset by a transfer from the Working Funds Reserve \$92,097
5. 2013 one time project – Service and Organizational Review, \$125,000, was offset by a transfer from the Working Funds Reserve.

Council also needs to be aware that there will be two collective agreement contracts under negotiation as 2014 gets underway.

Council is also reminded that there is an annual adjustment at the end of the year to reflect changes in the weighted assessment sharing ratio between the City and the County. Historically, this has resulted in the County carrying a larger share of both the

Social Services and Land Ambulance costs than provided for the budget. An attempt is made by the Treasurer to anticipate the change in the ratio for the budget, but the actual sharing ratio might be different.

Municipalities have experienced the impact that changing provincial or federal government policies can have on municipal budgets. Funding commitments for some services are provided almost halfway through the year making it impossible for municipal estimates set much earlier in the year to reflect actual payments to be received.

These types of future budget implications can be mitigated through the use of reserves to ease them onto the tax rate over a period of time. Although the June 7<sup>th</sup> presentation did not provide a specific allocation to provide for these future budget considerations, staff is recommending an additional \$500,000 allocation, in addition to the \$351,500 already earmarked through the 2013 budget process, to the Budget Mitigation Reserve to be able to provide for future mitigation requirements.

**Committee of the Whole Discussion:** It was suggested that threshold values be determined for the reserves and that should a reserve exceed that balance at the end of the year excess funds be redistributed.

Staff has reviewed the reserves and has indicated in the Reserves and Reserve Funds Policy where thresholds can be applied. Unfortunately thresholds do not work well for most reserves.

**Year End Surplus/Deficit:** Council is concerned about the use of any year-end surplus. As indicated in earlier reports, the actual year-end balance is not known until mid to end of March when the reconciliations with the City of Kingston and the Townships are submitted and the year-end audit is completed. As a result, Council is reluctant to pass the budget before the year-end balance is finalized.

Staff is suggesting that, as in the past, Council pass a motion to transfer any year-end surplus to the Working Funds Reserve. Any surplus or deficit realized in one year would be brought forward for consideration in the discussion of the budget 2 years after the surplus or deficit is realized. For example if the 2013 year-end audit, completed in March 2014, identifies that there is a year-end surplus or deficit, this would be brought forward for discussion in the 2015 budget process, which gets underway in the fall of 2014. At that time Council would provide direction as to the application of that surplus or deficit.

**Strategic Regional Reserves:** The use of the Investing in Ontario funds was designated for specific purposes through a Council resolution. This Council direction is shared with the Ministry as part of the required annual report. The 150<sup>th</sup> Anniversary Reserve was established with a specific purpose. The Strategic Projects Reserve and the Federal Gas Tax Reserve have been labeled strategic because in staff's view these should be dealt with in the context of County Council's strategic priorities and augmented or depleted accordingly.

The May 15<sup>th</sup> and June 7<sup>th</sup> presentations reviewed the reserves and reserve funds by category. Some amendments to the balances of the various accounts were recommended as follows:

1. FRC Working Funds Reserve retain a balance of \$2,151,500 with the remainder allocated to Strategic Projects
2. FMT Working Funds Reserve be reallocated to FMT Capital Projects (\$259,023) to provide for the County's share of capital projects anticipated in the shorter term (including septic bed renewal, etc.) and the remaining \$250,000 be reallocated to Strategic Projects.
3. That the FRC Stabilization reserve be reduced to 25% of the Social Services costs and the remainder, \$650,000, be reallocated to Strategic Projects

A further staff recommendation is to reallocate an additional \$500,000 from the Working Funds Reserve to a Budget Mitigation Reserve.

These recommendations are reflected in the attached spreadsheet, Appendix B.

**Emergency – Contingency Funds**

Council needs to consider where emergency or contingency funds reside. Are the County or lower tier municipalities prepared to deal with a crisis? Where do any emergency or contingency funds reside to provide for unforeseen events? When considering strategic funds, this is a question Council must consider.

**Financial Implications**

By providing the Treasurer with clear direction with respect to the anticipated use of reserves and reserve funds, with both short and long term considerations, the Treasurer can recommend a long term financial plan and invest the funds for better return.

**Organizations, Departments and Individuals Consulted and/or Affected**

Senior Management Team, County of Frontenac

**APPENDIX A**

**Policy:** The purpose of the policy is to establish Reserves and Reserve Funds, and to set target values and criteria for the use of Reserves and Reserve Funds.

**Objective:** Reserves and Reserve Funds are financial management tools that are an essential part of a sound fiscal policy to address long-term objectives. The ultimate goal is to fully fund the annual capital plan through current reserves while delivering efficient, effective programs to the ratepayers of the County. The key to sound reserve policy planning is to balance current and future requirements. Sound program and financial planning accommodates future growth while maintaining acceptable tax rates.

The County has a number of Reserves and Reserve Funds which provide a stable foundation for the County and allow County Council to mitigate impacts on the tax levy as a result of unusual or unanticipated budget requirements and also to take advantage of opportunities that are beneficial to the region as a whole.

Reserves are provided for operational costs that arise regularly but not on an annual basis, and also for specific project goals as directed by Council.

**Definitions: Reserve:** A Reserve is generally unrestricted and is appropriated from net revenue at the discretion of Council after the provision for all known expenditures. The primary source of revenue from reserves is from current operations, usually a deliberate segregation during budget deliberations or through a reallocation of year-end surpluses. Reserves are used to mitigate fluctuations in economic factors, changes in government funding, unanticipated events and contingent liabilities. They are also used to accumulate funds in order to finance large projects to avoid or augment debt financing or large swings of the tax levy.

**Reserve Fund:** Reserve Funds differ from Reserves in that they are segregated and restricted to meet a specific purpose as defined by the *Municipal Act* or at the direction of Council.

**Obligatory Reserve Funds:** These can be used only for the purpose specified by legislation. They are created whenever legislation requires revenue received for special purposes to be separated from the general revenues of a municipality.

**Discretionary Reserve Funds:** These are created by Council direction to allocate funds to a specific purpose. The purpose of

reserve funds should be kept as flexible as possible by keeping the by-law general rather than particular. Council can alter the use of reserve funds by by-law.

**Legally Restricted Reserves:** Those Reserves that are restricted by legislation or contracts.

**Operational Reserves:** Those Reserves that have been established to mitigate operational expenses that arise periodically as opposed to annually.

**Asset Management Reserves:** Those reserves that provide for future new or replacement capital requirements.

**External Agency Reserves:** Those reserves that provide for the future requirements related to services provided by external agencies.

**Strategic Reserves:** Those Reserves or Reserve Funds that are directed to Council's strategic vision.

**FRC:** Reserves directly related to Frontenac County

**FMT:** Reserves directly related to Fairmount Home

**FPS:** Reserves directly related to Frontenac Paramedic Services

**Joint:** The County retains some Reserves to which the City of Kingston contributes. These include "Joint" in the title. These Reserves include an interest allocation annually.

**Legally Restricted Reserves**

**FRC-Frontenac-Howe Islander Ferry Revenue Reserve**

**Purpose:** Required under the 2004 agreement with the Ministry of Transportation for the Frontenac-Howe Islander Ferry service which allows an amount of up to 5% of operating expenses to be reserved.

The agreement recognizes the consolidation of fees and fares for the County and Township ferries serving Howe Island. To mitigate the variances in fees and fares collected, MTO agreed that the County could retain up to 5% of the operating costs in a Reserve to offset any shortages related to the County or Township share of the expenditures. Any change in year-end balance reflects allocations

or reductions as a result of year-end operating revenue and expenses.

Contribution: Contract with MTO allows the balance to remain at up to 5% of the current year's operating expenses.

**FMT- Capital Campaign Reserve Fund**

Purpose: Established to receive donations made in support of Fairmount's capital redevelopment requirements.

This fund was initially established as the repository for the Fairmount Redevelopment Capital Campaign donations and can only be used for the purpose for which it was raised. Donations received subsequent to the end of the campaign and which were designated for the redevelopment have been deposited into this account. These funds will be used for the Fairmount Home Auditorium Redevelopment in 2013 and the fund will be fully depleted at the end of the project.

Contribution: No County contribution.

**FMT- Donations Reserve Fund**

Purpose: Established to provide for benefit of the residents.

This fund is supported by donations from various sources and is meant to be used for the benefit of the residents. Fairmount Residents' Council makes recommendations for the use of these funds.

Contribution: No County contribution

**FMT- Pathways Reserve Fund**

Purpose: Established to provide for maintenance of the pathways.

This fund is supported by specific donations from various sources for the maintenance of the Pathways on the grounds of Fairmount Home.

Contribution: No County contribution.

**Operational Reserves:**

**FRC- Working Funds Reserve**

Purpose: To provide for cash flow requirements and contingencies. This reserve would provide the capacity to manage a year-end deficit should that arise.

Contribution: The Working Funds will be maintained at a minimum level of 5% of operating funds as recommended by the Government Finance Officers Association and (2) acknowledge prior year projects not completed. An assessment of the balance and contribution requirement will be presented to Council for confirmation prior to the year-end and before the next annual budget review commences.

**Annual Year end surplus or deficit:** The annual surplus or deficit from one year will be transferred to/from the Working Funds Reserve. The surplus or deficit will be evaluated in the 2<sup>nd</sup> year budget process following the surplus or deficit realization and brought forward for Council's consideration during that budget deliberation. For example a surplus or deficit realized in year 2013 would be considered during the 2015 budget process.

**FRC- Budget Mitigation Reserve**

Purpose: To smooth the impact of large new budget costs on to the tax rate over time.

Contribution: An assessment of the balance and contribution requirement will be presented to Council for confirmation prior to the year-end and before the next annual budget review commences.

**FRC- Land Use Planning Reserve**

Purpose: To provide for liabilities incurred as a result of the County's involvement in Land Use Planning.

The County is responsible for subdivision approval. Although applicants are required to provide funding for any OMB activity generated, the County recognizes that in some circumstances the County might be faced with additional Land Use Planning costs.

Depending on the complexity and scale of a planning issue, OMB hearings can require up to a week or more of dates and legal fees could become substantial in defense of the County's position.

Furthermore, once County Council gains approval authority, it will be responsible for defending its decisions on the Township Official Plan Amendments and Official Plan Updates also.

Contribution: An assessment of the balance and contribution requirement will be presented to Council for confirmation prior to the year-end and before the next annual budget review commences.

**FMT - JOINT Severance Reserve**

Purpose: To provide for requirements related to the termination of employees.

The amounts in and out of this fund fluctuate depending on the labour requirements.

Contribution: \$30,000 annually

**FPS - JOINT Severance Reserve**

Purpose: This reserve was established when the service was transferred to the County. The Ministry of Health and Long Term Care provided severance funding that it had accrued to the date of download. Subsequent County contributions provided for requirements inherent in the historical contracts with Hotel Dieu and Parham Ambulance Services until a contract was negotiated with the County. The current contract does not have the same liability for termination/retirement payments however there are legislated termination requirements.

Contribution: An assessment of the balance and contribution requirement will be presented to Council for confirmation prior to the year-end and before the next annual budget review commences.

**FPS - JOINT NEER Reserve**

Purpose: Workplace Safety and Insurance Board reconciles claims and contributions over a 4 year period. This can result in a surcharge or a rebate. This reserve provides the opportunity to smooth the effect of this annual reconciliation.

Contribution: An assessment of the balance and contribution requirement will be presented to Council for confirmation prior to the year-end and before the next annual budget review commences.

**Asset Management Reserves:**

**FRC- Capital Replacement Reserve**

Purpose: This Reserve will provide for County capital replacement requirements for machinery and equipment only. There is no provision for the replacement of buildings and for land improvements.

Contribution: An assessment of the balance and contribution requirement will be presented to Council for confirmation prior to the year-end and before the next annual budget review commences.

**FRC- Ontarians with Disabilities Reserve**

Purpose: The County established this reserve to provide for the retrofits and other mandated expenditures required under the AODA legislation. The can include structural changes as well as adjustments in IT and furnishings.

Contribution: \$10,000 is allocated to this reserve annually.

**FRC- Land Acquisition Reserve**

Purpose: The County established this reserve to provide for the purchase of land for the K&P Trail.

Contribution: \$20,000 is allocated to this reserve annually. An assessment of the balance and contribution requirement will be presented to Council for confirmation prior to the year-end and before the next annual budget review commences.

**FMT- Capital Replacement Reserve**

Purpose: Established to provide for capital replacement under the County's asset management plan.

This Reserve is to provide for the County's share of equipment replacement. An assessment of the Fairmount assets determined the amount required as the County's share. There is currently no allocation for the building replacement.

Contribution: An assessment of the balance and contribution requirement will be presented to Council for confirmation prior to the year-end and before the next annual budget review commences.

**FMT- Capital Project Reserve Fund**

Purpose: Established to provide for Fairmount capital redevelopment requirements.

This Fund was initially established to provide for the capital requirements of the rebuild. The project was finally supported through a debenture and the County is drawing \$125,000 annually to offset part of its contribution to the debenture. The remainder of the fund is available for impending capital projects not provided for through the capital replacement reserve.

Contribution: As directed by Council for large capital projects

**FMT - JOINT Operations Reserve**

Purpose: To provide for requirements related to periodic contracts.

This Reserve was established in 2010. It provides for contracts that arise periodically, but are not required annually, to smooth the budget impact. The duct cleaning contract for example is required every five years.

Contribution: \$9,000 is allocated annually.

**FPS - JOINT Vehicle Replacement Reserve**

Purpose: Established to provide for the ongoing replacement of vehicles based on the estimated useful life of those vehicles

This Reserve was set up when the service was transferred to the County.

Contribution: An assessment of the balance and contribution requirement will be presented to Council for confirmation prior to the year-end and before the next annual budget review commences.

**FPS - JOINT Equipment Replacement Reserve**

Purpose: Established to provide for the ongoing replacement of equipment based on estimated useful life.

This Reserve was established when the service was transferred to the County.

Contribution: An assessment of the balance and contribution requirement will be presented to Council for confirmation prior to the year-end and before the next annual budget review commences.

**FPS - General Reserve**

Purpose: Established to provide for the uncertainty as to the requirements for land ambulance and the Province's contribution rate.

No additional contribution has been made since 2005.

With a number of longer term capital projects on the horizon (addressing land ambulance stations), this will provide the opportunity to fund the County's share of these projects with minimal impact on the tax levy.

Contribution: No additional County contribution.

**FPS - JOINT Other Projects Reserve**

Purpose: Established to provide for new land ambulance capital projects.

By 2009 most of the land ambulance cross border billing contracts were resolved. This liability had been accrued since 2002 on the basis of an estimate of total cost per call, and anticipating payment for all calls. Final contracts are primarily based on a standard cost per call and the County was successful in its assertion that repatriation calls should be paid for by the municipality of residence for that call. As a result a substantial surplus was realized and MOH indicated that its share of the funding for this liability could be transferred to a reserve for special projects. This reserve was used for the Sydenham base and will be used for the Northern base project.

This fund will be depleted upon the completion of the Northern Frontenac station.

Contribution: No County contribution required.

**FRC - GIS Project Reserve**

Purpose: To provide for the purchase of GIS mapping data every 5 years benefiting all Townships and the County.

Contribution: \$11,000 is allocated to this reserve annually.

**External Agency Reserves:**

**FRC - Stabilization Reserve**

Purpose: Established to mitigate any unforeseen downturns in the economy and the potential budget implications this might entail related to social services.

Contribution: Reserve to be maintained at 5% of Social Services costs.

**FRC - Library Reserve**

Purpose: This Fund was developed when the County learned that the library anticipated capital projects for which the City was reserving its share separately.

It has been used to support vehicle purchases and expansion of the IT system. The Library has indicated that an annual allocation of \$31,000 should adequately address future requirements.

Contribution: \$31,000 annually. An assessment of the balance and contribution requirement will be presented to Council for confirmation prior to the yearend and before the next annual budget review commences. This is re-assessed based on the Kingston Frontenac Public Library 10 year capital plan.

**FRC - Social Housing Out-of-Scope Reserve**

Purpose: Established to provide for the capital costs incurred in social housing projects in the County which are 100% County costs.

Contribution: An assessment of the balance and contribution requirement will be presented to Council for confirmation prior to the year-end and before the next annual budget review commences.

**Strategic Reserves:**

**FRC - Investing in Ontario Reserve Fund**

Purpose: Established with provincial funding to provide for County capital projects.

The Investing in Ontario funds are to be held in a separate fund and can only be used for capital projects. The County approved an allocation of these funds in 2008, but revised the allocation by resolution in August 2010. These projects included Fairmount Capital Projects, the K&P Trail, Green initiatives, and Broadband.

Contribution: No County contribution.

**FRC - 150<sup>th</sup> Anniversary Reserve**

Purpose: The reserve was established to support the 150<sup>th</sup> anniversary celebrations in 2015. It was estimated that a total of \$150,000 will be required. \$30,000 was contributed in 2012 and \$30,000 was transferred in 2013.

Contribution: County Council direction.

**FRC - Strategic Projects Reserve**

Purpose: Established to ensure there are funds available for large strategic projects, which reflect Council's priorities and longer range vision. This would also provide the capacity to take advantage of unforeseen opportunities requiring a County contribution.

Contribution: County direction in line with Strategic Plan and Priorities.

**FRC - Federal Gas Tax Reserve Fund - Obligatory**

Purpose: Established to provide for projects supported by the Federal Gas Tax Agreement (FGT).

The FGT Agreement requires that the FGT funds transferred to the municipality are held in a separate fund. The County has undertaken an Integrated Community Sustainability Plan process which now forms the basis for FGT funds disbursement.

Contribution: No County contribution.

**Annual Review:** This Reserves and Reserve Funds Policy will be reviewed annually by Council prior to year-end, before the next annual budget review commences. Staff will assess future year requirements based on Council's long term strategy, financial plan and operational requirements. This assessment will be presented to Council for confirmation prior to the year-end and before the next annual budget review commences.

County of Frontenac  
Appendix B  
Reserve and Reserve Fund Review  
July 3, 2013

	2013 Budget Balance	Recommended Adjustment	Recommended Adjustment to/from Reserve	Adjusted Reserve Balance
	\$	\$		\$
<b>Legally Restricted Reserves</b>				
FRC Frontenac-Howe Islander Ferry Revenue Reserve	32,452			32,452
FMT Capital Campaign Reserve Fund	69,242			69,242
Joint FMT Donations Reserve Fund - General - Benefit of Residents	195,437			195,437
Joint FMT Pathways Reserve Fund	38,107			38,107
<b>Operational Reserves</b>				
<b>County</b>				
FRC Working Funds Reserve	4,380,472	-851,500 -1,728,972	to Budget Mitigation Reserve to Strategic Projects Reserve	1,800,000
FRC Budget Mitigation Reserve - ****new****	0	851,500	from FRC Working Funds Reserve	851,500
FRC Land Use Planning Reserve	226,159			226,159
<b>Fairmount Home</b>				
FMT Working Funds Reserve	509,023	-250,000 -259,023	to Strategic Projects Reserve to FMT Capital	0
FMT JOINT Severance Reserve	95,683			95,683
<b>Frontenac Paramedic Service</b>				
FPS JOINT Severance Reserve	351,026			351,026
FPS JOINT NEER Reserve	153,015			153,015

County of Frontenac  
 Appendix B  
 Reserve and Reserve Fund Review  
 July 3, 2013

	2013 Budget Balance	Recommended Adjustment	Recommended Adjustment to/from Reserve	Adjusted Reserve Balance
	\$	\$		\$
<b>Asset Management Reserves</b>				
<b>County</b>				
FRC Capital Replacement	800,390			800,390
FRC Ontarians With Disabilities Reserve	55,000			55,000
FRC Land Acquisition Reserve	77,654			77,654
FRC GIS Project Reserve	44,000			44,000
<b>Fairmount</b>				
FMT Capital Replacement	831,862			831,862
FMT Capital <b>Project</b> Reserve Fund	1,486,752	259,023	from FMT Working Funds Reserve	1,745,775
FMT JOINT Operations Reserve	36,000			36,000
<b>Frontenac Paramedic Service</b>				
FPS JOINT Vehicle Replacement Reserve	774,913			774,913
FPS JOINT Equipment Replacement Reserve	672,499			672,499
FPS General Reserve	394,217			394,217
FPS JOINT Other Projects Reserve	2,872			2,872

County of Frontenac  
 Appendix B  
 Reserve and Reserve Fund Review  
 July 3, 2013

	2013 Budget Balance	Recommended Adjustment	Recommended Adjustment	Adjusted Reserve Balance
	\$	\$	to/from Reserve	\$
<b>External Agency Reserves</b>				
<b>County</b>				
FRC Stabilization Reserve	975,000	-650,000	to Strategic Projects Reserve	325,000
FRC Library Reserve	97,657			97,657
FRC Social Housing Out of Scope Reserve	414,400			414,400
<b>Strategic Regional Reserves</b>				
<b>County</b>				
FRC Investing in Ontario Reserve Fund	139,749			139,749
FRC 150th Anniversary Reserve	60,000			60,000
FRC Strategic Projects Reserve	160,000	1,728,972	from FRC Working Funds Reserve 650,000 from FRC Stabilization Reserve 250,000 from FMT Working Funds Reserve	2,788,972
FRC Federal Gas Tax Reserve Fund	1,584,048			1,584,048



**Report 2013-086**

**ADMINISTRATIVE REPORT**

**To:** Warden and Council Members of the County of Frontenac

**From:** Elizabeth Savill  
CAO

**Prepared by:** Marian VanBruinessen  
Treasurer

**Date prepared:** April 12, 2013

**Date of meeting:** May 15, 2013

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**Re:** **Financial Services – Termination of Contract to Provide Financial Services to the Township of Frontenac Islands**

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**Recommendation**

WHEREAS the County of Frontenac approved the completion of a contract with the Township of Frontenac Islands in July 2008 for the provision of Financial services on a cost recovery basis;

AND WHEREAS the contract staff position originally provided for in the 2013 budget was removed as the representatives of the Township of Frontenac Islands indicated that the Township does not require the financial services provided by the County under the contract as of July 1, 2013;

NOW THEREFORE Council of the County of Frontenac accept this *Financial Services – Termination of Contract to Provide Services to the Township of Frontenac Islands* report;

AND FURTHER THAT the Council of the County of Frontenac shall direct staff to prepare an agreement to terminate the contract for financial services with the Township of Frontenac Islands as of June 30, 2013;

AND FURTHER THAT the agreement to terminate the contract for financial services be forwarded to the Council of the Township of Frontenac Islands for execution;

AND FINALLY THAT the Council of the County of Frontenac authorize the CAO and Warden to execute the termination agreement.

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Administrative Report  
Financial Services – Termination of Contract to Provide Financial Services to the Township of Frontenac Islands  
May 15, 2013 Page 1 of 3

**Background**

In July 2008, County Council approved the provision of contracted financial services to the Township of Frontenac Islands on a cost recovery basis.

It was understood at that time that most of the transactional and payroll activity could be reasonably accommodated through the regular workload of County clerical staff. However, this was also the period during which municipalities were required to transition to PSAB compliance and the workload implications had not yet become clear. Further, during the course of the contract, a greater time commitment than anticipated has been required to provide support to the senior staff of the Township by County management staff.

**Comment**

In 2012, the additional County tasks not being addressed as a result of work done for Frontenac Islands was completed through a budget approved allocation of \$25,000 which was offset by the recoveries provided through the Frontenac Islands contract. This work was comprised of tasks that would normally be undertaken by management staff, including a capital replacement schedule review and update, research related to the best options for fuel purchase, an assessment of the County's WSIB NEER premium, and a review of the contract management process.

Prior to the 2013 budget deliberations, consultations were undertaken with Frontenac Islands Township staff and Council members. At the time, it was suggested that to provide a transition to fully supporting its financial activity at the Township office in 2014, that an interim contract position be established in 2013. It was proposed that this position would be funded 60% by Frontenac Islands. Approximately 40% of that contract position would have provided support for ongoing County activities, similar to the contract activity budgeted and undertaken in 2012. In particular, it was anticipated that the County portion of the contract position in 2013 would support the development of the asset management plan for which no additional funds were provided, other than the MIII funding of \$21,251 which has been included in the 2013 capital budget.

The County Council representatives from the Township of Frontenac Islands have indicated that the Township will be managing its transition and its financial activities through the Township office and have indicated that the services of the County will not be required after June 2013. As a result, the transitional position originally provided for in the budget was removed. As there is no facility within the current contract with the Township of Frontenac Islands to terminate before December 2013, a new agreement is required to provide for early termination.

With the understanding that the Township contract will be terminated at the end of June, the County no longer has the additional resources it anticipated (a percentage of the contract position) to maintain County service while continuing to deliver service to the Township of Frontenac Islands past the end of June. As a result, staff cannot continue

to complete the work of the County, including the mandatory preparation of the County's asset management plan, and provide service to the Township for the full year.

**Sustainability Implications**

Governance – appropriate stewardship of County resources.

**Financial Implications**

The contract termination will result in a reduction in revenue of about \$25,000.

**Organizations, Departments and Individuals Consulted and/or Affected**

Township of Frontenac Islands