

City of Kingston Report to Committee of Adjustment Report Number COA-24-040

To: Chair and Members of the Committee of Adjustment

From: Ian Clendening, Senior Planner

Date of Meeting: June 17, 2024

Application for: Minor Variance

File Number: D13-028-2024

Address: 322 Queen Street

District: District 11 - King's Town

Owner: Cheng Myers

Applicant: Fotenn Consulting

Council Strategic Plan Alignment:

Theme: Policies & by-laws

Goal: 1.1 Promote increased supply and affordability of housing.

Executive Summary:

This report provides a recommendation to the Committee of Adjustment regarding an application for minor variances for the property located at 322 Queen Street. The applicant is proposing to allow for an increase in density (measured in units per hectare) to permit a total of seven dwellings within the existing mixed-use building. Additional relief is sought to allow reductions in the required parking and walkway standards.

The requested minor variances are consistent with the general intent and purpose of both the City of Kingston Official Plan and Kingston Zoning By-Law Number 2022-62. The requested minor variances are desirable for the appropriate development or use of the land, building or structure and are minor in nature. As such, the proposed application meets all four tests under Subsection 45(1) of the *Planning Act* and is recommended for approval.

Page 2 of 10

Recommendation:

That minor variance application, File Number D13-028-2024, for the property located at 322 Queen Street to allow permit a total of seven dwellings within the existing mixed-use building and relief from certain parking requirements, be approved, as described below:

Variance Number 1: Maximum number of dwelling units per lot

By-Law Number 2022-62: Table 10.4.1.

Requirement: Maximum 123 units per net hectare Proposed: Maximum 160 units per net hectare

Variance Requested: 37 units per net hectare

Variance Number 2: Required number of parking spaces

By-Law Number 2022-62: Table 7.1.1.
Requirement: 3 parking spaces
Proposed: 2 parking spaces
Variance Requested: 1 parking spaces;

Variance Number 3: Required number of visitor spaces

By-Law Number 2022-62: Table 7.1.1.
Requirement: 1 visitor spaces
Proposed: 0 visitor spaces
Variance Requested: 1 visitor spaces;

Variance Number 4: Required number of accessible spaces

By-Law Number 2022-62: Section 7.2.6.3.

Requirement: 1 Type A accessible space Proposed: 1 Type B accessible space Variance Requested: Type B versus Type A;

Variance Number 5: Walkway

By-Law Number 2022-62: 4.27.1.4

Requirement: The walkway must be separately delineated and measured distinctly

from a required driveway

Proposed: Notwithstanding 4.27.1.4, the walkway may overlap the required

driveway at a pinch point that is outside of any required parking space

Variance Requested: The walkway may overlap the driveway at pinch point; and

That approval of the application be subject to the conditions attached as Exhibit A (Recommended Conditions) to Report Number COA-24-040.

Page 3 of 10

Authorizing Signatures:

Ian Clendening, Senior Planner

In Consultation with the following Management of the Community Services Group:

Tim Park, Director, Planning Services James Bar, Manager, Development Approvals

Page 4 of 10

Options/Discussion:

On March 26, 2024, a minor variance application was submitted by Fotenn Consulting, on behalf of the owner, Cheng Myers, with respect to the property at 322 Queen Street which is located in the City's downtown core, situated approximately 35 metres east of Division Street where extensive amenities exist to service the area residents. The variance is requested to permit a total of seven dwellings within the existing mixed-use building and relief from certain parking and walkway requirements. The conversion to allow the two additional units is constrained to within the existing building and no modifications to the built form are contemplated, however the applicant is proposing to create an outdoor green space/amenity space which, although not required for a residential conversion within the Williamsville Zone 1, would assist in providing additional outdoor space for the enjoyment of the residents.

In support of the application, the applicant has submitted the following:

- Site Plan (Exhibit F)
- Servicing and Stormwater Management Report
- Grading and Servicing Plan
- Survey
- Planning Justification Letter

All submission materials are available online through the Development and Services Hub (DASH) at the following link, <u>DASH</u>, using "Look-up a Specific Address". If there are multiple addresses, search one address at a time, or submission materials may also be found by searching the file number.

Site Characteristics

The subject property is located at 322 Queen Street which is situated on the south side of Queen Street approximately 35 metres east of Division Street (Exhibit B – Key Map). The property abuts a semi-detached home to the east, a mixed use building to the west, a daycare facility to the north, on the opposite side of Queen Street, and the Princess Towers which abuts the property's south lot line (Exhibit C – Neighbourhood Context Map). The surrounding area is characterized primarily by mixed residential and commercial uses, as well as main street commercial uses along Division Street. The surrounding built form is characterized by building heights generally ranging from one to four storeys.

The site is located in proximity to community facilities, employers, and open space uses including McBurney Park. Commercial uses, including personal service uses, restaurants, grocery and drug stores, are located within 600 metres of the site along Queen, Division and Princess Street. Kingston Transit operates in proximity to the site, with Transit Routes 2 and 18 running along Division and Route 4 on Princess Street. Both streets also offer Express routes with route 701 and 702 operating along Division Street, and 501 and 502 on Princess Street. The site is within 130 metres of transit stops on Division Street and, 190 metres from a stop on Princess Street.

Page 5 of 10

The subject property is designated Central Business District in the Official Plan (Exhibit D – Official Plan Map) and zoned Downtown Zone 1 (DT1) in Kingston Zoning By-Law Number 2022-62 (Exhibit E – Zoning By-Law Map).

Provincial Policy Statement

In addition to the four tests of a minor variance detailed below, Subsection 3(5) of the *Planning Act* requires that a decision in respect of the exercise of any authority that affects a planning matter shall be consistent with the Provincial Policy Statement (the PPS). The PPS provides policy direction on matters of provincial interest related to land use planning and development which are complemented by local policies addressing local interests. The application being considered is site specific to accommodate a specific proposal and does not involve any major policy considerations and as such, the proposal conforms to and is consistent with the PPS.

Minor Variance Application

The review of an application for minor variance(s) is not a simple mathematical calculation, but rather a detailed assessment of whether the variance(s) requested, both separately and together, meet the four tests of a minor variance outlined in Subsection 45(1) of the *Planning Act*. The following provides this review:

1) The general intent and purpose of the Official Plan are maintained

The subject property is designated Central Business District in the City of Kingston Official Plan (Exhibit D – Official Plan Map).

In considering whether this proposed variance is desirable, the Committee of Adjustment will have regard to the nine requirements included in Section 9.5.19 of the Official Plan.

The proposed development meets the intent of the City's Strategic Policy Direction by intensifying lands within the serviced urban area making better use of investments in infrastructure and public amenities. The additional density affords only two additional units, which would be within the confines of the existing building. No modifications are proposed to the existing built form on the subject property which ensures that there will be no impact on the character of the surrounding area, or other adverse impacts which may result from density increases which are inconsistent with the surrounding area.

The proposal meets the intent of the Official Plan, as the proposed increased density and reductions in parking requirements is consistent the surrounding built form. Despite the increased number of units, access and parking remains sufficient for the limited number of units within a walkable area and will not result in any negative impacts to adjacent properties or to the neighbourhood.

Having regard for the above, the impact of the variances are expected to be minor and would not create an undesirable precedent for the area with the application most appropriately addressed through a Minor Variance rather than a Zoning By-law Amendment. Recommended

Page 6 of 10

conditions have been provided for the Committee's consideration and are included as Exhibit A to this report.

2) The general intent and purpose of the Zoning By-Law are maintained

The subject property is zoned Downtown Zone 1 (DT1) in Kingston Zoning By-Law Number 2022-62 (Exhibit E – Zoning By-Law Map). The DT1 zone permits a mixed-use building subject to various regulations including those related to density and parking.

The proposal requires a variance to provisions within Section 10.4, regulating development within the Downtown Zone 1 (DT1) zone, and Sections 7 and 4, regulating parking and the provision of walkways, as outlined below.

Variance Number 1: Maximum number of dwelling units per lot

By-Law Number 2022-62: Table 10.4.1.

Maximum 123 units per net hectare Requirement: Proposed: Maximum 160 units per net hectare

Variance Requested: 37 units per net hectare

Regarding the variances proposed to allow for a greater density identified in Variance 1, it is the intent of the Zoning By-law to ensure that growth within this area does not overburden the available infrastructure and that sites within the DT1 zone are not over-development.

The proposed variance is consistent with the zoning by-law as the increase will take the maximum number of units allowed on the site from 5 to 7 which would not adversely affect the servicing of the site or the ability of the surrounding infrastructure to accommodate the development. Utilities Kingston has reviewed the application and have not identified any concerns in regards to available capacity to service the proposed development. As no change is proposed in regards to the built form, the additional density maintains the intent of the by-law to ensure sites are not over-developed.

Variance Number 2: Required number of parking spaces

By-Law Number 2022-62: Table 7.1.1. Requirement: 3 parking spaces Proposed: 2 parking spaces Variance Requested: 1 parking spaces;

Variance Number 3: Required number of visitor spaces

By-Law Number 2022-62: Table 7.1.1. Requirement: 1 visitor spaces Proposed: 0 visitor spaces Variance Requested: 1 visitor spaces;

Variance Number 4: Required number of accessible spaces

By-Law Number 2022-62: Section 7.2.6.3.

Requirement: 1 Type A accessible space

Page 7 of 10

Proposed: 1 Type B accessible space Variance Requested: Type B versus Type A;

Regarding the variances proposed to allow for relief and variation to the parking requirements identified in Variances 2, 3, and 4, it is the intent of the Zoning By-law to ensure that sites are appropriately serviced to accommodate the vehicles anticipated for the intended use.

The variance to reduce the parking requirements is consistent with the intent of the zoning by-law as both residents and visitors are more likely to use alternative forms of transportation when accessing this site given the highly walkable character of the area which is defined by its proximity to amenities and services as well as access to public transit. For those using the private automobile, extensive paid parking opportunities exist within the area which also hosts Communauto car-sharing vehicles which is a private enterprise which provides an option for individuals to choose the short-term rental of a vehicle as opposed to ownership and associated responsibility for the storage of a vehicle. While the applicant proposes to provide a Type B accessible space rather than a Type A, the slightly narrower parking space would be continue to be serviced by a walkway and would remain fully compliant with accessible legislation and represents an improvement over the existing situation fulfilling the intent of the by-law to ensure a built form which allows a greater degree of participation for those with accessibility issues.

Variance Number 5: Walkway

By-Law Number 2022-62: 4.27.1.4

Requirement: The walkway must be separately delineated and measured distinctly

from a required driveway

Proposed: Notwithstanding 4.27.1.4, the walkway may overlap the required

driveway at a pinch point that is outside of any required parking space

Variance Requested: The walkway may overlap the driveway at pinch point;

The intent of the City's walkway provisions of the by-law are to ensure that emergency access can be afforded to the residential units and to ensure that the walkway is not obstructed by parked vehicles within the driveway area. The proposed development plan allocates parking to the rear of the property which is accessed by a four meter wide drive aisle between the building on the subject lands and the abutting property which hosts a building flanking the west side of the drive aisle. The four metre distance is insufficient to accommodate both the three metre wide driveway and a 1.2 metre wide walkway and as such a minor overlap of the two features will ensure sufficient access for both pedestrians and vehicles. As the parking area only accommodates two parking spaces, opportunities for conflict is minimal.

Both the Building Department and Fire & Emergency Services Department have been consulted. There are no concerns with the proposed access under the Ontario Building Code nor from an emergency services access perspective. The site is anticipated to function with safe and unimpeded access for both pedestrians and vehicles to the rear unit given that the drive aisle is not intended to function as a parking space, and, subject to approval, staff have recommended a condition to the variance be the placement of no-parking signage to further discourage this behaviour.

Page 8 of 10

The requested variance maintains the general intent and purpose of the zoning by-law

3) The variance is minor in nature

The variance is considered minor as the additional homes do not require any exterior modification to the building which could have an impact on the built form. The parking relief is not anticipated to have any adverse impact given that this is a highly walkable area with extensive public transit opportunities.

4) The variance is desirable for the appropriate development or use of the land, building or structure

The relief sought is appropriate for the mixed use intent of the area by accommodating two additional homes within the existing built form which is not anticipated to cause any off-site impacts. The parking remains appropriate for the intended residential use, given the services in the area.

The variance is desirable and appropriate use of the land.

Technical Review: Circulated Departments and Agencies

X	Building Services	\boxtimes	Engineering	X	Heritage Services
	Finance	\boxtimes	Utilities Kingston		Real Estate
	Fire & Rescue	\boxtimes	Kingston Hydro	\boxtimes	Environment Division
\boxtimes	Solid Waste	\boxtimes	Parks Development		Canadian National Railways
	Housing	\boxtimes	District Councillor		Ministry of Transportation
	KEDCO	\boxtimes	Municipal Drainage		Parks of the St. Lawrence
	CRCA		KFL&A Health Unit		Trans Northern Pipelines
	Parks Canada		Eastern Ontario Power		CFB Kingston
	Hydro One		Enbridge Pipelines		TransCanada Pipelines
	Kingston Airport				

Technical Comments

This application was circulated to external agencies and internal departments for their review and comment and there were no comments or concerns raised that would preclude this application from moving forward. Any technical comments that are received after the publishing of this report will be included as an addendum to the Committee of Adjustment Agenda.

Public Comments

At the time this report was finalized, no comments had been received. Any public comments received after the publishing of this report will be included as an addendum to the Committee of Adjustment Agenda.

Page 9 of 10

Previous or Concurrent Applications

There are no concurrent or relevant historic planning applications on the subject property.

Conclusion

The requested variance(s) maintain(s) the general intent and purpose of both the City of Kingston Official Plan and Kingston Zoning By-Law Number 2022-62. The proposal is desirable for the appropriate development or use of the land, building or structure and the requested variance(s) are minor in nature. As such, the proposed application meets all four tests under Subsection 45(1) of the *Planning Act* and the application is being recommended for approval, subject to the proposed conditions.

Approval of this application will allow for gentle intensification of a fully serviced lot within the downtown core with is situated within walking distance to extensive amenities and public transit opportunities.

Existing Policy/By-Law:

The proposed application was reviewed against the policies of the Province of Ontario and City of Kingston to ensure that the changes would be consistent with the Province's and the City's vision of development. The following documents were assessed:

Provincial

Provincial Policy Statement, 2020

Municipal

City of Kingston Official Plan

Kingston Zoning By-Law Number 2022-62

Notice Provisions:

A Committee of Adjustment Meeting is going to be held respecting this application on June 17, 2024 Pursuant to the requirements of the *Planning Act*, a notice of Statutory Public Meeting was provided by advertisement in the form of signs posted on the subject site 10 days in advance of the meeting. In addition, notices were sent by mail to a total number of 39 property owners (according to the latest Assessment Roll) within 60 metres of the subject property and a courtesy notice was placed in The Kingston Whig-Standard (Exhibit H – Public Notification Map).

Once a decision has been rendered by the Committee of Adjustment, a Notice of Decision will be circulated in accordance with the provisions of the *Planning Act*.

Page 10 of 10

Accessibility Considerations:

None

Financial Considerations:

None

Contacts:

James Bar, Manager, Development Approvals, 613-546-4291 extension 3213

Ian Clendening, Senior Planner, 613-546-4291 extension 3126

Other City of Kingston Staff Consulted:

None

Exhibits Attached:

Exhibit A Recommended Conditions

Exhibit B Key Map

Exhibit C Neighbourhood Context Map (2022)

Exhibit D Official Plan Map

Exhibit E Zoning By-Law Map

Exhibit F Site Plan

Exhibit G Site Photos

Exhibit H Public Notification Map

Recommended Conditions

The approval of minor variance application, File Number D13-028-2024, to permit the increase in density and variations in parking and walkway requirements, shall be subject to the following recommended conditions:

1. Limitation

That the approved minor variance applies only to the existing building and associated lot configuration as shown on the approved drawings attached to the notice of decision.

2. No Adverse Impacts

The owner/applicant shall demonstrate to the satisfaction of the City that there are no adverse impacts on neighbouring properties as a result of any modifications to on-site grading or drainage.

3. Building Permit Application Requirements

The owner/applicant shall provide to the Building Services a copy of the decision of the Committee of Adjustment, together with a copy of the approved drawings, when they make application for a Building Permit.

The drawings submitted with the Building Permit application must, in the opinion of the City, conform to the general intent and description of the approved drawing(s), including any amendments and conditions approved by the Committee of Adjustment, as stated in the decision. It must be noted that additional planning approvals may be required should further zoning deficiencies be identified through the Building Permit application process.

4. Standard Archaeological Condition

In the event that deeply buried or previously undiscovered archaeological deposits are discovered in the course of development or site alteration, all work must immediately cease and the site must be secured. The Archaeology Program Unit of the Ministry of Citizenship and Multiculturalism (archaeology@ontario.ca) and City of Kingston's Planning Services (613-546-4291, extension 3180) must be immediately contacted.

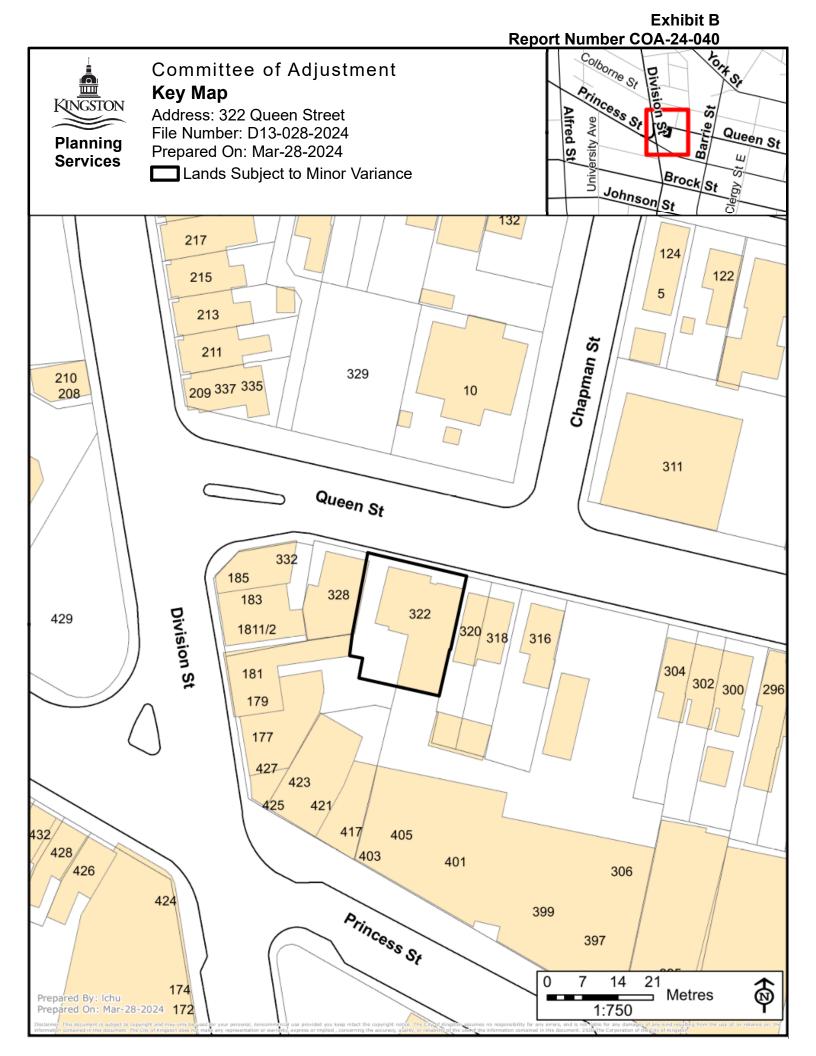
In the event that human remains are encountered, all work must immediately cease and the site must be secured. The Kingston Police (613-549-4660), the Office of the Chief Coroner as a part of the Ontario Ministry of the Solicitor General (1-877-991-9959), the Archaeology Program Unit of the Ministry of Citizenship and Multiculturalism (archaeology@ontario.ca), and City of Kingston's Planning Services (613-546-4291, extension 3180) must be immediately contacted.

5. Parking Signage

The Owner shall provide, install, and maintain "No Parking" signage along the driveway leading to the rear parking area to ensure the required walkway providing access to the second residential unit remains unobstructed, to the satisfaction of Planning Services staff.

6. Noise Study

The applicant shall submit a noise study to address potential impacts on the proposed development due to stationary and/or transportation noise sources in the vicinity, if new stationary noise sources are proposed as part of the development the study will have to address potential impacts on sensitive land uses and/or lands zoned for sensitive land uses in the vicinity due to stationary noise sources associated with the development, to the satisfaction of Planning Services. The study is to be prepared by a qualified individual with experience in environmental acoustics and is to demonstrate compliance with NPC-300 and completed to the satisfaction of the City prior to the issuance of any building permit which relies upon this Decision for relief from the Zoning By-law.





Committee of Adjustment **Neighbourhood Context**

Address: 322 Queen Street File Number: D13-028-2024 Prepared On: Mar-28-2024

Subject Lands
Property Boundaries
Proposed Parcels

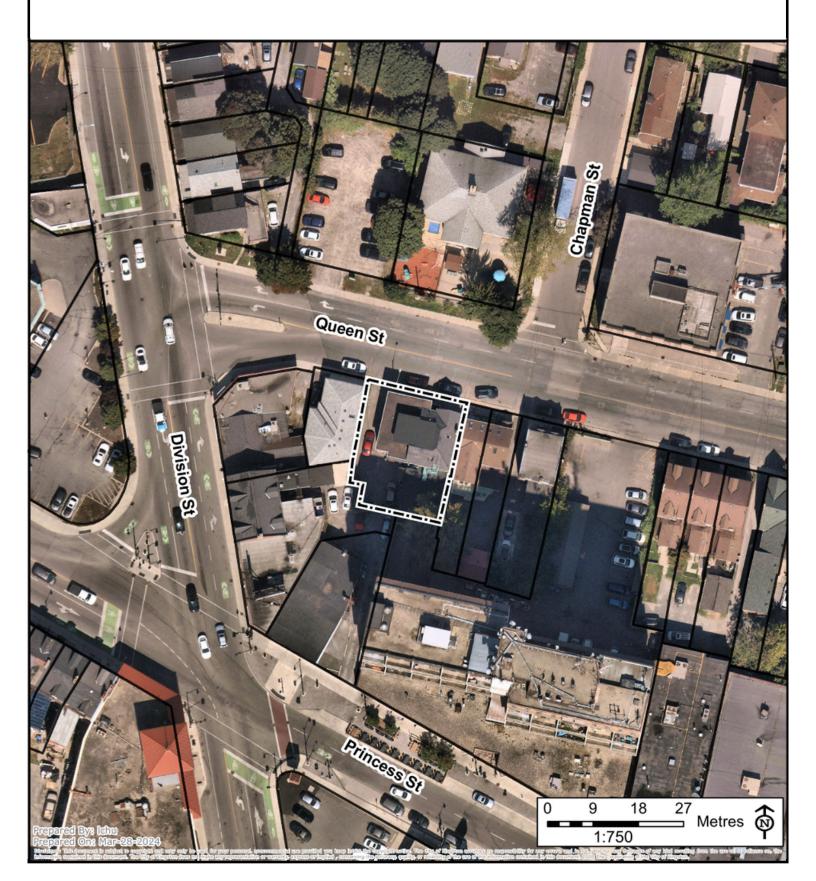
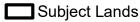


Exhibit D Report Number COA-24-040



Committee of Adjustment Official Plan, Existing Land Use

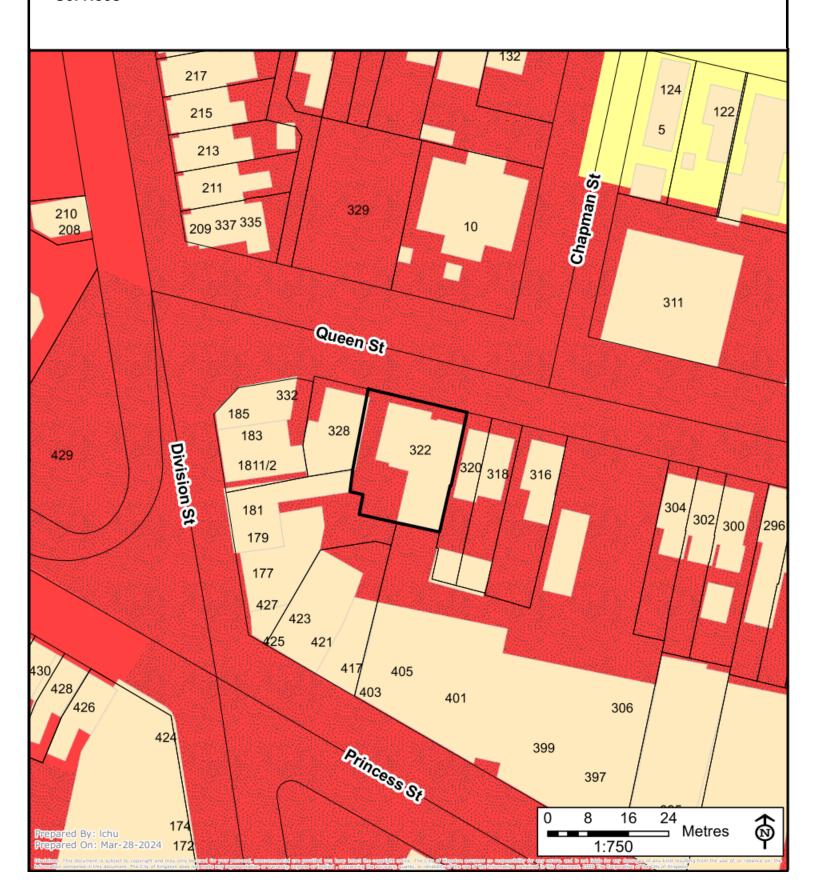
Address: 322 Queen Street File Number: D13-028-2024 Prepared On: Mar-28-2024



CENTRAL BUSINESS DISTRICT

MAIN STREET COMMERCIAL

RESIDENTIAL



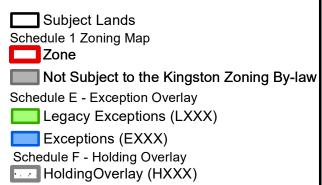


Committee of Adjustment

Existing Zoning Kingston Zoning By-Law 2022-62

Planning Services

Address: 322 Queen Street File Number: D13-028-2024 Prepared On: Mar-28-2024



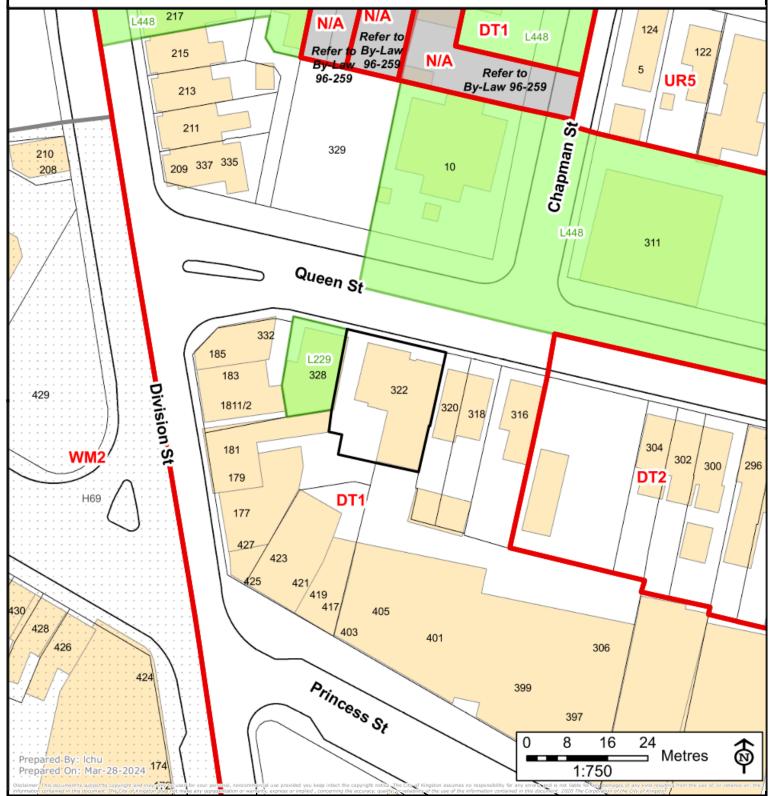
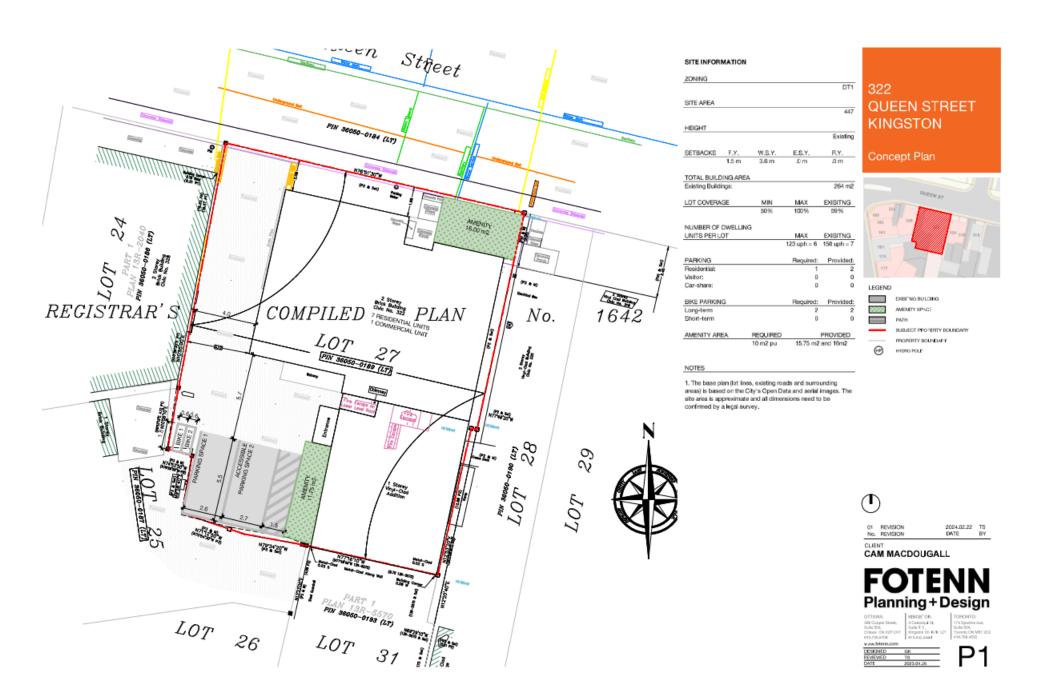
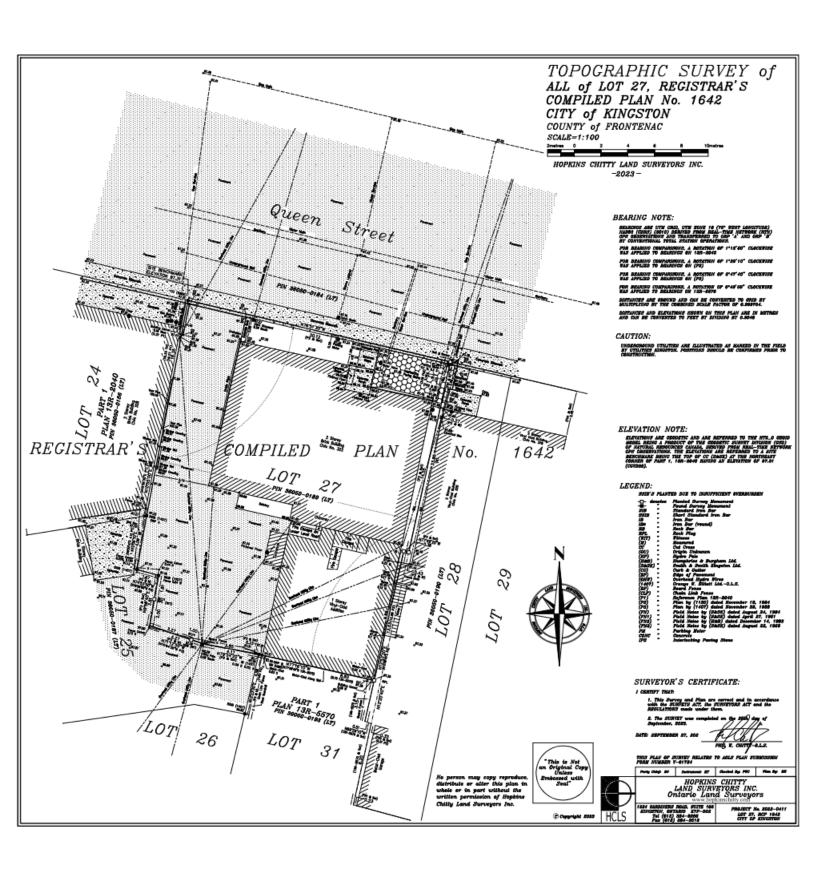


Exhibit F Report Number COA-24-040





Site Photos

View from Queen Street looking south towards subject property

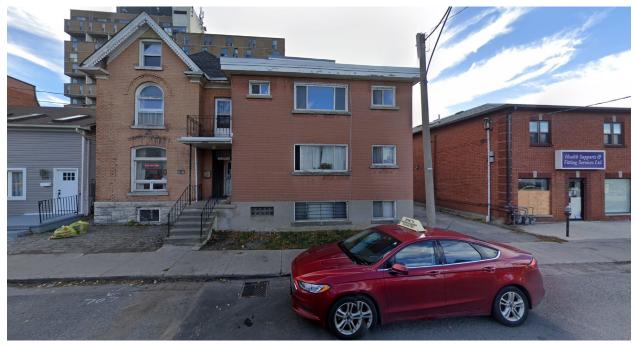


Image Courtesy of Google Streetview

View from Queen Street looking towards driveway & proposed walkway



Image Courtesy of Google Streetview

