

City of Kingston Report to Committee of Adjustment Report Number COA-24-057

To: Chair and Members of the Committee of Adjustment

From: Amy Didrikson, Senior Planner

Date of Meeting: July 15, 2024

Application for: Minor Variance

File Number: D13-039-2024

Address: 2267-2271 Princess Street

District: District 3 - Meadowbrook-Strathcona

Owner: 1000296271 Ontario Inc.

Applicant: N Architecture Inc.

Council Strategic Plan Alignment:

Theme: Regulatory & compliance

Goal: See above

Executive Summary:

This report provides a recommendation to the Committee of Adjustment regarding an application for minor variances for the property located at 2267 - 2271 Princess Street. The applicant is proposing a commercial development on the subject property, consisting of a gas station with convenience store and drive through restaurant and a multi-unit retail building, which is subject to an active Site Plan Control application (City File Number D11-008-2023). The proposed site configuration requires a reduction in the minimum required east interior setback, the minimum rear setback, and the minimum drive aisle requirement of the Kingston Zoning Bylaw.

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

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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.

Recommendation:

That minor variance application, File Number D13-039-2024, for the property located at 2267 – 2271 Princess Street to reduce the minimum east interior setback, the minimum rear setback and the minimum drive aisle width requirement to enable a proposed commercial development comprising a gas station with convenience store and drive-through restaurant and multi-unit retail building, be approved, as described below:

Variance Number 1: Minimum Interior Setback

By-Law Number 2022-62: Row 7, Table 15.6.1
Requirement:
9.1 metres for a gas station
Proposed:
7.1 metres for a gas station

Variance Requested: 2.0 metres;

Variance Number 2: Minimum Rear Setback

By-Law Number 2022-62: Row 5, Table 15.6.1

Requirement: 7.5 metres Proposed: 2.0 metres Variance Requested: 5.5 metres;

Variance Number 3: Minimum Drive Aisle Width for Perpendicular Parking Space

By-Law Number 2022-62: Row 3, Table 7.4.1

Requirement: 6.7 metres
Proposed: 6.0 metres
Variance Requested: 0.7 metres; and

That approval of the application be subject to the conditions attached as Exhibit A (Recommended Conditions) to Report Number COA-24-057.

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Authorizing Signatures:

ORIGINAL SIGNED BY PLANNER

Amy Didrikson, Senior Planner

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

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

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Options/Discussion:

On May 22, 2024, a minor variance application was submitted by N Architecture Inc., on behalf of the owner, 1000296217 Ontario Inc., with respect to the property located at 2267 – 2271 Princess Street. The applicant is proposing a commercial development on the subject property, consisting of a gas station with convenience store and drive through restaurant and a multi-unit retail building, which is subject to an active Site Plan Control application (City File Number D11-008-2023). The applicant has worked through two cycles of Site Plan Control review and has arrived at the proposed site configuration that requires a reduction in the minimum required east interior setback, the minimum rear setback and the minimum drive aisle requirement of the Kingston Zoning By-law.

The proposed development includes an approximately 380 square metre, one-storey convenience commercial and drive-through restaurant building, as well as an approximately 832 square metre, one-storey retail building to contain eight separate retail units. The retail units range in size between 80 square metres and 120 square metres. The gas bar has a total of four pump stations and would be able to serve eight vehicles. The site plan accommodates a total of 44 parking spaces, including 4 barrier free spaces. Bike parking is incorporated in excess of the Kingston Zoning By-Law requirements, with 12 short term bike spaces and 4 long-term bike spaces.

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

- Site Plan (Exhibit F);
- Planning Justification;
- Architectural Elevations;
- Landscaping Plans;
- Noise Impact Study; and,
- Heritage Impact Statement.

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 on the south side of Princess Street, west of Sydenham Road (Exhibit B – Key Map). The property is approximately 0.5 hectares (5,764.93 square metres) in size with approximately 63 metres of frontage on Princess Street.

The subject property is identified as being within the Princess Street Corridor Specific Policy Area, as shown on Schedule 2 and Schedule 13 of the Official Plan (Section 10E). The site is designated 'Arterial Commercial' on Schedule 3-A of the Official Plan (Exhibit D – Official Plan,

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Land Use), and is zoned CG (General Commercial), subject to Legacy Exception L46, in Zoning By-Law Number 2022-62 (Exhibit E – Zoning By-Law Map).

To the east of the subject site is a commercial property, designed under Part IV of the *Ontario Heritage Act*. The designated property contains the William and Mary 'Beamish House', a two-storey limestone house with attached carriage house and stone barn, constructed in 1850. The Beamish House was designed by William Coverdale, a well-known Kingston architect. The buildings on this designated heritage property contain non-residential uses.

To the north of the property across Princess Street are commercial uses, including a Tim Hortons as well as an unoccupied commercial property. To the west of the subject site is an undeveloped property, which is currently zoned and designated for commercial uses. The low-rise, low-density residential subdivision known as Waterloo Village is located to the southwest of the subject property. The nearest residential property in the Waterloo Village subdivision is located approximately 30 metres from the rear lot line of the subject property.

The subject site is well serviced by transit, including an Express transit route, with a number of bus stops located within walking distance. The site is approximately 1 kilometre from the Via Rail Train Station on John Counter Boulevard, and approximately 2 kilometres to the closest Highway 401 interchange from Sydenham Road. There are sidewalks on both sides of Princess Street in this location.

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:

The general intent and purpose of the Official Plan are maintained

The subject property is designated Arterial Commercial in the City of Kingston Official Plan (Exhibit D – Official Plan Map). According to section 3.4.E.1 of the Official Plan, permitted uses in the Arterial Commercial designation include a range of services that cater to the travelling public, including automotive uses such as gas bars and service stations. Limited convenience commercial goods and services are also permitted in accordance with the applicable

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zoning. The proposal includes a gas station with a convenience store and drive through restaurant fronting onto Princess Street, with a retail development to the rear. The proposed uses are consistent with the uses contemplated for the Arterial Commercial land use designation.

The subject property is identified as being within the Princess Street Corridor Specific Policy Area, as shown on Schedule 2 and Schedule 13 of the Official Plan (Section 10E). In this area, site-specific policies apply to direct development to be compact with a mix of uses, providing support for transit, infrastructure, and increased levels of economic activity in a pedestrian-oriented setting. The proposed development includes a mix of commercial uses and incorporates delineated walking paths throughout the site plan, connected to sidewalks along Princess Street, consistent with the vision for development in the Princess Street corridor. 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. A summary of the applicable considerations is provided below.

As demonstrated through the submitted Noise Impact Study, the proposed development will be compatible with surrounding sensitive land uses (i.e. residential land uses). The Noise Impact Study evaluated noise associated with stationary noise sources including rooftop HVAC equipment which would be present on the retail development with the reduced rear setback, and noises associated with the drive-through operating on the east side of the property with a reduced interior setback. The Study concludes that the sound levels generated by the proposed development are predicted to comply with the Provincial sound limit levels. Detailed design measures and conditions to ensure the Noise Impact Study conclusions remain applicable will be pursued through the Site Plan Control process.

According to Schedule 9 of the Official Plan, the subject property is located in the "Cataraqui Village" Heritage Character Area. Policy in the Official Plan highlights this area as having a specific heritage character worthy of further investigation as potential heritage conservation districts. Due to the adjacent Part IV designated heritage property at 2263 Princess Street, a Heritage Impact Statement was submitted as part of the associated Site Plan Control application for the commercial development in accordance with section 7.1.7 and 9.5.19. e. of the Official Plan.

As demonstrated through the submitted Heritage Impact Statement (HIS), the proposed development with reduced interior east setback will be compatible with the east adjacent heritage property. The Heritage Impact Statement concludes that the overall low-profile of the development in combination with the generous setbacks from the front property line ensures that visual prominence of the Beamish House is maintained along Princess Street. Specific recommendations from the HIS with respect to lighting, landscaping and maintaining views through the to the Beamish house (through the elimination of fencing) will be implemented through the Site Plan Control application.

The proposed site configuration conforms to design criteria established for Arterial Commercial development under 3.4.E.6. of the Official Plan, which emphasizes the need for compatibility

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between adjacent developments, and the importance of landscaped buffering between parking areas and the sidewalk. The proposal includes planting beds along the frontage of Princess Street, and in front of parking spaces proposed along the west property line.

The proposed site configuration for the commercial development (Exhibit F – Site Plan) will maintain the ability of the site to function in an appropriate manner in terms of access, parking for vehicles and bicycles and meeting accessibility requirements. The reduced rear setback maintains adequate distance from the lot line to incorporate access behind the retail development and facilitate maintenance of the building. The loading area for the retail development is located on the south east corner of the property, screened from view from the public road allowance. The reduced drive aisle width at the rear of the site will not negatively affect the functionality of the parking area as discussed further below.

With respect to servicing, the proposed development is within the Urban Boundary on full municipal services. The proposed development is undergoing a Site Plan Control application process (City File Number D11-008-2023) where information with respect to servicing is reviewed by Utilities Kingston as part of the ongoing technical review of the application. No servicing capacity concerns have been identified as part of the ongoing technical review. Having regard to 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 conditions have been provided for the Committee's consideration and are included as Exhibit A to this report.

The application maintains the general intent and purpose of the Official Plan, as the proposed commercial development enabled by the variances is consistent with development envisioned within the Arterial Commercial designation, in the Princess Street Corridor, will be compatible with adjacent development, will maintain a functional site layout and will not result in any negative impacts to adjacent properties or to the neighbourhood.

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

The subject property is zoned CG (General Commercial) in Kingston Zoning By-Law Number 2022-62 and is subject to Legacy Exception Overlay L46 (Exhibit E – Zoning By-Law Map). The CG zone permits the proposed uses, being a gas station, restaurant and retail store. The L46 exception also permits a hotel use, in addition to the permitted uses of the CG zone.

The proposal requires a variances to the minimum required east interior setback, the minimum rear setback and the minimum drive aisle requirement for a perpendicular parking space, as outlined below.

Variance Number 1: Minimum Interior Setback

By-Law Number 2022-62:Row 7, Table 15.6.1

Requirement: 9.1 metres for a gas station Proposed: 7.1 metres for a gas station

Variance Requested: 2.0 metres

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The Kingston Zoning By-law includes a minimum interior setback for a gas station of 9 metres, which applies from the east property line and the west property line of the subject property. The setback applicable to the gas station applies not only to the gasoline pumps and canopy but to the associated building containing the convenience commercial store. The proposed minimum interior setback is 7.1 metres, which is the minimum distance to the "bump out" associated with the drive-through dispensing window. It is notable that the majority of the main wall of the building associated with the gas station is setback 8.2 metres from the east interior property line. The variance permitted in this case is limited to the site configuration and extent of the commercial building illustrated on the site plan in Exhibit F.

In the General Commercial zone, for all permitted uses except a gas station, the interior side yard setback is 0 metres where the adjacent property is in a commercial zone. A gas station is subject to a 9.1 metre minimum interior setback, which is intended to provide a buffer from this use which can have associated odour, lighting and noise impacts. The reduction to the minimum required setback for a gas station meets the intent of the Kingston Zoning By-law, as the commercial building enabled by this variance will not result in undue adverse impacts related to noise, lighting or odour, and further, has been sited on the property to avoid negative impacts to the adjacent heritage property.

Variance Number 2: Minimum Rear Setback

By-Law Number 2022-62: Row 5, Table 15.6.1

Requirement: 7.5 metres
Proposed: 2.0 metres
Variance Requested: 5.5 metres

The Kingston Zoning By-law requires a minimum 7.5 metre rear setback for all uses in the General Commercial zone, which is intended to facilitate a loading area and deliveries at the rear of sites and to minimize potential impacts nearby sensitive uses in terms of lighting, litter, noise, odours or commercial deliveries through buffering. It is also intended to allow area for maintenance to buildings and associated HVAC equipment.

Due to the unique configuration of the site, there is an opportunity in this case to provide the one required loading space for the rear, retail building in the side yard of the building, screened from the street from intervening development and landscaping. As a result, a rear loading area is not required. A 7.5 metre rear yard setback is provided from the proposed garbage enclosure at the terminus of the loading space, at the rear of the site, providing a buffer between adjacent properties. The proposal includes a staggered building to incorporate minimum 2.0 metre wide setback at the rear that will facilitate access around the building for maintenance and functionality.

The submitted Noise Impact Study evaluated noise associated with stationary noise sources including rooftop HVAC equipment which would be present on the rooftop of the retail development with the reduced rear setback and concludes that the sound levels generated by the proposed development are predicted to comply with the Provincial sound limit levels.

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Having regard to the above, the reduced rear yard setback will meet the intent of the requirement in the Kingston Zoning By-law.

Variance Number 3: Minimum Drive Aisle Width for Perpendicular Parking Space

By-Law Number 2022-62: Row 3, Table 7.4.1

Requirement: 6.7 metres Proposed: 6.0 metres Variance Requested: 0.7 metres

The minimum drive aisle width for perpendicular spaces in the Kingston Zoning By-Law is intended to ensure a functional parking area where vehicles can maneuver in and out of parking spaces. The site layout proposed for the commercial development includes a 6.0 metre drive aisle at the rear of the site, providing access to 17 perpendicular parking spaces. The remaining 27 perpendicular parking spaces on the site are accessed by a 6.3 metre wide drive aisle.

It is notable that the Legacy Exception Overlay (L46) applicable to the site permitted a minimum 6.0 metre drive aisle for a hotel development on the subject property, with parking spaces having minimum dimensions of 5.2 metres long by 2.6 metres wide. The parking spaces in the subject application are a minimum dimension of 5.5 metres long by 2.6 metres wide.

The applicant has demonstrated through vehicle maneuvering diagrams on the site plan drawing package that the larger trucks and vehicles associated with the gas station and deliveries and waste collection for the retail units can maneuver safely within the parking area. There are no concerns with the ability of a standard vehicle requiring parking on the site to maneuver within the parking area given the drive aisles are "single loaded" and the provision of a minimum 6.0 metre drive aisle. As a result, the reduction to the minimum drive aisle width meets the intent of the Kingston Zoning By-law for the proposed commercial development.

In summary, the requested variances maintain the general intent and purpose of the zoning bylaw.

The variance is minor in nature

The variances are considered minor as they will not impact the compatibility or functioning of the proposed commercial development. The applicant has demonstrated that the proposed site plan configuration, subject to an active Site Plan Control application, will not result in adverse effects to the adjacent properties or uses with the implementation of detailed design measures including matters such as strategic location of lighting, plantings and fencing.

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

The relief sought is appropriate given the overall intent of the Arterial Commercial designation in the Princess Street Corridor by enabling commercial uses in a compact form that mitigates potential impacts on the adjacent heritage property, as demonstrated through the submitted HIS, and sensitive uses in proximity, as demonstrated through the submitted Noise Impact

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Study. The parking area and site circulation has been well developed to ensure functionality and access for vehicles, larger trucks, as well as pedestrians and bikes.

Technical Review: Circulated Departments and Agencies

\boxtimes	Building Services	⊠E	ingineering	\boxtimes	Heritage Services
\boxtimes	Forestry	⊠ U	Itilities Kingston	\boxtimes	Real Estate
	Fire & Rescue	⊠K	ingston Hydro	\boxtimes	Environment Division
\boxtimes	Solid Waste	⊠ P	arks Development		Canadian National Railways
	Housing	⊠ D	istrict Councillor		Ministry of Transportation
	KEDCO	\boxtimes M	lunicipal Drainage		Parks of the St. Lawrence
	CRCA	□К	FL&A Health Unit		Trans Northern Pipelines
	Parks Canada	□ E	astern Ontario Power		CFB Kingston
	Hydro One	□Е	nbridge 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 public comments have been received. Any public comments received after the publishing of this report will be included as an addendum to the Committee of Adjustment Agenda.

Previous or Concurrent Applications

The subject property is subject to an active application for Site Plan Control (City File Number D11-008-2023) to permit the proposed commercial development.

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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 permit the proposed site configuration of the commercial development in accordance with the submitted site plan, including a reduced minimum interior (east) setback, reduced minimum rear setback and reduced minimum drive aisle width for perpendicular parking spaces.

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 July 15, 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 9 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*.

Accessibility Considerations:

None

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Financial Considerations:

None

Contacts:

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

Amy Didrikson, Senior Planner, 613-546-4291 extension 3296

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 D13-039-2024, to reduce the minimum required east interior setback, the minimum rear setback and the minimum drive aisle requirement to enable a proposed commercial development comprising a gas station with convenience store and drive-through restaurant and multi-unit retail building, shall be subject to the following recommended conditions:

1. Limitation

That the approved minor variance application applies only to the proposed commercial development as shown on the conceptual site plan drawing 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

Exhibit A Report Number COA-24-057

Multiculturalism (archaeology@ontario.ca), and City of Kingston's Planning Services (613-546-4291, extension 3180) must be immediately contacted.

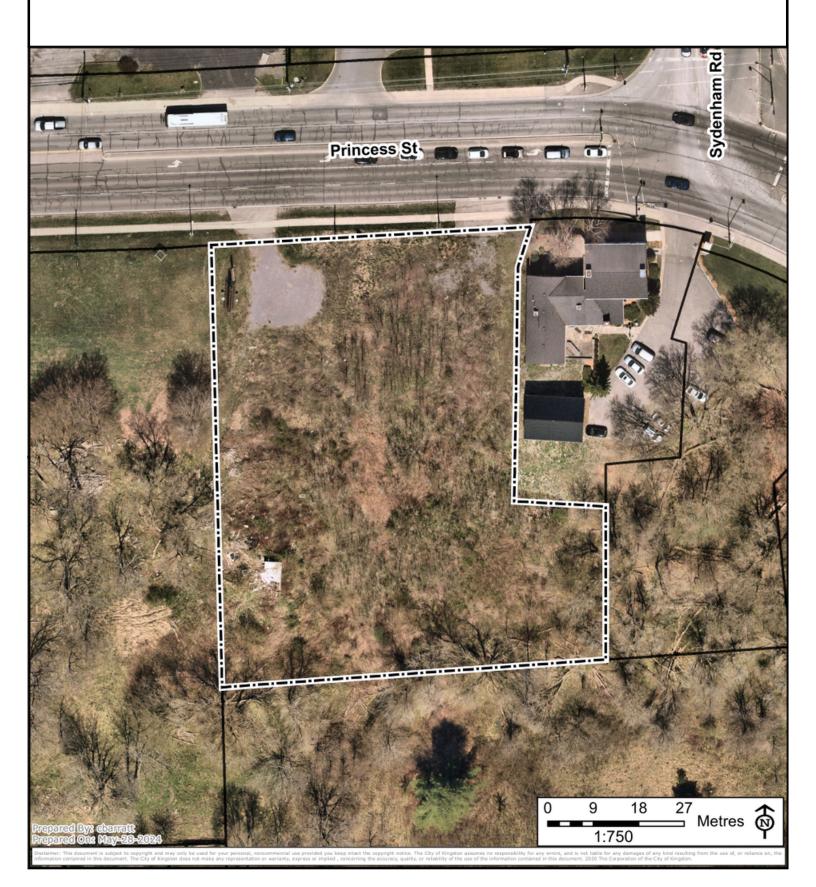
Exhibit B Report Number COA-24-057 Committee of Adjustment **Key Map** KINGSTON Princess-St Address: 2267 Princess Street File Number: D13-039-2024 **Planning** Prepared On: May-28-2024 Nestos Services Lands Subject to Minor Variance Sydenham Rd Princess St 2263 2255 2267 2271 21 14 _ Metres Prepared By: cbarratt Prepared On: <u>May-28-</u>2024. 1:750



Committee of Adjustment **Neighbourhood Context**

Address: 2267 Princess Street File Number: D13-039-2024 Prepared On: May-28-2024

Subject Lands
Property Boundaries
Proposed Parcels





Committee of Adjustment Official Plan, Existing Land Use

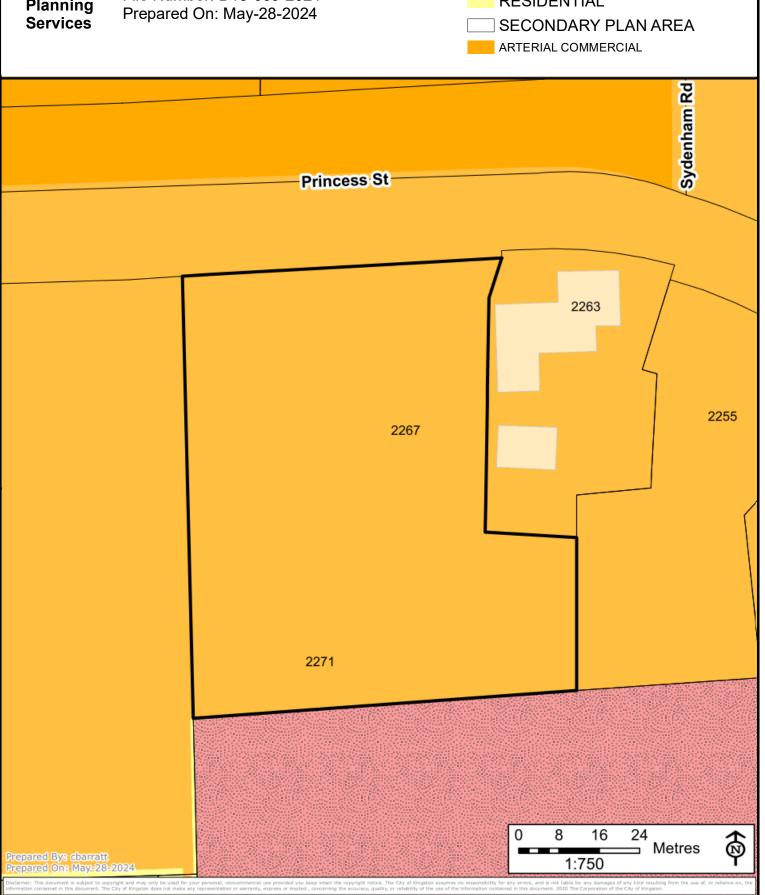
Address: 2267 Princess Street File Number: D13-039-2024 Prepared On: May-28-2024



ARTERIAL COMMERCIAL

DISTRICT COMMERCIAL

RESIDENTIAL



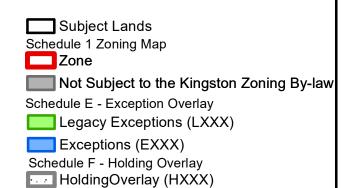


Planning Committee

Existing Zoning Kingston Zoning By-Law 2022-62

Planning Services

Address: 2267 Princess Street File Number: D13-039-2024 Prepared On: May-28-2024



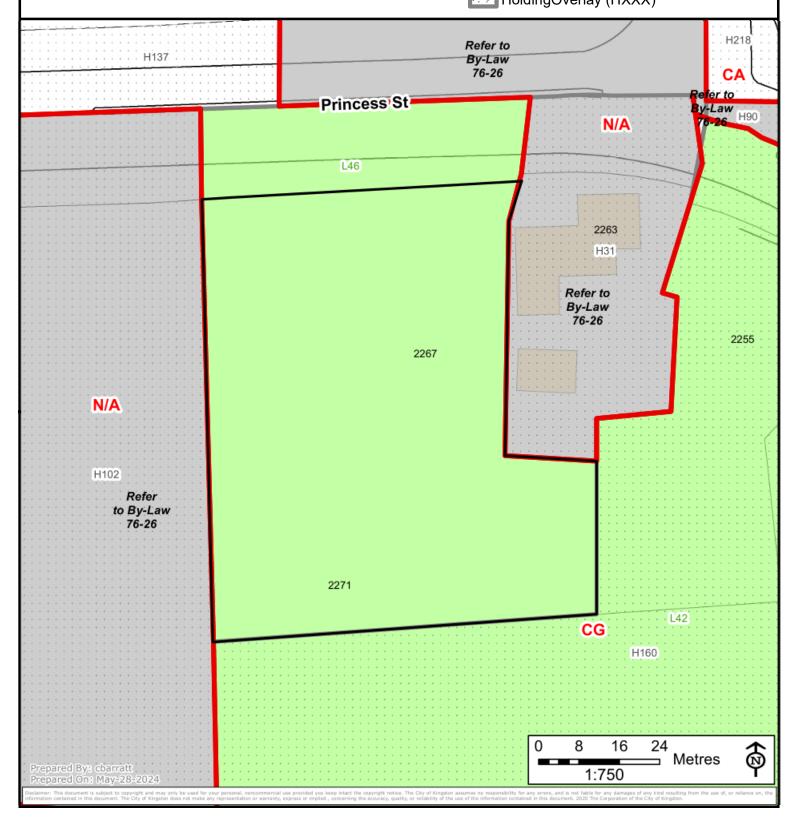
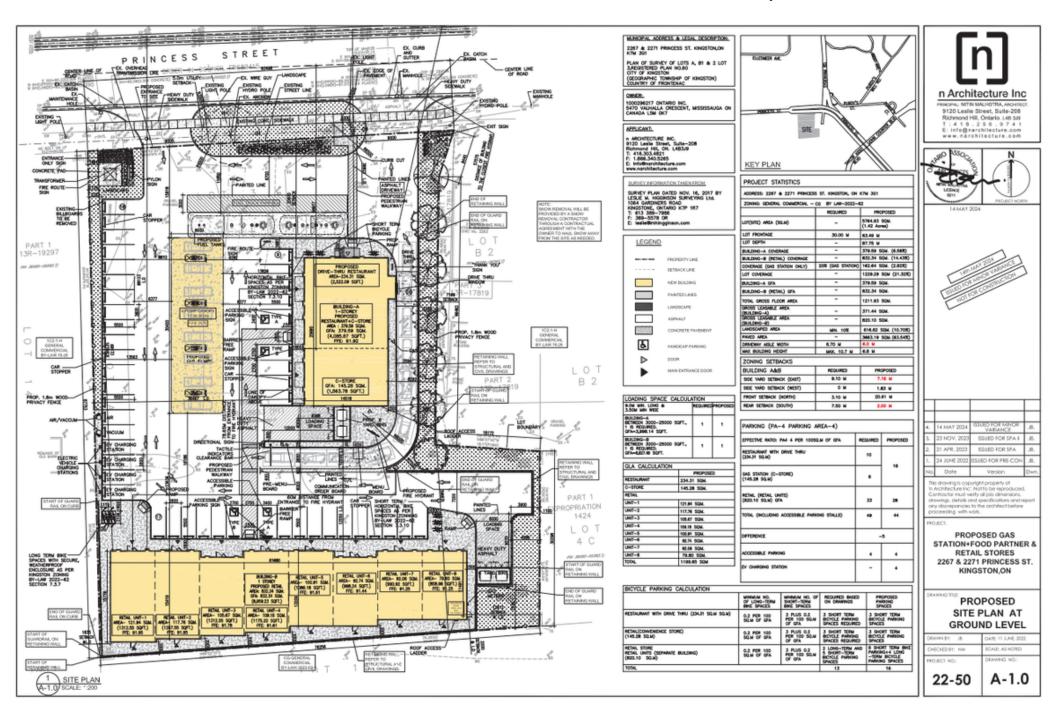


Exhibit F Report Number COA-24-057



Site Photo



Figure 1: View from Princess Street frontage facing south east.



Figure 2: View from Princess Street frontage facing north west.



Figure 3: View from Princess Street along the eastern property boundary.



Figure 4: View from Princess Street at the mid-point of the street frontage.

Exhibit H Report Number COA-24-057

