

# City of Kingston Report to Committee of Adjustment Report Number COA-25-005

То:	Chair and Members of the Committee of Adjustment
From:	Ian Clendening, Senior Planner
Date of Meeting:	January 27, 2025
Application for:	Minor Variance
File Number:	D13-060-2024
Address:	10 Cataraqui Street
District:	King's Town
Owner:	Inner Harbour Land Development LP
Applicant:	Fotenn

### **Council Strategic Plan Alignment:**

Theme: 3. Build an Active and Connected Community

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 10 Cataraqui Street. The applicant is proposing to construct a six-storey mixed-use building containing 75 homes and 90 square metres of ground floor commercial space.

The subject property measures approximately 0.63 hectares in size and is flanked along the west side by an unopened road allowance which connects Cataraqui Street, at the property's north end, with the K&P Trail, at the property's south end. To the east of the subject property is the Woolen Mill building which is designated under Part IV of the Ontario *Heritage Act*. In addition to the 0.63 hectares of lot area, the subject lands also benefit from a permanent easement measuring approximately 0.28 hectare which allows for parking and access upon, and across, the abutting Woolen Mill property. The easement lands include a 7.9 metre wide

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segment of frontage along Cataraqui Street which compliments the subject property's 6 metres of frontage at the site's west end.

The subject property is designated District Commercial and Open Space and is subject to Site-Specific Policy Number 17 ("SSP Number 17"). The site is zoned Neighbourhood Commercial (CN) and is subject to Exception Overlay L378 in the Kingston Zoning By-law which permits the use of a mixed commercial/residential development subject to certain requirements.

The owner has applied for minor variances to the Kingston Zoning By-law so as to allow an increase in the number of dwelling units, and the ground floor and gross floor areas. The owner is also seeking relief from certain provisions related to the building's design including the amount of balcony space along each storey and the setback of the proposed elevator over-run and a patio encroachment into the water setback. Finally, with regards to parking and loading, the applicant seeks relief from the Kingston Zoning By-law to allow these features to be provided off-site where parking and loading spaces would be located on the abutting lands over which the subject lands have easement over.

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.

### **Recommendation:**

**That** minor variance application, File Number D13-060-2024, for the property located at 10 Cataraqui Street to construct a six-storey mixed use building, be approved, as described below:

# Variance Number 1: Rooftop Projections

By-Law Number 2022-62: Section 4.18.2		
Requirement:	Setback from the edge of the roof of a building component equal to the	
	height of such component	
Proposed:	0 metres	
Variance Requested:	3.5 metres	

### Variance Number 2: Balconies

By-Law Number 2022-62: Section 4.20.1.2Requirement:45% of each face of the main wall of each storey may be occupied by<br/>balconiesProposed:75%Variance Requested:30%

# Variance Number 3: Maximum Number of Units

By-Law Number 2022-62: Section 20.1.1.L378.b.iRequirement:50 dwelling unitsProposed:75 dwelling units

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Variance Requested: 25 dwelling units

### Variance Number 4: Maximum Ground Floor Area

By-Law Number 2022-62: Section 20.1.1.L378.b.iii		
Requirement:	860 square metres.	
Proposed:	996 square metres	
Variance Requested:	136 square metres	

### Variance Number 5: Maximum Gross Floor Area

By-Law Number 2022-6	62: Section 20.1.1.L378.b.iv
Requirement:	5,000 square metres.
Proposed:	5,431 square metres
Variance Requested:	431 square metres;

### Variance Number 6: Minimum Waterbody Separation

By-Law Number 2022-62: Section 4.23.1.Requirement:30.0 metres.Proposed:23.0 metres.Variance Requested:7.0 metres;

### Variance Number 7: Off-site Parking

By-Law Number 2022-62: Section 7.1.1.Requirement:Parking spaces must be located on the same lot as the corresponding<br/>use or building.Proposed:Parking spaces may be located through off-site parking spaces located<br/>within 60.0 metres of the lot.Variance Requested:Off site permitted;

### Variance Number 8: Off-site Loading

By-Law Number 2022-62: Section 7.5.1.

Requirement:Loading spaces must be provided on the same lot as the corresponding<br/>use or building.Proposed:Loading spaces may be located through off-site loading spaces located<br/>within 6.0 metres of the lot.Variance Requested:Off site permitted; and

**That** approval of the application be subject to the conditions attached as Exhibit A (Recommended Conditions) to Report Number COA-25-005.

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### Authorizing Signatures:

ORIGINAL SIGNED BY PLANNER

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

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### **Options/Discussion:**

On July 29, 2024, a minor variance application was submitted by Fotenn, on behalf of the owner, Inner Harbour Land Development LP, with respect to the property located at 10 Cataraqui Street. The variance is requested to construct a six-storey mixed-use building containing 75 homes and 90 square metres of ground floor commercial space.

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

- Planning Justification Letter
- Site Plan (Exhibit F)
- Conceptual Site Plan;
- Conceptual Elevations;
- Servicing Report;
- Heritage Impact Assessment

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 10 Cataraqui Street (Exhibit B – Key Map) and is an irregularly shaped lot with 6 metres of frontage along Cataraqui Street. To the east of the subject property abuts the Woolen Mill building which is designated under Part IV of the Ontario *Heritage Act*. The subject property lot also benefits from an approximately 0.28 hectare easement in favour of both parking and access over the Woolen Mill property with the easement area occupying the vacant area between the existing Woolen Mill parking area and the northern limit of the subject lands (Exhibit C – Neighbourhood Context Map).

The subject property is designated District Commercial and Open Space in the Official Plan (Exhibit D – Official Plan Map) and is subject to Site-Specific Policy Number 17 (SSP Number 17). The site is zoned Neighbourhood Commercial (CN) and is subject to Exception Overlay L378 in Kingston Zoning By-Law Number 2022-62 (Exhibit E – Zoning By-Law Map).

The surrounding area consists of a mix of commercial, residential, and recreational uses together with limited industrial and institutional uses within the general area. The built form ranges from the low rise residential and commercial of up to four stories within the immediate area to mid rise further south, where the Rideaucrest Towers measure seven storeys in height.

# **Provincial Planning 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

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matter shall be consistent with the Provincial Planning 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 District Commercial and Open Space on Schedule 3-A and is subject to a Site-Specific Policy (SSP Number 17) in the City of Kingston Official Plan (Exhibit D – Official Plan Map).

Within a District Commercial designation, mid-rise residential developments are permitted subject to appropriate heights, setbacks, density, access and linkages, provided that the residential uses have adequate amenity in terms of open space, access, and protection from noise or other impacts.

Site Specific Policy Area Number 17 is in place to recognize the importance of the development of this site in conjunction with its waterfront location, the historic Woolen Mill building, and the linear park system along the shoreline. Policies recognize a mixed-use development of up to six storeys directing respect for the historical context of the surrounding area. The applicant has submitted a Heritage Impact Statement which found, to the satisfaction of the City's Heritage Services Department, that the siting, orientation and massing of the building will not visually overwhelm or detract from the visual prominence of the Woolen Mill.

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 achieves the Strategic Policy Direction set out in the Official Plan by providing for an appropriate density of development in an area which is services already exist and which fosters transit and active transportation through the site's proximity to both existing transit routes and the K&P Trail.

The built form of being proposed is consistent with the surrounding area which is already defined by taller buildings within the surrounding area; while also being sympathetic to the Woolen Mill building which sits to the east. While no relief is sought for the height of the building, it will stand 10 metres lower than the chimney stack of the Woolen Mill allowing that structure to remain prominent part of the skyline. In regards to the balconies, the proposed delineated

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stacks of balconies and the use of colour blocked sections has the effect of visually breaking up the wall's massing further helping it to integrate with the building's surroundings.

The off-site parking, which utilizes an existing easement for access and parking across the abutting property will allow the site to function appropriately with all services provided in an accessible and convenient manner for the residents and visitors of the site.

The Official Plan recognizes the importance of waterfront areas including the benefits of protecting a 30-metre naturalized buffer along a waterbody, often termed the "ribbon of life. This naturalized buffer can help to enhance water quality, minimize soil erosion, provide plant and animal habitat, establish connectivity and wildlife corridors, and contribute to the overall health of shoreline ecosystems, particularly fish habitat. The buffer may also be used to screen views of development from the water, and to create natural spaces for passive recreation. The minor encroachment of the building's outdoor patio into, which at its closest point is more than 23 metres from the high water mark, is not anticipated to have adverse impacts on the waterbody as the commercial patio component is to be constructed of permeable precast patio blocks while being further offset through the use of a rain garden. Similarly, the use of native pollinator gardens replacing the existing grass meadow areas are intended to provide a net benefit to the area more than offsetting the approximately 180 square metres of patio which is proposed within the 30 metre setback.

The proposal meets the intent of the Official Plan, as the proposed mixed-use building has been designed in a manner sympathetic to the surrounding heritage resources and has appropriate services for the anticipated residents and will not result in any negative impacts to adjacent properties or to the neighbourhood. Based on the impact both cumulatively and individually, the variances sought are appropriately addressed through the Minor Variance process and do not create an undesirable president for the area.

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

The subject property is zoned Neighbourhood Commercial (CN) in Kingston Zoning By-law Number 2022-62 and is subject to Exception Overlay L378 (Exhibit E – Zoning By-Law Map). The Neighbourhood Commercial zone permits a dwelling unit in a mixed-use building together with a variety of commercial uses while L378 allows additional uses and establishes additional provisions for the development of the site.

The proposal requires a variance to provisions within Section 20, regulating development within the Legacy Exception Overlay L378 zone, and Sections 7 and 4, as outlined below.

### Variance Number 1: Rooftop Projections

By-Law Number 2022-62: Section 4.18.2	
Requirement:	Setback from the edge of the roof of a building component equal to the
	height of such component.
Proposed:	metres from the edge of the roof.
Variance Requested:	3.5 metres.

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### Variance Number 2: Balconies

 By-Law Number 2022-62: Section 4.20.1.2

 Requirement:
 45% of each face of the main wall of each storey may be occupied by balconies

 Proposed:
 75%

 Variance Requested:
 30%

Variances 1 and 2 relate to the overall design and form of the building. The intent of the Kingston Zoning By-law in regulating rooftop projections is to allow for certain features such as mechanical and service equipment to project above the remainder of the building which generally defines the height and massing of the structure. The provisions require stepbacks from the building wall so as to have a visual delineation between the building itself and the projecting components so that the building 'reads' as the permitted number of storeys. The projecting elevator shaft maintains the overall intent of this section by way of its location at an interior corner of the building which positions this projecting element away from the walls that otherwise define the building's six-storey height. Of further note, the length of the elevator shaft along the main wall measures approximately two metres.

With regards to the extent of balconies along the various main walls, regulations within the Kingston Zoning By-law which restrict the coverage along a wall are intended to help animate the building wall while also ensuring that balconies do not adversely impact the overall massing of the building. As the site does not overlook adjacent residential properties, there are fewer privacy concerns, thus making a limitation on balcony size less necessary. The increase in the extent of projections would not detract from the built form given that the design choice of having the balconies in a series of 'blocked sections' was noted in the Heritage Impact Statement as having an effect of breaking up the wall's massing helping it to integrate with the building's surroundings.

### Variance Number 3: Maximum Number of Units

By-Law Number 2022-62: Section 20.1.1.L378.b.i		
50 dwelling units.		
75 dwelling units.		
25 dwelling units.		

### Variance Number 4: Maximum Ground Floor Area

By-Law Number 2022-62: Section 20.1.1.L378.b.iiiRequirement:860 square metres.Proposed:996 square metres.Variance Requested:136 square metres.

### Variance Number 5: Maximum Gross Floor Area

By-Law Number 2022-62: Section 20.1.1.L378.b.ivRequirement:5,000 square metres.Proposed:5,431 square metres.Variance Requested:431 square metres.

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The Legacy Exception Overlay provisions relating to gross and ground floor area as well as the number of units are intended to limit the development of the site to the proposal contemplated in zoning by-law amendment application D09-11-00 which rezoned the subject lands to permit a similarly styled mixed-use six-storey building in 2001. Numeric limits for gross floor area, and ground floor area for which relief is now being sought were used to ensure that the plans submitted to demonstrate the proposed building would blend in with the Woolen Mill site were adhered to. Similarly, the residential unit limit of the amending by-law was implemented to ensure a density consistent with the Inner Harbour Study (1984). Despite the significant time which has elapsed since the amending zoning by-law, the deviation from the original building plans have been relatively minimal and reflect the evolution of the housing market as well as the broader residential intensification of this and other areas while the building continues to ensure compatibility with the abutting Woolen Mill site.

### Variance Number 6: Minimum Waterbody Separation

By-Law Number 2022-	62: Section 4.23.1.
Requirement:	30.0 metres.
Proposed:	23.0 metres.
Variance Requested:	7.0 metres.

Waterbody separation distances have been established in the Kingston Zoning By-law as a means of implementing Official Plan policies to protect and enhance a 30 metre naturalized buffer and to screen views of development from the water, and to create natural spaces for passive recreation. The proposed encroachment to a distance of 23 metres maintains the intent of the Kingston Zoning By-law as the existing area is area currently occupied by manicured grass, while the proposed outdoor patio areas will be offset by other features such as a rain garden and native wildflower meadow plantings. These features have an added benefit of helping conceal turtle nesting sites from predators and reduce human interactions with turtle nests providing thereby fulfilling the intent of the waterbody separation distance.

# Variance Number 7: Off-site Parking

By-Law Number 2022-62: Section 7.1.1.

Requirement:	Parking spaces must be located on the same lot as the corresponding use or building.
Proposed:	Parking spaces may be located through off-site parking spaces located within 60.0 metres of the lot.
Variance Requested:	

# Variance Number 8: Off-site Loading

By-Law Number 2022-62: Section 7.5.1.Requirement:Loading spaces must be provided on the same lot as the corresponding<br/>use or building.Proposed:Loading spaces may be located through off-site loading spaces located<br/>within 6.0 metres of the lot.Variance Requested:Off site permitted.

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Variances Number 4 and 5 relate to the location of parking and loading which the applicant proposes to provide, in the required quantity, on the abutting property over which the site already has an easement over. The proposal to allow off-site parking is consistent with the intent of the Kingston Zoning By-law which is to ensure that parking is provided in a logical and coherent manner. Generally this represents a requirement for on-site parking, however; the by-law affords as-of-right permission for more common situations, such as residential conversions, where providing on-site parking can be difficult or impossible where off site parking may be provided while still achieving a unified and functional parking assembly that 'reads' as one connected site given the distance constraint of 60 metres for such situations.

While the current proposal does not consist of a residential conversion, the proposal does make efficient use of the existing site and provides a functional parking layout. Accordingly, the proposal to provide parking and loading spaces on the abutting property would equally achieve the Kingston Zoning By-law's objective of facilitating residential intensification of commercial sites.

The requested variances, both individually and cumulatively, maintain the general intent and purpose of the zoning by-law.

# The variance is minor in nature

The variance is considered minor as the building will not have an adverse impact on the abutting Woolen Mill or other heritage features, and through the use of landscaping any potential environmental impacts are offset through enhancements to the existing manicured grass area. As the site will continue to provide parking and loading areas in the required numbers, but off site upon the abutting property, it is not anticipated that the development will result in any off-site impacts.

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

The proposed development is compatible with the surrounding area including the heritage features and buildings which define this area and no adverse impacts are expected as a result of the variances being sought. The proposed development allows residential intensification in an area with existing services and within an area of numerous outdoor and commercial amenity space. The variances are therefore a desirable and appropriate use of the land.

# **Technical Review: Circulated Departments and Agencies**

- Building Services
- □ Finance

□ Housing

□ KEDCO

- □ Fire & Rescue
- ⊠ Solid Waste
- Kingston HydroParks Development

☑ Utilities Kingston

⊠ Engineering

- - ☑ District Councillor
  - □ Municipal Drainage
- ⊠ Heritage Services
- □ Real Estate
- ☑ Environment Division
- Canadian National Railways
- □ Ministry of Transportation
- $\boxtimes$  Parks of the St. Lawrence

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- ⊠ Building Services
- $\boxtimes$  CRCA
- ⊠ Parks Canada
- □ Hydro One
- □ Kingston Airport

### **Technical Comments**

⊠ Engineering

- □ KFL&A Health Unit
- □ Eastern Ontario Power
- □ Enbridge Pipelines
- ⊠ Heritage Services
- □ Trans Northern Pipelines
- □ CFB Kingston
- □ TransCanada Pipelines

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 from the public 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.

### **Previous or Concurrent Applications**

The site's regulations associated with the site's L248 zoning were drafted to accommodate a development proposal contemplated through Zoning By-law Amendment application D14-083-2000 which was approved in 2001 and contemplated a building and site layout similar to that which is currently proposed. The lot is currently subject to Site Plan Control Application D11-022-2024 which is currently under technical review. The lot was created through consent application D10-044-2022.

### Conclusion

The requested variances maintain 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 variances 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 provide compatible mixed-use intensification where services and amenities exist and in a manner compatible with the surrounding landscape.

### **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:

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### Provincial

Provincial Planning Statement, 2024

### 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 October 21, 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 17 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

**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

### Report to Committee of Adjustment

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- 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 D13-060-2024, to construct a mixed-use building with not more than 75 dwelling units, shall be subject to the following recommended conditions:

#### 1. Limitation

That the approved minor variance applies only to the construction of a mixed-use building 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. Heritage Compatibility

The owner/applicant shall ensure that the building is oriented towards the Rideau Canal, as depicted in the approved drawings.





# Committee of Adjustment Neighbourhood Context

Planning Services

Address: 10 Cataraqui St. File Number: D13-060-2024 Prepared On: Aug-02-2024

**L**\_\_!Subject Lands Г

Property Boundaries

Proposed Parcels













Exhibit F Report Number COA-25-005



Exhibit F Report Number COA-25-005

# **Site Photos**



# View from Cataraqui Street at northwest corner of Site looking south

View from Woolen Mill looking east towards the development site.



