

City of Kingston Report to Planning Committee Report Number PC-17-105

To: Chair and Members of Planning Committee

From: Lanie Hurdle, Commissioner, Community Services

Resource Staff: Paige Agnew, Director, Planning, Building & Licensing Services

Date of Meeting: November 16, 2017

Subject: Public Meeting & Comprehensive Report

File Number: D14-034-2017

Address: 276-284 Kingsdale Avenue

Application Type: Zoning By-Law Amendment

Owner: Kinsmen Club of Kingston

Applicant: IBI Group Incorporated

Executive Summary:

The following is a Public Meeting and comprehensive report recommending approval to the Planning Committee regarding an application for a zoning by-law amendment submitted by IBI Group Incorporated, on behalf of the Kinsmen Club of Kingston, with respect to the subject site located at 276-284 Kingsdale Avenue.

The subject property is approximately 1.2 hectares in area with 115 metres of road frontage on Kingsdale Avenue. The site is developed with two, 3.5 storey multi-unit residential buildings, a total of 117 dwelling units. All 117 dwelling units are similarly sized, two bedroom apartments.

The Kinsmen Club of Kingston is a service organization of volunteers who works to meet the needs of the local community by providing affordable housing opportunities. The Club proposes to convert the existing rental units to condominium units with the intent to provide an affordable home ownership option. The Club plans to provide a 20% second mortgage at 0% interest for a period of 5 years, following this term the Club will forgo the second mortgage. The remaining 80% from the sale of each unit is proposed to be allocated to other local affordable housing ownership projects.

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The applicant is proposing to convert the existing dwelling units from rental to condominium. Utilities Kingston restricts service connections to one per property; therefore, the applicant is required to sever the parcel to facilitate separate individual services.

The requested zoning by-law amendment is to facilitate a Consent application that proposes to sever the existing parcel into two separately conveyable parcels. The amendment is required to recognize the existing development located on two separate parcels. No new additions, increase in number of dwelling units or enlargement of the existing buildings are proposed to accommodate the proposal. External changes, limited to minor modifications to the existing parking area, are required to ensure compliance with the barrier free parking space requirements.

Applications for Consent (File Number D10-040-2017), Site Plan Control Modification (File Number D11-035-2017) and Final Plan of Condominium (File Number D07-006-2017) have been submitted and are being processed concurrently with the zoning by-law amendment (File Number D14-032-2017) application.

A Public Meeting with respect to this application is being held concurrent with the regular Public Meeting and recommendation to the Planning Committee. The application conforms to and is consistent with the applicable policies in the Provincial Policy Statement and complies with the general intent of the City of Kingston Official Plan. No specific concerns were raised by external or internal agencies with respect to the zoning by-law amendment application.

Recommendation:

That it be recommended to Council that the application for a zoning by-law amendment (File Number D14-034-2017) submitted by IBI Group Incorporated, on behalf of Kinsmen Club of Kingston, for the property municipally known as 276-284 Kingsdale Avenue, be approved; and

That By-Law Number 76-26, entitled "Township of Kingston Restricted Area By-Law", as amended, be further amended, as per Exhibit A (Draft By-Law and Schedule A to Amend Zoning By-Law Number 76-26) to Report Number PC-17-105; and

That Council determines that in accordance with Section 34(17) of the *Planning Act*, no further notice is required prior to the passage of the by-law; and

That the amending by-law be presented to Council for all three readings.

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Authorizing Signatures:

ORIGINAL SIGNED BY COMMISSIONER

Lanie Hurdle, Commissioner, Community Services

ORIGINAL SIGNED BY CHIEF ADMINISTRATIVE OFFICER

Gerard Hunt, Chief Administrative Officer

Consultation with the following Members of the Corporate Management Team:

Desirée Kennedy, Chief Financial Officer & City Treasurer Not required

Denis Leger, Commissioner, Corporate & Emergency Services Not required

Mark Van Buren, Acting Commissioner, Transportation & Infrastructure Services Not required

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Options/Discussion:

Public Meeting & Comprehensive Report

The Planning Division is recommending the Public Meeting and comprehensive report are heard concurrently based on the following:

- The proposal is compatible with the Provincial Policy Statement (2014) and the Kingston Official Plan:
- The proposal is considered minor in nature;
- The proposal will be contained within the existing structure; and
- Combining the Public Meeting and the comprehensive report facilitates the streamlining of the development approval process, thereby decreasing the application processing time.

Anyone who attends the Planning Committee Public Meeting may present an oral submission, and/or provide a written submission on the proposed application. Also, any person may make written submissions at any time before City Council makes a decision on the application.

If a person or public body does not make an oral submission at a Public Meeting, or does not make a written submission to the City of Kingston before a decision is made by Council, the person or public body is not entitled to appeal the decision of the City of Kingston to the Ontario Municipal Board and may not be added as a party to the hearing of an appeal before the Ontario Municipal Board unless, in the opinion of the Board, there are reasonable grounds to add the person or public body as a party.

The Planning Committee will consider this comprehensive report and recommendation from the Planning Division, respecting the subject application, following the Public Meeting. The Committee will then make its recommendation to City Council. The decision of City Council will be final unless appealed.

All persons who made oral or written submissions, or have requested notification in writing, will be given written notice of the future meeting(s) of the Planning Committee at which time the subject application will be considered. Anyone wishing to be notified of Council's decision on the subject application must submit a written request to:

Jason Sands, Senior Planner
The Corporation of the City of Kingston
Planning, Building & Licensing Services
216 Ontario Street
Kingston, ON K7L 2Z3
613-546-4291 extension 3277
jwsands@cityofkingston.ca

Background and Decision Date

In accordance with By-Law Number 2007-43, this application was subject to a pre-application meeting held on April 10, 2017, with the Planning Division and various other departments and

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agencies. Following this, a formal submission was made by the applicant on September 13, 2017 and on September 22, 2017, this application was deemed complete in accordance with the *Planning Act*.

In accordance with the *Planning Act*, this application is subject to a decision by Council on or before January 20, 2018 which is 120 days after a complete application was received. In the absence of a decision by Council in this timeframe, the applicant may exercise their right to appeal to the Ontario Municipal Board (OMB).

Application and Submission

The applicant is proposing to amend the zoning by-law to facilitate a Consent application (File Number D10-040-2017) to divide the existing parcel into two separately conveyable lots. The zoning amendment is required to recognize the existing development on two separate parcels. The applicant is not proposing to add any dwelling units, bedrooms or change the existing buildings as part of the development plan. The proposed external changes are limited to modifying the existing parking area to ensure that the existing barrier free parking spaces comply with the AODA barrier free parking space requirements along with separating the existing services so that separate individual water and wastewater services are provided to each building. A concurrent Final Plan of Condominium application (File Number D07-006-2017) has been submitted to change the tenure of the existing rental units to condominiums.

The overall development plan includes severing the existing parcel into two separate lots and retaining the existing multi-unit residential buildings on each of the proposed severed and retained parcels. To facilitate the overall plan, the applicant requires zoning relief to recognize the existing buildings. The applicant is proposing to rezone the property, so that for the purposes of zoning, the subject properties are considered one. Relief is requested from the minimum lot area requirement, minimum amenity area requirements, interior side yard setback, landscaped open space, children's play area and minimum on-site parking requirements.

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

- Servicing Plan
- Planning Justification
- Site Plan (Exhibit G)
- Floor Plans & Architectural Elevations (Exhibit H)

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 approximately 1.2 hectares in area with approximately 115 metres of road frontage on Kingsdale Avenue and is located on the north side of Kingsdale Avenue in the Meadowbrook-Strathcona District (Exhibit B – Key Map). The subject property currently contains

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two, 3.5 storey multi-unit residential buildings with shared parking and landscaped open space at the rear. The existing building at 276 Kingsdale Avenue contains 62 dwelling units and the building located at 284 Kingsdale Avenue contains 55 dwelling units. All 117 dwelling units are similarly-sized two bedroom units.

The predominant use in the surrounding area is residential, including single family dwellings, semidetached dwellings and multi-unit buildings. Directly north of the subject property are single family dwellings and east of the site are similarly scaled 3.5 storey multi-unit residential buildings (Exhibit C – Neighbourhood Context). Directly south of the site is the CN rail line and the Frontenac Mall which contains multiple commercial uses. The site immediately west of the subject property at the corner of Kingsdale Avenue and Centennial Drive is currently vacant and zoned for residential development. The site is in close proximity to Arbour Ridge Park to the west and Rivermeade Parkette to the northeast.

Provincial Policy Statement

The Provincial Policy Statement (2014) provides policy direction on matters of provincial interest related to land use planning and development, which are intended to be complemented by local policies addressing local interests.

The proposal is consistent with the Provincial Policy Statement with respect to the following:

- Promoting efficient development and land use patterns which sustain the financial well-being of the province and municipalities over the long-term (Section 1.1.1.a);
- Accommodating an appropriate range and mix of residential (including second units, affordance housing and housing for older persons), employment (including industrial and commercial), institutional (including places of worship, cemeteries and long-term care homes), recreation, park and open space, and other uses to meet long-term needs (Section 1.1.1.b);
- Avoiding development and land use patterns which may cause environmental or public health and safety concerns (Section 1.1.1.c);
- Promoting cost-effective development patterns and standards to minimize land consumption and servicing costs (Section 1.1.1.e);
- Long-term economic prosperity should be supported by promoting opportunities for economic development and community investment-readiness (Section 1.7.1.a); and
- Planning authorities shall provide for an appropriate range and mix of housing types and densities to meet projected requirements of current and future residents of the regional market area by establishing and implementing minimum targets of housing which is affordable to low and moderate income households (1.4.3a.).

The proposed zoning by-law amendment will not change the net number of dwelling units within the City's urban boundary; however, it will facilitate the applications proposing to convert the

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existing housing stock from rental tenure to condominiums that will serve low to moderate household incomes.

The application conforms to and is consistent with the policies in the Provincial Policy Statement.

Official Plan Discussion

The subject property is designated 'Residential' in the City of Kingston Official Plan (Exhibit D – Official Plan, Land Use). The proposed zoning by-law amendment complies with the general intent of the City of Kingston Official Plan; therefore no Official Plan amendment is required.

The predominant use in the 'Residential' designation is residential dwellings, including detached, semi-detached or duplex dwellings, townhouses, and apartments of various types, tenure and density that respond to a wide range of housing needs. In addition to the various forms of housing, community facilities such as schools and places of worship are also permitted. Small-scale, convenience commercial uses which support residential neighbourhoods and are compatible with the residential setting may also be permitted in the designation.

The *Planning Act* applications submitted in relation to the subject property do not propose to add, amend or significantly change the existing built form on the site. The exterior changes on the site are limited to amending the existing barrier free parking spaces to ensure compliance with the new zoning by-law provisions and establishing a single water and sanitary service per building.

Section 2.2 of the Official Plan states that the City is divided into broad, structural elements which are intended to remain stable for the duration of the Plan. The subject property is within a Housing District. Housing Districts are generally planned to remain stable, but it is stated that they will continue to mature and adapt as the City evolves (Section 2.2.5). Re-investment and upgrading are encouraged through minor infilling and development that compatibly integrate with the prevailing built form found in the neighbourhood.

The proposed zoning by-law amendment complies with the general intent of the City of Kingston Official Plan.

Zoning By-Law Discussion

The subject property is located in a site-specific Residential Type 4 'R4-10' Zone in Zoning By-Law Number 76-26, as amended (Exhibit E – Zoning). The uses permitted in the 'R4-10' zone are limited to an apartment dwelling house with a maximum of 128 dwelling units per block, provided the total number of units in the zone does not exceed 376.

The two existing 3.5 storey multi-unit residential buildings contain 117 dwelling units and 234 bedrooms. The applicant is not proposing to amend or increase the number of dwelling units or bedrooms. It is requested to recognize the existing built form to facilitate a consent application to sever the existing parcel into two separately conveyable lots.

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Although the overall plan is to establish two separately conveyable parcels and recognize the existing multi-unit residential buildings, the applicant proposes that the zoning consider the two parcels (276 & 284 Kingsdale Avenue) as a single parcel. The proposed site-specific zone will recognize the existing development and allow it to function as it currently does. Severing the existing parcel creates some non-compliant performance standards with respect to the current site-specific 'R4-10' zone.

Performance Standard	Provision to be Varied	Requirement	Proposed
Lot Area	Section 15(2)(a)	175,500 square feet	Existing
Interior Side Yard	Section 15(2)(e)(viii)	½ height of the building or 35 feet (10.6 metres) (whichever the greater)	10.5 metres
Landscaped Open Space	Section 15(2)(j)	45%	38%
Amenity Area	Section 5(31)	2,164.5 square metres	0 square metres
Children's Play Area	Section 15(2)(p)	4% of lot area (493 square metres)	0 square metres
Dwelling Unit Area (minimum)	Section 15(2)(h)	65 square metres	60 square metres
Privacy Yards	Section 15(2)(o)(ii)	25 feet / 10 feet	No privacy yards requirement
Dwelling Houses Per Lot	Section15(2)(m)(ii)	1	2
Parking	Section 5.16(a)	1.25 spaces per dwelling unit (147 parking spaces)	140 parking spaces

All relief requested is to recognize the existing development on the subject property. There are no interior or exterior alterations proposed and as such there is no change to the built form of the neighbourhood. The proposed exterior changes on the subject property are limited to providing separate water and sanitary services to the existing buildings and amending the

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current parking area so that the on-site barrier free parking spaces comply with the City of Kingston and AODA requirements.

As part of the application, the applicant is proposing to recognize the existing deficiency in onsite parking. In accordance with Section 5.16(a) of Zoning By-Law Number 76-26, 1.25 parking spaces are required per dwelling unit, which equates to a minimum of 147 on-site parking spaces. Currently, the multi-unit residential building addressed as 276 Kingsdale Avenue contains 62 dwelling units and provides 85 parking spaces. The multi-unit residential building addressed as 284 Kingsdale Avenue contains 55 dwelling units and provides 55 parking spaces. In total, 140 on-site parking spaces are provided to service the 117 dwelling units. The applicant is proposing to rezone the subject property as one lot for the purposes of zoning and recognize the slight reduction in on-site parking spaces.

It is also proposed to reduce the minimum interior side yard setback, minimum amenity area requirement, minimum landscaped open space requirement, minimum lot area requirement and children's play area requirement. All performance standards are currently considered non-complying as the existing development does not appear to comply with the zoning by-law requirements. Staff do not anticipate any adverse effects on recognizing the performance standards based on the functionality of the current development since construction in 1990 – 1991.

The properties at 256 – 316 Kingsdale Avenue are currently zoned site-specific Residential Type 4 'R4-10' zone in Zoning By-Law Number 76-26. As the proposal is to remove the subject property (276-284 Kingsdale Avenue) from the site-specific 'R4-10' zone, the remaining parcels zoned 'R4-10' will be inadvertently affected. Staff have reviewed the existing zoning and the adjacent properties affected by the proposed zoning by-law amendment and no adverse impacts regarding the permitted uses or performance standards are anticipated.

The existing multi-unit residential buildings are consistent with the character of the existing residential area. The proposed zoning by-law amendment recognizes the existing use of the lands and provides the zoning framework to allow for the conversion of the existing units to affordable condominium ownership. No development or change in built form is proposed.

Other Applications

1978: 3971-67-73 – By-Law Number 78-67 approved the site-specific 'R4-10' zone and permission to construct 128 units on each block shown on a registered Plan of Subdivision provided that the total number of units in the R4-10 zone shall not exceed 376.

1990: 905.400 – Site Plan Control Application to permit the construction of 120 apartment units on the property known municipally as 276 and 284 Kingsdale Avenue.

2017: Consent (File Number D10-040-2017). An application to sever the existing single parcel into two separately conveyable parcels. The applicant is proposing two separate parcels so that segregated municipal services (water and sanitary services) may be provided to each building.

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2017: Site Plan Modification (File Number D11-035-2017). As part of the 2017 suite of development applications, the applicant is required to ensure the existing development complies with the most up-to-date zoning performance standards. The applicant is proposing to modify the existing Site Plan Control agreement through a Site Plan Modification application to recognize the on-site changes with respect to barrier-free parking and access.

2017: Final Plan of Condominium (File Number D07-006-2017). Concurrent with the request to sever the parcel into two separately conveyable parcels, the applicant is proposing to change the unit tenure from rental to condominium. An application for Final Plan of Condominium has been submitted to convert the existing dwelling units to condominiums.

Technical Analysis

This application has been circulated to external agencies and internal departments for review and comment. All comments on the proposal have been addressed and no outstanding issues with this application remain at this time.

Public Comments

A Public Meeting is being held concurrently on November 16, 2017 with respect to this application. No public correspondence has been received at the time of writing this report.

Effect of Public Input on Draft By-Law

As there has not been any public input, there has been no effect on the by-law.

Conclusion:

In conclusion, staff recommends approval of the application for the zoning by-law amendment application affecting the property located at 276-284 Kingsdale Avenue.

The proposed zoning amendment to facilitate a consent application to sever the existing parcel into two separately conveyable parcels and retain the existing buildings on each separate parcel is appropriate given the context and surrounding lands uses.

The Site Plan Modification and Final Plan of Condominium applications will facilitate the conversion of the existing rental apartments to condominium ownership.

The application conforms to and is consistent with the applicable policies in the Provincial Policy Statement and complies with the general intent of the City of Kingston Official Plan.

Existing Policy/By-Law:

The proposed amendment 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

Planning Act
Provincial Policy Statement, 2014

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Municipal

City of Kingston Official Plan Zoning By-Law Number 76-26

Notice Provisions:

A Public Meeting is being held concurrent with the Comprehensive Report submission with respect to this application on November 16, 2017. Pursuant to the requirements of the *Planning Act*, a notice of the Statutory Public Meeting was provided by advertisement in the form of a sign posted on the subject site 20 days in advance of the Public Meeting. In addition, notices were sent by mail to 95 property owners (according to the latest Assessment Rolls) within 120 metres of the subject property and a courtesy notice was placed in The Kingston Whig-Standard on November 11, 2017.

If the application is approved, a Notice of Passing will be circulated in accordance with the provisions of the *Planning Act*.

At the time of writing of this report, no public correspondence was received and all planning related matters have been addressed within the body of this report. Any public correspondence received after the publishing of this report will be included as an addendum to the Planning Committee agenda.

Accessibility Considerations:

Not applicable

Financial Considerations:

Not applicable

Contacts:

Paige Agnew, Director, Planning, Building & Licensing Services 613-546-4291 extension 3252

Marnie Venditti, Manager, Development Approvals 613-546-4291 extension 3256

Jason Sands, Senior Planner 613-546-4291 extension 3277

Other City of Kingston Staff Consulted:

Not applicable

Exhibits Attached:

Exhibit A Draft By-Law and Schedule A to Amend Zoning By-Law Number 76-26

Exhibit B Key Map

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Exhibit C Neighbourhood Context (2015)

Exhibit D Official Plan, Land Use

Exhibit E Zoning By-Law Number 76-26, Map 5

Exhibit F Public Notice Notification Map

Exhibit G Site Plan

Exhibit H Architectural Elevations & Floor Plans

File Number D14-034-2017

By-Law Number 2017-XX

A By-Law to Amend By-Law Number 76-26, "A By-Law to Regulate the use of lands and the Character, Location and use of Buildings and Structures in The Township of Kingston" (Zone Change from site-specific Residential Type 4 'R4-10' zone to site-specific Residential Type 4 'R4-41' zone, 276-284 Kingsdale Avenue)

Passed: [Meeting Date]

Whereas by Order of the Minister of Municipal Affairs and Housing, The Corporation of the Township of Kingston, The Corporation of the Township of Pittsburgh and The Corporation of the City of Kingston were amalgamated on January 1, 1998 to form The Corporation of the City of Kingston as the successor municipal Corporation and pursuant to the Minister's Order, any by-laws of the former municipality passed under the *Planning Act* continue as the by-laws covering the area of the former municipality now forming part of the new City; and

Whereas the Council of The Corporation of the City of Kingston deems it advisable to amend By-Law Number 76-26, as amended, of the former Township of Kingston;

Therefore be it resolved that the Council of the Corporation of the City of Kingston hereby enacts as follows:

- 1. By-Law Number 76-26 of The Corporation of the City of Kingston, entitled "A By-Law to Regulate the Use of Lands and the Character, Location and Use of Buildings and Structures in the Township of Kingston", as amended, is hereby further amended as follows:
- 1.1. Map 5 of Schedule "A", as amended, is hereby further amended by changing the zone symbol of the subject site from site-specific Residential Type 4 'R4-10' zone to site-specific Residential Type 4 'R4-41' zone, as shown on Schedule "A" attached to and forming part of By-Law Number 2017-____.
- 1.2. By **Adding** a new subsection 15(3)(nn) thereto as follows:

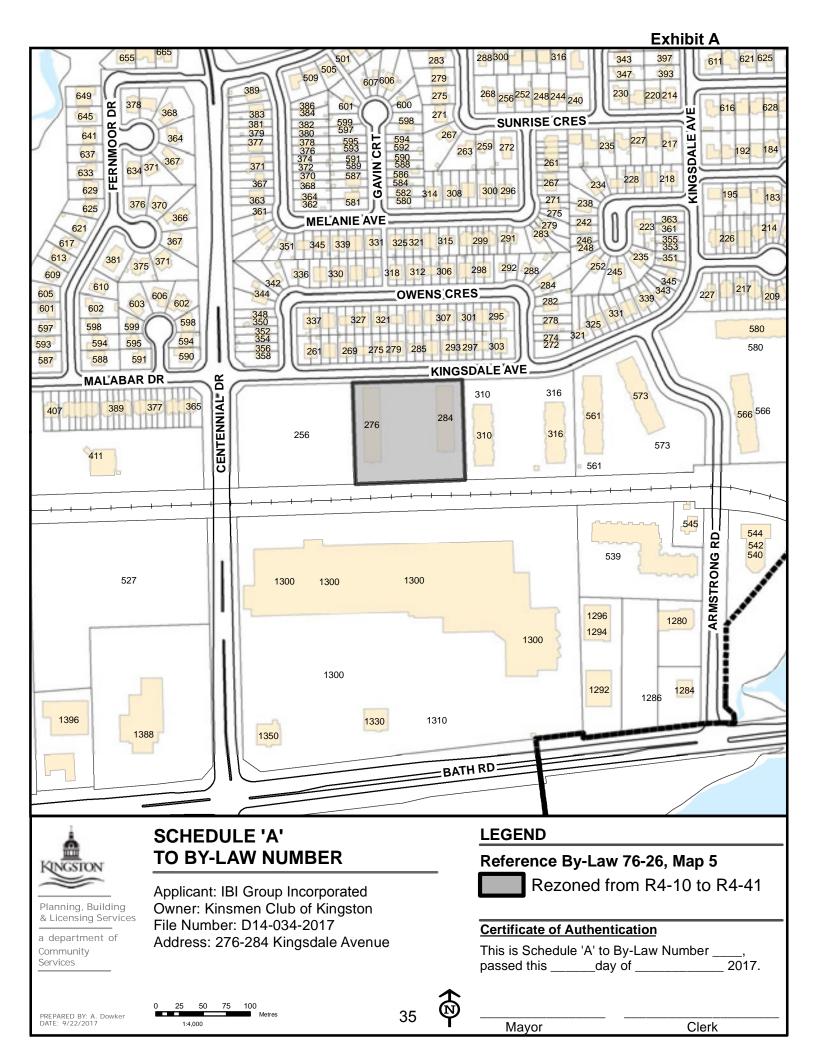
"(nn) 'R4-41' (276-284 Kingsdale Avenue)

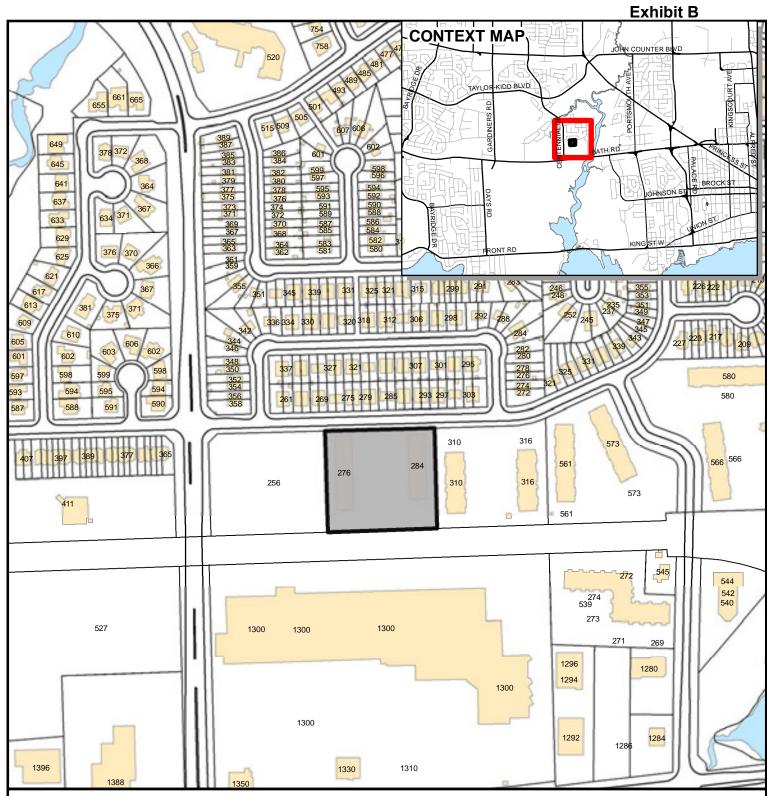
Notwithstanding the provisions of Section 5 and Section 15 hereof to the contrary, the lands designated 'R4-41' on Schedule 'A' hereto, the following regulations shall apply:

		Page 2 of
	1) Permitted Uses:	
	Only the following uses shall be permitted:	
	(a) Residential Uses (i) Apartment Dwelling House	
	 For the purposes of zoning interpretation, R4-41 zone shall be considered as one lot Dwelling Units (maximum) Apartment Dwelling Houses per Lot (maximum) Lot Area (minimum) Dwelling Unit Area (minimum) Interior Side Yard Setback (minimum) Landscaped Open Space (minimum) Amenity Area (minimum) There shall be no minimum privacy yards Children's Play Area (minimum) Parking The minimum number of on-site parking The minimum number of barrier free or spaces. 	120 units mum) 2 0.12 ha 60 square metres 10.5 metres 38% Not required requirement Not required
2.	This by-law shall come into force and take effect to and in accordance with the provisions of the 13 as amended from time to time.	
Give	n all Three Readings and Passed: [Meeting Date	e]
	n Bolognone	
City	Clerk	

Bryan Paterson

Mayor







Planning, Building & Licensing Services

a department of Community Services

PLANNING COMMITTEE

KEY MAP

Applicant: IBI Group Incorporated Owner: Kinsmen Club of Kingston File Number: D14-034-2017

Address: 276-284 Kingsdale Avenue



PREPARED BY: K. Cruz DATE: 9/22/2017

LEGEND



Subject Property

Property Boundaries









Planning, Building & Licensing Services

a department of Community Services

PLANNING COMMITTEE

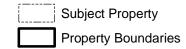
NEIGHBOURHOOD CONTEXT (2015)

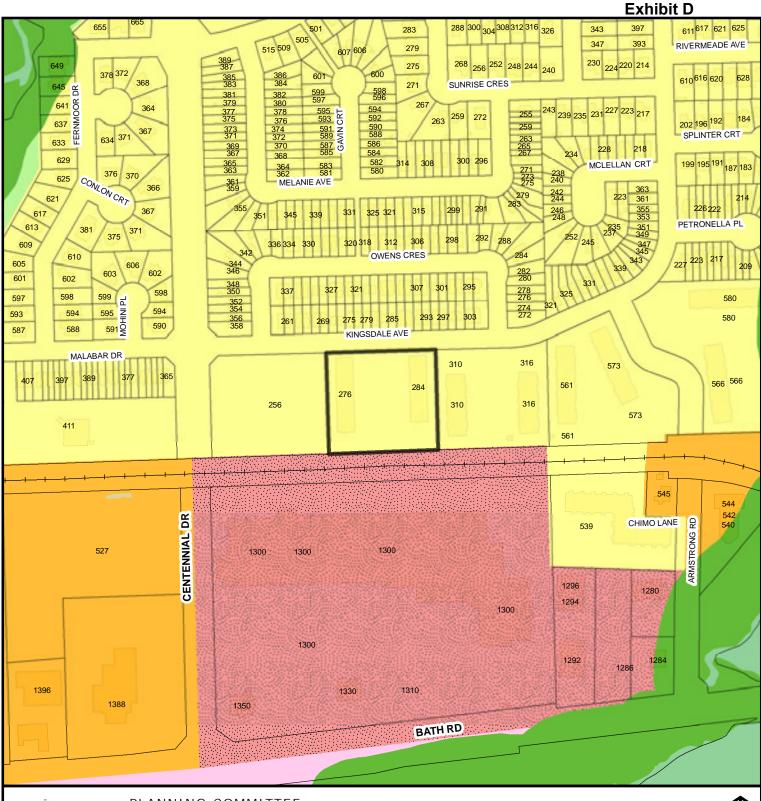
Applicant: IBI Group Incorporated Owner: Kinsmen Club of Kingston File Number: D14-034-2017 Address: 276-284 Kingsdale Avenue



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LEGEND







Planning, Building & Licensing Services

a department of Community Services

PLANNING COMMITTEE

OFFICIAL PLAN, Land Use

Applicant: IBI Group Incorporated Owner: Kinsmen Club of Kingston File Number: D14-034-2017 Address: 276-284 Kingsdale Avenue

75 100 25 50

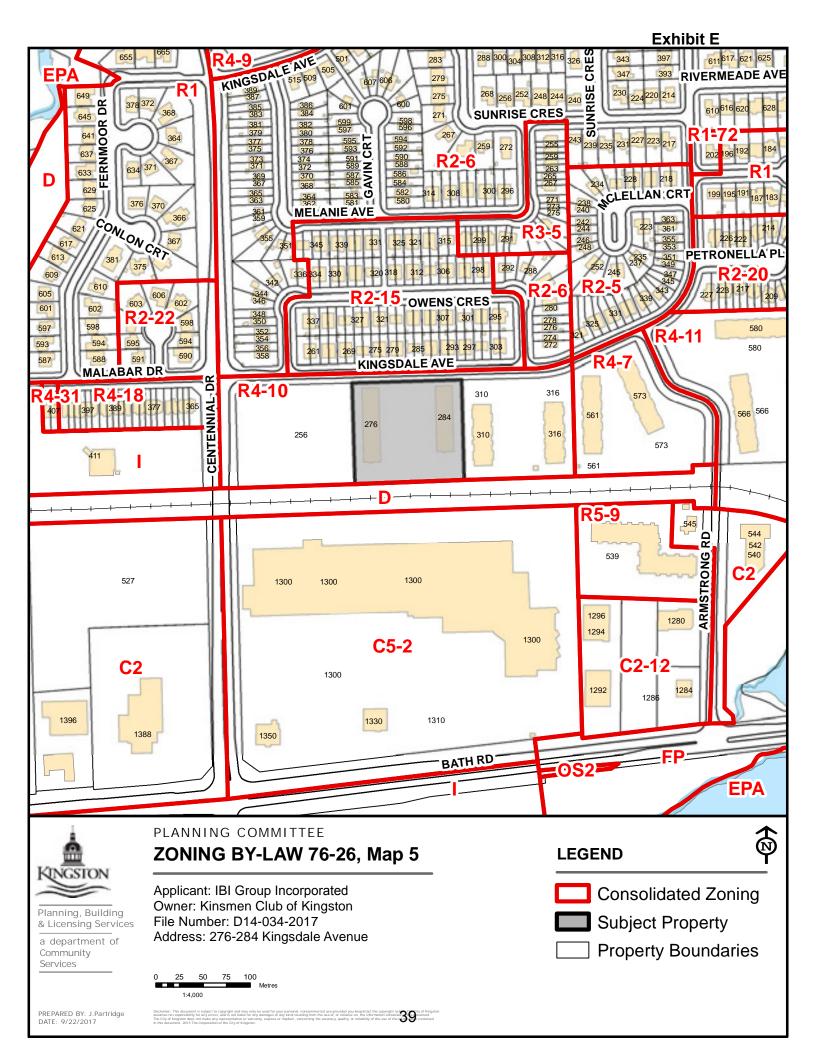
PREPARED BY: J.Partridge DATE: 9/22/2017



LEGEND



Residential



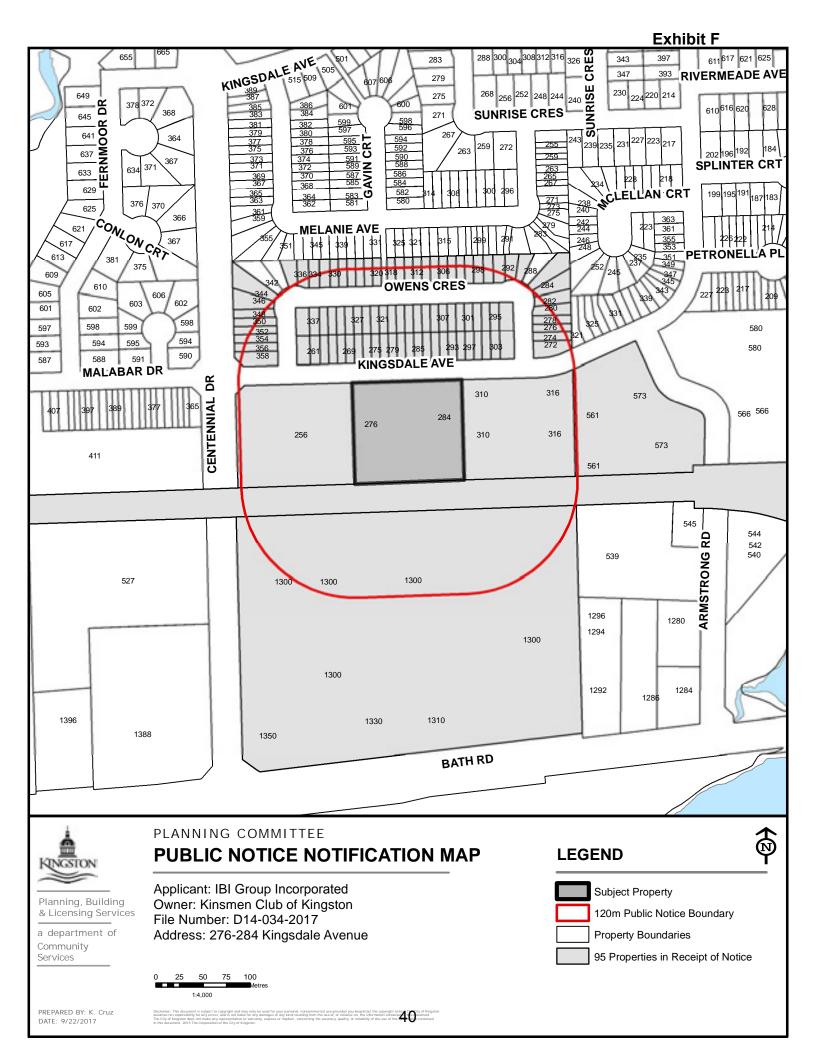


Exhibit G

