

# City of Kingston Report to Committee of Adjustment Report Number COA-20-014

To: Chair and Members of Committee of Adjustment

From: James Bar, Senior Planner

Date of Meeting: February 24, 2020

Application for: Minor Variance

File Number: D13-069-2019

Address: 47 Wellington Street

Owner: Fairway Properties

Applicant: Fotenn Consultants Inc.

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

Theme: 2. Increase housing affordability

Goal: 2.2 Build a significant number of new residential units with a range of affordability.

The proposed minor variance will help facilitate the development of 11 additional housing units on an existing lot within the centre of the city.

#### **Executive Summary:**

This report provides a recommendation to the Committee of Adjustment regarding an application for minor variance for the property located at 47 Wellington Street. The applicant is proposing to construct a four-storey addition behind the exiting heritage structure that will contain 11 additional housing units with parking located at grade. The site-specific B.56 Zone permits the development of a 17 unit multi-residential building.

The applicants are seeking relief from select provisions of the by-law to reduce the parking space dimensions for typical and accessible spaces, reduce the length of an access aisle, increase the height of the addition, and reduce the interior side yard and aggregate interior side yard.

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The requested minor variances are consistent with the general intent and purpose of both the City of Kingston Official Plan and Zoning By-Law Number 8499. 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:

It is recommended that minor variance application, File Number D13-069-2019, for the property located at 47 Wellington Street to reduce the parking space dimensions for typical and accessible parking spaces and access aisle; increase the maximum building height; decrease the minimum interior side yard setback; and decrease the minimum aggregate side yard setback, be approved.

**Variance Number 1:** 

By-Law Number 8499: 5.3.B(h) Parking space dimensions Requirement: 2.7 metres wide by 6 metres long Proposed: 2.6 metres wide by 5.2 metres long

Variance Requested: 0.1 metres by 0.8 metres

Variance Number 2:

By-Law Number 8499: 5.3.A(d)(ii)(a) – Barrier free parking length

Requirement: 6 metres Proposed: 5.2 metres Variance Requested: 0.8 metres

**Variance Number 3:** 

By-Law Number 8499: 5.3.A(d)(ii)(c) – Length of barrier free access aisle

Requirement: 6 metres Proposed: 5.2 metres Variance Requested: 0.8 metres

**Variance Number 4:** 

By-Law Number 8499: 13.3(a) – Maximum building height

Requirement: 12 metres
Proposed: 13.16 metres
Variance Requested: 1.16 metres

Variance Number 5:

By-Law Number 8499: 13.3(c) – Minimum interior side yard setback

Requirement: 5.26 metres (2/5 height of the building)

Proposed: 4.58 metres Variance Requested: 0.68 metres

**Variance Number 6:** 

By-Law Number 8499: 13.3(c)(i) – Minimum aggregate side yard

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Requirement: 13.16 metres (equal to the height of the main building)

Proposed: 9.29 metres Variance Requested: 3.87 metres

#### Approval of the foregoing variance shall be subject to the following conditions:

#### 1. Limitation

That the approved variance(s) applies only to 47 Wellington Street 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 Division a copy of the decision of the Committee of Adjustment, together with a copy of the approved drawings, when they make an 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 Cultural Program Branch of the Ministry of Tourism, Culture and Sport (416-314-7132) and the City of Kingston's Planning Division (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 Registrar of Cemeteries Regulation Section of the Ontario Ministry of Consumer Business Services (416-326-8404), the Cultural Program Branch of the Ministry of Tourism, Culture and Sport (416-314-7132), and the City of Kingston's Planning Division (613-546-4291, extension 3180) must be immediately contacted.

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Auth	orizing	Sign	atur	es:

James Bar, Senior Planner

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

Paige Agnew, Commissioner, Community Services

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#### **Options/Discussion:**

On December 30, 2019, a minor variance application was submitted by Fotenn Consultants Inc., on behalf of the owner, Fairway Properties, with respect to the property located at 47 Wellington Street (Exhibit A – Key Map). The variance is requested to reduce the parking space dimensions for typical and accessible spaces, reduce the length of an accessible access aisle, increase the maximum height of the building, decrease the minimum interior side yard, and decrease the minimum aggregate side yard.

The zoning for the property permits the development of a 17 unit multi-residential building. The variances are seeking relief from select zone provisions in order to develop the site and new addition in a more compatible and functional arrangement.

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

- Site Plan (Exhibit B);
- Floor Plans (Exhibit C);
- Elevations (Exhibit D); and
- Renderings (Exhibit E).

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 47 Wellington Street, on the southeast side of the street. (Exhibit F – Existing Neighbourhood). The lands are approximately 0.17 hectares in size with 31 metres of frontage onto Wellington Street. The subject property is bordered by existing one and two-storey residential uses. City Park, the waterfront, and downtown Kingston are located within walking distance to the subject lands. The subject property is designated Residential in the Official Plan and zoned B.56 in Zoning By-Law Number 8499.

The site is currently developed with a 2.5-storey stone building, with a large parking lot area in the interior side and rear yard. The existing building has 6 residential units. Due to historical development patterns, several neighbouring properties use 47 Wellington Street's vehicular entrance to access their rear yard parking spaces, while 47 Wellington Street travels over a portion of 52-56 Earl Street. Consent applications, File Numbers D10-010-2019, D10-011-2019, D10-012-2019, and D10-013-2019, were approved last year to formalize vehicular access for 47 Wellington Street, 48 Earl Street, 50 Earl Street, and 52 Earl Street.

The site is designated under Part IV and V of the *Ontario Heritage Act*, having an individual site designation (Wellington Street School) and forming part of the Old Sydenham Heritage Conservation Area. They have received approval from Heritage Kingston for the rear addition (File Number P18-135-2018).

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#### **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:

#### **Provincial Policy Statement**

In addition to the four tests of a minor variance detailed above, 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.

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

The subject property is designated Residential in the City of Kingston Official Plan (Exhibit G – Existing Official Plan).

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 following provides these nine requirements and an assessment of how the proposal is consistent with each.

- 1. The proposed development meets the intent of Section 2 Strategic Policy Direction, and all other applicable policies of this Plan;
  - The subject lands are within a Housing District on Schedule 2 City Structure, and designated Residential on Schedule 3 Land Use, which permit a broad range of residential uses within the urban area. The lands are already developed with 6 residential uses, with the zoning permitting an additional 11 residential units. Infilling and redevelopment is encouraged in stable residential areas where such developments are compatible with the existing built form. The proposed development is located behind the existing building, maintaining the streetscape of Wellington Street and will be minimally visible from the street.
- 2. The proposed development will be compatible with surrounding uses, buildings or structures and development standards associated with adjacent properties, and if necessary, incorporate means of alleviating adverse effects on abutting land uses as recommended in Section 2.7 of this Plan;

The subject lands are zoned the B.56 Zone, which permits the development of a 17-unit multi-residential dwelling. The new addition is located behind the existing building, maintaining the streetscape of Wellington Street. The height of the addition is complementary to the adjacent 1.5-2.5 storey residential building, representing a minor increase in height.

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The building complies with the interior side yard setback and aggregate interior side yard setback of the B.56 Zone, except for one small section along the south-western lot line where the lot boundary with 82 Gore Street is irregular, and where the lot for 52-56 Earl Street projects into the rear yard parking area.

The buildings setback to respond to the lot configurations along 82 Gore Street but due to the internal unit layouts, a small variance is required. Due to the length of the building and the irregular lot boundary with 52-56 Earl Street, the proposed addition cannot meet the aggregate interior side yard setback for a section of the addition. This portion of the building does not negatively impact an adjacent property, as the portion of 52-56 Earl Street nearest the building is a drive aisle and parking area. This section of the property is also subject to a right-of-way for vehicular access. Variances are not requested for the rear yard setback, landscaped open space, or lot coverage.

Additional screening measures to reduce privacy concerns will be reviewed at the time of Site Plan Control.

3. The ability of the site to function in an appropriate manner in terms of access, parking for vehicles and bicycles or any other matter and means of improving such function including considerations for universal accessibility;

The site has appropriate vehicular and pedestrian access provided from Wellington Street. Vehicular access for this site and several other properties that use this entrance to access their rear yard parking areas was formalized in 2019 through a series of consent applications. Adequate parking is provided in accordance with the zoning by-law in the interior side yard and rear yard; bicycle parking provided in the main building in a secured room. An accessible parking space is provided on site.

4. The conformity of the proposal to any applicable urban design policies endorsed by Council, particularly if the site includes or could impact a built heritage resource or is within a Heritage District;

The subject lands are within the Old Sydenham Heritage Conservation District. The proposed addition has been reviewed by Heritage Kingston for its conformity to the Plan.

5. If the site is designated under the *Ontario Heritage Act*, the application shall be reviewed by Heritage Kingston for approval. If the property is adjacent to a designated property under the *Ontario Heritage Act* or shown as a Heritage Area feature, or is affected by the protected views shown on Schedule 9 of this Plan, then a heritage impact statement may be required to assist staff to determine if the resulting *development* is desirable;

The subject lands are designated under Part IV of the *Ontario Heritage Act*, as the former Wellington Street School, and under Part V of the *Ontario Heritage Act*, as part of the Old Sydenham Heritage Conservation District. Heritage Kingston concluded that the addition, which includes 11 new residential units, is compatible with the former school building and conforms to the HCD given that the addition is set behind the prominent heritage building

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and provides a complementary architectural style that is secondary to the prominence of the heritage building.

6. The resulting development has adequate municipal water and sewage services within the Urban Boundary, or is capable of providing individual on-site water and sewage services outside the Urban Boundary;

A servicing report and servicing plans have been submitted as part of their site plan control application (File Number D11-025-2019) to demonstrate adequate municipal water and sewer services.

7. Whether the application and the cumulative impact of the proposed variances would be more appropriately addressed by a zoning amendment to the applicable zoning by-law;

The proposed variances to decrease the parking space dimensions, increase the height of the building, decrease the interior side yard setback, and decrease the aggregate interior side yard setback represent minor and compatible changes to facilities a desirable infill development. The application does not propose to add additional uses or density to the site beyond what is already permitted in the B.56 Zone. A zoning by-law amendment is not required to consider this application.

8. The Committee of Adjustment may attach such conditions as it deems appropriate to the approval of the application for a minor variance including any reasonable requirements, recommendations of City departments, or the submission of studies as listed in Section 9.12 of this Plan that may be required to properly evaluate the application;

Conditions of approval have been included for this application.

9. The degree to which such approval may set an undesirable precedent for the immediate area.

The proposed application will not set an undesirable precedent for the immediate area. This property is unique in its size and configuration with existing zoning for 17 residential dwelling units.

The proposal meets the intent of the Official Plan, as the proposed rear yard addition will not result in any negative impacts to adjacent properties or to the neighbourhood.

### 2) The general intent and purpose of the zoning by-law are maintained

The subject property is zoned B.56 in the City of Kingston Zoning By-Law Number 8499, entitled "Restricted Area (Zoning) By-Law of the Corporation of the City of Kingston", as amended (Exhibit H). The B.56 zone permits the development of a 17 unit multi-residential building.

The proposal requires variances to the following sections:

#### Variance Number 1:

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By-Law Number 8499: 5.3.B(h) Parking space dimensions Requirement: 2.7 metres wide by 6 metres long Proposed: 2.6 metres wide by 5.2 metres long

Variance Requested: 0.1 metres by 0.8 metres

Variance Number 2:

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By-Law Number 8499: 13.3(a) – Maximum building height

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Variance Requested: 1.16 metres

Variance Number 5:

By-Law Number 8499: 13.3(c) – Minimum interior side yard setback

Requirement: 5.26 metres (2/5 height of the building)

Proposed: 4.58 metres Variance Requested: 0.68 metres

Variance Number 6:

By-Law Number 8499: 13.3(c)(i) – Minimum aggregate side yard

Requirement: 13.16 metres (equal to the height of the main building)

Proposed: 9.29 metres Variance Requested: 3.87 metres

The proposed reductions to the parking stall dimensions for typical and accessible spaces, and the accessible access aisle, are to reduce the amount of hard surfacing on site and increase the sites landscaped open space. The increase in landscape open space assists in meeting the sites stormwater management requirements. The proposed reductions are consistent with approvals the City has given on a variety of applications. The reduction to the accessible access aisle and parking space are consistent with the *Accessibility for Ontarians with Disabilities Act* standards.

Relief for the maximum building height is proposed to permit the addition to be 13.16 metres high, 1.16 metres taller than the maximum 12 metres as per the B.56 Zone. The increased building height enables a taller floor to ceiling height within the units, making

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them more liveable. The addition, with a 13.16 height, is not taller than the existing structure as shown on the renderings and elevations and will be minimally visible from the street. There are no anticipated off site negative impacts as a result of a 1.16 metre height increase.

The proposed 13.16 metre high addition also complies with the majority of the sites minimum interior side yard setback, with the exception of an irregular lot boundary shared with 82 Gore Street. Here the lot line, and interior side yard setback, project into the site. The intent of the interior side yard setback is to ensure that new buildings do not encroach and negatively impact an adjacent neighbour's property. The built form does respond to this feature with an increased setback, but due to the unit layouts, a further setback would result in an undesirable unit layout.

The building also complies with the sites aggregate side yard setback of 13.16 metres, with the exception of a small portion of the rear of the addition. The irregular lot boundary created by 52-56 Earl Street, brings the lot line closer to the building, resulting in non-compliance with the provision. The rear yard parking area for 52-56 Earl Street is subject to a right-of-way for access that would exclude this portion of the site from further development. The proposed reduction in the aggregate side yard setback for a small portion of the addition is not anticipated to have any negative off-site impacts.

The proposed variances meet the intent of Zoning By-Law Number 8499 and the site-specific B.56 Zone. The general intent of the zone to permit residential development that is compatible with adjacent properties is maintained.

#### 3) The variance is minor in nature

The variances are considered minor as there are no anticipated negative off-site impacts. The proposed variances assist in the development of a compatible infill development by creating a more desirable built form and site arrangement. The application applies only to the subject lands and considers the unique site specific circumstances.

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

The proposed variances are appropriate and desirable for the development and use of the land. A detailed review of the property through Site Plan Control highlighted the tight development characteristics faced by the development, resulting in the need for the above mentioned variances. The variances that form this application will result in a more desirable, compatible, and overall improved built form and site arrangement that respect the heritage character of the old Wellington Street School and adjacent residential dwellings.

$\boxtimes$	Building Division		
	Finance	☐ Utilities Kingston	☐ Real Estate & Environmental Initiatives

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$\boxtimes$	<b>Building Division</b>	$\boxtimes$	Engineering Department	$\boxtimes$	Heritage (Planning Division)
$\boxtimes$	Fire & Rescue		Kingston Hydro		City's Environment Division
	Solid Waste	$\boxtimes$	Parks Development		Canadian National Railways
	Housing		District Councillor		Ministry of Transportation
	KEDCO		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	$\boxtimes$	Forestry		

#### **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 correspondence 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**

Site Plan Control Application	D11-025-2019
Consent in favour of 52-56 Earl Street	D10-010-2019
Consent in favour of 48 Earl Street	D10-011-2019
Consent in favour of 50 Earl Street	D10-012-2019
Consent from 52-56 Earl Street	D10-013-2019

#### Conclusion

The requested variance(s) maintain(s) the general intent and purpose of both the City of Kingston Official Plan and Zoning By-Law Number 8499. 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 result in the creation of 11 additional dwelling units in a compatible infill development located near transit, active transit, amenities, employment, and services.

#### **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 Policy Statement, 2014

#### Municipal

City of Kingston Official Plan Zoning By-Law Number 8499

#### **Notice Provisions:**

A Committee of Adjustment Meeting is going to be held respecting this application on February 24, 2020. 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 66 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 I).

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:

Tim Park, Manager of Development Approvals 613-546-4291 extension 3223

James Bar, Senior Planner 613-564-4291 extension 3213

#### Other City of Kingston Staff Consulted:

The application was circulated to the relevant internal departments and external agencies for review and comment. The responses to the technical circulation have been addressed in the technical review and included in this report.

#### **Exhibits Attached:**

Exhibit A Key Map

Exhibit B Site Plan

Exhibit C Floor Plans

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Exhibit D Elevations

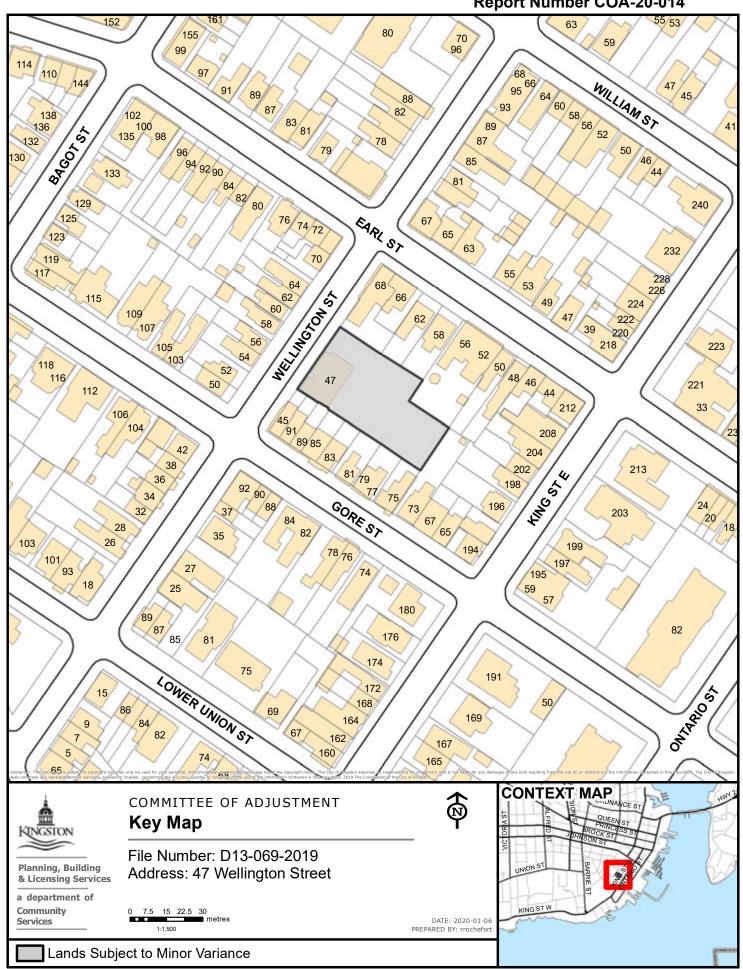
Exhibit E Renderings

Exhibit F Neighbourhood Context

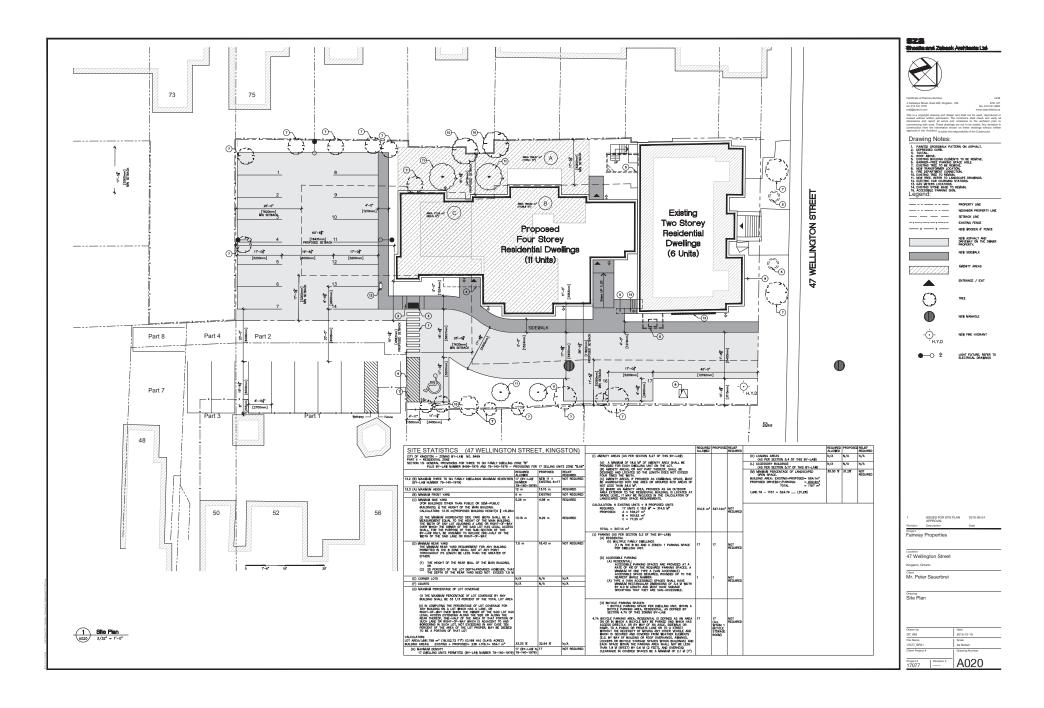
Exhibit G Official Plan Map

Exhibit H Zoning By-Law Map

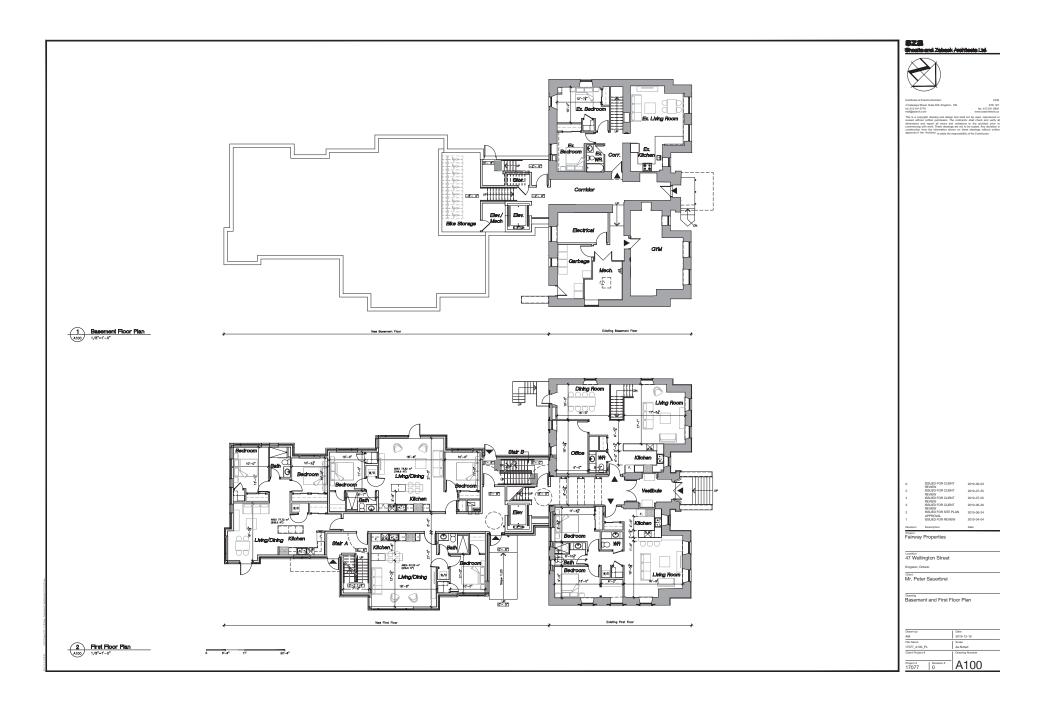
Exhibit I Public Notice Notification Map



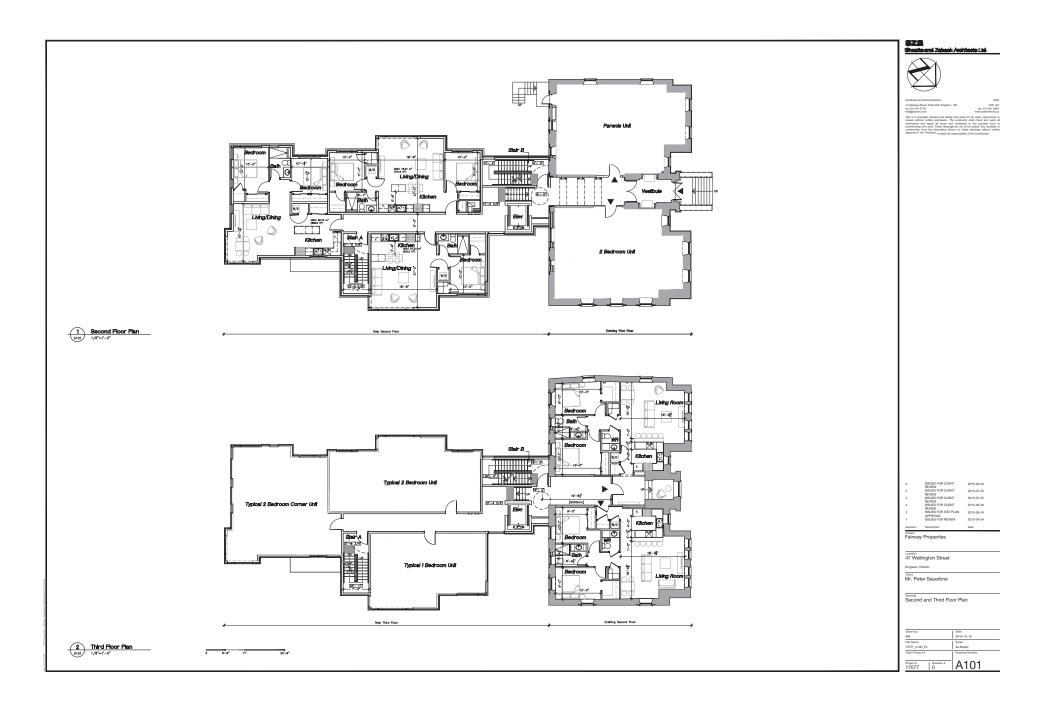
# Exhibit B Report Number COA-20-014



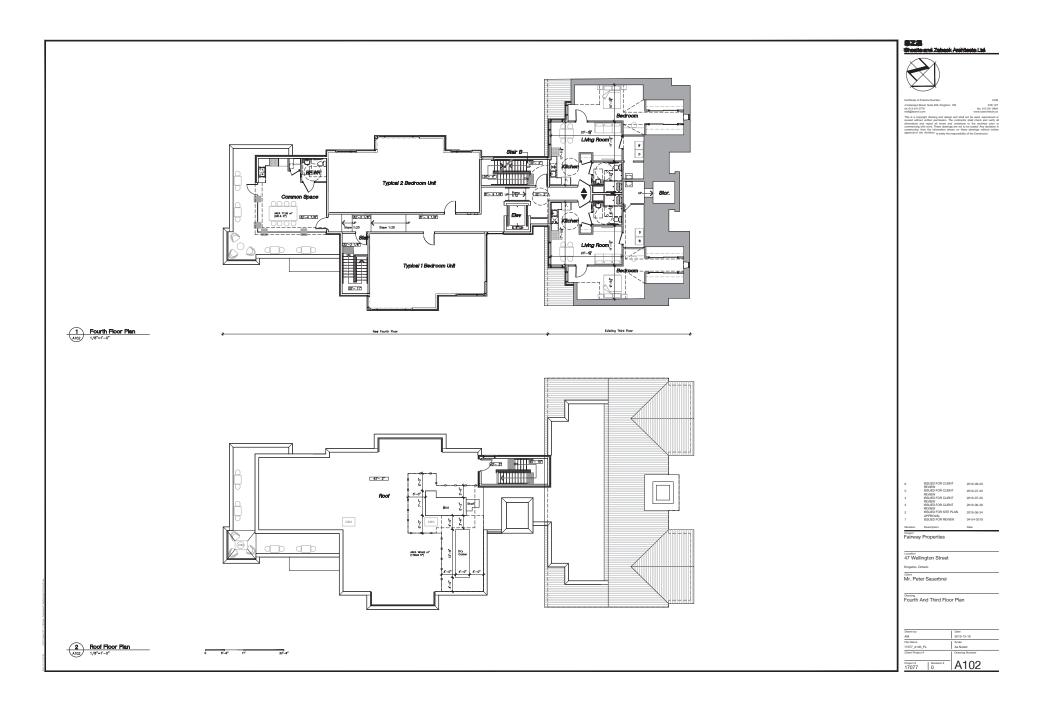
# Exhibit C Report Number COA-20-014



# Exhibit C Report Number COA-20-014



# Exhibit C Report Number COA-20-014





#### **Elevations Notes:**

- 1. Cement Board Dark Colour.
- 2. EIFS Light Colour.
- EIFS Dark Colour.
   Stone Masonry.
- 5. Pre-Finished Steel Column.
- 6. Integral Metal Corner Post (Part Of Window System).
- 7. Glass Guard.
- 8. Staircase.
- 9. Solid Parapet (Guard For Roof Terrace).

North and South Elevation

Scale: 3/32"= 1'-0"

17077\_Elevations\_int2 December 17 2019

47 Wellington - Pete Sauerbrei

Shoalts and Zaback Architects Ltd. SZa



- 1. Cement Board Dark Colour.
- 2. EIFS Light Colour.
- 3. EIFS Dark Colour.
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- 5. Pre-Finished Steel Column.
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- 7. Glass Guard.
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East Elevation Scale: 3/32"= 1'-0"

Shoalts and Zaback Architects Ltd. **SZa** 

47 Wellington - Pete Sauerbrei



- 1. Cement Board Dark Colour.
- 2. EIFS Light Colour.
- EIFS Dark Colour.
   Stone Masonry.
- 5. Pre-Finished Steel Column.
- 6. Integral Metal Corner Post (Part Of Window System).
- 7. Glass Guard.
- 8. Staircase.
- 9. Solid Parapet (Guard For Roof Terrace).

West Elevation Scale: 3/32"= 1'-0"

47 Wellington - Pete Sauerbrei

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# Exhibit E Report Number COA-20-014



View 1 47 Wellington - Pete Sauerbrei



View 2 47 Wellington - Pete Sauerbrei

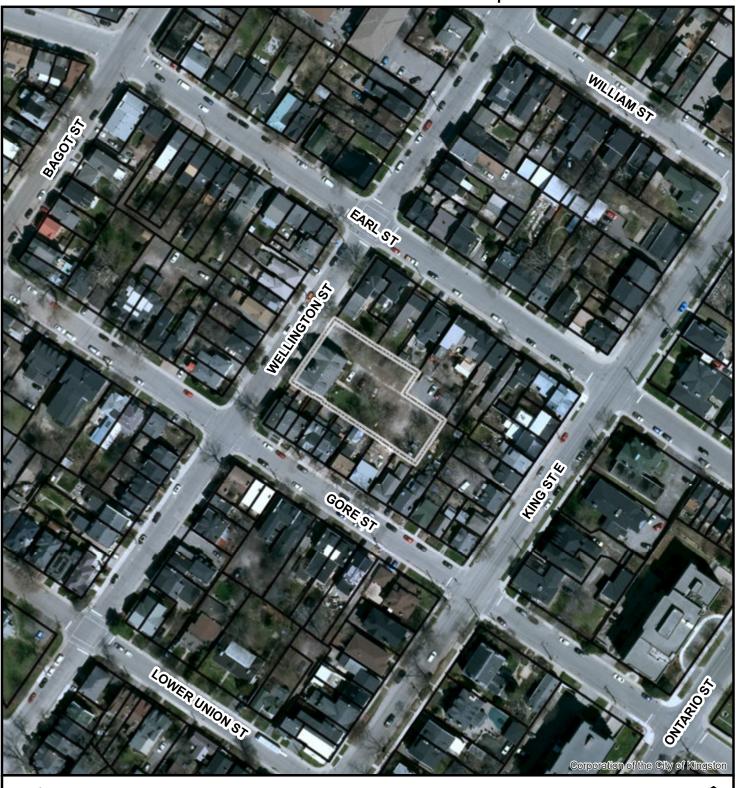
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# Exhibit E Report Number COA-20-014



View 4 47 Wellington - Pete Sauerbrei

Shoalts and Zaback Architects Ltd. SZa





Planning, Building & Licensing Services

a department of Community Services

PREPARED BY: rrochefort DATE: 2020-01-06 CITY OF KINGSTON

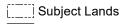
# **Neighbourhood Context (2018)**

File Number: D13-069-2019 Address: 47 Wellington Street



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Property Boundaries



