

City of Kingston Report to Committee of Adjustment Report Number COA-21-005

То:	Chair and Members of the Committee of Adjustment
From:	Waleed Albakry, Senior Planner
Date of Meeting:	December 14, 2020
Application for:	Minor Variance
File Number:	D13-039-2020
Address:	230 Frontenac Street
Owner:	Henglee Kingston Inc.
Applicant:	The Boulevard Group Inc.

Council Strategic Plan Alignment:

Theme: 2. Increase housing affordability

Goal: 2.4 Promote secondary suites and tiny homes.

Executive Summary:

This report provides a recommendation to the Committee of Adjustment regarding an application for minor variances with respect to the property located at 230 Frontenac Street. The applicant is proposing to expand the existing 2.5-storey single-family dwelling located on the subject property through the construction of a rear addition which will accommodate a second residential unit. The total gross floor area of the proposed second residential unit is approximately 190 square metres with a building footprint of approximately 69 square metres. The proposed development complies with all applicable zoning performance standards with the exception of the maximum building depth, the width of the required unobstructed exterior pathway from the front of the principal dwelling to the second residential unit entrance and the width of the driveway.

This application was withdrawn from the agenda of the Committee of Adjustment meeting on November 16, 2020 and it was not considered by the Committee of Adjustment because the supporting documents were not available to the public in advance on the Development and

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Services Hub (DASH). The application was re-advertised, and public notification was provided pursuant to the requirements of the *Planning Act*.

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.

Variance Number 1:

By-Law Number 8499: 6.3(g)(ii)(1)(a) Maximum Permitted Building Depth Requirement: 17.7 metres Proposed: 25.6 metres Variance Requested: 7.9 metres

Variance Number 2:

By-Law Number 8499: 5.45(xvi) Requirement: A minimum 1.2 metre-wide unobstructed pathway provided from the front of the Principal Dwelling Unit building or the front lot line Proposed: Reduce the width of the unobstructed pathway next to a driveway where parking is not permitted from 1.2 metres to 0.5 metre Variance Requested:Reduce the width of the unobstructed pathway next to a driveway where parking is not permitted by 0.7 metre

Variance Number 3:

By-Law Number 8499: 5.3.B(k) Requirement: In a residential zone, the minimum width of a driveway shall be 3.0 metres Proposed: Reduce the width of the driveway from 3.0 metres to 2.5 metres Variance Requested:Reduce the width of the driveway by 0.5 metre

Recommendation:

That minor variance application, File Number 0TD13-039-2020, for the property located at 230 Frontenac Street to allow for the development of an attached second residential unit through the development of a rear addition totalling approximately 69 square metres, be approved; and

That approval of the application be subject to the conditions attached as Exhibit A (Recommended Conditions) to Report Number COA-21-005.

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Authorizing Signatures:

 \checkmark

Waleed Albarky, 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 September 4, 2020, a minor variance application was submitted by 0TThe Boulevard Group Inc., on behalf of the owner, Henglee Kingston Inc., with respect to the property located at 230 Frontenac Street. The variance is requested to allow for the development of an attached second residential unit through the construction of a rear addition totalling approximately 69 square metres. The minor variance application requests increasing the maximum permitted building depth, reducing the width of the pedestrian pathway and reducing the width of the driveway.

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

- Site Plan (Lakeside Drafting) (Exhibit G Site Plan); Floor Plans & Elevations (Lakeside Drafting & Design) (Exhibit H – Floor Plans & Elevations);
- Planning Justification Letter (The Boulevard Group Inc.);
- Scoped Heritage Impact Statement (André Scheinman); and
- Stage 1/2 Archaeological Assessment (Abacus Archaeological Services).

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 in the Sunnyside Neighbourhood on the west side of Frontenac Street, between Earl Street to the north and Union Street to the south (Exhibit B – Key Map). The subject property is approximately 504 square metres in area and has an existing residential building containing a single dwelling unit. The exiting 2.5-storey building has a gross floor area of 215 square metres with one on-site vehicular parking space in the northern interior side yard (Exhibit I – Photos).

The property is in close proximity to the main campus of Queen's University and is located immediately across the street from Kingston Collegiate & Vocational Institute (KCVI), which is a designated property under Part IV of the *Ontario Heritage Act* (Exhibit D – Neighbourhood Context Map).

The subject property is designated "Residential" in the City of Kingston Official Plan (Exhibit E – Official Plan Map) and it is located in a One-Family Dwelling and Two-Family Dwelling "A" zone in Zoning By-Law Number 8499, as amended (Exhibit F – Zoning By-Law Map).

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

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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 (OP).

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 OP. The following is a list of the 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 property is designated "Residential" on "Schedule 3-A Land Use Map" of the City of Kingston's (OP). The predominant use within the "Residential" designation is residential dwellings, including detached, semi-detached or duplex dwellings, townhouses, multi-family dwellings and apartment buildings.

The City of Kingston is divided into general structural elements as illustrated on Schedule 2 of the OP. These elements are not expected to change substantially over the life of the OP. The subject property is in a "Housing District." In accordance with Sections 2.2.5 and 2.6 of the OP, "Housing Districts" in the OP are intended to remain stable. Remaining stable in this context means witnessing no substantial adverse changes that alter their characters but it does not preclude gentle changes through minor infilling and minor development if the development is compatible with the prevailing built form in the area.

In accordance with Section 2.2.1 of the OP, the focus of growth within the City is envisioned to occur mostly within the Urban Boundary. The proposal involves the construction of a second residential unit at the rear of an existing single detached dwelling and it will result in a moderate increase of the site's density. The subject property is located within a "Housing District" which in turn is located within the Urban Boundary.

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The policies of the OP under Sections 2.4.3 and 2.4.5 recognize the importance of increasing the urban residential density in the built-up residential areas through, among other types of development, the expansion or conversion of existing buildings and infill developments.

The proposed development will modestly increase the density of the site in a fashion that is compatible with the site and its surroundings. As a result, it can be concluded that the proposal is consistent with the Strategic Policy Direction Section of the OP, including the key policy consideration regarding focus of growth and increasing residential density in the built-up areas.

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;

Section 2.7.3 of the OP includes standards regarding land use compatibility and potential adverse effects that must be considered and addressed satisfactorily in order for a proposed development and/or land use change to be considered "compatible" as defined by the OP. Below is the standards with an explanation of how they relate to the proposal:

a. Shadowing;

The massing of the proposed addition is generally consistent with the massing and built form of the existing single-detached dwelling. The proposed exterior wall height and overall building height comply with the maximum permissions under the "A" zone. The building addition will meet the interior side yard setback requirement and the aggregate side yard requirement of the governing zone.

Therefore, it can be concluded that the proposed addition will not result in an increase of the shadow impact on the neighbouring properties.

b. Loss of privacy due to intrusive overlook;

The rear yard is approximately 20 metres in depth and locating windows to look into the rear yard will not result in loss of privacy. For this reason, most of the windows for the proposed addition are located on the rear wall facing the rear yard to protect the privacy of the neighbouring properties at 226 and 232 Frontenac Street.

The proposed addition has a limited number of windows on the northern side, has no windows on the southern side (Exhibit H - Floor Plans & Elevations) and complies with the minimum yard and height requirements of the governing zone.

Accordingly, the proposed second residential unit is not expected to result in a loss of privacy due to intrusive overlook.

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c. Increased levels of light pollution, noise, odour, dust, vibration;

The applicant is proposing to replace the chain link fence with a solid wood fence along the southern property line in the area corresponding to the location of the parking spaces to reduce the adverse impact of car headlights shining into the neighbouring property to the south (Exhibit G – Site Plan). Therefore, the proposal is not expected to result in any increased levels of light pollution, noise, odour, dust or vibration.

d. Increased and uncomfortable wind speed;

It is not anticipated that the proposed development would result in an increased and/or uncomfortable wind speed.

e. Increased level of traffic that can disrupt the intended function or amenity of a use or area or cause a decrease in the functionality of active transportation or transit;

The proposed development represents a modest intensification and it will comply with the off-street parking regulations of the governing zone. The addition of a vehicle to the property for parking is not anticipated to result in any adverse effects with respect to traffic. In addition, the neighbourhood is favourable in terms of walkability and access to active transportation routes and public transit.

f. Environmental damage or degradation;

It is not expected that the proposed second residential unit will result in environmental damage or degradation.

g. Diminished service levels because social or physical infrastructure necessary to support a use or area are overloaded;

Comments received through the technical circulation process confirmed that there are no concerns with the proposal from an infrastructure servicing perspective. There are existing community and institutional facilities within walking/public transit distance of the site that are not expected to be negatively impacted by the modest increase in density on the subject site.

h. Reduction in the ability to enjoy a property, or the normal amenity associated with it, including safety and access, outdoor areas, heritage or setting;

The Scoped Heritage Impact Statement (SHIS) accompanying the proposal emphasized that the proposed second residential unit located at the rear of the existing single detached dwelling will not result in any adverse impacts on the heritage character of the area.

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The proposal is generally consistent with the OP and the City of Kingston's Residential Design Guidelines for Residential Lots. Currently, the driveway access located within the northern interior side yard functions as the required parking space. As part of the proposal, the two parking spaces required will be located in the rear yard. The existing driveway, which is located within the northern interior side yard, is approximately 3 metres in width. Pursuant to Sections 5.45(xvi) and 5.3.B(k) of Zoning By-law 8499, a 3.0-metre-wide driveway and a 1.2-metre-wide pedestrian pathway to a second residential unit are required. It is proposed to reduce the width of the driveway from 3.0 metres to 2.5 metres and reduce the width of the pedestrian pathway to the second residential unit from 1.2 metres to 0.5 metre. Despite the proposed reductions, Staff is of the opinion that the vehicular access and the pedestrian pathway will still be safe and functional as on-site signage will be placed to prohibit vehicles from parking in the driveway. The intent of both variance requests regarding the width of the driveway and the pedestrian pathway is to utilize the driveway for the provision of the vehicular access while at the same time ensuring that it can function as a pedestrian pathway because parking will be prohibited in the driveway.

Furthermore, the subject property will have more than the required minimum landscaped open space. Therefore, staff is of the opinion that the proposed development will not result in reduction in the ability to enjoy the property, or the normal amenity associated with it, including safety and access, outdoor areas, heritage or setting.

i. Visual intrusion that disrupts the streetscape or buildings;

The proposed rear addition complies with the maximum height provision for the governing zone and it is designed in a manner that respects the heritage character of the area. The rear addition is proposed to extend approximately 8 metres beyond the permitted building depth or 11 metres beyond the rear wall of the directly adjacent residential buildings located north and south of the subject property at 232 Frontenac Street and 226 Frontenac Street, respectively. Although the proposed development exceeds the building depth of the directly adjacent residential buildings located north and south of the subject property at south of the subject property at south of the directly adjacent residential buildings located north and south of the generative street, respectively. Although the proposed development exceeds the building depth of the directly adjacent residential buildings located north and south of the subject property, the proposed residential building depth is in keeping with the depths of various other residential buildings within the same block and within the block immediately to the west.

The proposed second residential unit is two-and-a-half-storeys in height, consistent with the building height and massing of the existing single-detached dwelling as well as other residential development in the immediate vicinity.

Therefore, it is staff's view that the proposal will not cause visual intrusion that disrupts the streetscape or buildings.

j. Degradation of cultural heritage resources;

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A SHIS was provided as part of the application submission for the proposed minor variance. The conclusion of the SHIS indicate that the proposed addition will not cause any degradation to the publicly visible heritage aspects of the block/streetscape.

In terms of archaeology, the applicant has completed a Stage 1/2 Archaeological Assessment. The applicant has also submitted a copy of the correspondence with the Ministry of Tourism Culture & Sport.

k. Architectural incompatibility in terms of scale, style, massing and colour;

As noted, the proposed addition has been designed within the parameters of the existing zoning provisions and the City of Kingston's Residential Design Guidelines for Residential Lots. Although the detailed design has not been completed, it is anticipated that the material used for the façade and the colour will be consistent with those of the existing building.

I. The loss or impairment of significant views of cultural heritage resources and natural features and areas to residents.

The proposed development does not impact any of the protected views that are set out in Schedule 9 (Heritage Areas, Features & Protected Views) of the OP.

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 proposal complies with all minimum zoning provisions with respect to off-street parking. It is proposed that the two parking spaces required be located in the rear yard. Two of the requested minor variances aim at reducing the width of both the pedestrian pathway and the driveway to allow for using the existing driveway for both functions at the same time. To ensure that the driveway will be clear at all times, on-site signage will be placed in the driveway to prohibit vehicles from parking in the driveway.

To conclude, the site is expected to work effectively in terms of meeting the functional needs of the proposed residential land use.

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;

Section 2.6.2 of the OP contains criteria that need to be considered to protect stable areas from incompatible development. The most relevant of these criteria to the proposal are related to the type of development, density, streetscape character and the appropriateness of the proposal. The overall density, type of use and scale of development are consistent with the existing built form of residential development along

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Frontenac Street and within the surrounding residential neighbourhood. The proposal does not involve a significant alteration to the existing built form on the site and will not cause any adverse impacts on adjacent properties. Although the proposed development exceeds the maximum permitted building depth, the development does not result in adverse impacts such as intensive overlook or shadowing on adjacent residential properties.

The proposed addition complies with the relevant provisions in the "A" zone with respect to minimum side yards, minimum aggregate side yard, maximum height and maximum exterior wall height. With regard to the City's Residential Design Guidelines, the proposed addition is designed to be distinct, complementary to and subordinate to the existing built form on the property. As the subject property is immediately across the street from a property designated under Part IV of the *Ontario Heritage Act* (KCVI at 235 Frontenac Street), a SHIS and Addendum to it were provided in support of the application. Municipal heritage planning staff reviewed the SHIS and Addendum and agreed with their assessments.

Therefore, it is staff's view that the proposal demonstrates conformity to the applicable OP policies, the urban design policies and protects heritage resources.

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;

Although the subject property is not designated under the *Ontario Heritage Act*, it is still required to submit heritage related support documents as it is located immediately across the street from a designated property known as 235 Frontenac Street (KCVI). The applicant provided a SHIS and an Addendum in support of the application. Both the SHIS and the Addendum were reviewed to the satisfaction of municipal heritage planning staff.

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*;

The subject property is not located within a servicing constraint area as set out in Schedule 11-C (Servicing Constraints) of the OP. The proposal was circulated to Utilities Kingston (UK) and UK confirmed that the site has existing access to sufficient water and sanitary servicing to service the proposed second residential unit.

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 proposal seeks to modestly increase the residential density of the neighbourhood through the provision of a second residential unit that would be located within the

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proposed building addition. The proposal meets all the applicable zoning regulations except for the requested three deviations from the zoning provisions regarding maximum building depth, width of both the driveway and the pedestrian pathway.

For these reasons, the application is considered minor and the Minor Variance process is considered as the appropriate application process under the *Planning Act* for the proposed land use and built form change on the property.

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;

Staff is recommending that the application be subject to the standard condition with respect to the Building Permit application requirement. Other conditions that are recommended are related to prohibiting the openings in the building addition in areas which are wider than the existing dwelling unless a noise study is submitted for review and approval by the City (Exhibit A – Recommended Conditions). Furthermore, a condition regarding the requirement to apply for a tree permit prior to any site alterations is recommended.

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

The proposal meets the intent of the Official Plan and the majority of the applicable zoning provisions of the governing zone. As a result, the proposed second residential unit 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 One & Two-Family Dwelling "A" 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. In terms of residential uses, the "A" zone permits one & two-family dwellings, subject to a minimum lot area provision of 370 square metres per dwelling unit. City Council recently approved new zoning regulations to permit second residential units on a city-wide basis, subject to performance standards and confirmation that the subject property is not constrained from a servicing perspective. Although the subject lot area is approximately 505 square metres, it still allows for the addition of a second residential unit on the property as second residential units are not subject to the minimum lot area provision.

The proposal requires three variance requests to Section 6.3(g)(ii)(1)(a) regarding the maximum permitted building depth, Section 5.45(xvi) regarding the pedestrian pathway to a second residential unit and Section 5.3.B(k) regarding the width of the driveway. Within the "A" zone, the maximum permitted building depth for any permitted residential building is calculated based on the average distance between the established front building line

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and the established rear building line of the two nearest permitted residential buildings on the nearest lots on the same block on opposite sides of the subject property. The intent and purpose of regulating the building depth is to maintain the character of the residential areas and the existing streetscapes. The subject property is more than 50 metres in depth and can allow for the addition while still allowing for a large landscaped rear yard. Furthermore, the roofline of the building addition would be lower than that of the original building. Therefore, it can be concluded that the proposal maintains the intent and the purpose of the building depth regulation as it is not anticipated to alter the character of the neighbourhood or the existing streetscape.

The second and the third minor variance requests are similar as both aim at reducing the width of both the pedestrian pathway to the second residential unit and the driveway, respectively. The pedestrian pathway is defined as "a hard surface treated path that is separately delineated from the driveway and provide pedestrian access." The pedestrian pathway is also required not to have obstructions to a height of up to 2.3 metres. The intent and purpose of this regulation is to provide second residential units with a pedestrian pathway for emergency purposes and also for moving in and out of the second residential units.

Even though reductions in the width of both the pedestrian pathway to the second residential unit and the driveway are requested, the intent is that the existing driveway will provide vehicular access to the parking spaces in the rear yard and function at the same time as the required minimum 1.2 metre-wide unobstructed pathway. To achieve this goal, one of the recommended conditions attached to this report (Exhibit A – Recommended Conditions) requires that on-site signage be placed to restrict residents from parking on the driveway thereby ensuring that the driveway is kept clear and free of vehicles at all times.

Therefore, pedestrians and emergency services will be provided sufficient space to access the second residential unit. As such, the proposed variances regarding the pedestrian pathway and the width of the driveway maintain the intent and the purpose of the zoning by-law.

Apart from the requested three variances, all other applicable provisions of Zoning By-Law Number 8499 are being met. The resultant built form will be similar and compatible to other lots within the block and the surrounding area. Consequently, the proposal maintains the general intent and purpose of the zoning by-law.

Variance Number 1:

By-Law Number 8499: 6.3(g)(ii)(1)(a) Maximum Permitted Building Depth Requirement: 17.7 metres Proposed: 25.6 metres Variance Requested: 7.9 metres

Variance Number 2: By-Law Number 8499: 5.45(xvi)

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Requirement: A minimum 1.2 metre-wide unobstructed pathway provided from the front of the Principal Dwelling Unit building or the front lot line

Proposed: Reduce the width of the unobstructed pathway next to a driveway where parking is not permitted from 1.2 metres to 0.5 metre

Variance Requested:Reduce the width of the unobstructed pathway next to a driveway where parking is not permitted by 0.7 metre

Variance Number 3:

By-Law Number 8499: 5.3.B(k)

Requirement: In a residential zone, the minimum width of a driveway shall be 3.0 metres Proposed: Reduce the width of the driveway from 3.0 metres to 2.5 metres Variance Requested: Reduce the width of the driveway by 0.5 metre

3) The variance is minor in nature

The requested variances are considered minor as there will be no negative impacts on abutting properties. Although the proposed development exceeds the building depth of the directly adjacent residential buildings located north and south of the subject property, the proposed residential building depth is not very different from the depths of other residential buildings within the same block and within the block immediately to the west.

In addition to the building depth, two reliefs are requested from Sections 5.45(xvi) and 5.3.B(k) of the applicable zoning by-law. Section 5.45(xvi) requires the second residential unit to be accessed by a minimum 1.2 metre-wide unobstructed pathway provided from the front of the principal dwelling unit building or the front lot line. Section 5.3.B(k) requires the width of driveways in residential zones to be at least 3.0 metres. Due to the configuration of the existing single family dwelling on the subject property, it is not possible to construct a second residential unit at the rear and provide a 1.2 metre-wide unobstructed pedestrian access aisle in the southern interior side yard and also provide a 3.0 metre-wide driveway. Therefore, the proposal requests to vary Sections 5.45(xvi) and 5.3.B(k) of the applicable zoning by-law to reduce the width standards. Even though reductions in the width of both the pedestrian pathway to the second residential unit and the driveway are requested, the intent is that the existing driveway will be kept clear and free of vehicles at all times to function both as the vehicular access and the pedestrian pathway.

The proposed second residential unit will be setback a minimum of 3.0 metre from the northern interior lot line to allow for the extension of the existing driveway to the proposed two parking spaces in the rear yard (Exhibit G – Site Plan). On-site signage will be placed to restrict residents from parking in the driveway thereby maintaining an unobstructed pedestrian pathway provided from the front lot line. As such, it is staff's view that the variances respecting the unobstructed pedestrian pathway and the width of the driveway is minor in nature.

In conclusion, the proposed reliefs from the three applicable zoning provisions are considered minor and they will assist in achieving residential intensification in a modest

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form through a second residential unit. Increasing residential density through the addition of second residential units is a goal that is supported by provincial and local policies.

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

The proposed development represents a gentle residential intensification through the addition of a second residential unit on a site located within the Urban Boundary. The proposed scale, massing and form of the development is consistent with that of the existing single detached dwelling on the subject property as well as the surrounding neighbourhood.

This report demonstrated that the proposed minor variances are consistent with the policies in Sections 2.7 and 9.5.19 of the OP. The site is located within the Urban Boundary and within close proximity to Queen's University, commercial amenities and public transit.

The subject site is an appropriate candidate for a second residential unit from an infrastructure servicing perspective and will contribute to an enhanced use of existing available municipal water and sanitary servicing available to the site.

Therefore, it can be concluded that the variance will result in a desirable and appropriate use of the land. The proposed variance related to the building depth is not deemed to alter the character of the neighbourhood or the existing streetscape. The proposed variances related to the unobstructed pedestrian pathway to the proposed second residential unit and the width of the driveway are desirable because the driveway can function both as a vehicular access and a pedestrian pathway to the second residential unit.

Technical Review: Circulated Departments and Agencies

- ⊠ Building Services
- □ Finance
- ⊠ Fire & Rescue
- Solid Waste
- ⊠ Housing
- □ KEDCO
- Parks Canada
- □ Hydro One
- □ Kingston Airport

- Engineering Department
- \boxtimes Utilities Kingston
- ⊠ Kingston Hydro
- \boxtimes Parks Development
- $\boxtimes~$ District Councillor
- ☑ Municipal Drainage
- □ KFL&A Health Unit
- □ Eastern Ontario Power
- □ Enbridge Pipelines

- Heritage (Planning Services)
- ☑ Real Estate & Environmental Initiatives
- ☑ City's Environment Division
- Canadian National Railways
- □ Ministry of Transportation
- □ Parks of the St. Lawrence
- □ Trans Northern Pipelines
- □ CFB Kingston
- □ TransCanada Pipelines

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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, 4 comments from the public have been received (Exhibit J - Public Comments). The concerns raised in the public comments are related to exceeding the maximum building depth, destabilization of the neighbourhood, inconsistency with the character of adjacent properties, loss of privacy, increasing the pollution levels and reducing the ability of the neighbours to enjoy their back yards.

The above noted concerns are addressed in this report.

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

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

Conclusion

The requested variances maintain 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 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 facilitate modest intensification through the addition of a second residential unit to the property in a manner that is compatible with the neighbourhood and streetscape, while minimizing adverse effects.

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

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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 December 14, 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 45 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.

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, Development Approvals, 613-546-4291 extension 3223

Waleed Albakry, Senior Planner, 613-546-4291 extension 3277

Other City of Kingston Staff Consulted:

None

Exhibits Attached:

- Exhibit A Recommended Conditions
- Exhibit B Key Map
- Exhibit C Public Notification Map
- Exhibit D Neighbourhood Context Map, 2019
- Exhibit E Official Plan Map

Report to Committee of Adjustment

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- Exhibit F Zoning By-Law Map, Map 30
- Exhibit G Site Plan
- Exhibit H Floor Plans & Elevations
- Exhibit I Photos
- Exhibit J Public Comments

Recommended Conditions

Application for minor variance, File Number D13-039-2020

Approval of the foregoing application shall be subject to the following recommended conditions:

1. Limitation

That the approved minor variance applies only to second residential unit 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 Program and Services Branch of the Ministry of Heritage, Sport, Tourism and Culture Industries (416-314-7132) 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 Registrar of Cemeteries at the Ministry of Government and Consumer Services (416-212-7499), the Program and Services Branch of the Ministry of Heritage, Sport, Tourism and Culture Industries (416-314-7132), and City of Kingston's Planning Services (613-546-4291, extension 3180) must be immediately contacted.

5. Grading Plan

A grading plan prepared by a professional engineer is required. The grading plan must show sufficient grading information in the form of existing and proposed grades to demonstrate that proposed grading of the property will not adversely impact existing drainage patterns and/or adjacent properties.

6. Openings

Openings will not permitted in the areas which are wider than the existing dwelling unless a noise study is submitted for review and approval by the City.

7. Tree Permit

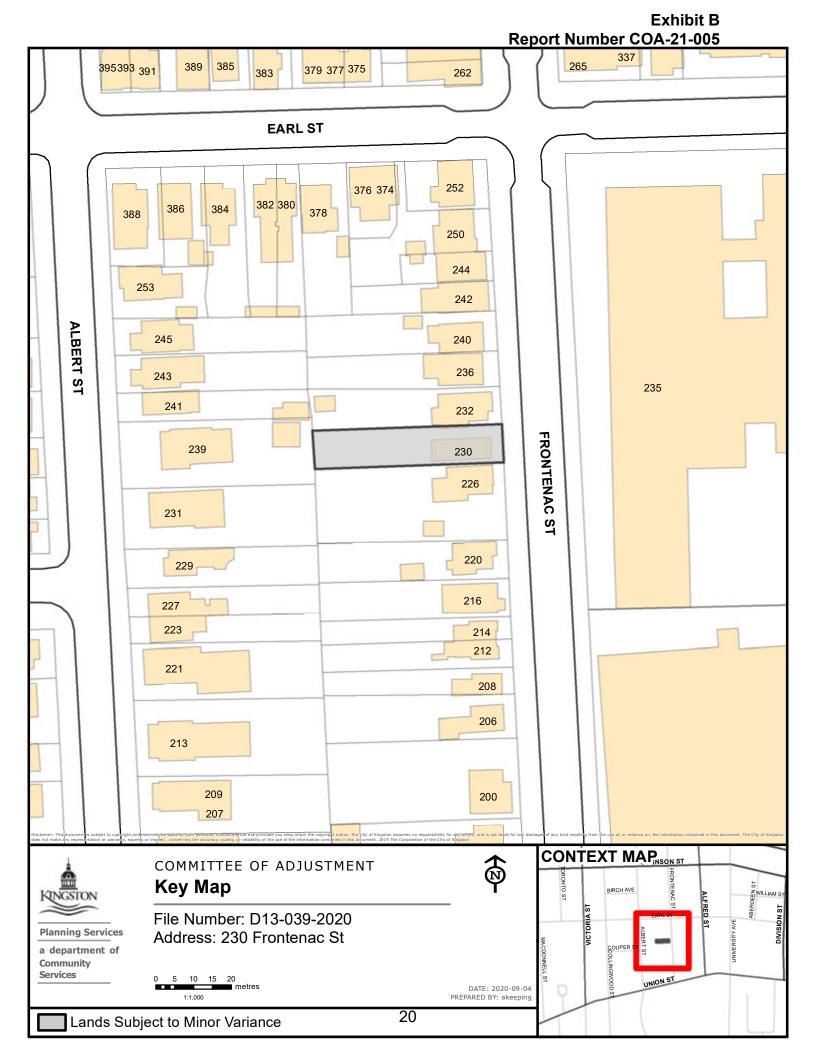
Prior to any site alteration or development, the Owner shall obtain a tree permit to address preservation concerns around the city owned tree in front of the house.

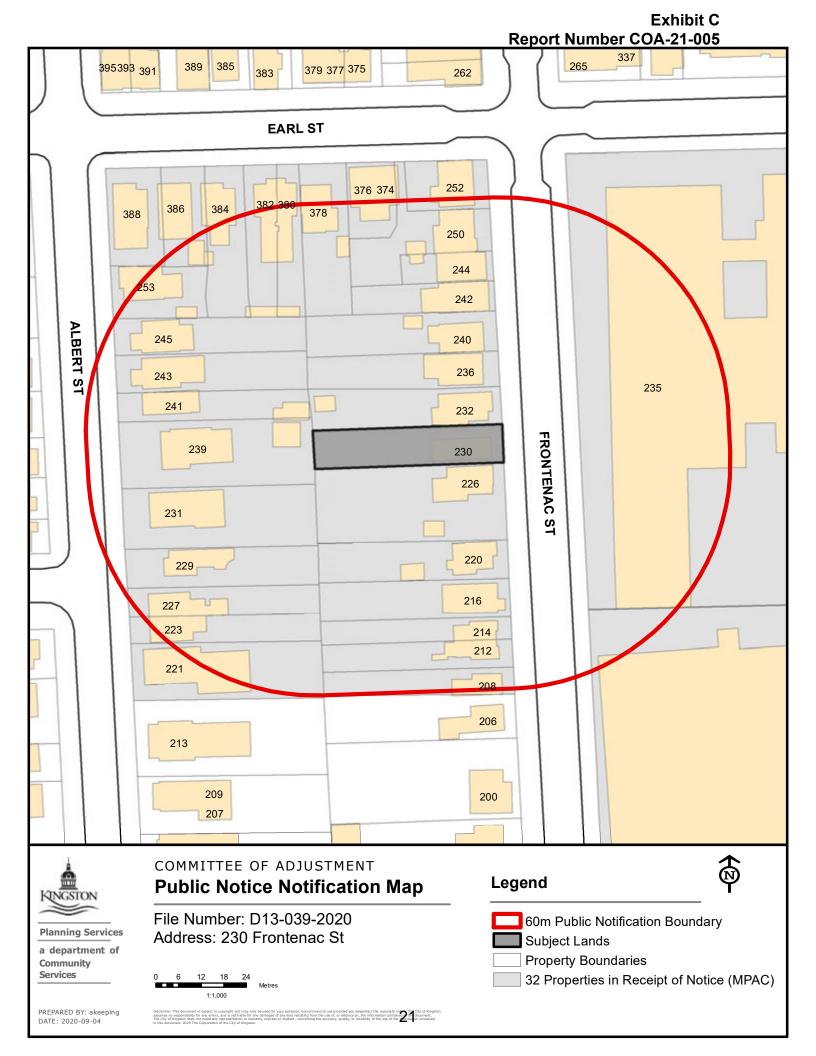
8. No Parking Signage in the Driveway

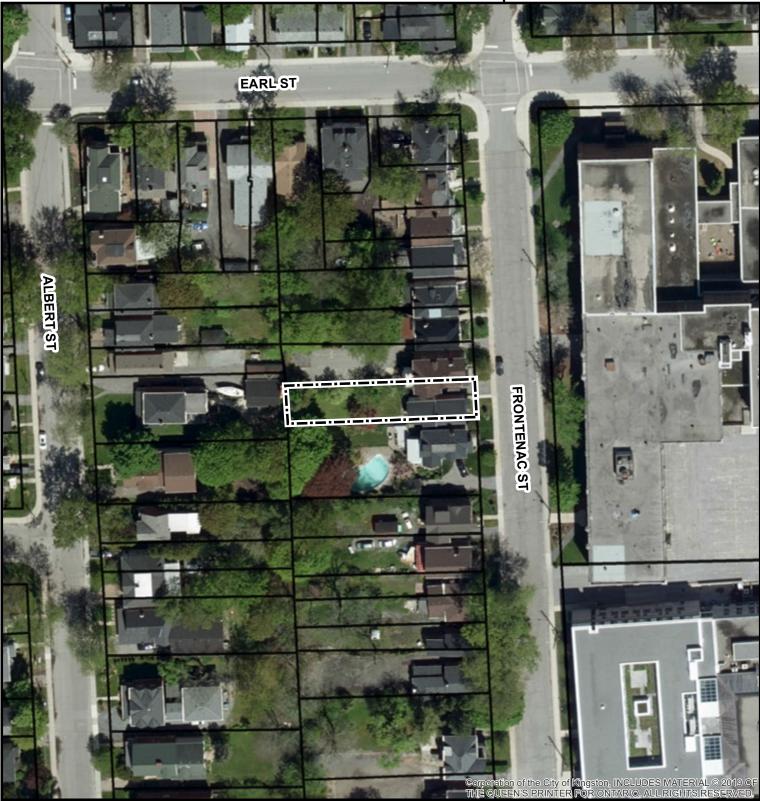
On-site signage is required to prohibit vehicles from parking in the driveway.

9. Fence Along the Southern Property Line

A solid wood fence is required along the southern property line in the area corresponding to the location of the parking spaces.









Planning Services

a department of Community Services

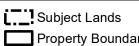
COMMITTEE OF ADJUSTMENT Neighbourhood Context (2019)

File Number: D13-039-2020 Address: 230 Frontenac St



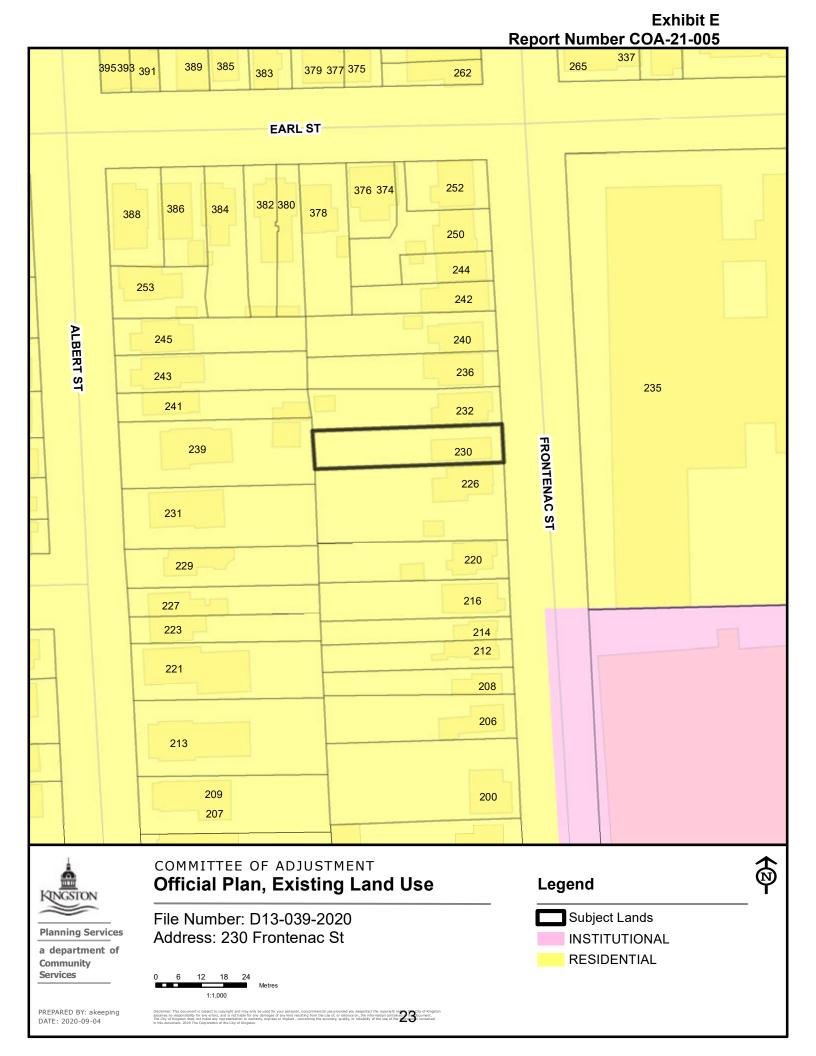
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Legend



Property Boundaries

PREPARED BY: akeeping DATE: 2020-09-04



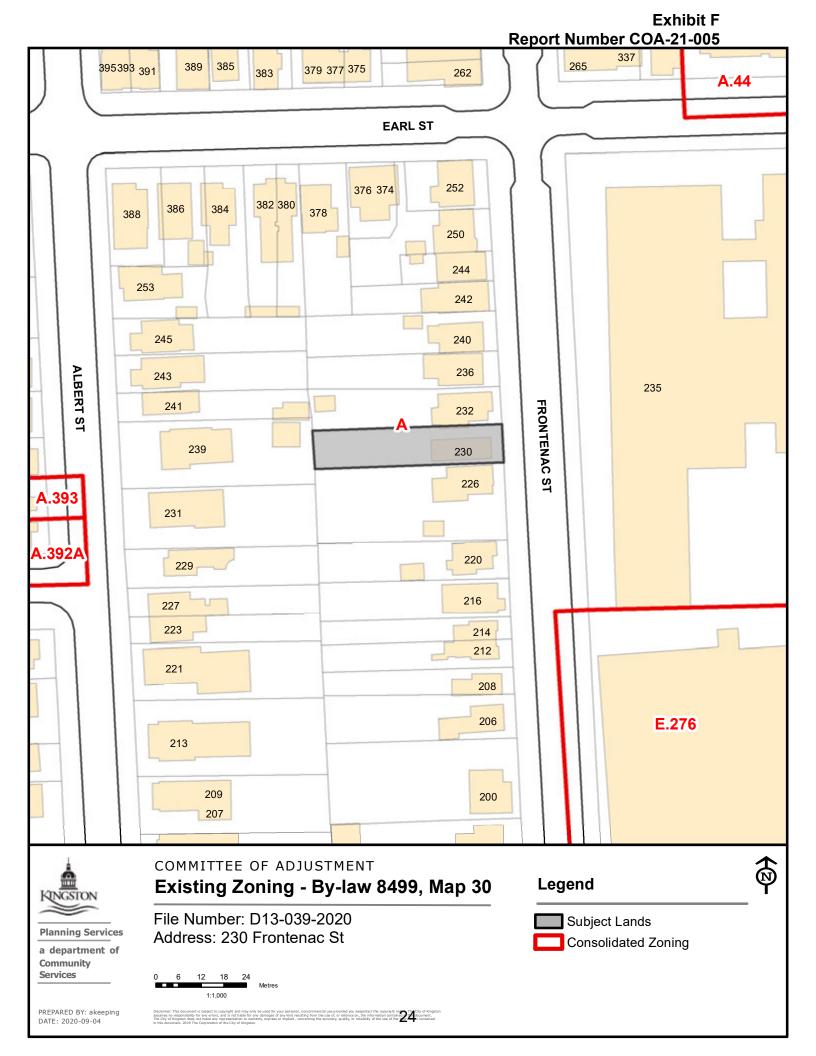
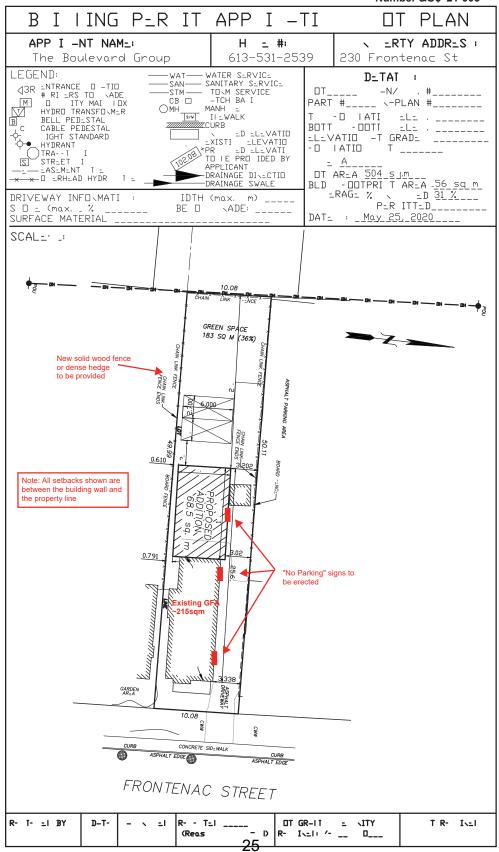
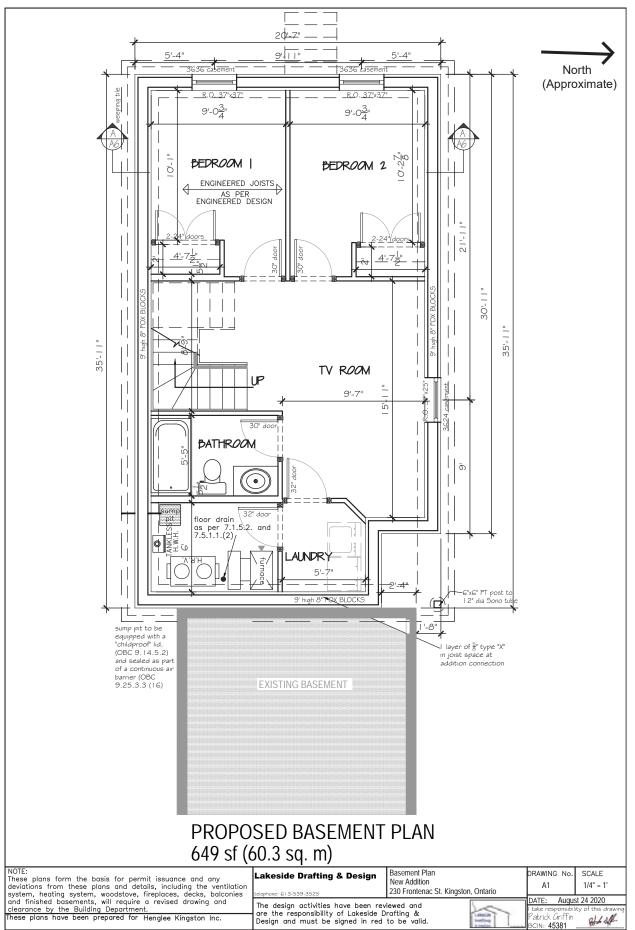
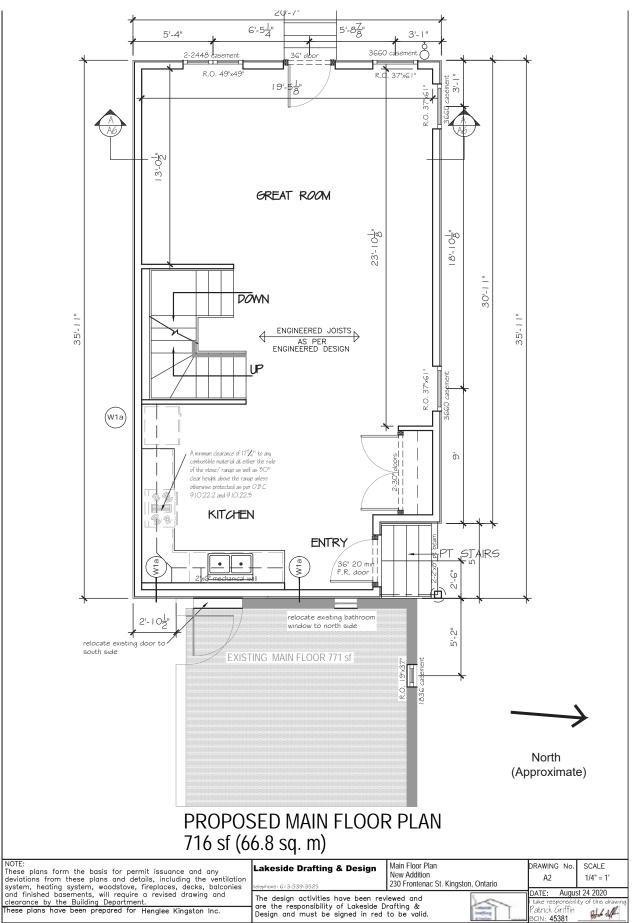
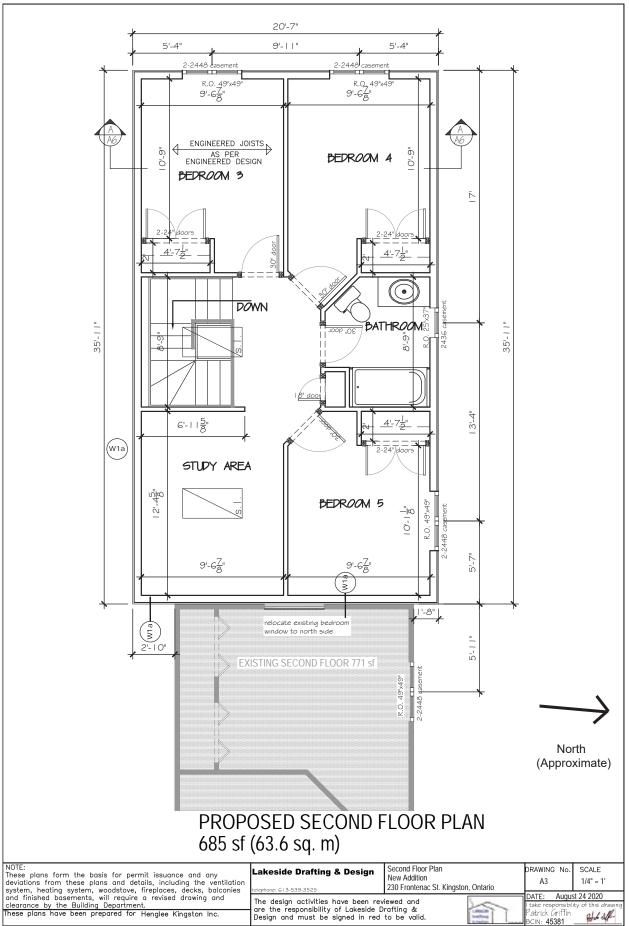


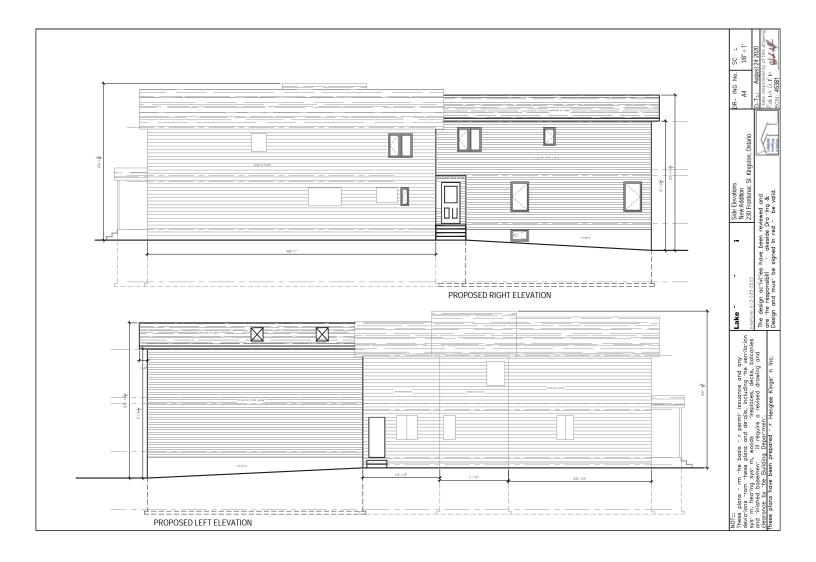
Exhibit G Report Number &O\$ -21-005

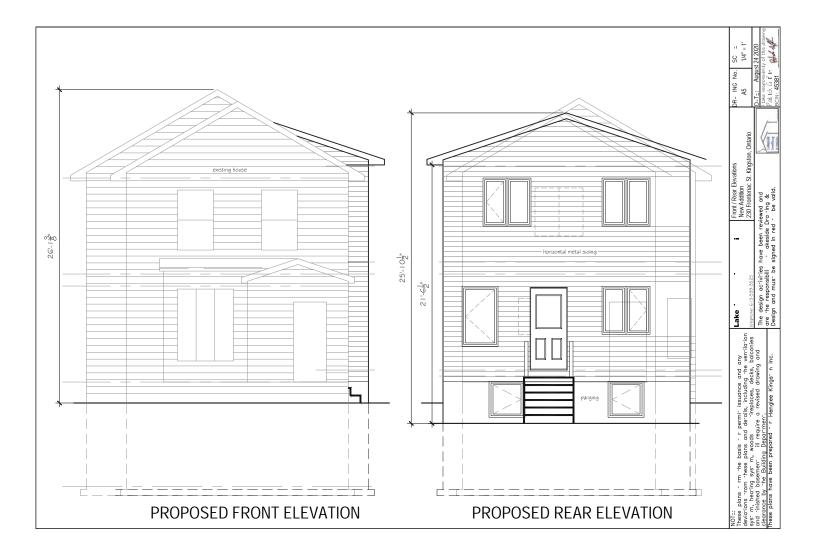














Site Photos 230 Frontenac Street (File Number D13-039-2020)

Front elevation



View from northeast



KCVI on the other side of the street

a)	Correspondence received from regarding 230 Frontenac Street.	, dated November 13, 2020	
		Pages 2 – 7	
b)	Correspondence received from 11, 2020 regarding 230 Frontenac Street.	, dated November	
		Pages 8 - 11	
c)	Correspondence received from 12 , 2020 regarding 230 Frontenac Street.	, dated November	
		Page 12	
d)	Correspondence received from 2020 regarding 230 Frontenac Street.	, dated November 15,	
		Page 13	

a) Correspondence received from 13, 2020 regarding 230 Frontenac Street.

, dated November

Pages 2 – 7

Submission to the Committee of Adjustment regarding 230 Frontenac Street (File number: D13-039-2020)

To:Secretary-Treasurer, Committee of AdjustmentFrom:MathematicalFrontenac Street Date:November 13, 2020Re:Variances for residential property at 220 Frontenac Street

I live right next door to the subject property on 230 Frontenac Street, so it is with dismay and disbelief that I write to the Committee of Adjustment about the proposed construction of a significant "addition" to this house and the proposed plan to add parking spaces in the back yard.

My reasons for objecting to this project are substantial, including:

- 1) The proposed construction is in violation of the city's own by-law 6.3 (g) (ii) which specifies, for good reasons, requirements around building depth. This addition (on a house which already has an addition) exceeds the depth requirements by 26 feet.
- The destabilization of an important block on Frontenac Street which is a wonderful mix of single student homes, historic institutions, and family homes. The proposed development will have a large negative impact on neighbouring properties.
- 3) The proposed development contravenes the City's own Official Plan in several important ways.
- 4) This large development which will overlook my deck, backyard and pool areas, is an absolute invasion of my personal privacy and personal space as the adjacent homeowner. If constructed, it will greatly impact the quality of my family's life.

I will cover these points in the notes below.

1) Violation of City By-Law 6.3 (g) (ii)

The current by-law is crystal clear that "the maximum permitted building depth for any permitted residential building in the A Zone shall **be the average distance between the established front building lines and the established rear building lines of the two nearest permitted residential buildings** on the nearest lots on the same block on opposite sides of the subject building." Right now, the property at 230 Frontenac Street is approximately the **same depth** of the neighbouring properties.

Why then, would the city allow the violation of its own by-law, not by a small amount but

by 26 feet? To put this in perspective, this would allow a structure which would take up half the space of the current backyard and which would then fully abut/overlook my own yard, deck and pool area. It is unacceptable that the city would permit this sort of encroachment and intrusion on neighbouring family properties.

2) Destabilization of an important and historic neighbourhood (Frontenac St. between Earl Street and Union St.) Frontenac Street, between Earl and Union, is a significant and quite beautiful block in the heart of the city, abutting the Queen's campus. Over time (I have owned this house for 25 years), the block has remained relatively stable, with a wonderful mix of important institutions (KCVI, the Smith School of Business, and several properties owned by the Catholic Diocese), student homes, and family homes.

My 2.5 story home, for example, was built in 1902 and several others on this block are of the same vintage. Many like mine are red brick Victorian style with limestone foundations and others closer to Earl Street are grey stone, but nonetheless unique in design and character. The heritage property of KCVI together with early 20th century homes in this neighbourhood are an important part of Kingston's early development as the University expanded and families and professors moved into the area (circa early 1900's). We have tolerated some changes in this area, but we are now at a tipping point where ill-considered development, such as back yard infills and parking lots, will have **long-term negative impacts on the many beautiful properties left in this neighbourhood.**

3) Violation of the City of Kingston's Official Plan

Proposed development is inconsistent with the character and standards of adjacent properties

The City's Official Plan makes clear that proposed developments should be "consistent with surrounding areas, buildings, and development standards of adjacent properties". This proposed "addition" is wholly incompatible with the family homes that abut it, both mine at 226 Frontenac Street and the one directly behind at 239 Albert Street. Our homes are restored turn of the century houses with landscaped yards and outdoor deck areas. A large infill structure next door (on a house which already has an addition!) will be an eyesore and an aberration in an otherwise beautiful neighbourhood.

The recent infill property at 216 Frontenac Street (approved by the Planning Committee in September 2019) makes clear the negative impacts of poor planning. While described as a "rear addition" to 216 Frontenac Street, the new addition is in all aspects a separate large building, filling almost the entire back yard save for a small parking lot in the rear. Planned for five residents, the property management company has consistently advertised it for 8 residents. These infills for the purpose of intensification are inappropriate to the neighbourhood in question.

Increased levels of noise and other pollution

I have enjoyed living in the student neighbourhood close to Queen's, despite occasional issues with parties and noise. Overall, this has been a calm and peaceful neighbourhood. I foresee this changing dramatically with further intensification.

Moreover, there will almost certainly be several parked cars in the backyard of this new development. This is mentioned in the notice of public meeting under variance number 2: "permit the usage of the existing driveway to provide vehicular access to the **parking spaces** in the back yard". While the plan calls for two parking spaces, I am certain this will be exceeded (as it is already at 216 Frontenac Street). This will cause noise, dust, odour, and the coming and going of more cars on an already busy street.

4) Loss of privacy from proposed development & other externalities (Please note that the points below are also in violation of the City's Official Plan. I have separated them here because of the seriousness of their impact on me personally).

Loss of privacy due to intrusive overlook

The proposed addition directly impacts the privacy of neighbouring properties, both mine next door at 226 Frontenac Street and the family home directly behind at 239 Albert Street. Currently, my home is very private with a deck and back yard that are well shielded from neighbours on both sides. I am a recent widow now living on my own on a wonderful piece of property that I have cherished for more than 25 years. It's extraordinarily important to me that I not be subject to the intrusive overlook of neighbouring properties. Even minimizing windows on the southern side of the building does not mitigate this intrusion. A 2000 square foot building directly abutting my private yard and deck, and cars parked right beside my back yard are clearly an intrusion. Ask yourselves how you would feel about such a large unattractive building in your own neighbour's back yard.

Reduction in ability to enjoy my property

The backyard and gardens are now wonderfully private where I can spend time with friends, adult children and grandchildren. My quality of life will be seriously impacted with the building of this new property right on top of my personal space. I also worry about safety since this level of intensification, and close proximity to so many residents can lead to all kinds of potential problems.

Conclusion

This is an instance of bad development which will significantly diminish the value and

attractiveness of our neighbourhood. There are many examples of good development across the city right now, but in my view and the view of my neighbours, there is no redeeming value for this proposed development. Please make the right decision!! (I have attached pictures that are relevant to your decision).



The current addition of 230 Frontenac Street which is close to my deck.

Exhibit J Report Number COA-21-005



An infill/addition behind the current house (the white one) would completely overlook my patio, deck and yard, intruding on my personal space

Exhibit J Report Number COA-21-005



Looking at the back of my house with KCVI in the background, and another Victorian style house next door.

Correspondence received from Chris b) November 11, 2020 regarding 230 Frontenac Street. Pages 7 - 11

. dated

Date: November 11, 2020

From: 239 Albert Street Kingston, Ontario K7L **3VContact:**

To: City of Kingston, Planning Services Department, Committee of Adjustment

I am writing to express my strong objection to the proposed variances requested in:

• File Number D13-039-2020

My wife and I live at 239 Albert Street which backs directly on the subject property and thus we will be *directly* affected by the proposed development.

We have lived at this location for more than 22 years. We are dismayed to have watched our street and block change from a majority of owner-occupied residences and a reasonably balanced amount of student and rental housing, to the point where the percentage of student and rental housing is more than 85%.

Note that the City of Kingston website, when gueried for the term "Monster", results in more than 50 comments from residents who are objecting to Monster Houses or Monster Additions in other planning proposals. This is not a new concern, or a new problem. The City held public meetings in the recent past to even float the idea of a moratorium on Monster Additions, which would seem to indicate that the City and the Planning Department has a more than significant amount of concern about the type of development being proposed in this application.

Variance 1 request of the proposal is asking to build beyond the permitted maximum depth. I see no compelling need to allow this variance. The bylaw in question (8499: 6.3(g))ii)(1)(a) must be intended to prevent property owners from building large additions that are out of proportion with respect to the neighbouring properties. As evidenced by the current makeup of this block, it is in no need of greater intensification and already has more than enough infill.

Granting such an extreme variance to bylaw 8499 just for the "asking", and without a

compelling reason, seems entirely against the intent of the Bylaw and Shiping COA-21-005 motivated by the desire of the property owner to generate more revenue. Even more troubling, approving this variance has

the potential to cascade to further development of the adjacent properties, enabling substantial additions that would no longer require a variance. Approving this variance would send a clear message that developing for profit alone is more important to the city than maintaining a balanced neighborhood, and would encourage even more variance requests in the area.

Variance 2 request of the proposal is indicating that the driveway would also be used as an "unobstructed pathway" to the additional unit, and that it will be extended to provide access to a new parking area in the backyard. It seems unwise to dualpurpose a driveway with a secondary purpose of a pedestrian walkway. The indication of backyard parking, as would be needed for such intensification, would result in a negative impact on our property,

- It would become almost entirely surrounded by parking lots
- A significant greenspace would be eliminated

Our backyard includes a back deck, a stone patio, outdoor furniture, gardens, grass areas, and a garage/workshop. We spend significant time enjoying being in our backyard. However, our enjoyment of normal residential activities has been noticeably diminished by the changes in use of backyards for parking in recent years. This proposed variance would decrease the look and feel of the neighborhood even more. We suffer from fence damage from neighbouring snowplows, noise and exhaust from cars, and increased concern for our pets and elderly parents (who visit regularly) with all the traffic resulting from continuous parking traffic. Further intensification and further conversion to parking lots will make it feel like we are living in the middle of a mall parking lot.

Contrary to report COA-20-059 (Report to the Committee of Adjustment), we feel that:

- (b) Loss of Privacy: The proposed development has a main entrance and 6 windows directly facing our backyard (west elevation). This combined with parking traffic will adversely affect our privacy and enjoyment of our landscaped backyard. We already have Monster Additions immediately to our south side where we already have a significant loss in privacy due to overlook.
- (c) Noise, Dust, Light: Having new parking spaces adjacent to our backyard, and the proposed unit being much closer to our yard than the current dwelling will undoubtedly increase the disruptive headlights that shine into our yard, as well as noise from vehicles and noise and disruption from snow plowing.
- (h) Ability to Enjoy our outdoor area: Further increases in the density of car parking, and increased the proximity of dwelling structures has an undeniable effect of reducing our ability to enjoy our property and backyard.

Please see the attached diagram, based on City of Kingston KMaps data. The diagram highlights in **yellow** all of the backyards that have been 100% converted to parking lots, and in **red**, all the properties with "Monster Additions". The subject property is noted with "????".

Please note:

- The large proportion of back yards that are entirely parking lots, and similar non-adherence to the minimum landscaped outdoor space requirement.
- The significant number of Monster Additions. These presumably would all have required a variance from bylaw 8499.

In summary, I do not see the need for further intensification on a block that already has more than its share of Monster Additions and a significant lack of backyard greenspace. This and similar developments would further erode the remaining ratio of owner occupied houses to rental houses. I'm concerned that it will bring the neighbourhood to a tipping point where the remaining owners will move away.

Sincerely

Exhibit J Report Number COA-21-005



c) Correspondence received from November 12, 2020 regarding 230 Frontenac Street.

, dated

Page 12

Secretary-Treasurer Committee of Adjustment City of Kingston Minor Variance, 230 Frontenac Street (D13-039-2020)

Dear Secretary-Treasurer,

My husband and I live at 253 Albert Street and have received the notice about the proposed development on 230 Frontenac Street. We strongly object to this proposal which will result in yet another large unattractive "addition" – and likely a parking lot as well – in the back yard of one of the neighbouring properties.

Albert Street and Frontenac Street, on the block between Earl Street and Union, were once beautiful family neighbourhoods with stately homes and spacious back yards. There has already been far too much intensification and the families remaining (yes, there are still multiple families left!) have had enough. Some us have lived here for decades, have raised our families here and are now enjoying our retirement here. Is the City trying to force us out? That is certainly what it feels like.

Your approval of these so-called "minor variances" will have a major negative impact on the neighbouring properties by taking away greenspace, significantly impacting the attractiveness of our properties and our quality of life.

Moreover, the proposed 2000 square foot structure will result in greater noise (from 5-8 student residents and who knows how many cars), more pollution and exhaust fumes close to our homes, and encroachment of our private back yard spaces. Why is it that the Committee of Adjustment is so protective of the "streetscape" of our neighbourhoods, but inclined to completely ignore the significant adverse effects of monster additions abutting our back yards? This infill development seriously impacts our ability to enjoy our private outdoor spaces!

We urge the Committee of Adjustment to deny these variance requests. While described as "minor", they will in fact bring major negative consequences to our neighbourhood and to our individual properties.

We fully support the additional reasons put forth by

and join them in strongly opposing this proposed project.

Sincerely

d) Correspondence received from November 15, 2020 regarding 230 Frontenac Street.

, dated

Page 13

From:

Sent: Sunday, November 15, 2020 1:07 PM To: Planning Outside Email <Planning@cityofkingston.ca> Subject: Attention Secretary -Treasurer, Committee off Adjustment-230 Frontenac St File # D13- 039-2020

Secretary-Treasurer Committee of Adjustment City of Kingston

Minor Variance, 230 Frontenac Street (D13-039-2020) Dear Secretary-Treasurer,

We live at 236 Frontenac Street and have received the notice about the proposed development on 230 Frontenac Street, two doors down from our family home. We join our neighbours (226 Frontenac Street and 239 Albert Street) in strenuously objecting to this large addition which will overlook our backyard. It will not only be an intrusion of our privacy and an eyesore to our neighbourhood, but it will almost certainly result in greater noise, and likely more pollution with additional cars parked in the back yard.

The plan calls for five bedrooms and two parking spots, but as we have seen in so many other developments, these limits will be exceeded by the landlord. Study rooms and TV rooms will almost certainly become additional bedrooms as we have seen from other properties nearby. Parking will occur all over the back lawn area.

We have lived in this relatively quiet neighbourhood for 22 years and have enjoyed raising our children here. It is a perfect mix of families, student homes and institutions like KCVI and the old Victoria School. We have seen worrisome changes on this block in recent years, with parking lots taking over back yard green space and ill-considered development, especially the infill building at 216 Frontenac Street earlier this year. On balance though, this has been a fairly stable and still beautiful neighbourhood. The proposed addition will have a serious negative impact, significantly reducing the privacy we enjoy in our backyards and the overall attractiveness of our properties. We urge the Committee of Adjustment to deny these variance requests. While described as minor, they will in fact bring major negative consequences to our neighbourhood and to our individual properties.

While this submission is quite brief, we fully support the reasons put forth by

in strongly opposing this proposed project.

Sincerely,