

# City of Kingston Report to Committee of Adjustment Report Number COA-21-048

To: Chair and Members of the Committee of Adjustment

From: Niall Oddie, Senior Planner

Date of Meeting: June 21, 2021

Application for: Permission

File Number: D13-024-2021

Address: 137 Resource Road

Owner: City of Kingston

Applicant: UTAH Holdings Inc.

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

Theme: 4. Strengthen economic development opportunities

Goal: 4.1 Support new and existing businesses

#### **Executive Summary:**

This report provides a recommendation to the Committee of Adjustment regarding an application for permission for the property located at 137 Resource Road. The applicant is proposing to locate Kingston Athletic Therapy Centre (KATC) as a 'Professional Office' within the M6-23 zone of Zoning By-Law Number 76-26. The definition of 'Professional Office' is generally defined within the Zoning By-Law as it includes reference to 'similar uses'. This application seeks to clarify that 'similar uses' would include the following professional services associated with KATC: athletic therapists; registered massage therapists; concussion rehabilitation; psychologists; nutrition and life coach.

Section 45(2)(b) of the Planning Act states that in addition to the powers of the Committee of Adjustment under subsection 45(1), the committee, upon any such application, where the uses of land, buildings or structures permitted in the by-law are defined in general terms, may permit

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the use of any land, building or structure for any purpose that, in the opinion of the committee, conforms with the uses permitted in the by-law.

The requested application for permission under Section 45(2)(b) of the *Planning Act* is consistent with the general purpose and general intent of both the City of Kingston Official Plan and Zoning By-Law Number 76-26. The definition of 'Professional Office' is generally defined and this application seeks to clarify additional professions that could operate within a 'Professional Office'. The additional requested professions are considered compatible with the surrounding employment uses. Therefore, it is recommended that this application for permission under Section 45(2)(b) of the *Planning Act* be approved.

#### **Recommendation:**

**That** the application for permission, File Number D13-024-2021, for the property located at 137 Resource Road to clarify the definition of 'Professional Office', be approved; and

**That** approval of the application be subject to the conditions attached as Exhibit A (Recommended Conditions) to Report Number COA-21-048.

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# **Authorizing Signatures:**

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Niall Oddie, Senior Planner

# **Consultation with the following Management of the Community Services Group:**

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

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# **Options/Discussion:**

On April 7, 2021, an application for permission was submitted by UTAH Holdings Inc., on behalf of the owner, City of Kingston, with respect to the property located at 137 Resource Road. The applicant intends to develop the subject lands with a four-unit industrial building, where three of the four units would be occupied by contractor/ tradesman shop and the final unit would be occupied by a professional office (Exhibit F – Site Plan and Exhibit H – Floor Plans and Elevations). The application for permission seeks to clarify that 'similar uses' referenced in the definition of 'Professional Office' within Zoning By-Law Number 76-26 would allow the following additional professions: athletic therapist; massage therapist; concussion rehabilitation; psychology; chiropractor; nutrition coach; and life coach.

The intended occupant for the professional office would be Kingston Athletic Therapy Centre (KATC), which can be described as a multi-disciplinary centre focused on injury prevention and recovery to enable clients to carry out a healthy lifestyle and/or return to activity in a safe and efficient manner. KATC has operated at a nearby location within the M6 zone as a 'Professional Office' since 2009.

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

- Site Plan (Exhibit F)
- Floor Plans and Elevations (Exhibit H)
- Survey
- Planning Justification

All submission materials are available online through the Development and Services Hub (DASH) at the following link, <u>DASH</u>, using "Look-up a Specific Address". If there are multiple addresses, search one address at a time, or submission materials may also be found by searching the file number.

#### **Site Characteristics**

The subject property is located at 137 Resource Road and is designated General Industrial in the Official Plan (Exhibit D – Official Plan Map) and zoned 'M6-23' in Zoning By-Law Number 76-26, which is a site-specific Restricted General Industrial zone (Exhibit E – Zoning By-Law Map). The property is located within the Cataraqui Estates Business Park (CEBP) and is surrounded by various light industrial uses of a similar scale (Exhibit I – Neighbourhood Context and Exhibit G – Photographs). The subject lands abut the Cataraqui Estates Business Park Trail to the west and a multi-use pathway to the south, which support active transportation within the CEPB.

The applicant has entered into a Purchase and Sale Agreement with the City of Kingston to obtain ownership of the approximately 3,050 square metre parcel of vacant land. As shown in Exhibit I – Neighbourhood Context Map and Exhibit G – Photographs, the subject lands contain several trees which would be impacted by the proposed development, however details of the

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site development will be assessed through the applicant's concurrent application for Site Plan Control (D11-005-2021).

# **Application (Permission)**

Section 45(2)(b) of the *Planning Act* provides the Committee of Adjustment the power to permit the use of land, building or structure for any purpose that, in the opinion of the committee, conforms to the uses permitted in the by-law, where the uses of land, buildings or structures permitted in the by-law are defined in general terms.

As detailed in this report, the current definition of 'Professional Office' within Zoning By-Law Number 76-26 can be considered general and a permission application under Section 45(2)(b) of the *Planning Act* can be used to clarify that the 'similar uses' referenced in the definition of 'Professional Office' would apply to additional professions, such as: athletic therapist; massage therapist; concussion rehabilitation; psychology; nutrition coach; and life coach.

# **Provincial Policy Statement**

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.

#### Official Plan

The subject property is designated General Industrial in the City of Kingston Official Plan and is located within the Cataraqui Estates Business Park (CEBP). Section 3.6B of the Official Plan establishes the goal of the General Industrial designation is to "provide suitable areas for a broad range of employment uses that include manufacturing, warehousing, construction and transportation activities and other employment uses with similar operating characteristics and locational requirements". Permitted uses within the General Industrial designation are provided in Section 3.6.B.1, which include various light industrial uses.

The Official Plan permits complementary uses within business parks which are intended to provide "support and services to meet the needs of the primary uses without interfering with the intended function of its surrounding area." Section 3.6.B.2 identifies the complementary uses that are permitted within the designation, which include office and business service establishments and medical and paramedical uses. Section 3.6.12 indicates the complementary uses within the employment areas should not exceed 25 percent of the total floor area of established or concurrently development employment uses within an identified business park. Further, Section 3.6.14 encourages complementary uses to be clustered within a 500-metre radius of arterial and/or collector roads and be located on or oriented towards the road frontage.

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The proposed development involves the construction of a four-unit industrial building, where three of the units would be used for contractor / tradesman shop, which conform to the permitted uses of the Official Plan and Zoning By-Law. The fourth and final unit would be occupied by KATC as a 'Professional Office', which would qualify as a complementary use. The subject lands are located within 500 metres of Centennial Road, which is identified as an Arterial Road in the Official Plan. Based on information provided by Business, Real Estate and Environment Services, it is estimated that complementary uses within the current phase of the CEBP would be approximately 22 percent of total floor area.

When reviewing an application under Section 45(2)(b), the Committee of Adjustment must be satisfied that the permitted use within the zoning by-law has been defined in general terms and that the proposed use aligns with the general use. The Official Plan does not include policies to review these applications, however the municipality has typically used Section 9.5.17 of the Official Plan, which regards a change from one non-conforming use to another, to provide an appropriate context for review. The subject application, which seeks to clarify the definition of 'Professional Office', which is a permitted use within the M6-23 zone, has been reviewed against the six (6) criteria provided within Section 9.5.17, as noted below.

1. The proposed use is similar to the existing or permitted uses or more in conformity with the planned use(s);

The M6-23 zone within Zoning By-Law 76-26 includes 'Professional Office' as a permitted use, subject to the definition contained within Section 4(115A), as follows:

"Professional Office" means an office in which a service or consultation is given, including the offices of a lawyer, a planner, an architect, a surveyor, an engineer and similar uses, and would also include a doctor's office but not a clinic. (94-83)

Kingston Athletic Therapy Centre (KATC) currently provides, or may provide in the future, the following professional services: athletic therapist; registered massage therapist; concussion rehabilitation; psychologist; nutrition and life coach. The professional services provided by KATC are not included within the above definition of 'professional office', however the definition is generally defined as it includes 'similar uses'. The professions listed within the definition all offer a specific service or specialized consultation, occur within an enclosed building, do not generate excessive levels of noise, odours or other discharges that would create a land use conflict and do not typically generate significant volumes of traffic. The uses proposed by KATC have similar land use characteristics as the uses referenced within the definition of 'Professional Office'.

It is important to note that KATC has operated from their current location at 1663 Venture Drive since 2009, which is also located within the M6 zone of Zoning By-Law 76-26. It was determined in 2009 that KATC was considered a 'Professional Office' as the primary function of their office space was for the administration of their business, with the majority of the services being provided off-site at various sporting events and recreational facilities. Although the core function of KATC remains the same, the business has grown

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to provide additional on-site services. This permission application would provide confirmation that KATC would still qualify as a 'Professional Office' in their new location at 137 Resource Road, which has functionally the same zoning as their existing location at 1663 Venture Drive.

The definition of 'Professional Office' excludes the use of 'clinic' which is defined within Section 4(27) of Zoning By-Law 76-26, as follows:

"Clinic" means a building or part of a building that is used solely by physicians, dentists, and / or drugless practitioners, their staff, and their patients for the purpose of consultation, diagnosis, and office treatment and without limiting the generality of the foregoing, the building may include administrative offices, waiting rooms, treatment rooms, laboratories, pharmacies and dispensaries directly associated with the clinic, providing that all such uses have access only from the interior of the building or structure, but shall not include accommodation for inpatient care or operating rooms for major surgery.

The definition of 'Clinic' focuses on uses associated with 'physicians, dentists, and / or drugless practitioners'. The applicant has indicated that KATC does not employ physicians or dentists and that KATC is not regulated under the Drugless Practitioners Act. Accordingly, KATC would not be considered a 'Clinic', as defined within Section 4(27) of Zoning By-Law 76-26.

2. The site or building conditions will be substantially improved by the proposed change of use and can adequately accommodate the proposal;

The subject lands are located within the municipally owned CEBP and are subject to a Purchase and Sale Agreement with the applicant. The applicant has submitted a concurrent Site Plan Control application (D11-005-2021) which will develop the currently vacant lands with a four-unit industrial building (Exhibit F – Site Plan and Exhibit F – Floor Plans and Elevations). The Site Plan Control process will ensure that the lands are developed in accordance with applicable Official Plan policies and Zoning By-Law regulations and ensure that the layout is functional and safe. The proposed application to clarify the definition of 'Professional Office' would not have an adverse impact on the site or building condition.

3. The proposed use is generally compatible with surrounding uses and can meet parking for vehicles and bicycles and other site standards of the general area with accessibility considerations as well as those standards necessary for the proposed use;

As noted above, the municipality will use the concurrent Site Plan Control application (File Number D11-005-2021) to ensure that the site layout is safe and functional and that parking, accessibility, landscaping, site access and other zoning regulations are appropriately implemented.

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The applicant is requesting that the 'similar uses' referenced within the definition of 'Professional Office' be clarified to include the professions associated with KATC, which would enable KATC to operate within the M6-23 zone. The surrounding uses include various industrial uses, such as manufacturing and construction uses, that operate within enclosed buildings. The subject lands are located within a business park where the municipality intends to focus employment uses. 'Professional Offices' are a permitted use within the M6-23 zone and are identified as a complementary use within the General Industrial designation. It is important to note that KATC would not be considered a sensitive land use and as such would not impose any restrictions on any existing or proposed employment uses within the CEBP. The clarified definition of 'Professional Office' is anticipated to be generally compatible with the surrounding uses.

4. The proposed use does not create any noise, traffic or operational nuisance that cannot be mitigated to an acceptable level;

As a 'Professional Office', KATC would operate within an enclosed building providing service and consultation to their clients. The use does not generate any excessive noise and is not considered a sensitive use and would not impose noise restrictions on any of the existing or future employment uses within the CEBP. The clarified definition of 'Professional Office' is not anticipated to generate traffic requirements different from any of the example professions already included within the definition of 'Professional Office'.

5. Municipal infrastructure, roads and access conditions can accommodate the proposed use;

The subject lands are located within a purpose-built business park and as such, the infrastructure, roads and access conditions have been designed to accommodate a range of uses at a variety of scales. The clarified definition of 'Professional Office' is not anticipated to impact municipal infrastructure, roads or access conditions, however the applicant has submitted a concurrent Site Plan Control application (File Number D11-005-2021) which would ensure any servicing concerns are addressed in conjunction with the overall development of the subject lands.

6. The proposed use will not negatively impact surrounding lands or buildings or inhibit them from developing for their intended use.

As noted above, the additional professions to be included under the clarified definition of 'Professional Office' have similar land use characteristics to the example professions contained within the definition and are not anticipated to have any impact on the surrounding lands. As noted above, the professions associated with KATC are not considered sensitive land uses and thus would not impose additional restrictions for noise or odour on any existing or proposed employment uses within CEBP.

The Official Plan contemplates complementary uses within employment lands, provided the complementary uses generally do not occupy more than 25% of the gross floor area of employment uses within the business park. The Official Plan contemplates

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professional offices and medical / paramedical uses as complementary uses within the identified business parks and within the General Industrial designation.

The requested permission to clarify that the 'similar uses' referenced within the definition of 'Professional Office' shall include athletic therapists, registered massage therapists, concussion rehabilitation, psychologists, nutrition and life coach meets the general intent and purpose of the City of Kingston Official Plan.

# **Zoning By-Law**

The subject property is zoned site-specific 'M6-23' in the City of Kingston Zoning By-Law Number 76-26, as amended. The 'M6-23' zone provides the additional use 'Contractor's or Tradesman's shop or yard' to the list of uses permitted within the general 'M6' zone. Section 28A confirms that 'Professional Office' is included as a permitted use within the 'M6' zone.

As discussed earlier in this report, Section 4(115A) defines 'Professional Office' as the following:

"Professional Office" means an office in which a service or consultation is given, including the offices of a lawyer, a planner, an architect, a surveyor, an engineer and similar uses, and would also include a doctor's office but not a clinic. (94-83)

The applicant seeks to establish Kingston Athletic Therapy Centre (KATC) as a 'Professional Office' within the M6-23 zone. The applicant indicates that KATC provides, or may provide in the future, the following professional services: athletic therapist; registered massage therapist; concussion rehabilitation; psychologist; nutrition and life coach. As discussed earlier in this report, KATC does not appear to satisfy the definition of 'Clinic' as defined in Section 4(27) of Zoning By-Law 76-26. The professional services provided by KATC are not included within the above definition of 'Professional Office', however the definition is generally defined as it includes 'similar uses'. The professions listed within the definition all offer a specific service or specialized consultation, occur within an enclosed building, do not generate excessive levels of noise, odours or other discharges that would create a land use conflict and do not typically generate significant volumes of traffic. The professions associated with KATC have similar land use characteristics as the uses referenced within the definition of 'Professional Office'.

The applicant has not requested any other relief from Zoning By-Law 76-26 and the concurrent Site Plan Control application (File Number D11-005-2021) will ensure that the lands are developed in accordance with the applicable regulations.

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

$\boxtimes$	Building Services		$\boxtimes$	Heritage (Planning Services)
	Finance	□ Utilities Kingston	$\boxtimes$	Real Estate & Environmental Initiatives
$\boxtimes$	Fire & Rescue		$\boxtimes$	City's Environment Division
$\boxtimes$	Solid Waste	□ Parks Development		Canadian National Railways

June 21, 2021 Page 10 of 12 □ Building Services ☐ Housing ☐ 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 □ TransCanada Pipelines ☐ Hydro One ☐ Enbridge Pipelines

#### **Technical Comments**

☐ Kingston Airport

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. Technical review comments relating to the concurrent Site Plan Control application (File Number D11-005-2021) will be addressed through that application. 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, Staff have not received any public comments related to this application. Any public comments received after the publishing of this report will be included as an addendum to the Committee of Adjustment Agenda.

#### **Previous or Concurrent Applications**

The applicant has submitted a concurrent Site Plan Control application being processed under File Number D11-005-2021, which seeks to develop the subject lands with a four-unit industrial building. Three of the four units in the building are anticipated to be occupied by a 'Contractor's or Tradesman's shop or yard', while the fourth and final unit would be occupied by a professional office.

#### Conclusion

The requested application for permission is consistent with the general intent and purpose of both the City of Kingston Official Plan and Zoning By-Law Number 76-26. The uses associated with Kingston Athletic Therapy Centre, as described in this report, appear to conform to the general intent of a 'Professional Office', as generally defined in Section 4(115A) of Zoning By-Law 76-26, and the complementary uses associated with the General Industrial designation of the Official Plan.

Approval of this application will clarify that 'similar uses' referenced within the definition of 'Professional Office' in Zoning By-Law 76-26, as it relates to the development proposal within the M6-23 zone at 137 Resource Road, shall include: athletic therapist; registered massage therapist; concussion rehabilitation; psychologist; nutrition and life coach.

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# **Existing Policy/By-Law:**

The proposed application was reviewed against the policies of the Province of Ontario and City of Kingston to ensure that the changes would be consistent with the Province's and the City's vision of development. The following documents were assessed:

#### **Provincial**

Provincial Policy Statement, 2020

### Municipal

City of Kingston Official Plan

Zoning By-Law Number 76-26

#### **Notice Provisions:**

A Committee of Adjustment Meeting is going to be held respecting this application on June 21, 2021. 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 30 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:

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

Niall Oddie, Senior Planner, 613-546-4291 extension 3259

#### Other City of Kingston Staff Consulted:

None

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## **Exhibits Attached:**

Exhibit A Recommended Conditions

Exhibit B Key Map

Exhibit C Public Notification Map

Exhibit D Official Plan Map

Exhibit E Zoning By-Law 76-26, Map 3

Exhibit F Site Plan

Exhibit G Photo

Exhibit H Floor Plans and Elevations

Exhibit I Neighbourhood Context (2021)

#### **Recommended Conditions**

# Application for permission, File Number D13-024-2021

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

#### 1. Limitation

That the approved permission applies only to 137 Resource Road as shown on the approved drawings attached to the notice of decision.

#### 2. Professional Office

The definition of "Professional Office" provided within Section 4(115A) of Zoning Bylaw 76-26, as amended, includes 'similar uses'. For the purpose of this permission application, 'similar uses' has been deemed to include: athletic therapist; registered massage therapist; concussion rehabilitation; psychologist; nutrition and life coach.

## 3. 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.

# 4. 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.

### 5. Standard Archaeological Condition

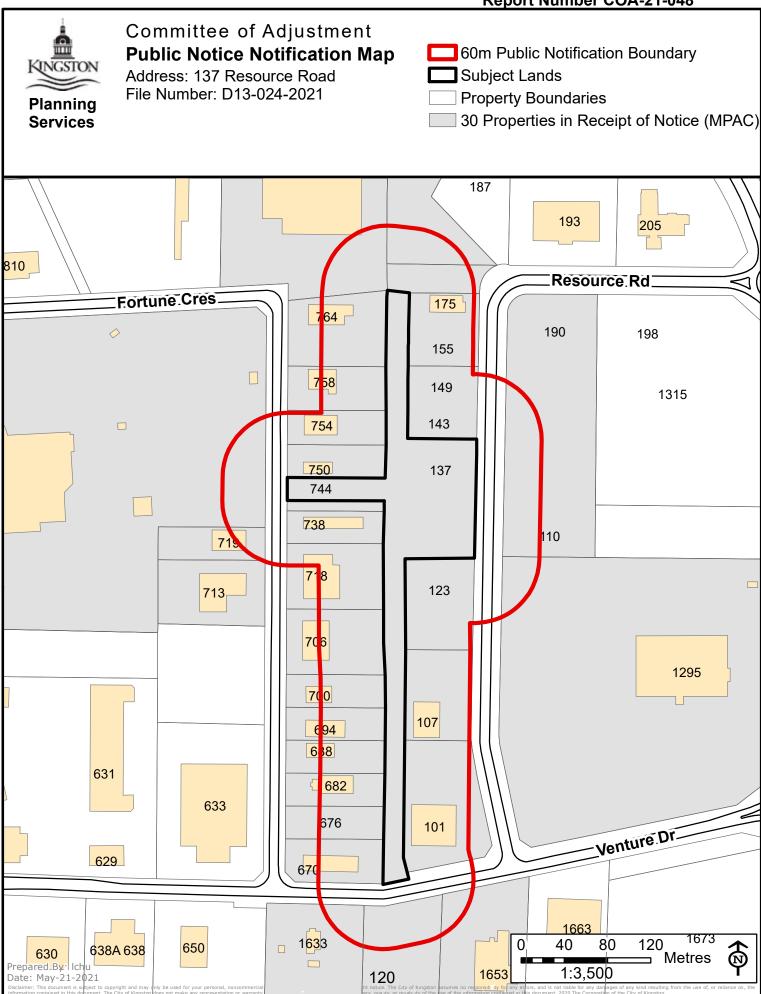
In the event that deeply buried or previously undiscovered archaeological deposits are discovered in the course of development or site alteration, all work must immediately cease and the site must be secured. The Program and Services Branch of the Ministry of Heritage, Sport, Tourism and Culture Industries (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.

#### 6. Site Plan Control

The subject lands will be developed in accordance with Site Plan Control application D11-005-2021. This permission application clarifies the "Professional Office" use within Zoning By-law 76-26 and does not provide relief from regulations or performance standards required by Zoning By-law.

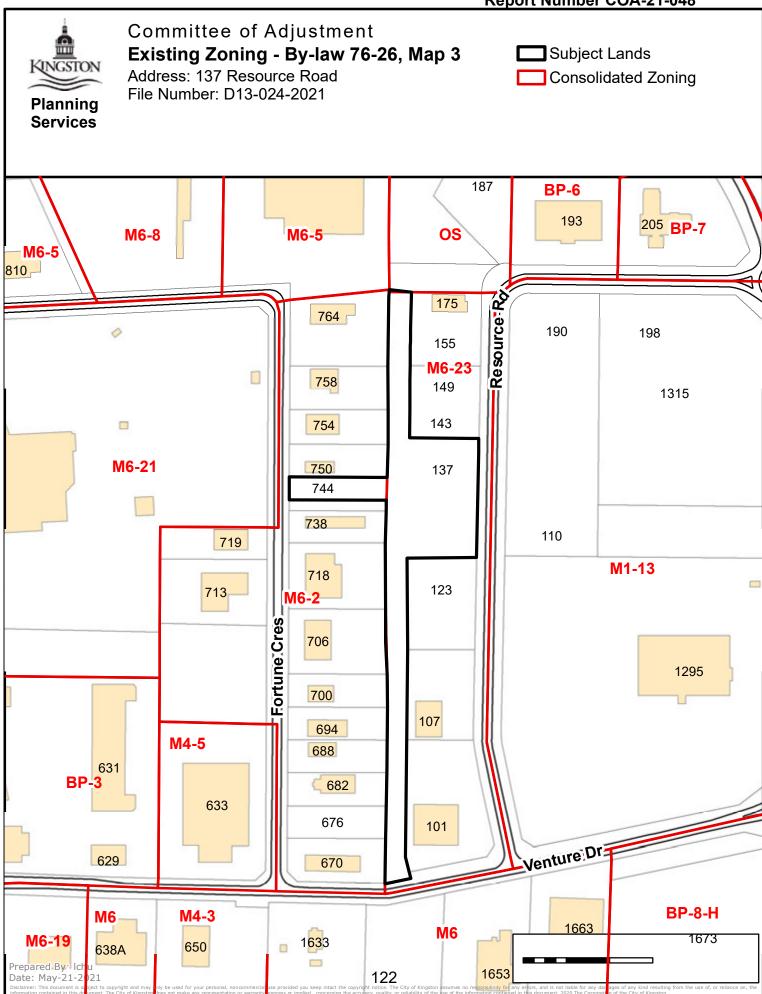
**Exhibit B Report Number COA-21-048** Mc vor Rd Hwy 401 Committee of Adjustment **Key Map** SydenhamiRd KINGSTON Address: 137 Resource Road File Number: D13-024-2021 Midland Ave **Planning Services** Lands Subject to Minor Variance Resource Rd Fortune Cres Venture Dr 1<mark>63</mark>3 638A 638 Metres Prepared By Ichu 1:3,500 Date: May-21-2021



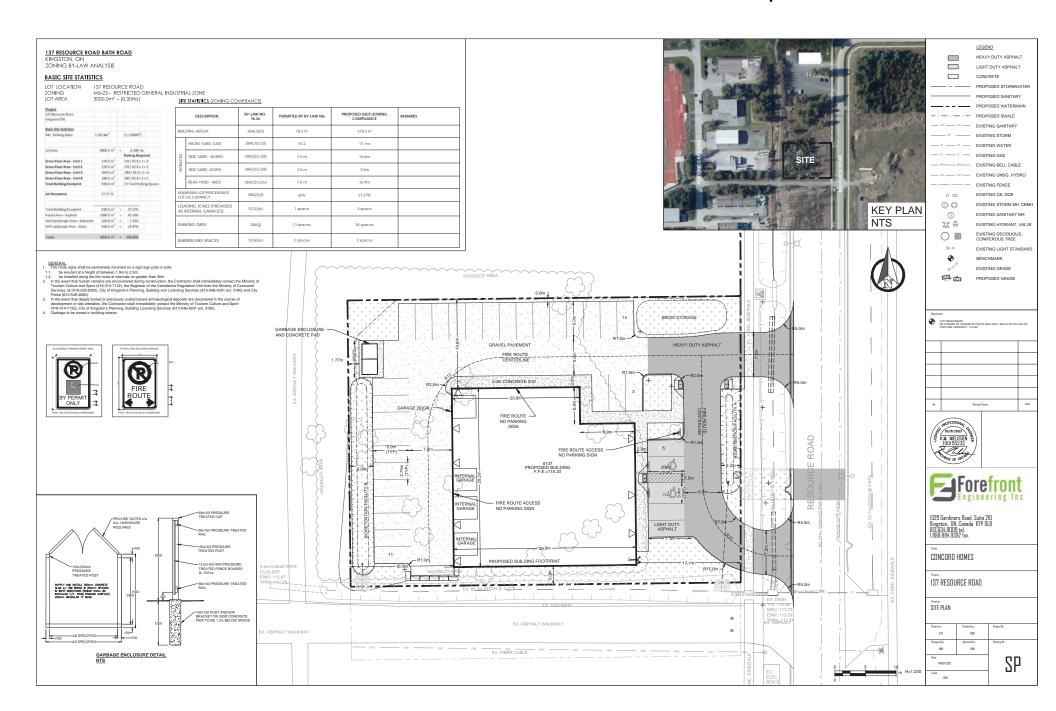
1:3,500

Prepared By: Ichu

Date: May-21-2021



# Exhibit F Report Number COA-21-048



# Site Photographs 137 Resource Road

May 20, 2021



Figure 1 - 137 Resource Road, Abutting Pathway



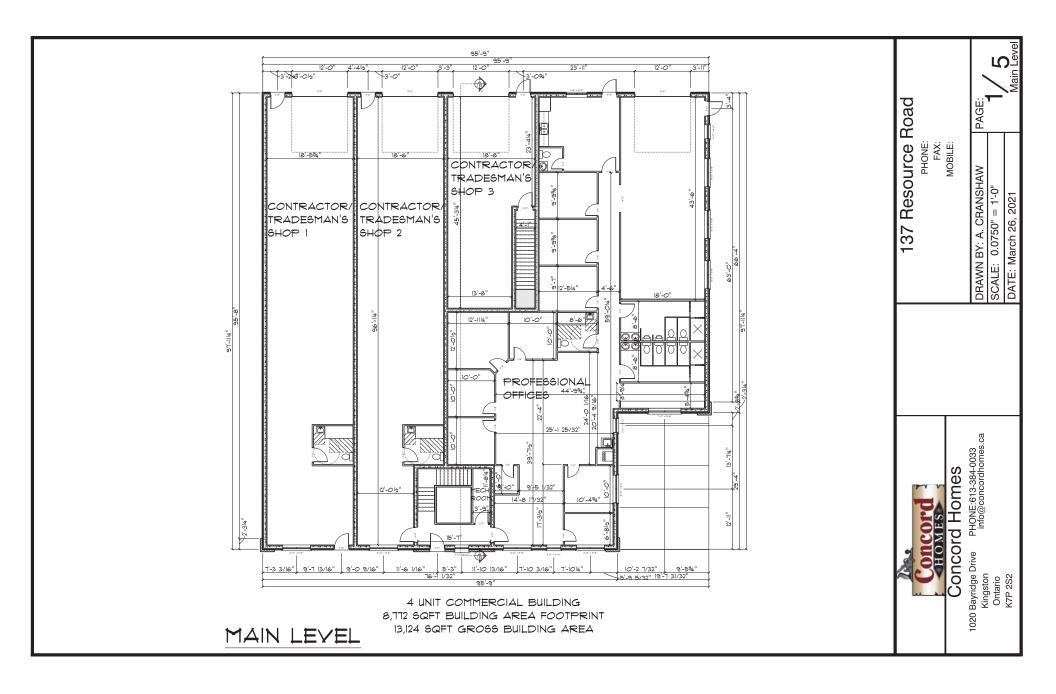
Figure 2 - 137 Resource Road, Frontage

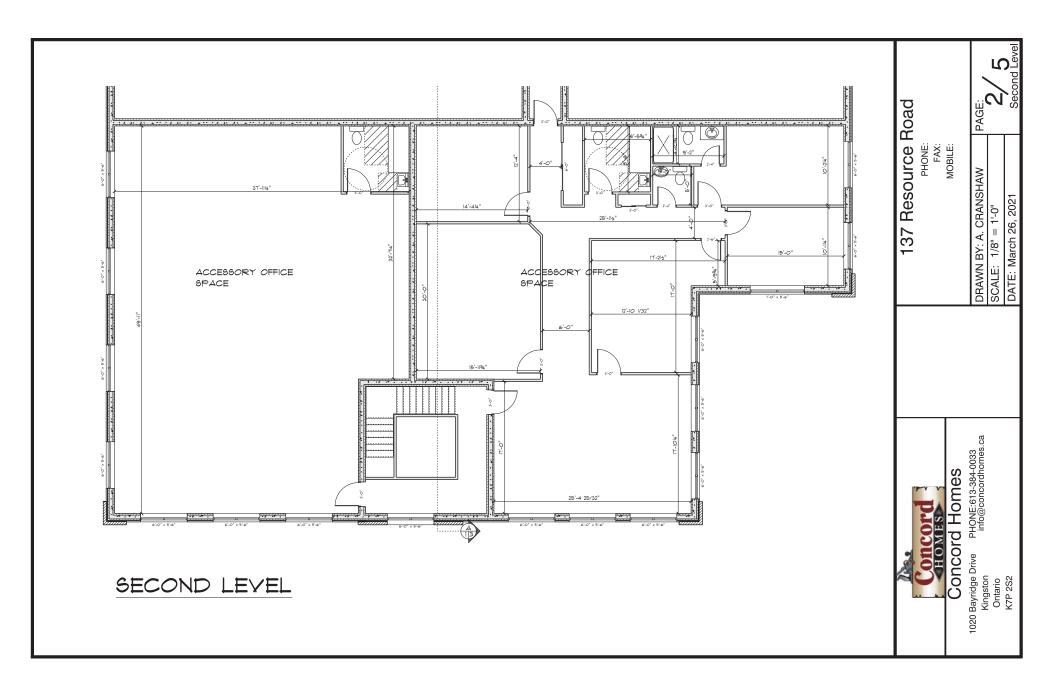


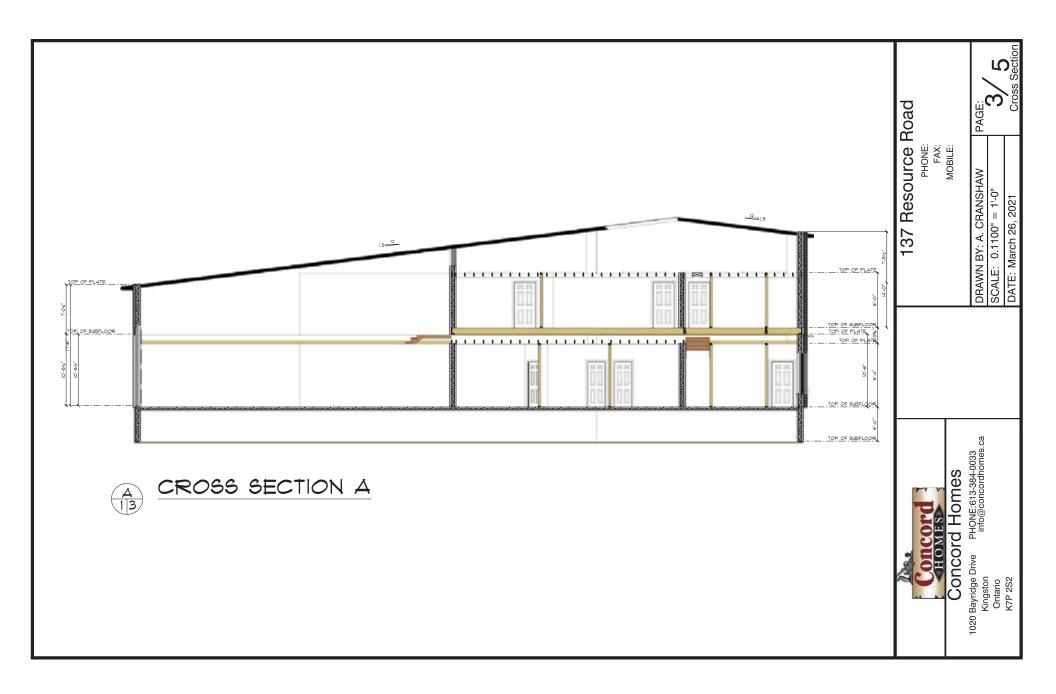
Figure 4 - Adjacent Development



Figure 3 - Adjacent Development













# Committee of Adjustment Neighbourhood Context (2021)

Address: 137 Resource Road File Number: D13-024-2021

<b>L</b> Subject Lands
Property Boundaries
Proposed Parcels

