

City of Kingston Report to Committee of Adjustment Report Number COA-21-060

To: Chair and Members of the Committee of Adjustment

From: Sarah Oldenburger, Planner

Date of Meeting: August 16, 2021

Application for: Permission

File Number: D13-034-2021

Address: 3 Church Street and 1 Church Street

Owner: James C. Simmons

Applicant: Bruce Downey

Council Strategic Plan Alignment:

Theme: Business as usual

Goal: See above

Executive Summary:

This report provides a recommendation to the Committee of Adjustment regarding an application for permission to expand the existing dwelling municipally known as 3 Church Street (which is also currently referred to as 1A Church Street by the applicant and is posted on the existing dwelling). 1 Church Street is an existing non-conforming stone row dwelling and was built in approximately 1840. No changes are being proposed to the stone row dwelling municipally known as 1 Church Street. The dwelling municipally known as 3 Church Street is located in the rear frame addition attached to 1 Church Street.

The applicant is proposing to renovate the existing dwelling unit municipally known as 3 Church Street and expand the existing dwelling to include a second storey. The roof line would change to incorporate the proposed second storey addition and would comply with the current "A5" zone height requirements. The existing non-complying dwelling, municipally known as 3 Church Street, does not comply with current side yard requirements and currently has an eastern side

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yard width that ranges from 0 metres to 0.49 metres and a western side yard width that ranges from 0.07 metres to 0.31 metres (Exhibit G). The building footprint and existing non-complying yards would remain unchanged. The proposed expansion of the existing dwelling would extend upwards, along existing non-complying yards, and would require a permission to expand the existing dwelling unit municipally known as 3 Church Street.

Additional renovations are being proposed to the detached accessory structure, which would be used as additional amenity area for the residents of the existing dwelling units at 1 Church Street or 3 Church Street, and do not require *Planning Act* approval.

Application File Number P18-013-2021, regarding the proposed renovation and enlargement of the existing dwelling at 3 Church Street (also referred to as 1A Church Street) and the renovation of the detached accessory structure, was reviewed and supported by Heritage Kingston on April 21, 2021. This application was subsequently granted approval by City Council on May 4, 2021.

The requested application for permission under Section 45(2)(a)(i) 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 8499. The proposed expansion of the dwelling municipally known as 3 Church Street to include a second storey and new roof line on the existing footprint, which has existing non-complying yards, is in keeping with the intent of the zoning by-law and represents appropriate and desirable development of the lot. Therefore, it is recommended that this application for permission under Section 45(2)(a)(i) of the *Planning Act* be approved.

Recommendation:

That the application for permission, File Number D13-034-2021, for the property located at 3 Church Street to expand the frame dwelling unit to include a second storey and new roof line on the existing footprint, which has existing non-complying yards, be approved; and

That approval of the application be subject to the conditions attached as Exhibit A (Recommended Conditions) to Report Number COA-21-060.

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Authorizing Signatures:

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Sarah Oldenburger, Planner

Consultation with the following Management of the Community Services Group:

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

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Options/Discussion:

On May 16, 2021, an application for permission was submitted by Bruce Downey, on behalf of the owner, James C. Simmons, with respect to the property located at 3 Church Street. The application for permission is requested to expand the frame dwelling to include a second storey and new roof line on the existing footprint, which has existing non-complying yards.

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

- Site Plan (Exhibit G);
- Survey (Exhibit H);
- Existing Dwelling Drawing Package (Exhibit I);
- Proposed Addition and Roof Drawing Package (Exhibit J);
- Proposed East Elevation (Exhibit K);
- Photographs (Exhibit L);
- Historical Photographs (Exhibit M);
- Plans for Accessory Building Renovation;
- Servicing Report;
- Cover Letter;
- · Planning Justification Letter;
- Owner's Authorization; and
- Approval of Application for Heritage Permit

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 within the urban boundary and contains two municipal addresses: 1 Church Street and 3 Church Street (Exhibit B). The subject property is bounded by three streets: King Street West (an arterial road) to the south, Kennedy Street (a local road) to the north, and Church Street (a local road) to the west. The subject property is a designated property under Part IV of the *Heritage Act*. The subject property contains two existing dwelling units: one dwelling unit is located within the stone row dwelling and the second dwelling unit is located within the rear frame addition. There is an existing accessory building located at north end of the subject property and there are no parking spaces provided on-site.

The subject property is designated "Residential" in the Official Plan and zoned "A5" in Zoning By-Law Number 8499. The subject property abuts 665 King Street West to the east, a residential use in the "A5" zone and which is also a designated property under Part IV of the *Heritage Act*.

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Legal Non-conforming

As stated in Subsection 45(2)(a)(i) of the *Planning Act*; where any land, building or structure, on the day the by-law was passed, was lawfully used for a purpose prohibited by the by-law, the Committee of Adjustment may permit the enlargement or extension of the building or structure, if the use that was made of the building or structure on the day the by-law was passed continued until the date of the application to the committee, but no permission may be given to enlarge or extend the building or structure beyond the limits of the land owned and used in connection therewith on the day the by-law was passed (Section 45(2)(a)(i)).

Zoning By-Law Number 8499 was passed by Council in 1975 and predates the City of Kingston Official Plan which came into effect in 2010. As a general rule, any land use legally existing at the date of approval of the implementing zoning by-law that does not conform to the policies, provisions or schedules of the Official Plan or the zoning by-law is deemed a non-conforming use and should cease to exist in the long run.

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

Schedule 3-A of the City of Kingston Official Plan indicates that the subject property is designated 'Residential'. The predominant use of the 'Residential' designation are residential dwellings, including detached, semi-detached or duplex dwellings, townhouses, and apartments of various types, tenure, and density that respond to a wide range of housing needs. Residential uses imply structures typical to such uses (i.e. decks and porches) and may change over time to meet the needs of residents (i.e. additions).

In certain circumstances, it may be desirable to grant the extension, enlargement or relocation of a non-conforming use as provided by the *Planning Act*. When reviewing an application for such extension, enlargement or relocation, the Committee of Adjustment must be satisfied that the legal non-conforming use continued to the date of the application to the Committee, and that the application would not extend such use beyond the area and site owned or used on the day of passage of the implementing zoning by-law, and that the application complies with the eight criteria as per Section 9.5.13 of the Official Plan regarding the extension or expansion of a non-conforming use. The subject application, requesting permission to expand the rear attached frame dwelling to include a second storey and a new roof line on the existing footprint, which has existing non-complying yards, has been reviewed against these policies, provided below.

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1. Consistency with provincial policy in effect at the time of the decision, and general conformity of the proposal with the intent of the policies and schedules of the Plan:

The proposal is consistent with the policies of the Provincial Policy Statement and will not hinder future development intended for the Residential designation in the Official Plan.

2. Compatibility of the proposal with existing uses and zones, the natural heritage system, cultural heritage resources, and with future planned uses in accordance with the Plan:

The continued residential use of the two existing dwelling units on the subject property is compatible with the adjacent residential uses. The subject property and the abutting property, municipally known as 665 King Street West, are both designated properties under Part IV of the *Heritage Act*. Application File Number P18-013-2021, regarding the proposed renovation and enlargement of the existing dwelling at 3 Church Street and the renovation of the detached accessory structure, was reviewed and supported by Heritage Kingston on April 21, 2021. Application File Number P18-013-2021 was subsequently granted approval by City Council on May 4, 2021. The site is not located within a Heritage District. The existing residential uses would be maintained on the subject property. The proposed expansion of the frame dwelling to include a second storey and new roof line would not change the existing building footprint and would not have any adverse impacts on the natural heritage system or on any cultural heritage resources.

3. Compatibility of proposed buildings or structures with existing buildings and structures, with zoning standards of adjacent sites, with any future planned standards as provided in the Plan, and with any urban design guidelines adopted by the City for the area or for the type of development:

The proposed expansion of the existing dwelling to permit a second storey and new roof line maintains the scale and character of the surrounding area and will be compatible with the abutting residential uses and the character of the neighbourhood. The proposed addition and new roof line comply with the current "A5" zone height requirements in Zoning By-Law Number 8499. The proposed addition would maintain the existing non-complying yards and would not result in any further zone deficiencies or any negative off-site impacts or overlook concerns. The proposed addition would provide more interior living space and increase the functionality of the existing dwelling unit while not encroaching onto the neighbouring property, municipally known as 665 King Street West, or municipal property and would not create any further zone deficiencies.

4. The extent to which the proposal is warranted in this location and the extent to which areas zoned for the proposed use are available for development:

The subject property is designated 'Residential' in the Official Plan and will remain within the 'A5' zone as per Zoning By-Law Number 8499. The proposed expansion of the existing frame dwelling to permit a second storey addition and new roof line on the existing building footprint is not anticipated to have any adverse impact on the future

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development or redevelopment of the property or the surrounding neighbourhood. The proposed expansion will not change the intensity of use on the site.

5. The suitability of the site for the proposal, including its ability to meet all usual standards of parking for vehicles and bicycles, open space or amenity areas as well as the lack of any potential for noise, odour, traffic conflict or other nuisance from the proposal:

The proposal is seeking to expand the existing dwelling on the existing building footprint and is not proposing to add any new units on the subject property. There are no parking spaces on the existing non-complying property and this proposal does not seek a change that would require the applicant to address the existing non-complying parking situation. The proposal will not significantly affect the open space or private amenity areas on the site. The continued residential use on the property will not create any new noise, odour, traffic conflict or any other nuisances.

6. The impact on municipal infrastructure, services and traffic:

The proposal will not have a negative impact on municipal infrastructure, services and traffic.

7. Comments and submissions by staff, agencies and the public:

Utilities Kingston will require a servicing plan showing any existing and proposed services. As per City of Kingston by-laws only one service is permitted per property. Any existing services not being retained are required to be abandoned at the main(s). If increasing the gas load a Gas Load summary should be filled out and submitted to a Utilities Kingston Service Advisor as well as provided with the application. The applicant is encouraged to contact the Utilities Kingston Conservation Department to discuss their development and inquire as to whether there are any water and gas conservation incentives and energy saving options available.

Engineering advises that the Owner is to ensure lot drainage does not adversely affect neighbouring properties.

Heritage Planning noted that the subject property is designated under Part IV of the *Ontario Heritage Act* and located in the Portsmouth Village Heritage Character Area as noted on Schedule 9 of the Official Plan. *Heritage Act* approval for the exterior alterations on the property were approved by Council on May 4, 2021 through File Number P18-013-2021. Heritage Planning have no concerns with this application.

Building noted that insufficient information has been provided at this time to provide detailed comments, however the applicant is advised of the following:

- A Building Permit is required for the proposed addition and renovations
- Approval from the neighbouring property will be required for the construction at the neighbouring roof/wall lines (i.e. flashing at the roof lines);

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- Assessment of existing foundation for the one storey portion of the building is required to ensure it is capable of supporting a second floor;
- Spatial separations and construction of exposing building face to be considered in relation to the neighbouring building;
- Separate Building Permit is required for the proposed renovations to the existing detached building;
- Servicing layout to be provided for the detached building which is to include how the services are protected from frost; and,
- Building Permit fees are due in full at time of permit issuance in accordance with the Fee Schedule in affect at that time.
- 8. The degree to which the proposal may inhibit conforming uses or creates a precedent:

The proposal will not negatively impact the surrounding lands or buildings or inhibit them from developing for their intended uses. The expansion the existing dwelling is similar to other homes on this segment of King Street West and this segment of Church Street, which are two storeys in height or have rear additions that are two storeys in height. The approval of the requested permission will not set a precedent for the immediate area, as each permission is reviewed independently and judged on its own merits and metrics.

The subject property is a designated property under Part IV of the *Heritage Act* and is adjacent to the property municipally known as 665 King Street West which is also a designated property under Part IV of the *Heritage Act*.

Based on the City of Kingston archaeological potential mapping the property is in an area "cleared of archeology" and therefore an Archaeological Assessment will not be required.

The requested permission to expand the existing dwelling to include a second storey and new roof line on the existing footprint, which has existing non-complying yards, meets the general intent and purpose of the City of Kingston Official Plan.

Zoning By-Law

The subject property is zoned "A5" in the City of Kingston Zoning By-Law Number 8499, as amended (Exhibit E).

The "A5" zone requires a minimum side yard width of 1.2 metres, a minimum side yard width of 7.5 metres for a side yard abutting a street on a corner lot, a minimum front yard of 7.5 metres, a lot width of 15 metres, and off-street parking at a rate of one parking space per dwelling unit.

The existing structure does not meet the current side yard widths, minimum front yard, lot width, or parking requirements in Zoning By-Law Number 8499. In addition, there does not appear to be an applicable minimum lot area for the existing row dwelling in the "A5" zone, which only specifies minimum lot areas for single family dwellings, two-family dwellings, and main buildings other than dwellings or accessory buildings. The existing structure ranges from 0 metres to 0.49 metres from the east side lot line, ranges from 0.07 metres to 0.31 metres from the west side lot

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line and is 0.11 metres from the front lot line on King Street West (Exhibit G). The subject property has zero off-street parking spaces. The existing dwelling is considered non-complying as the initial stone row dwelling existed prior to the passing of Zoning By-Law Number 8499 in 1975 and the second dwelling unit in the rear frame addition was legalized, based on information provided by the Building and Licensing Department. This proposal does not seek a change that would require the applicant to address the existing non-complying parking situation.

The applicant is proposing to expand the rear attached frame dwelling to include a second storey and new roof line on the existing footprint which has existing non-complying yards. The proposed expansion of the existing structure will be compatible with the abutting residential uses and the character of the neighbourhood. The proposed addition and new roof line meet the height requirements of the applicable zoning by-law and is similar to a number of other properties in the surrounding area which are also two storeys in height. The expansion the existing dwelling would increase the functional interior living space and is similar to other homes on this segment of King Street West and this segment of Church Street, which are two storeys in height or have rear additions that are two storeys in height. The proposed addition and new roof line would expand the existing dwelling but would not change the existing building footprint. As such, the proposed expansion of the existing non-complying dwelling at 3 Church Street would increase the functionality of the interior living space while not creating any further zone deficiencies or encroachments onto municipal or neighbouring properties.

The plans submitted by the applicant show that additional renovations are being proposed to the detached accessory structure, which would be used as additional amenity area for the residents of the existing dwelling units at 1 Church Street or 3 Church Street, and do not require *Planning Act* approval.

Technical Review: Circulated Departments and Agencies

\boxtimes	Building Services	\boxtimes	Engineering Department	\boxtimes	Heritage (Planning Services)
	Finance	\boxtimes	Utilities Kingston	\boxtimes	Real Estate & Environmental Initiatives
\boxtimes	Fire & Rescue	\boxtimes	Kingston Hydro	\boxtimes	City's Environment Division
\boxtimes	Solid Waste	\boxtimes	Parks Development		Canadian National Railways
	Housing	\boxtimes	District Councillor		Ministry of Transportation
	KEDCO	\boxtimes	Municipal Drainage		Parks of the St. Lawrence
	CRCA		KFL&A Health Unit		Trans Northern Pipelines
	Parks Canada		Eastern Ontario Power		CFB Kingston
	Hydro One		Enbridge Pipelines		TransCanada Pipelines
\boxtimes	Kingston Airport				

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

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application from moving forward. Any technical comments that are received after the publishing of this report will be included as an addendum to the Committee of Adjustment Agenda.

Public Comments

At the time this report was finalized, no public comments have been received. Any public comments received after the publishing of this report will be included as an addendum to the Committee of Adjustment Agenda.

Previous or Concurrent Applications

Application File Number P18-013-2021, regarding the proposed renovation and enlargement of the existing rear frame addition and the renovation of the detached accessory structure, was reviewed and supported by Heritage Kingston on April 21, 2021. This application was subsequently granted approval by City Council on May 4, 2021.

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 8499. The use and height of the proposed second storey addition and new roof line are in keeping with the intent of the zoning by-law and represents appropriate and desirable development of the lot and will be functional for the continued residential use.

Approval of this application will allow for the expansion of the existing attached frame dwelling to permit a second storey addition and a new roofline on the existing footprint which has existing non-complying yards.

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 8499

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Notice Provisions:

A Committee of Adjustment Meeting is going to be held respecting this application on August 16, 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 64 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

Sarah Oldenburger, Planner, 613-546-4291 extension 3288

Other City of Kingston Staff Consulted:

None

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 Number 8499, Map 29

Exhibit F Neighbourhood Context Map (2021)

Exhibit G Site Plan

Exhibit H Survey

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Exhibit I Existing Dwelling Drawing Package

Exhibit J Proposed Addition and Roof Drawing Package

Exhibit K Proposed East Elevation

Exhibit L Photographs

Exhibit M Historical Photographs

Recommended Conditions for Approval

Application for Permission, File Number: D13-034-2021

Approval of the foregoing permission shall be subject to the following conditions:

1. Limitation

That the approved permission applies only to the proposed expansion of the existing frame dwelling (municipally known as 3 Church Street but also referred to as 1A Church Street) to include a second storey addition and new roof line on the existing building footprint which has existing non-complying yards, as shown on the approved plans attached to the Notice of Decision.

2. No Adverse Impacts

The owner/applicant shall ensure that there are no adverse impacts on neighbouring properties as a result of the expansion of the existing dwelling nor shall there be any increased runoff or grade changes to the property as a result of any modifications to on-site drainage or downspout orientation.

3. Encroachments

The owner/applicant shall demonstrate to the satisfaction of the City that there will be no encroachments onto municipal property as a result of the proposed addition or any modifications to the existing building.

4. Site Servicing Plan

The owner/applicant shall provide a site servicing plan prior to the issuance of building permit(s).

5. Civic Address

The owner/applicant shall ensure that the civic address signage has been updated to correspond with the municipal address (i.e. change the sign from 1A to 3) prior to the issuance of building permit(s).

Should the owner/applicant wish to change the civic address (i.e. from 3 Church Street to 1A Church Street), the owner/applicant shall contact Planning Services and obtain a civic address change and all appropriate fees shall be paid. The owner/applicant shall provide to the Secretary-Treasurer, Committee of Adjustment, written confirmation from the City that the civic address has been obtained prior to the issuance of building permit(s).

It is the responsibility of the owner/applicant to change the signage and notify any tenants of any changes.

6. Building Permit Application Requirements

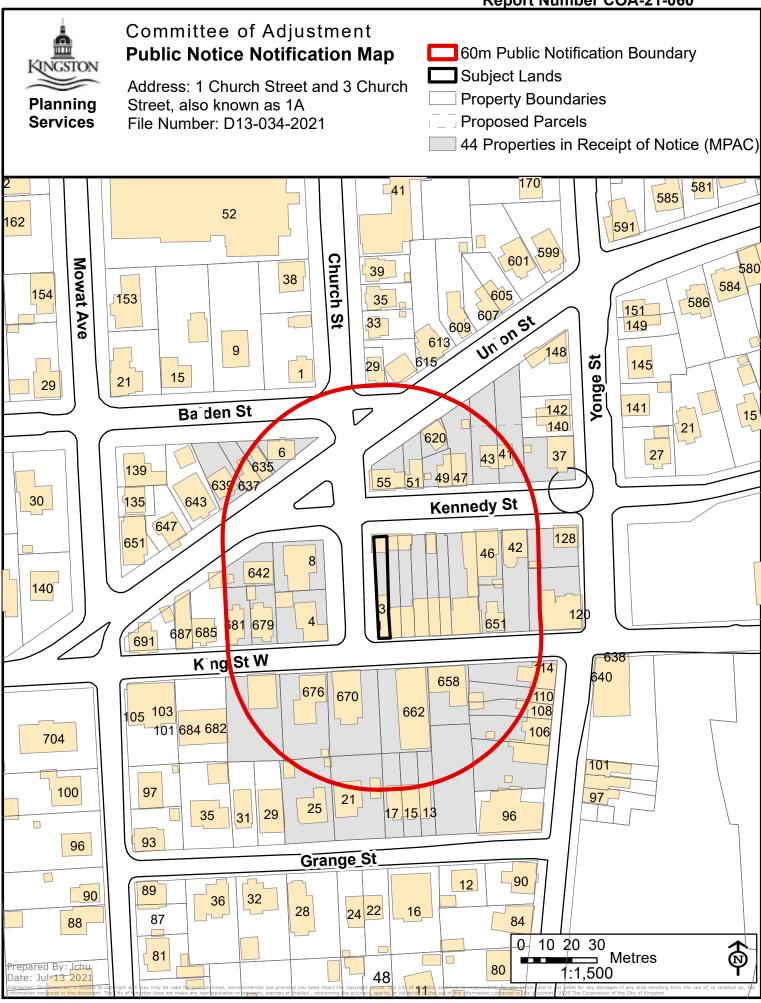
The owner/applicant shall provide to the Building Division a copy of the decision of the Committee of Adjustment, together with a copy of the approved drawings.

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 drawings, including any amendments and conditions approved by the Committee of Adjustment, as stated in the decision. Additional planning applications may be required should further zoning deficiencies be identified through the Building Permit application process.

7. 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.

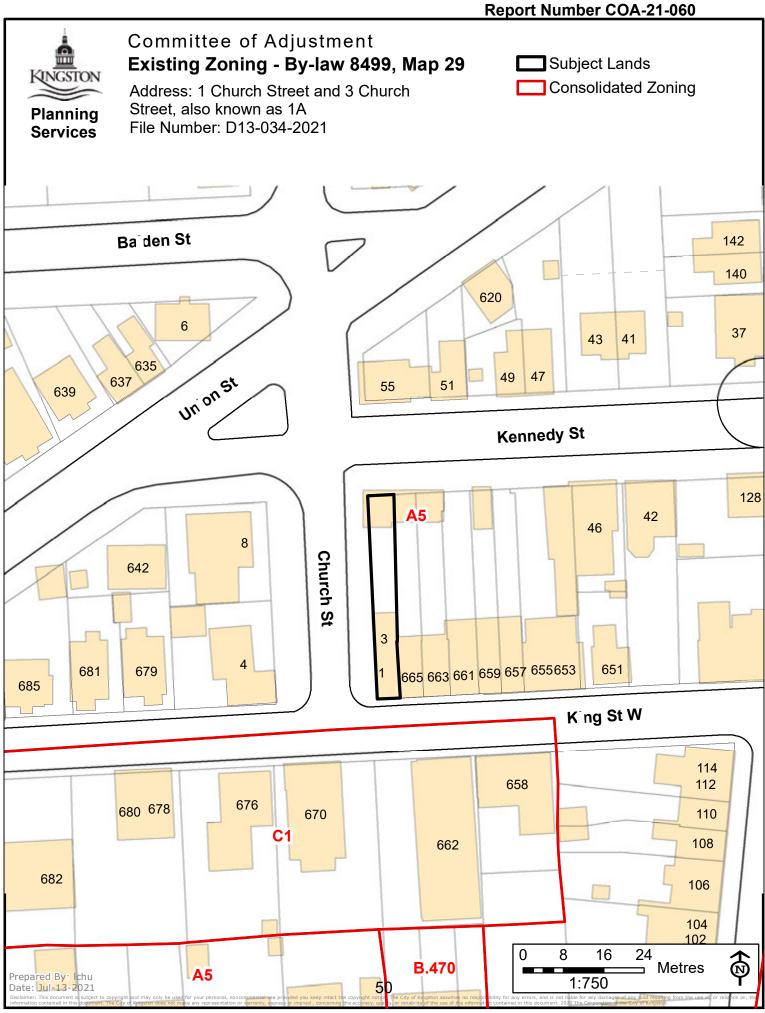




Committee of Adjustment Official Plan, Existing Land Use

Address: 1 Church Street and 3 Church







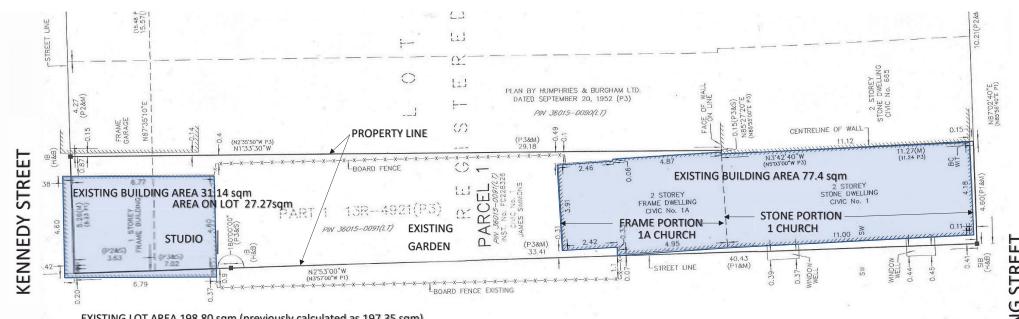
Committee of Adjustment Neighbourhood Context (2021)

Address: 1 Church Street and 3 Church

Street, also known as 1A File Number: D13-034-2021

Property Boundaries
Proposed Parcels





EXISTING LOT AREA 198.80 sqm (previously calculated as 197.35 sqm)

TOTAL BUILDING AREA ON LOT 104.67 sqm

EXISTING TOTAL LOT COVERAGE BY STRUCTURES 52.65%

EXISTING LOT COVERAGE OF PRIMARY STRUCTURE 38.9%

EXISTING LOT COVERAGE OF ANCILLARY STRUCTURE 13.7%

TOTAL LANDSCAPED OPEN AREA - 94.13sqm (47.35%)

TOTAL PARKING AREA ON LOT 0 sqm

ALL AREAS ARE EXISTING AND PROPOSED AS NO ADDITIONAL LOT COVERAGE IS PROPOSED

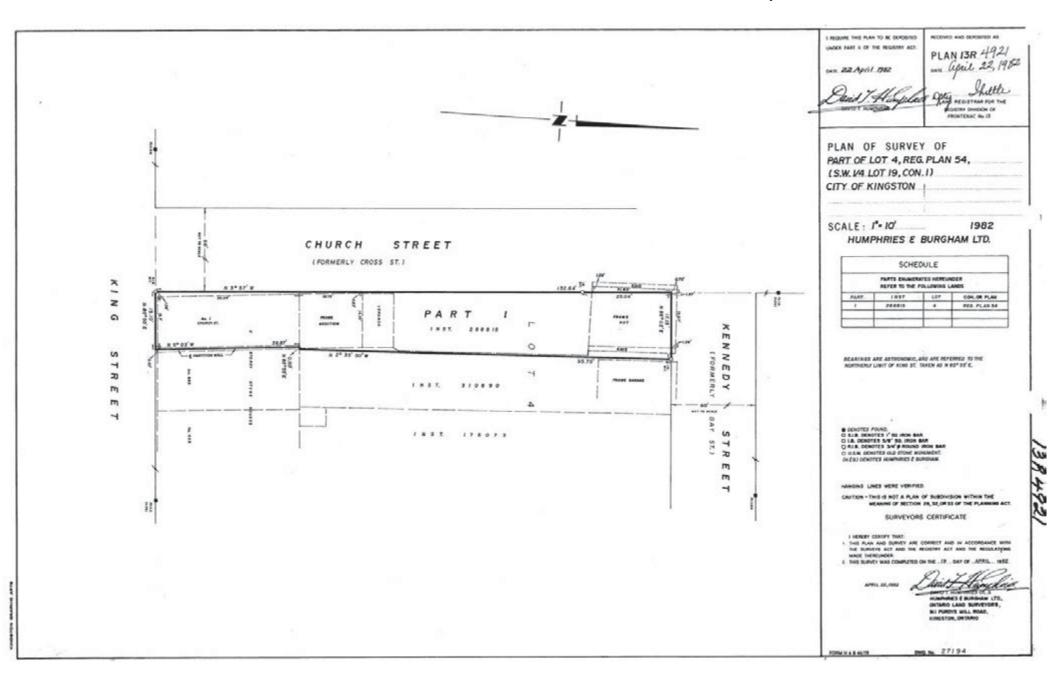
CHURCH STREET

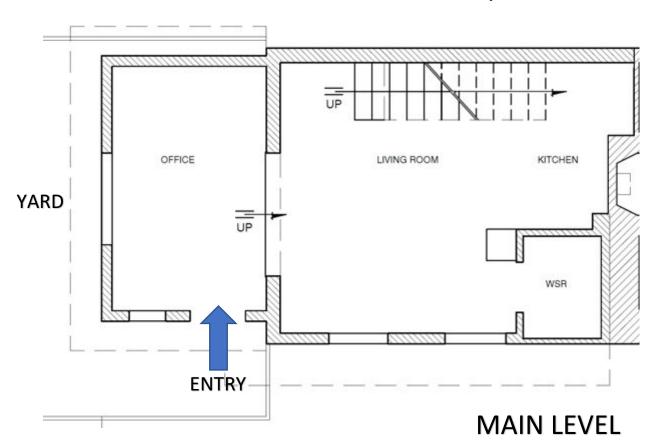


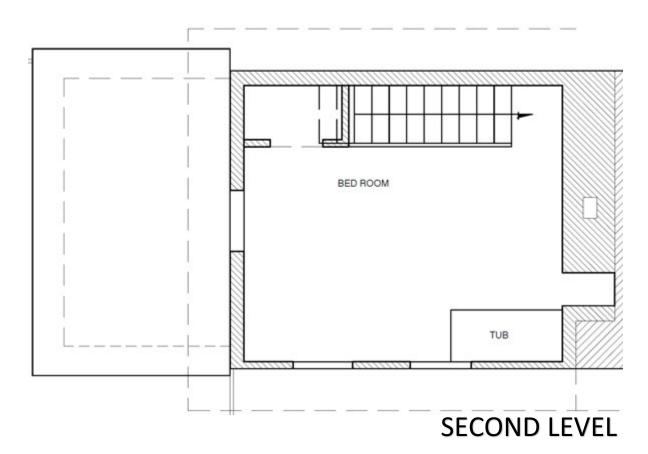
PROPOSED ALTERATIONS TO 1A CHURCH ST. AND STUDIO

JUNE 03, 2021

Exhibit H Report Number COA-21-060







1A CHURCH STREET

KINGSTON ONT.





MAIN LEVEL



SECOND LEVEL





Exhibit J Report Number COA-21-060



Exhibit J Report Number COA-21-060

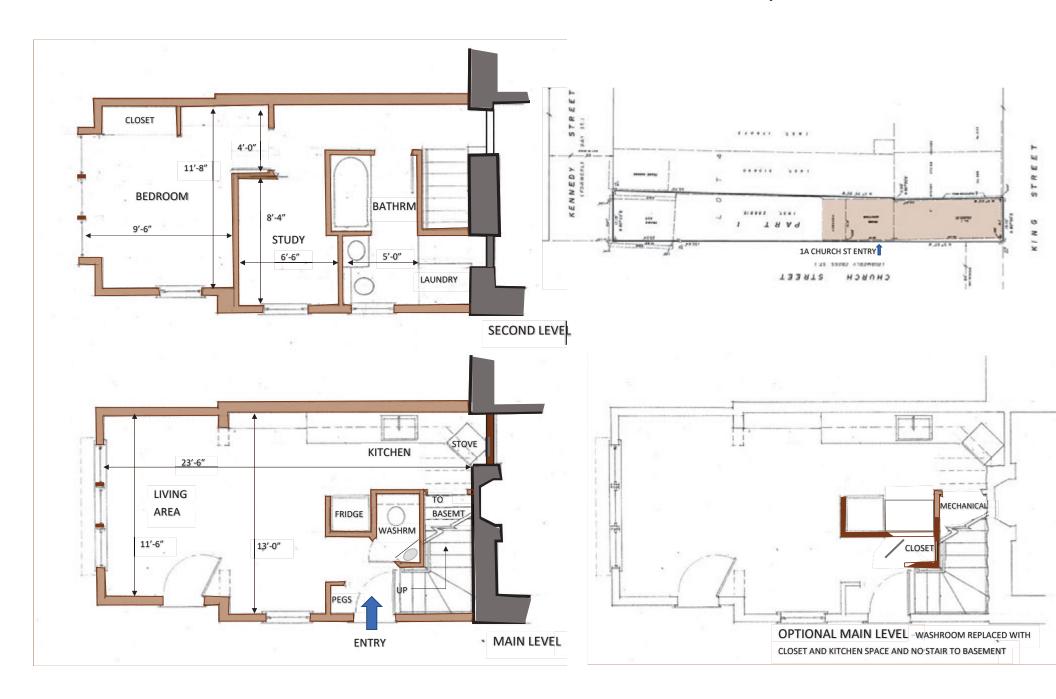
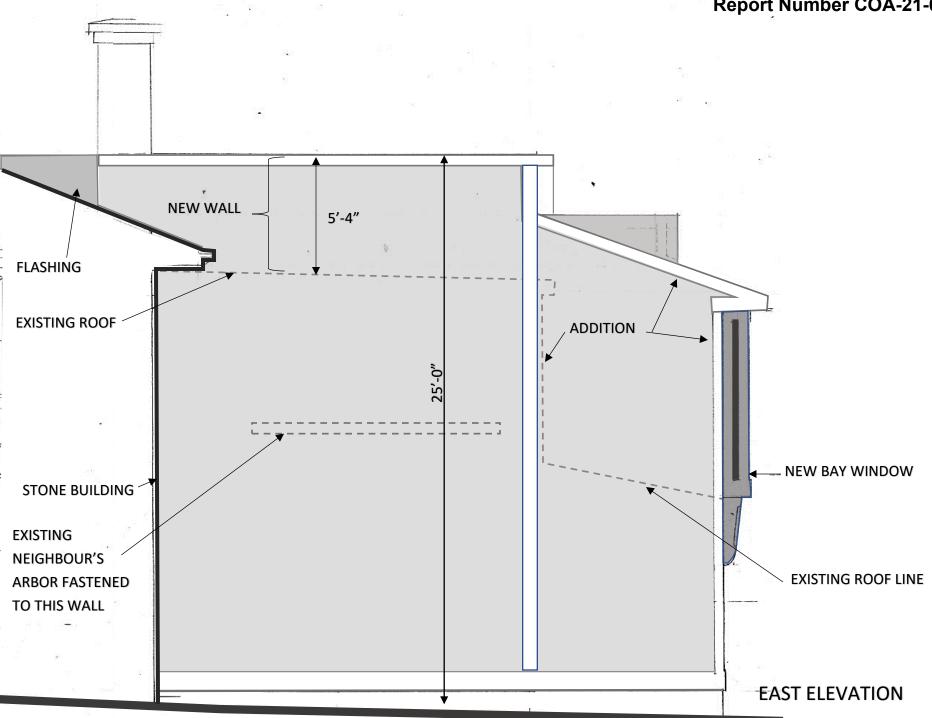


Exhibit J Report Number COA-21-060



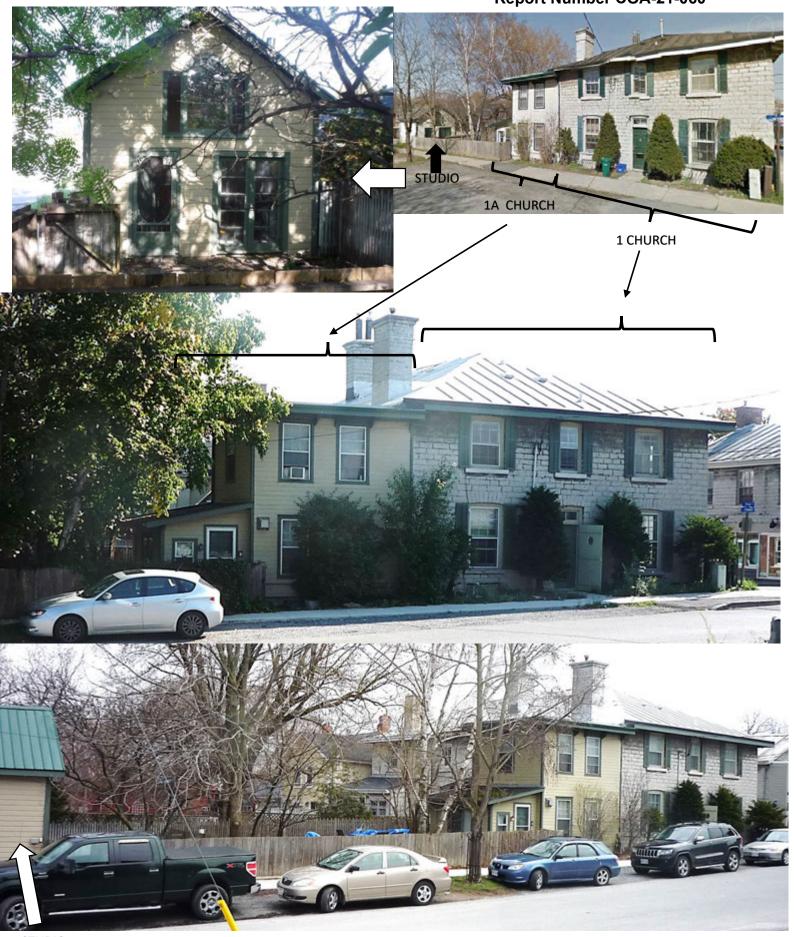




PROPOSED ALTERATIONS TO 1A CHURCH ST.

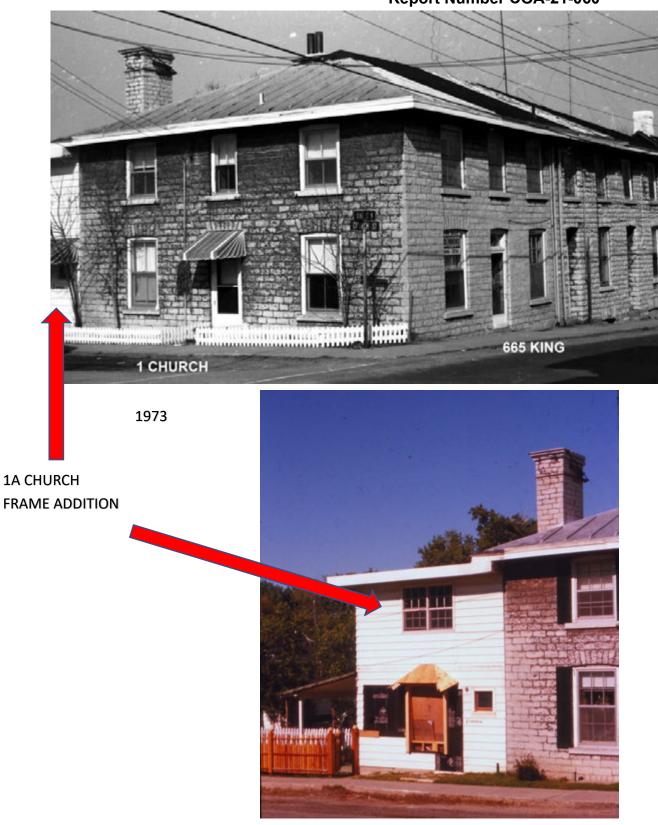
MARCH 17, 2021 REVISED JUNE 03, 2021

Exhibit L Report Number COA-21-060



STUDIO

Exhibit M Report Number COA-21-060



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