

City of Kingston Report to Committee of Adjustment Report Number COA-22-019

To: Chair and Members of the Committee of Adjustment

From: Chris Wicke, Senior Planner

Date of Meeting: January 17, 2022

Application for: Minor Variance

Files Number: D13-062-2021 and D13-063-2021

Address: 29 and 31 Rideau Street

Owner: 2643573 Ontario Limited (Steve Mann)

Applicant: Youko Leclerc-Desjardins, Fotenn Consultants Inc.

Council Strategic Plan Alignment:

Theme: 2. Increase housing affordability

Goal: 2.1 Pursue development of all types of housing city-wide through intensification and land use policies.

Executive Summary:

This report provides a recommendation to the Committee of Adjustment regarding applications for minor variance for the properties located at 29 and 31 Rideau Street. The applicant is proposing to reduce the parking requirement for second residential units for both 29 and 31 Rideau Street. Section 5.22.5.2 in the Downtown and Harbour Zoning By-Law Number 96-259 requires that each second residential unit be provided with one parking space. The applicant was previously granted approval on April 20, 2020 (Report Number COA-20-025 and Report Number COA-20-026) to expand the legal non-conforming residential uses at these properties and to obtain easements for parking access. However, the applicant has not been able to receive permission to obtain an easement over 19 and 23 Rideau Street to provide rear yard access to accommodate one parking space per second residential units on the respective sites. Due to the nature of the existing built form, the lack of vehicular access to the rear yard and the insufficient area of the front yard to accommodate parking spaces, these applications for a minor

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variance are necessary to obtain relief from the parking provisions prescribed by the Downtown and Harbour Zoning By-Law Number 96 - 259.

In both instances, the requested minor variance is consistent with the general intent and purpose of both the City of Kingston Official Plan and Zoning By-Law Number 96-259. The requested minor variance is desirable for the appropriate development or use of the land, building or structure and is minor in nature. As such, the proposed applications meet all four tests under Subsection 45(1) of the *Planning Act* and are recommended for approval.

Variance Number 1: Required Parking Spaces – Residential Parking Ratios By-Law Number 96-259: Section 5.22.5.2

Requirement: Second residential unit parking ratio: 1 parking space per unit

Proposed: Second residential unit parking ratio: 0 spaces per unit

Variance Requested: Reduction from 1 to 0 parking spaces for the second residential unit

Recommendation:

That minor variance application, File Number D13-062-2021, for the property located at 29 Rideau Street to reduce the parking requirement for a second residential unit to zero spaces, be approved; and

That minor variance application, File Number D13-063-2021, for the property located at 31 Rideau Street to reduce the parking requirement for a second residential unit to zero spaces, be approved; and

That approval of the applications be subject to the conditions attached as Exhibits A and B (Recommended Conditions) to Report Number COA-22-19.

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Authorizing Signatures:

ORIGINAL SIGNED BY PLANNER

Chris Wicke, Senior Planner

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

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

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Options/Discussion:

On October 5, 2021, minor variance applications were submitted by Fotenn Consultants Inc, on behalf of the owner, Steve Mann, with respect to the properties located at 29 and 31 Rideau Street. The variance, which is to be applied to both properties, is requested to reduce the number of required parking spaces for a second residential unit from 1 space per unit to 0 spaces per unit.

Previous applications for Permission and Consent were approved for 29 Rideau Street and 31 Rideau Street (Report Number COA-20-025 and Report Number COA-20-026 respectively) on April 20, 2020. The applications for permission were requested to expand the existing residential use at 29 and 31 Rideau Street to permit the renovation and expansion of the existing townhouse dwelling units that are intended to occupy the second and third floor and the incorporation of second residential units on each property at the ground floor and lower level walk-out, resulting in one principal unit and one second residential unit per property in existing legal non-conforming residential buildings. Residential uses for these properties are permitted in the Official Plan and in the zoning by-law; however, residential dwellings in this zone are to be located in or above the second storey (exclusive of the basement or cellar) in a mixed use commercial and residential building. While the original townhouse dwelling units at 29 and 31 Rideau Street had legal non-conforming status, the existing use required permission to expand the legal non-conforming use and to incorporate the second residential units in association with the townhouse dwelling units.

Additional construction was proposed including a rear addition at 29 Rideau Street to provide a three-season room with a rooftop deck and an expansion of the existing rear shed dormer, and renovations at 31 Rideau Street to structurally upgrade an existing three-season room to support a new rooftop deck, to construct a rear shed dormer, and to add a front dormer to match and complement the existing adjacent dormer at 29 Rideau Street. The applications for Consent (Easement) were required to establish a legal right-of-way over the side and rear of 19, 23, 27 and 29 Rideau Street for vehicular access to the parking for the second residential units located in the rear yards of 29 and 31 Rideau Street.

These previous applications for Permission and Consent were approved; however, while the applicant had agreement in principle for the easements from adjacent landowners, following the approval of the applications, the owners of 19 and 23 Rideau Street rescinded their authorization as there was disagreement between the owners. As such, the applicant has not been able to receive permission to obtain the required easements to provide rear yard access to accommodate one parking space per second residential unit on properties at 29 and 31 Rideau Street. Due to the nature of the existing built form, the lack of vehicular access to the rear yard and the insufficient area of the front yard to accommodate parking spaces, these applications for minor variance are necessary to obtain relief from the parking provisions prescribed by the Downtown and Harbour Zoning By-Law Number 96-259.

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

- Concept Plan and Grading Plan (Exhibit H);
- Survey; and
- Planning Letter

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 properties are located on the east side of Rideau Street, south of Ordnance Street and north of Barrack Street (Exhibit C). The property at 29 Rideau Street has an area of approximately 163 square metres and the property at 31 Rideau Street has an area of approximately 151 square metres. Both are developed with a townhouse dwelling that was occupied by one residential unit and both are intended to include a second residential unit, as approved. The subject properties are designated 'Central Business District' in the City of Kingston Official Plan and zoned Neighbourhood Fringe Commercial 'C1-2' in Zoning By-Law Number 96-259. The sites are adjacent to attached and semi-detached dwellings to the south and east. They are adjacent to single-detached and multi-unit dwellings and an apartment building and its adjacent parking area to the west and north of the site (Exhibit I – Site Photographs).

Application

The review of an application for minor variance(s) is not a simple mathematical calculation, but rather a detailed assessment of whether the variance(s) requested, both separately and together, meet the four tests of a minor variance outlined in Subsection 45(1) of the *Planning Act*. The following provides this review:

Provincial Policy Statement

In addition to the four tests of a minor variance detailed above, Subsection 3(5) of the *Planning Act* requires that a decision in respect of the exercise of any authority that affects a planning matter shall be consistent with the Provincial Policy Statement (the PPS). The PPS provides policy direction on matters of provincial interest related to land use planning and development which are complemented by local policies addressing local interests. The applications being considered are site specific to accommodate a specific proposal and do 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 properties are designated Central Business District in the City of Kingston Official Plan.

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In considering whether this proposed variance is desirable, the Committee of Adjustment will have regard to the nine requirements included in Section 9.5.19 of the Official Plan. The following provides these nine requirements and an assessment of how the proposal is consistent with each.

- 1. The proposed development meets the intent of Section 2 Strategic Policy Direction, and all other applicable policies of this Plan;
 - The applications meet the intent of Section 2 of the Official Plan as the proposals will allow for the ongoing use of these existing residential buildings which are located within the urban boundary on full municipal services. The second residential units and continued residential use will not adversely affect this stable neighbourhood.
- 2. The proposed development will be compatible with surrounding uses, buildings or structures and development standards associated with adjacent properties, and if necessary, incorporate means of alleviating adverse effects on abutting land uses as recommended in Section 2.7 of this Plan;
 - The subject properties are developed with three storey townhouse dwellings within a residential neighbourhood with a mixture of dwelling types and heights. As per recently approved applications, changes were made to expand the existing residential use at 29 and 31 Rideau Street to permit the renovation and expansion of the existing townhouse dwelling units intended to occupy the second and third floor and the incorporation of second residential units on each property at the ground floor and lower-level walk-out, resulting in one principal unit and one second residential unit per property in existing legal non-conforming residential buildings.

The proposed change to the parking requirement will have no impact on the surrounding buildings or structures.

- 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;
 - Section 3.3.11 (g) of the Official Plan provides policy direction for applications seeking parking relief in support of a second residential unit. The following criteria must be satisfied: i) the residential dwelling lot is within walking distance of an express Kingston Transit bus route; ii) the residential dwelling lot is within walking distance of commercial uses; and iii) the residential dwelling lot is within walking distance of parkland, open space or community facilities. For the purposes of this subsection, walking distance shall be measured using the actual path of travel, such as along a road network (e.g., sidewalk, cycle lane, etc.) or other publicly accessible space. The Official Plan considers 'walking distance' to be 600 metres or less.

Regarding these criteria, the property at 29 Rideau Street is within walking distance of Kingston Transit Route 1 and Express Routes 801/802 which service Bagot Street and Montreal Street, parallel to Rideau Street. The sites are located within 150 metres of two

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transit routes on Bagot Street and within 290 metres of two Express transit stops on Montreal Street. The property is walking distance of parkland and community facilities as it is in proximity to McBurney Park, Riverview Park, Douglas R. Fluhrer Park, and Artillery Park. The property is also in the Central Business District designation and is within walking distance of the diverse commercial uses in the Central Business District.

- 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;
 - No external changes are proposed as a result of this application. There were no heritage concerns regarding the previous application, which involved minor exterior renovations to the existing structures related to the incorporation of the second residential units. The properties in question are not within a heritage district.
- 5. If the site is designated under the *Ontario Heritage Act*, the application shall be reviewed by Heritage Kingston for approval. If the property is adjacent to a designated property under the *Ontario Heritage Act* or shown as a Heritage Area feature, or is affected by the protected views shown on Schedule 9 of this Plan, then a heritage impact statement may be required to assist staff to determine if the resulting development is desirable;
 - The properties in question are not designated heritage properties but are listed properties. Heritage Services was included as part of the technical review and had no concerns with the applications for the proposed reduction of the parking requirement for the second residential units.
 - It is recommended that the standard archaeological warning clause be provided in the notices of decision to inform the owner/applicant of their obligation if artifacts or remains are found during excavation.
- 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 existing residential uses are serviced with full municipal water and sewage services and propose to maintain the current services. No concerns or comments were raised regarding servicing during technical review process.
- 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 proposals meet the four tests of a Minor Variance as outlined in the Planning Act and described herein and therefore does not require a Zoning By-Law Amendment.
- 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;

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Recommended conditions are included in Exhibits A and B to this report.

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

The proposal is in keeping and compatible with the existing development in the surrounding area and will not set an undesirable precedent.

The proposal meets the intent of the Official Plan, as the proposed reduction in parking spaces meets the criteria established therein in Section 3.3.11(g) and will not result in any negative impacts to adjacent properties or to the neighbourhood and will maintain an existing residential use on the subject property.

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

The subject property is zoned Neighbourhood Commercial Fringe 'C1-2' in the City of Kingston Zoning By-Law Number 96-259, entitled "Downtown and Harbour Zoning By-Law of the Corporation of the City of Kingston", as amended. The C1-2 Zone permits a broad range of commercial uses and limited residential uses. The subject property is currently developed with a residential building.

The residential use of the entirety of the buildings at 29 and 31 Rideau Street were established prior to 1996 with one residential unit per property determined to be present at that time. As a townhouse residential use is not a permitted use in C1-2 Zone, and in the absence of a commercial use, the continued use of the structure solely for residential use, specifically on the first floor, was previously considered legal non-conforming. Permission and consent applications were approved by the Committee of Adjustment on April 20, 2020 (Report Number COA-20-025) to permit the extension of the legal non-conforming residential use and the establishment of new second residential units.

As the recommendations were approved, the extended townhouses and second residential units are now a permitted use. However, the mechanism by which the parking was to be established was not able to be implemented. The owners of the adjacent property, who initially agreed in principle to the applications for consent, rescinded their authorization, and to date, it has not been possible to establish this easement. Due to the nature of the existing built form, the lack of vehicular access to the rear yard and the insufficient area of the front yard to accommodate parking spaces, this application for a minor variance is necessary to obtain relief from the parking provisions.

The proposal requires a variance to Section 5.22.5.2

Variance Number 1: Required Parking Spaces – Residential Parking Rations

By-Law Number 96-259: Section 5.22.5.2

Requirement: Second residential unit parking ratio: 1 parking space per unit

Proposed: Second residential unit parking ratio: 0 spaces per unit

Variance Requested: Reduction from 1 to 0 parking spaces for the second residential unit

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The proposal requires a variance to the minimum required parking spaces for second residential units. The intent of the minimum parking space requirement is to ensure sufficient vehicular parking is provided for residential units.

As per the Official Plan policies set out in Section 3.3.11, there are established criteria for determining the appropriate reduction of parking for second residential units based on walking distance from express transit, commercial uses, and parkland, open space and community facilities. In this instance, the properties in question meet all of these criteria.

The proposals comply with all other performance standards of the Neighbourhood Fringe Commercial 'C1-2' Zone in Zoning By-Law Number 96-259.

3) The variance is minor in nature

The variance is considered minor as the previously approved development of a second residential unit is in keeping with the scale and design of the existing residential development in the neighbourhood, no exterior changes to the structure are proposed, and the property meets the criteria established in the Official Plan for the reduction of parking spaces for second residential uses. The proposal is not anticipated to have any negative impacts on the abutting residential uses and a reduction in parking will not have any impacts on the streetscape or character of the neighbourhood.

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

The proposed variance is appropriate for the development of the lands as the proposed second units will be compatible with the surrounding uses in terms of the residential character and functioning of the property and will provide an additional housing unit. There are no design or heritage considerations as there are no proposed changes to the structures.

Regarding the function of the property, Section 3.3.11 (g) of the Official Plan provides policy direction for applications seeking parking relief in support of a second residential unit. The following criteria must be satisfied: i) the residential dwelling lot is within walking distance of an express Kingston Transit bus route; ii) the residential dwelling lot is within walking distance of commercial uses; and iii) the residential dwelling lot is within walking distance of parkland, open space or community facilities. For the purposes of this subsection, walking distance (600 metres) shall be measured using the actual path of travel, such as along a road network (e.g., sidewalk, cycle lane, etc.) or other publicly accessible space. The application in question satisfies all of these criteria.

Approval of the variance will not result in a noticeable change in the area. The variance is only applied to the respective second residential units. Any future development on the subject properties is to comply with the performance standards of the zoning by-law.

The variance is desirable and appropriate use of the land.

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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
\boxtimes	Housing	□ District Councillor		Ministry of Transportation
	KEDCO	☐ Municipal Drainage		Parks of the St. Lawrence
	CRCA	☐ KFL&A Health Unit		Trans Northern Pipelines
	Parks Canada	☐ Eastern Ontario Power		CFB Kingston
	Hydro One	☐ Enbridge Pipelines		TransCanada Pipelines
	Kingston Airport			

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 these applications 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 written comments or objections were 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

Previous related applications for Permission were submitted and approved for 29 Rideau Street (File Number D13-060-2019) and 31 Rideau Street (File Number D13-061-2019). These properties were also subject to Consent (Easement) applications including Files Numbers D10-014-2020, D10-015-2020, and D10-016-2020 and D10-017-2020 for access over 19, 23, 27 and 29 Rideau Street to secure a legal right-of-way for vehicular access to the proposed parking at the rear of 29 Rideau Street and 31 Rideau Street.

Conclusion

The requested variance maintains the general intent and purpose of both the City of Kingston Official Plan and Zoning By-Law Number 96-259. The proposals are desirable for the appropriate development or use of the land, building or structure and the requested variance is minor in nature. As such, the proposed applications meet all four tests under Subsection 45(1) of the *Planning Act* and the applications are being recommended for approval, subject to the proposed conditions.

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Approval of this application will result in the reduction of parking requirements that will enable the establishment of second residential units at 29 and 31 Rideau Street.

Existing Policy/By-Law:

The proposed applications were 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 96-259

Notice Provisions:

A Committee of Adjustment Meeting is going to be held respecting this application on January 17, 2022. 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 36 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, Notices of Decision will be circulated in accordance with the provisions of the *Planning Act*.

Accessibility Considerations:

None

Financial Considerations:

None

Contacts:

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

Chris Wicke, Senior Planner, 613-546-4291 extension 3242

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Other City of Kingston Staff Consulted:

None

Exhibits Attached:

Exhibit A Recommended Conditions for 29 Rideau Street

Exhibit B Recommended Conditions for 31 Rideau Street

Exhibit C Key Map

Exhibit D Neighbourhood Context Map, (2021)

Exhibit E Public Notification Map

Exhibit F Official Plan Map

Exhibit G Zoning By-Law 96-259, Map 1

Exhibit H Concept Plan and Grading Plan

Exhibit I Site Photographs

Recommended Conditions

Application for minor variance, File Number D13-062-2021

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

1. Limitation

That the approved minor variance apply only to the proposed second residential unit in the townhouse structure 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.

Recommended Conditions

Application for minor variance, File Number D13-063-2021

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

1. Limitation

That the approved minor variance apply only to the proposed second residential unit in the townhouse structure 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

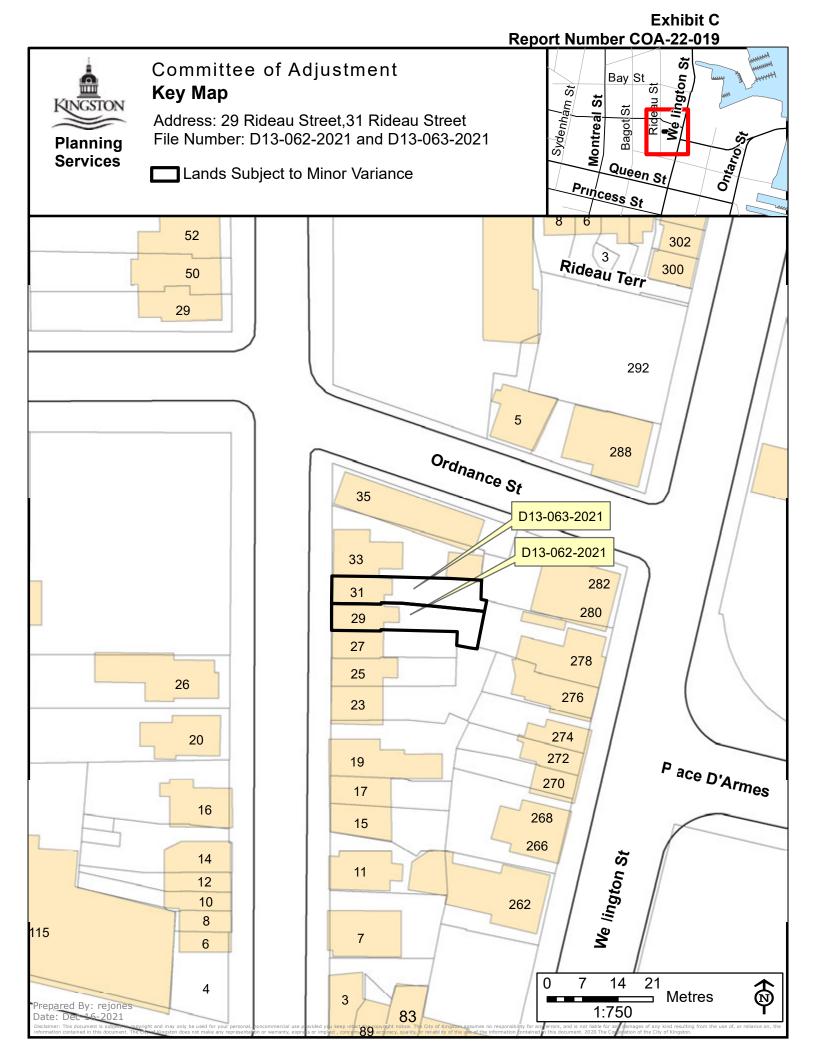
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The drawings submitted with the Building Permit application must, in the opinion of the City, conform to the general intent and description of the approved drawing(s), including any amendments and conditions approved by the Committee of Adjustment, 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.

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Committee of Adjustment Neighbourhood Context (2021)

Address: 29 Rideau Street,31 Rideau Street File Number: D13-062-2021 and D13-063-2021

L Subject Lands
Property Boundaries
Proposed Parcels

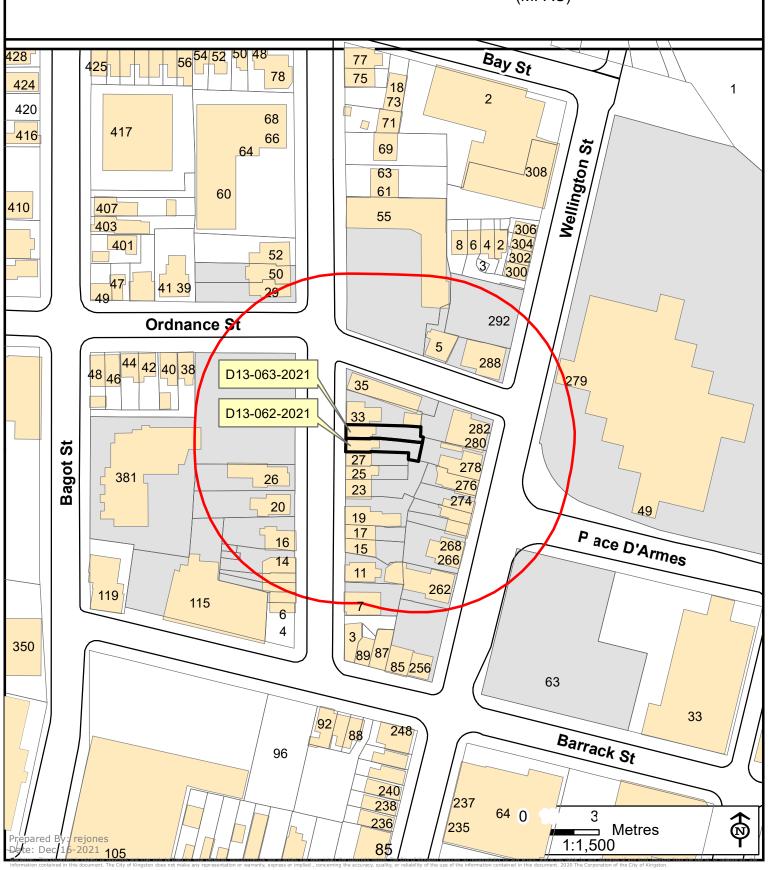




Committee of Adjustment **Public Notice Notification Map**

Address: 29 Rideau Street,31 Rideau Street File Number: D13-062-2021 and D13-063-2021

- ____60m Public Notification Boundary
- Subject Lands
- Property Boundaries
- 38 Properties in Receipt of Notice (MPAC)

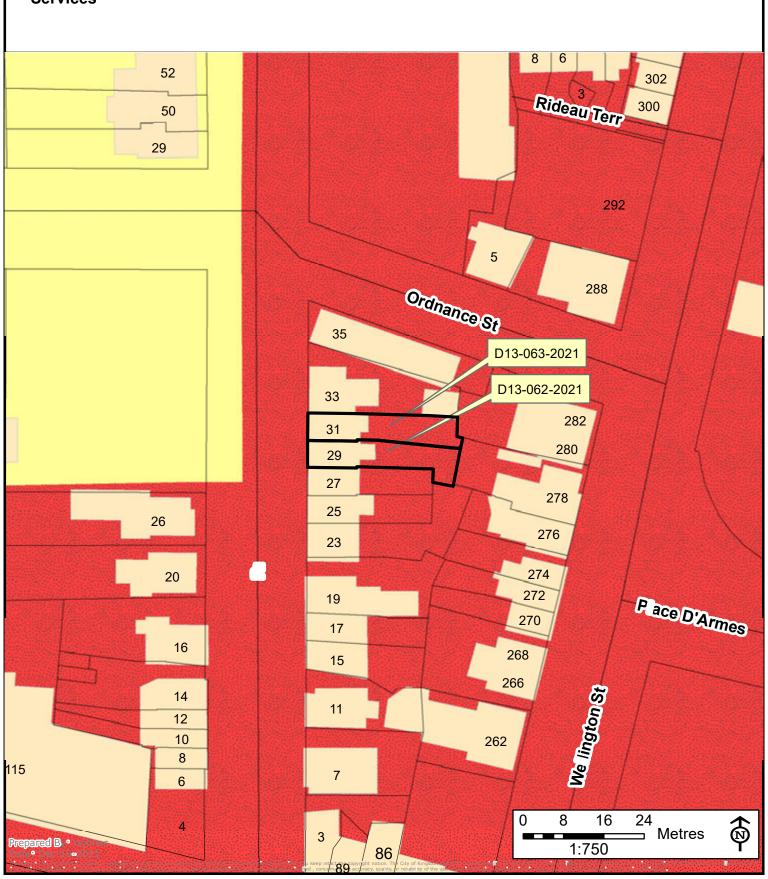




Committee of Adjustment Official Plan, Existing Land Use

Subject Lands
CENTRAL BUSINESS DISTRICT
RESIDENTIAL

Address: 29 Rideau Street,31 Rideau Street File Number: D13-062-2021 and D13-063-2021



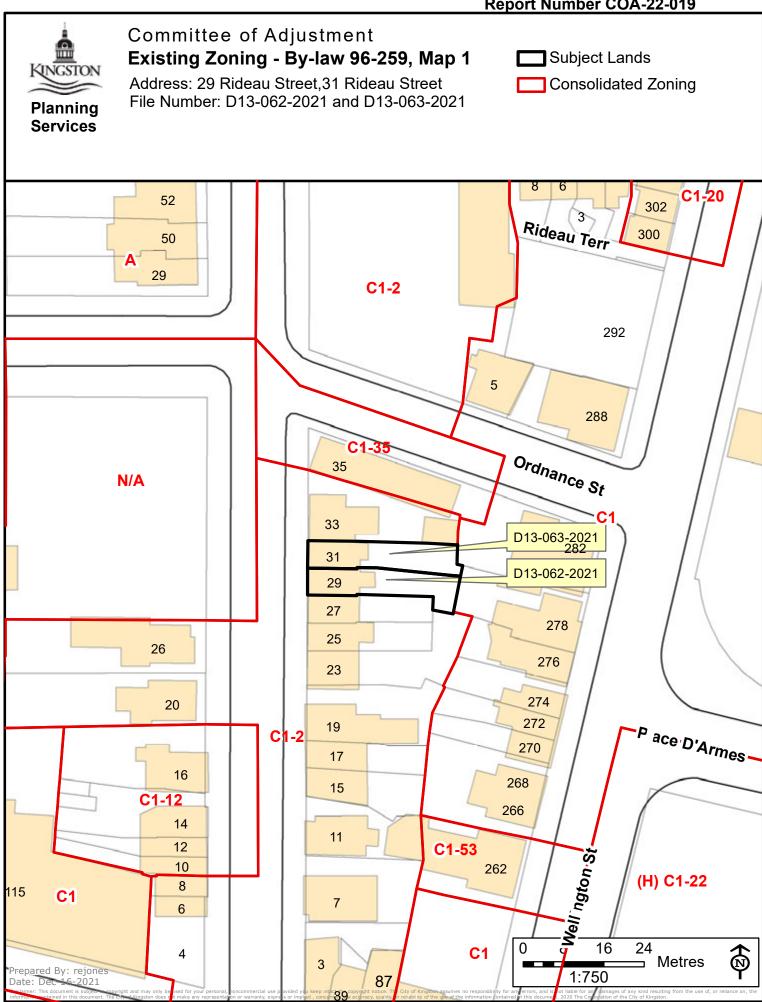


Exhibit H Report Number COA-22-019

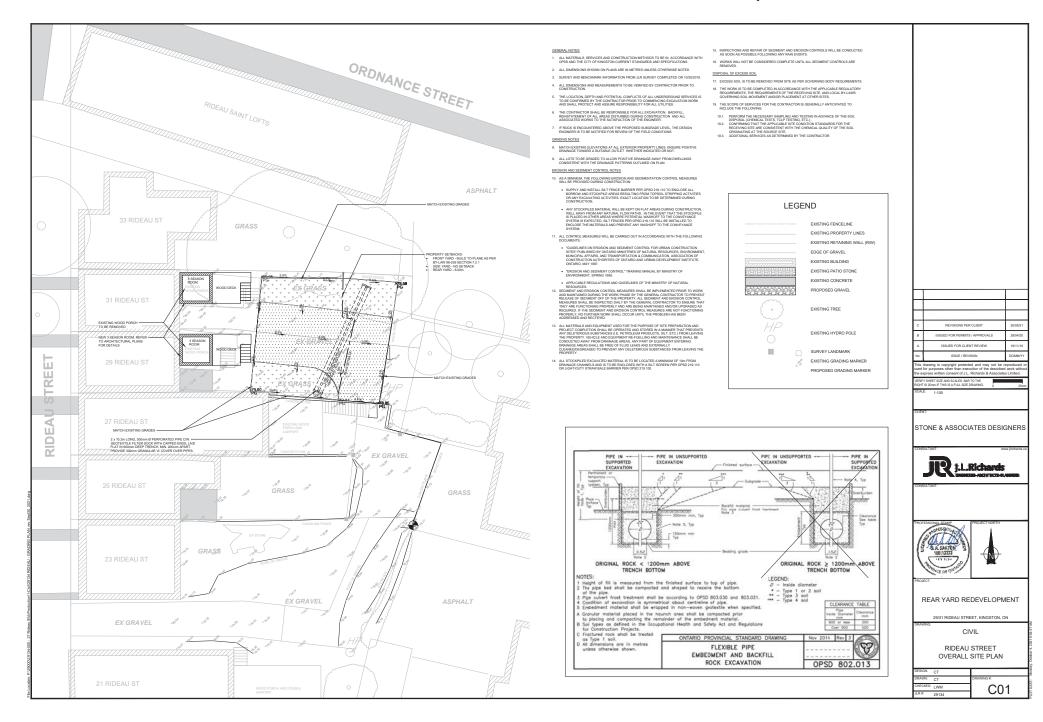


Exhibit I Report Number COA-22-019



Subject properties at 29 and 31 Rideau Street



East side of Rideau Street looking south past subject properties



East side of Rideau Street looking north of the subject properties



East side of Rideau Street looking north from Barrack Street



West side of Rideau Street looking north from Barrack Street



West side of Rideau Street looking South from 89Ordnance Street