

City of Kingston Report to Committee of Adjustment Report Number COA-22-040

To: Chair and Members of the Committee of Adjustment

From: Lindsay Sthamann, Intermediate Planner

Date of Meeting: June 20, 2022

Application for: Permission and Minor Variance

File Number: D13-018-2022

Address: 442 Albert Street

Owner: Stonepoint Properties Inc.

Applicant: Annie Lee and Fotenn Consultants 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 442 Albert Street. The applicant is proposing to expand the existing day care into the existing accessory buildings on the site and reduce the required parking spaces. The expansion will result in the addition of 21 childcare spaces. A permission application is required as the existing day care is a legal non-conforming use and the accessory buildings do not comply with required setbacks. The applicant has also requested a minor variance to reduce the required parking spaces from 4 spaces to 2 spaces in order to accommodate fire and emergency services access to the rear of the property.

The final draft of the City's new Zoning By-Law was approved by Council at its meeting held on April 26, 2022. As this application is scheduled for a Committee of Adjustment meeting subsequent to that date, the application has been reviewed against both the current Zoning By-Law Number 8499, as well as Kingston Zoning By-Law Number 2022-62.

Page 2 of 12

Permission: Expansion of Day Care

By-Law Number 8499 and Zoning By-Law 2022-62

Permission to expand the legal non-conforming day care use into the existing legal non-conforming detached accessory buildings.

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, Zoning By-Law Number 8499, and Zoning By-Law Number 2022-62. The proposed day care expansion 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.

Variance Number 1: Reduce Parking

By-Law Number 8499: Section 5.3 A. (b) ii

Requirement: 4 spaces (1 space per 117 square-metres GFA)

Proposed: 2 spaces Variance Requested: 2 spaces

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 8499. 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 application meets all four tests under Subsection 45(1) of the *Planning Act* and is recommended for approval.

Recommendation:

That the application for permission, File Number D13-018-2022, for the property located at 442 Albert Street to expand the existing day care into the existing accessory buildings on the site, be approved; and

That minor variance application, File Number D13-018-2022, for the property located at 442 Albert Street to reduce the required parking spaces, be approved; and

That approval of the application be subject to the conditions attached as Exhibit A (Recommended Conditions) to Report Number COA-22-040.

Page 3 of 12

Authorizing Signatures:

ORIGINAL SIGNED BY PLANNER

Lindsay Sthamann, Intermediate Planner

Consultation with the following Management of the Community Services Group:

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

Page 4 of 12

Options/Discussion:

On March 28, 2022, an application for permission was submitted by Annie Lee and Fotenn Consultants Inc., on behalf of the owner, Stonepoint Properties Inc., with respect to the property located at 442 Albert Street. The application for permission is requested to expand the existing day care into the existing accessory buildings on the site and reduce the required parking spaces.

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

- Site Plan (Exhibit I);
- Coach House Elevations (Exhibit J);
- Garage Elevations (Exhibit J);
- Survey (Exhibit K);
- Floor Plans;
- Planning Justification Letter;
- · Technical Response Letter; and
- Owner's Authorization.

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 442 Albert Street. It is on the west side of Albert Street between Princess Street and Mack Street.

The property is currently developed with a two and a half storey single-detached dwelling structure that has been converted fully into a day care. There are no dwelling units on the property. There is a detached garage located in the southern side yard and a detached accessory building located in the rear yard. Both accessory buildings are currently used for storage.

The existing day care in the primary building was established in accordance with the zoning bylaw. In 2005 a zoning amendment was passed that had the effect of distinguishing between a day care and a private day school. The day care use is no longer permitted in residential zones but the day care at 442 Albert Street is permitted to remain as a legal non-conforming use.

The two detached accessory buildings pre-dates Zoning By-Law Number 8499 and are also permitted to remain as legal non-conforming structures. The larger accessory building is located in the northwest corner of the lot. It is two storeys, has 115 square metres of gross floor area, and is setback approximately 0.4 metres from the west lot line and 0.03 metres from the north lot line. The second detached accessory building is the garage in the southern side yard. This is

Page 5 of 12

one storey, 21 square metres, and set back approximately 0.5 metres from the southern side lot line (Exhibit K – Survey).

There is an existing easement over half of the driveway that provides access to the neighbouring property, 440 Albert Street. The proposal has been designed to protect this right-of-way and leave it unimpeded.

The subject property is designated Residential in the Official Plan, zoned 'A' in Zoning By-Law Number 8499 and proposed to be zoned 'UR5' in the new Zoning By-Law Number 2022-62. The property abuts residential properties in the A/UR5 zone.

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.

Permission Application

Pursuant to Subsection 45(2)(a)(i) of the *Planning Act*, the Committee of Adjustment may permit the enlargement or extension of a legal non-conforming building or structure, but no permission may be given to enlarge or extend the building or structure beyond the original limits of the land where the legal non-conforming building or structure is situated. In considering whether to grant a permission pursuant to Subsection 45(2)(a)(i), the relevant test is:

a. Whether the application is desirable for appropriate development of the subject property;

The primary building on the subject property is currently used as a day care. The proposal is to extend the day care use into the existing accessory buildings on the property. The intensification of this property will make more efficient use of the site within the urban boundary and create 21 additional day care spaces, including spaces for infants and children with special needs. Childcare spaces are highly sought after and undersupplied and the proposed increase in these spaces will contribute towards an important need in the community. No additions are required to accommodate the expansion, existing buildings will be repurposed, and appropriate fire and emergency services can be provided.

b. Whether the application will result in undue adverse impacts on the surrounding properties and neighbourhood.

Day care uses are currently not permitted in the A zone or the UR5 zone. There is, however, an existing day care centre on the site. Both the existing and proposed expanded day care

Page 6 of 12

will use the existing residential built form on the site which improves compatibility with the neighbourhood. Additionally, the proposed expansion will utilize the existing accessory buildings without adding to the footprint on the property. The existing built form, as well as the nature of the day care centre, including hours of operation, noise impact, etc. will not change as part of this proposal. The same outdoor play spaces will be used for the expanded day care as the existing day care. The impacts of the day care are similar to that of a public or private day school, which are permitted uses in the A zone. The expanded day care should not increase adverse impacts on the surrounding properties and neighbourhood.

Minor Variance Application

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

Provincial Policy Statement

In addition to the four tests of a minor variance detailed above, Subsection 3(5) of the *Planning Act* requires that a decision in respect of the exercise of any authority that affects a planning matter shall be consistent with the Provincial Policy Statement (the PPS). The PPS provides policy direction on matters of provincial interest related to land use planning and development which are complemented by local policies addressing local interests. The application being considered is site specific to accommodate a specific proposal and does not involve any major policy considerations and as such, the proposal conforms to and is consistent with the PPS.

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

The subject property is designated 'Residential' in the City of Kingston Official Plan. The goal of the Residential designation is to respond to the housing needs of the City's citizens by retaining and augmenting a broad range of housing at all levels of affordability within a safe, convenient, and stable setting, organized primarily into neighbourhoods. Residential uses include detached, semi-detached, or duplex dwellings, townhouses, and apartments of various types, tenures, and density. Various community facilities and local servicing commercial uses are also permitted within the designation.

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

1. The proposed development meets the intent of Section 2 Strategic Policy Direction, and all other applicable policies of this Plan;

The subject property is located within a Housing District, as defined on Schedule 2 of the Official Plan. Re-investment and upgrading are encouraged in Housing Districts through minor infilling that can integrate compatibly with the prevailing built form standards of

Page 7 of 12

height, density, and amenity that are generally found in the neighbourhood. Section 2.2.5 considers community facilities such as day cares in housing districts.

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 requested variance for a parking reduction will facilitate an internal conversion to create new day care spaces within the existing building on the site. No exterior alterations or additions are proposed.

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;

There are currently 7 staff and 4 parking spaces provided, one in the detached garage and three in the existing driveway. The provided parking spaces are not regularly occupied. The applicant has stated that most staff opt to use active transportation or access parking passes for on-street parking. Despite the parking reduction the site is still anticipated to function and bicycle parking spaces are being added for staff use. An accessible Type A space is being added to the site as part of this proposal, improving accessibility on-site.

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

No exterior alterations are proposed to the existing building. The subject property is not located within a Heritage District and the proposal will not impact any built heritage resources.

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

The subject property is not on the City's Heritage Register and as such a Heritage Impact Statement is not required. The site is not located in proximity to any designated built heritage resources or cultural significant landscapes.

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 site is located within the urban boundary and is developed with sufficient municipal water and sewage services.

Page 8 of 12

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;

No significant exterior alterations are proposed to the existing buildings and there will be no increase in building footprint or paved areas. The application and the cumulative impact of the proposal does not warrant 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;

Suggestions conditions are listed in the recommendations in Exhibit A. Conditions may be added, altered, or removed at the Committee's discretion.

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

The approval of the requested variance will not set an undesirable precedent for the immediate area

The proposal meets the intent of the Official Plan, as the proposed reduced parking requirement for an expanded day care use is not anticipated to result in any negative impacts to adjacent properties or to the neighbourhood.

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

The subject property is zoned A in the City of Kingston Zoning By-Law Number 8499, entitled "Restricted Area (Zoning) By-Law of the Corporation of the City of Kingston", as amended. By-Law Number 8499 requires 1 parking space per 117 square metres of gross floor area for a day care use.

Variance Number 1: Reduce Parking

By-Law Number 8499: Section 5.3 A. (b) ii

Requirement: 4 spaces (1 space per 117 square-metres GFA)

Proposed: 2 spaces Variance Requested: 2 spaces

The proposal requires a variance to Section 5.3 A. (b) ii to reduce the required parking spaces from 4 spaces to 2 spaces. The reduction in parking is mitigated by proximity to transit routes, availability of on street parking passes, dedicated drop off area in front of day care, the addition of bicycle parking spaces, and active transportation options.

Two spaces is the maximum number of parking spaces that can be accommodated on the site while maintaining conformance with other zoning provisions, keeping the existing access easement clear, and providing a clear path of access for emergency services.

The final draft of the City's new Zoning By-Law was approved by Council at its meeting held on April 26, 2022. As this application is scheduled for a Committee of Adjustment

Page 9 of 12

meeting subsequent to that date, the application has been reviewed against both the current Zoning By-Law Number 8499, as well as Zoning By-Law Number 2022-62.

Under the new Zoning By-Law Number 2022-62 no parking spaces (aside from one accessible parking space) will be required for this project. No variance for parking is needed under By-Law Number 2022-62. As such, the general intent and purpose of the zoning by-law is maintained.

3) The variance is minor in nature

The proposed variance will provide for a compatible development that expands an already existing day care use. This application applies only to the subject lands and is a reflection of the constraints of the sites existing layout. It was not possible to provide the four required parking spaces and maintain landscaped open space, keep the easement clear, provide emergency access, and comply with other zone provisions related to parking spaces. The variances are considered minor as there are no anticipated negative off-site impacts.

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

The minor variance for reduced parking is required to allow the expansion of the existing day care use within the residentially designated area. The proposed variance will facilitate the expansion of the day care to significantly increase the number of day care spaces available. The expansion will create early childhood educator employment opportunities as well as helping to meet an important need for day care spaces in the community, particularly infant and special need spaces. The variance to By-Law Number 8499 is necessary to advance this application in advance of approval of the new Zoning By-Law Number 2022-62. Under the new Zoning By-Law, the variance for parking spaces is not required.

The variance is desirable and appropriate use of the land.

Technical Review: Circulated Departments and Agencies

\boxtimes	Building Services		
	Finance	□ Utilities Kingston	⊠ Real Estate & Environmental Initiatives
\boxtimes	Fire & Rescue	☐ Kingston Hydro	
\boxtimes	Solid Waste	□ Parks Development	□ Canadian National Railways
\boxtimes	Housing	□ District Councillor	☐ Ministry of Transportation
	KEDCO		☐ 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		

Page 10 of 12

Technical Comments

This application was circulated to external agencies and internal departments for their review and comment and there were no comments or concerns raised that would preclude this application from moving forward. Any technical comments that are received after the publishing of this report will be included as an addendum to the Committee of Adjustment Agenda.

Building and Fire

The original proposal submitted by the applicant showed 4 parking spaces in the existing driveway. Both The Building Department and Fire expressed concerns that the 4 spaces blocked emergency service and fire access to the rear accessory building. The proposal was revised to eliminate two of the parking spaces and provide unobstructed access to the rear building. Both Fire and Building have signed off on the new design. The variance for reduced parking spaces is required to comply with OBC requirements for access.

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

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

A site plan application will be required to expand the day care.

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 and Zoning By-Law Number 2022-62. The proposal is desirable for the appropriate development of the land and is not anticipated to result in adverse impacts to the surrounding properties or neighbourhood.

The requested variance(s) maintain(s) the general intent and purpose of both the City of Kingston Official Plan and Zoning By-Law Number 8499. The proposal is desirable for the appropriate development or use of the land, building or structure and the requested variance is minor in nature. As such, the proposed application meets all four tests under Subsection 45(1) of the *Planning Act* and the application is being recommended for approval, subject to the proposed conditions.

Approval of this application will permit the expansion of the existing day care use into the existing accessory buildings with a reduced parking requirement.

Page 11 of 12

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

Zoning By-Law Number 2022-62

Notice Provisions:

A Committee of Adjustment Meeting is going to be held respecting this application on June 20, 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 80 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, Manager of Development Approvals, 613-546-4291 extension 3213

Lindsay Sthamann, Intermediate Planner, 613-546-4291 extension 3287

Other City of Kingston Staff Consulted:

None

Page 12 of 12

Exhibits Attached:

Exhibit A Recommended Conditions

Exhibit B Key Map

Exhibit C Neighbourhood Context Map (2021)

Exhibit D Public Notification Map

Exhibit E Official Plan Map

Exhibit F Zoning By-Law Number 8499, Map 19

Exhibit G Zoning By-Law Number 2022-62 Map

Exhibit H Site Photos

Exhibit I Site Plan

Exhibit J Elevations

Exhibit K Survey

Recommended Conditions

Application for permission and minor variance, File Number D13-018-2022

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

1. Limitation

That the approved permission and minor variance applies only to the proposed day care expansion into the existing accessory buildings as shown on the approved drawings attached to the notice of decision. The approval does not permit any accessory building to be used as a dwelling unit.

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.

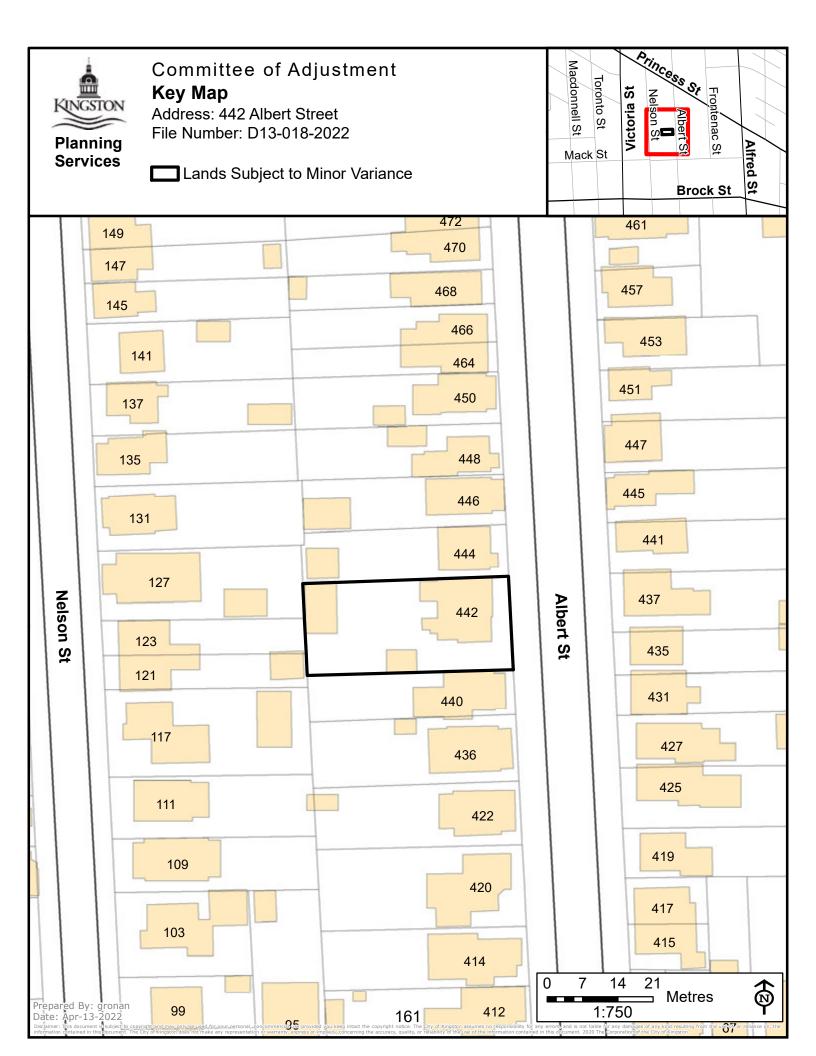
The drawings submitted with the Building Permit application must, in the opinion of the City, conform to the general intent and description of the approved drawing(s), including any amendments and conditions approved by the Committee of Adjustment, as stated in the decision. It must be noted that additional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





Committee of Adjustment Neighbourhood Context (2021)

Address: 442 Albert Street File Number: D13-018-2022

<u>; </u>	Subject Lands
	Property Boundaries
	Proposed Parcels

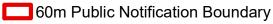


KINGSTON **Planning**

Committee of Adjustment

Public Notice Notification Map

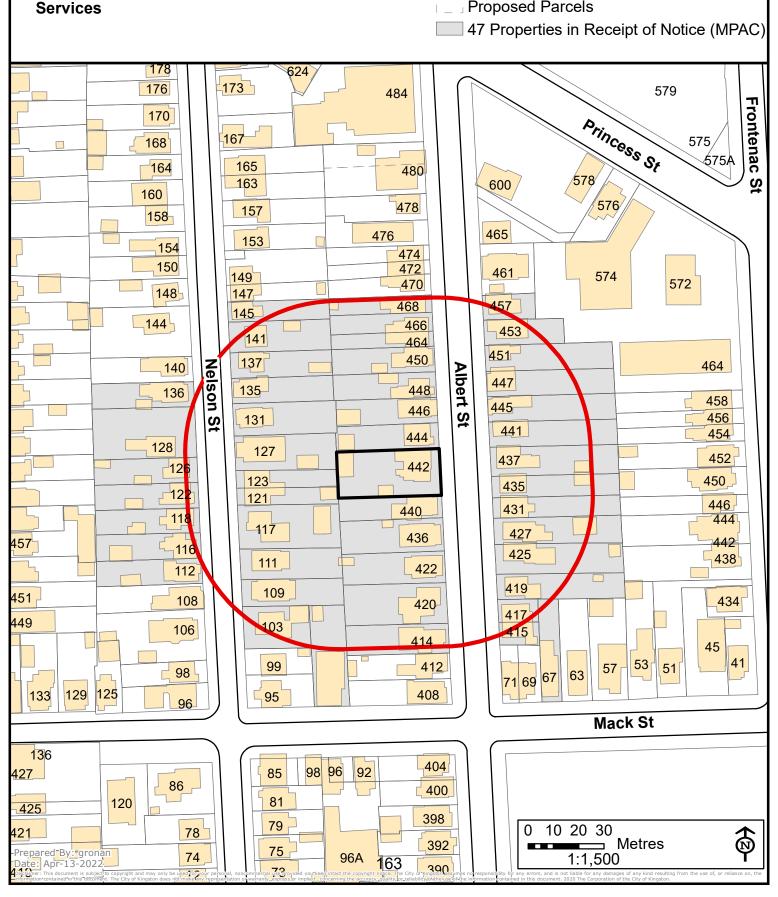
Address: 442 Albert Street File Number: D13-018-2022



Subject Lands

Property Boundaries

Proposed Parcels

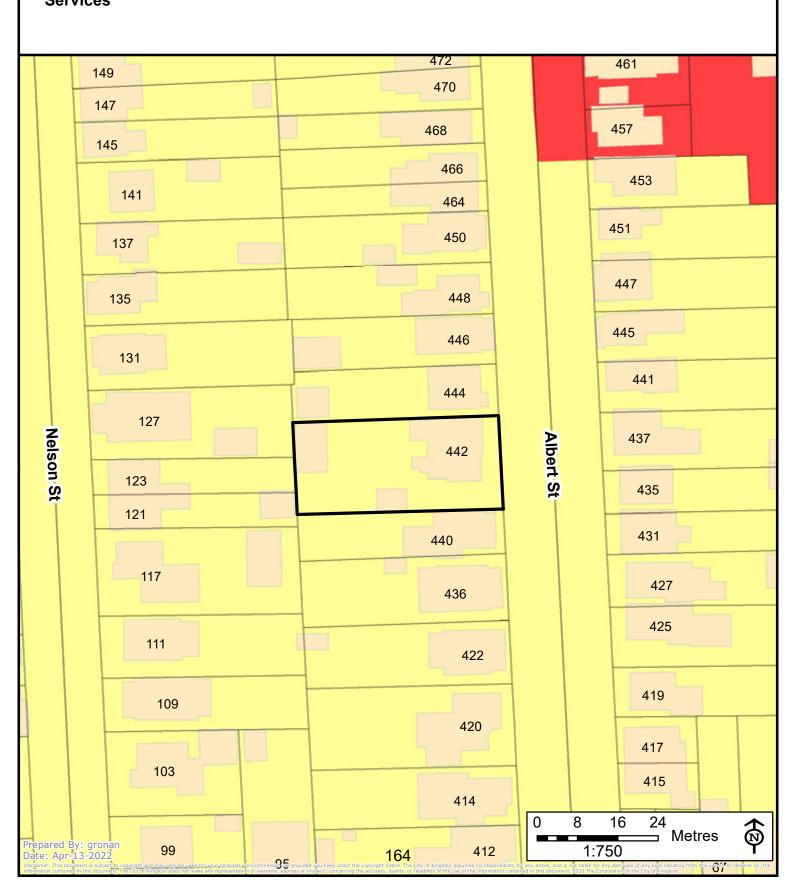


Flanning Services

Committee of Adjustment Official Plan, Existing Land Use

Address: 442 Albert Street File Number: D13-018-2022





Flanning Services

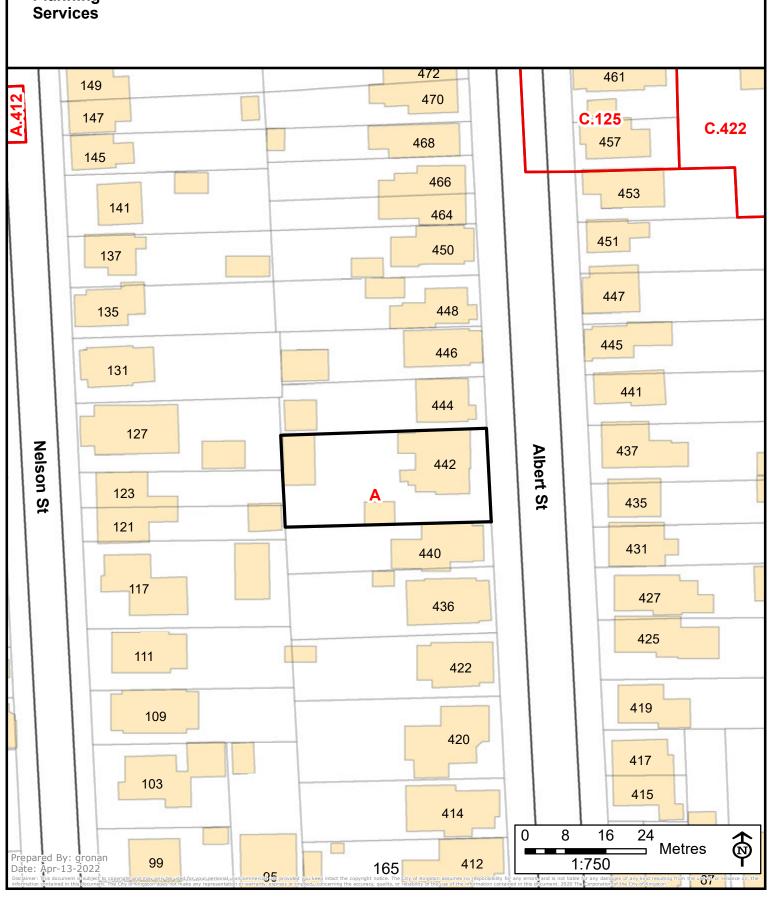
Committee of Adjustment

Existing Zoning - By-law 8499, Map 19

Address: 442 Albert Street File Number: D13-018-2022

Subject Lands

Consolidated Zoning





Services

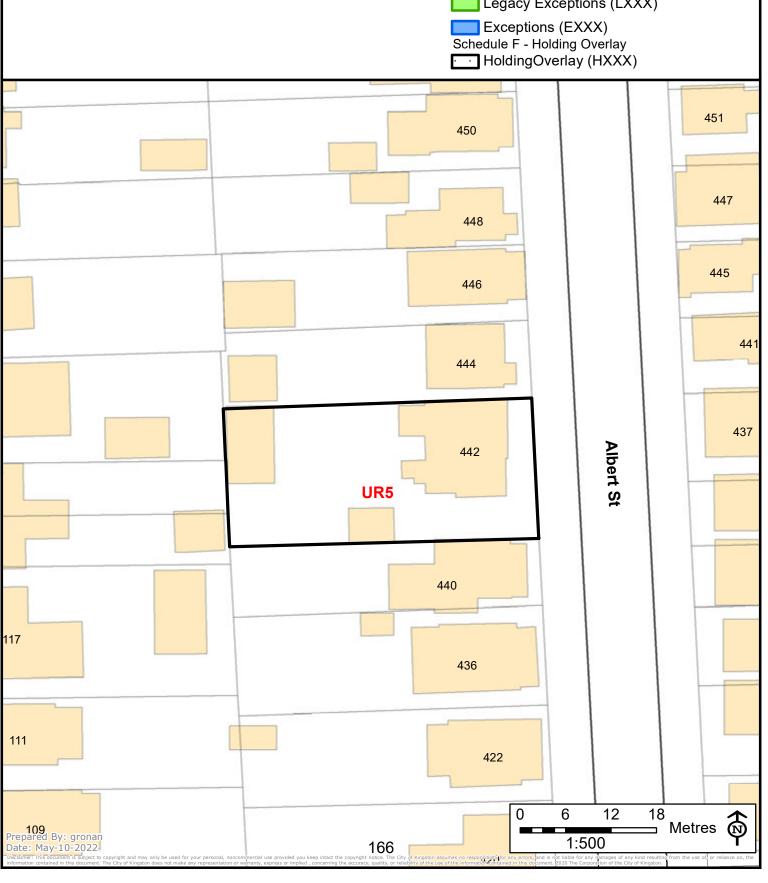
CITY OF KINGSTON Kingston Zoning Bylaw 2022-62

File Number: D13-018-2022 Address: 442 Albert Street Subject Lands
Schedule 1 Zoning Map

Zone

Schedule E - Exception Overlay

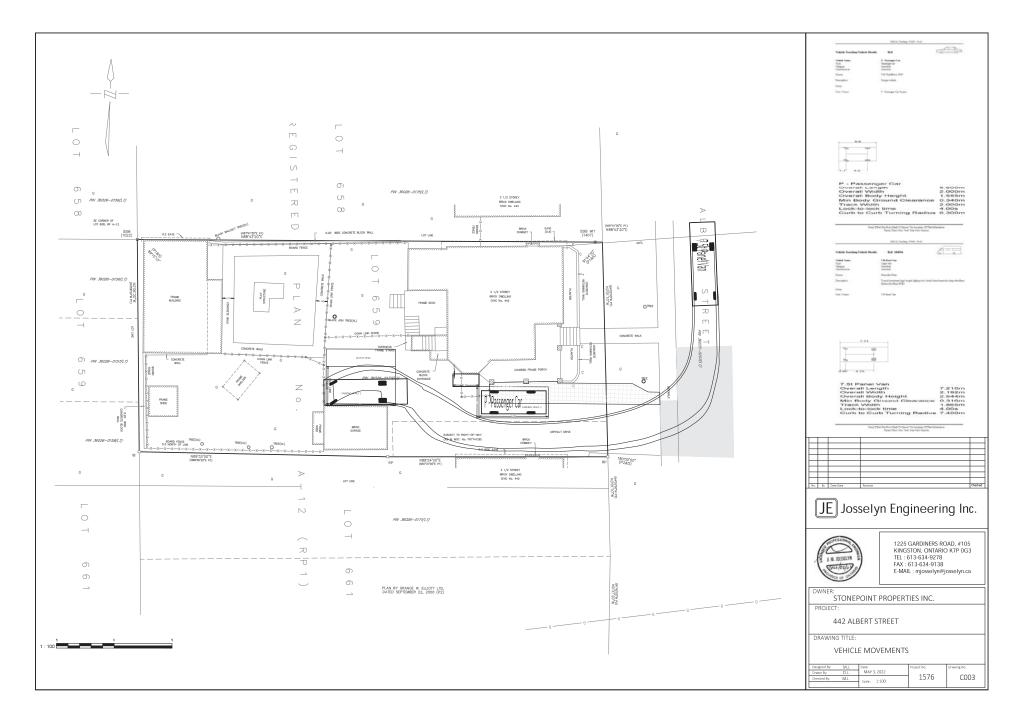
Legacy Exceptions (LXXX)



442 Albert Street – Site Photos (From Google Streetview)



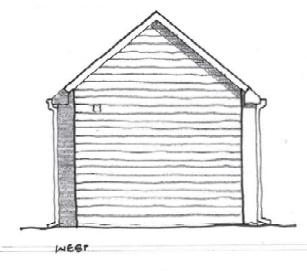


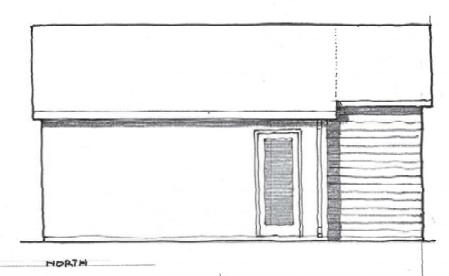




SOUTH

EAST





______1 5°.



INFANTS.

PLAN

