

City of Kingston Report to Committee of Adjustment Report Number COA-24-020

To: Chair and Members of the Committee of Adjustment

From: Amy Didrikson, Intermediate Planner

Date of Meeting: February 26, 2024

Application for: Permission

File Number: D13-069-2023

Address: 115 Lower Union Street

Owner: Erez Paz Provizor and Hendrick Hans Westenberg

Applicant: Erez Paz Provizor

Council Strategic Plan Alignment:

Theme: Regulatory & compliance

Goal: See above

Executive Summary:

This report provides a recommendation to the Committee of Adjustment regarding an application for permission for the property located at 115 Lower Union Street. The applicant is proposing to expand a legal non-complying dwelling with the construction of a new one-storey rear addition intended for storage, with a rooftop terrace. The proposal includes removing a one-storey 20 square metre rear addition and replacing this with a one-storey, 33 square metre rear addition. The existing dwelling, which contains three dwelling units, does not comply with the minimum interior side yard setback, maximum building depth and minimum rear yard setback provisions of the Kingston Zoning By-Law. The proposal to expand the building within non-complying setbacks requires a permission to extend a legal non-complying building.

The subject property is designated individually under Part IV of the *Ontario Heritage Act* and is designated as part of the Old Sydenham Heritage Conservation District under Part V of the

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Ontario Heritage Act. A heritage permit was approved by City Council on June 20, 2023, with associated conditions, to permit the proposal.

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 Kingston Zoning By-Law Number 2022-62. The proposed addition is desirable for appropriate development of the subject property and will not result in undue adverse impacts on the surrounding properties and neighbourhood. 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 D13-069-2023, for the property located at 115 Lower Union Street to expand a legal non-complying dwelling with the construction of an approximately 33 square metre, one-storey addition intended for storage, with a rooftop terrace, be **Approved**; and,

That approval of the application be subject to the conditions attached as Exhibit A (Recommended Conditions) to Report Number COA-24-020.

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Authorizing Signatures:

ORIGINAL SIGNED BY PLANNER

Amy Didrikson, Intermediate Planner

Consultation with the following Management of the Community Services Group:

Tim Park, Director, Planning Services Meghan Robidoux, Supervisor, Development Approval

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Options/Discussion:

On January 9, 2024, an application for permission was submitted by Erez Paz Provizor, on behalf of the owner, Erez Paz Provizor and Hendrick Hans Westenberg, with respect to the property located at 115 Lower Union Street. The application for permission is requested to expand a legal non-complying dwelling with the construction of a new one-storey rear addition intended for storage, with a rooftop terrace. The proposal includes removing a one-storey 20 square metre rear addition in poor repair and replacing this with a one-storey, 33 square metre rear addition. The existing dwelling, which contains three dwelling units, does not comply with the minimum interior side yard setback, maximum building depth and minimum rear yard setback provisions of the Kingston Zoning By-Law. The proposal to expand the building within non-complying setbacks requires a permission to extend a legal non-complying building.

The subject property is designated individually under Part IV of the *Ontario Heritage Act* and is designated as part of the Old Sydenham Heritage Conservation District under Part V of the *Ontario Heritage Act*. A heritage permit was approved by City Council on June 20, 2023, with associated conditions, to permit the proposal. Further information is found in Report <u>HP-23-013</u>.

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

- Site Plan (Exhibit H);
- Cover Letter;
- Architectural Drawings and Conceptual Elevations (Exhibit I); and,
- Site Survey (Exhibit J).

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 on the north east corner of the intersection of Bagot Street and Lower Union Street (Exhibit B – Key Map). The property abuts residential properties in the Old Sydenham Heritage Conservation District to the north, east and west, and is adjacent to a public park (City Park) to the south west (Exhibit C – Neighbourhood Context Map).

The subject property is designated Residential in the Official Plan (Exhibit D – Official Plan Map) and zoned Heritage Zone 3 – Old Sydenham (HCD3) in Kingston Zoning By-Law Number 2022-62 (Exhibit E – Zoning By-Law Map).

The site is developed with a two-storey brick dwelling constructed predominantly in 1856, that includes three dwelling units. The three dwelling units all have a main, front entrance facing Lower Union Street. There is a rear laneway shown as Parts 2, 3 and 4 of Plan 13R11257 on the submitted Survey (Exhibit J) that includes a right-of-way allowing vehicular access at the rear of the subject property from Bagot Street.

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The existing rear, one-storey addition on the subject property, to be demolished and replaced with the larger addition proposed as part of this application, is approximately 20 square metres. According to the applicant, the existing one-storey addition currently functions as a rear access to the main level of the residential building and the basement mechanical room.

It is notable that the existing rear addition shares a wall with the building at 113 Lower Union Street, which is a City-owned property. The roof and eaves of the existing rear addition encroach onto the City-owned property. Staff in Real Estate have reviewed the proposal and have advised that, as the proposed rooftop terrace over the proposed addition will increase this existing encroachment, the proposal will require an encroachment agreement with the City of Kingston. The finalization of this encroachment agreement is included as a condition of approval of the permission and is similarly a condition of approval of the associated heritage permit (City File Number P18-044-2021).

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-complying 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-complying building or structure is situated. In considering whether to grant a permission pursuant to Subsection 45(2)(a)(i), the relevant test is:

- 1) Whether the application is desirable for appropriate development of the subject property; and,
- 2) Whether the application will result in undue adverse impacts on the surrounding properties and neighbourhood.

The application is desirable for the appropriate development of the subject property, as it will improve the functionality of the existing dwelling through providing a secure storage area and a new, private amenity area, in a location that will preserve the heritage attributes of the property and the Old Sydenham Heritage Conservation District, as detailed below.

The proposed, one-storey rear addition is intended to replace an existing addition in poor repair and will support the function of the existing residential building. The proposed addition is intended for the storage of bicycles, lawn maintenance equipment and garbage. A roof-top terrace is proposed on the addition which will provide private outdoor amenity space for one of the dwelling units in the residential building. Two new sets of stairs are also incorporated within the addition which will provide access to the main floor of the dwelling and to the building mechanical room.

The proposal has been reviewed in detail through the heritage permit process, alongside policy in the Old Sydenham Heritage Conservation District (HCD) Plan as well as alongside the relevant Provincial and Federal standards, guidelines and principles pertaining to heritage properties. In the City staff Report Number <u>HP-23-013</u>, the proposal was determined to conform to the intent, goals and policies of the Old Sydenham Heritage Area HCD Plan. In particular, the

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location of the addition is consistent with direction in the Section 5.2.2 of the HCD Plan that states new "additions should be complementary to the main building and clearly secondary in terms of size; they should also be clearly distinguishable in form and details." Section 5.2.2 also directs that "additions should be located away from the main street façade, at the rear of the building, and not add to the width of the front of the building." The new, rear addition will be setback more than 13 metres (43 feet) from the Bagot Street lot line and slightly recessed from the north wall of the main portion of the building, which will conserve and highlight the prominence of the heritage dwelling from the street. The approved heritage permit application, and associated analysis in City staff Report Number https://example.com/her-23-013 demonstrates that the proposed alteration follows the HCD Plan.

In addition to the proposed design and location of the rear addition mitigating any potential for adverse effects on the heritage attributes of the property or the Heritage Conservation District, the proposal includes privacy fencing around the terraced amenity area that will mitigate any potential for intrusive overlook on adjacent properties. The proposal will not result in any new units or bedrooms and as such will not change the intensity of the existing residential use. As a result, the application will not result in undue adverse impacts on the surrounding properties and neighbourhood.

Provincial Policy Statement

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

Official Plan

The subject property is designated Residential (Exhibit D – Official Plan Map).

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. In addition, the Committee of Adjustment may have regard to the eight criteria included in Section 9.5.13 of the Official Plan.

Based on the City of Kingston archaeological potential mapping the property is in an "archaeologically sensitive" area, and therefore an Archaeological Assessment beginning with a Stage Two Assessment is required prior to any ground disturbance. This will be addressed prior to the issuance of a Building Permit, as described in the recommended conditions.

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As described above, the subject property is designated individually under Part IV of the *Ontario Heritage Act* and is designated as part of the Old Sydenham Heritage Conservation District under Part V of the *Ontario Heritage Act*. A heritage permit was approved by City Council on June 20, 2023, with associated conditions, to permit the proposal. The approved heritage permit application, and associated analysis in Report Number heritage Permit Application, and associated analysis in Report Number heritage Permit Application, and associated analysis in Report Number heritage Permit Application, and associated analysis in Report Number heritage Permit Application, and associated analysis in Report Number heritage Permit Application, and associated analysis in Report Number heritage Permit Application, and associated analysis in Report Number heritage Permit Application, and associated analysis in Report Number heritage Permit Application, and associated analysis in Report Number heritage Permit Application, and associated analysis in Report Number heritage Permit Application, and associated analysis in Report Number heritage Permit Application, and associated analysis in Report Number heritage Permit Application, and associated analysis in Report Number heritage Permit Application, and associated analysis in Report Number heritage Permit Application, and associated analysis in Report Number <a

Through the technical review, Forestry staff have highlighted the need to protect existing City trees in the road allowance during construction staging. The applicant has identified an area for construction staging outside of the road allowance in the west exterior side yard of the property, to the satisfaction of Forestry staff. However, if it is found that construction staging is required within the municipal road allowance, a tree permit for the preservation of City trees will be required. An associated condition of approval is recommended in Exhibit A.

The proposal will incorporate a safe and secure area for storage (including bikes), will improve on-site amenity areas and will not create the potential for adverse effects associated with noise, odour, or a traffic conflict, consistent with criteria in the Official Plan.

The requested permission to expand a legal non-complying dwelling with the construction of an approximately 33 square metre, one-storey addition intended for storage, with a rooftop terrace will improve the functionality of the existing three-unit dwelling and will not result in adverse effects. The proposal meets the general intent and purpose of the City of Kingston Official Plan.

Zoning By-Law

The subject property is zoned HCD3 in Kingston Zoning By-Law Number 2022-62 (Exhibit E – Zoning By-Law Map).

The HCD3 zone permits residential uses such as apartment buildings, triplexes, and duplexes. While the existing three-unit dwelling is a permitted use, the existing dwelling does not comply with the minimum 0.6 metre interior side yard setback, the maximum permitted building depth of 18 metres, and the minimum rear yard setback of 7.5 metres in the Kingston Zoning By-law Number 2022-62.

In relation to the side yard setback requirement, the existing dwelling and rear yard addition to be demolished has a 0 metre setback from the east property line, a condition which proposed to be extended a further 2.7 metres (Exhibit H).

The building depth of the subject building, measured according to the Kingston Zoning By-Law is approximately 24.5 metres, which will not be exceeded by the proposed addition. The rear setback of the existing building is 2.0 metres which will similarly not be exceeded by the proposed addition, which will have a setback of 2.29 metres from the rear lot line.

Section 1.8.3 of the Kingston Zoning By-Law allows for the development of a lot with a non-conforming building, provided that the development does not further increase the extent or degree of non-compliance with the provisions of this By-law and conforms with all other

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provisions of the Kingston Zoning By-Law. The proposed rear, one-storey addition will not encroach beyond the setbacks and building depth that have been established by the primary dwelling but will increase the extent to which the primary building is located within these non-complying setbacks by approximately 13 square metres. As a result, a permission is required. The site plan included as Exhibit H illustrates the additional building area proposed beyond the existing one-storey addition.

Technical Review: Circulated Departments and Agencies

\boxtimes	Building Services	\times	Engineering	\boxtimes	Heritage Services
	Finance	\boxtimes	Utilities Kingston	\boxtimes	Real Estate
	Fire & Rescue		Kingston Hydro		Environment Division
	Solid Waste	\boxtimes	Parks Development		Canadian National Railways
	Housing		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
	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 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

There are no concurrent applications under review.

The proposal received a heritage permit, approved by Council on June 20, 2023 (City File Number P18-044-2021).

The subject property at 115 Lower Union Street was severed from the property at 113 and 113 ½ Lower Union Street through a severance application approved on April 16, 1992 (City File A.COA-1.2983-92).

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Conclusion

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 Kingston Zoning By-Law Number 2022-62. The proposed permission is desirable for appropriate development of the subject property and will not result in undue adverse impacts on the surrounding properties and neighbourhood. Therefore, it is recommended that this application for permission under Section 45(2)(a)(i) of the *Planning Act* be approved.

Approval of this application will permit the construction of a 33 square metre, one-storey rear addition for storage, with a rooftop terrace, at the rear of the existing three-unit dwelling.

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

Kingston Zoning By-Law Number 2022-62

Notice Provisions:

A Committee of Adjustment Meeting is going to be held respecting this application on February 26, 2024. 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 33 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 (Exhibit H – Public Notification Map).

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

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Financial Considerations:

None

Contacts:

Meghan Robidoux, Supervisor, Development Approvals, 613-546-4291 extension 1256

Amy Didrikson, Intermediate Planner, 613-546-4291 extension 3296

Other City of Kingston Staff Consulted:

None

Exhibits Attached:

Exhibit A Recommended Conditions

Exhibit B Key Map

Exhibit C Neighbourhood Context Map (2022)

Exhibit D Official Plan Map

Exhibit E Zoning By-Law Map

Exhibit F Public Notification Map

Exhibit G Site Photos

Exhibit H Site Plan

Exhibit I Architectural Drawings and Conceptual Elevations

Exhibit J Survey

Recommended Conditions

The approval of permission application, File Number D13-069-2023, to permit the construction of an approximately 33 square metre, one-storey addition with a rooftop terrace at the rear of an existing legal non-complying building, shall be subject to the following recommended conditions:

1. Limitation

That the approved permission applies only to the rear, one-storey addition 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

Archaeological clearance of the subject property is required, beginning with a Stage Two Archaeological Assessment and including any subsequent assessments as required by the Ministry of Citizenship and Multiculturalism's Standards and Guidelines for Consultant Archaeologists, as amended from time to time, prior to any soil disturbance.

One digital copy of the assessment report(s) and any acceptance letter(s) from the Ministry of Citizenship and Multiculturalism shall be provided to the Secretary-Treasurer of the Committee of Adjustment, prior to the issuance of the Certificate of Official.

The City relies upon the report of the professional archaeologist as filed, but reserves the right to require further reports should further evidence be uncovered. The applicant may be required to further review the state of archaeological

resources on the property depending on the recommendations of the report and subject to input and review from the Ministry of Citizenship and Multiculturalism. The City shall not be restricted in its ability to determine requirements related to review, assessment and/or protection should archaeological resources be found on site. Any costs arising from such requirements of the City, or any other duly authorized Government body, shall be borne solely by the applicant.

5. Encroachment Agreement

An encroachment agreement shall be registered on title of the property with respect to the proposed encroachment onto the property known municipally as 113 Lower Union Street, to the satisfaction of the City.

6. Tree Preservation Permit

Should a construction staging area for materials and equipment be required in the municipal right of way, the owner/applicant shall obtain a tree permit from Planning Services in accordance with the City's Tree By-Law 2018-15 to address preservation requirements for the city owned tree assets located within the road allowance. Tree preservation and protection measures are required to prohibit the placement and staging of equipment, materials, vehicles, etc. that are needed for the completion of the project within the critical root zones of existing trees in the road allowance. A Tree Preservation plan will be required for any required permit submission as per the guidelines at www.cityofkingston.ca/trees. The report and plan shall be prepared by an ISA Certified Arborist. The Tree Preservation plan shall include specific details as to the type of protection fencing to be used (plywood hoarding) and root pruning requirements due to the installation of the new sewer service that will impact the tree root system.

Exhibit B Report Number COA-24-020 Committee of Adjustment Earl St **Key Map** KINGSTON Address: 115 Lower Union Street File Number: D13-069-2023 **Planning** . Union St Prepared On: Jan-12-2024 **Services** Lands Subject to Minor Variance 3 110 115 Gore St 104 109 102 100 107 98 S JOB S 118 96 116 94 112 99 92 97 90 115 Kost St. 113 111 Lower Union St 105 103 101 93 18 69 14 21 67 Metres Prepared By: Ichu 1:750 50 Date: Jan-12-2024



Committee of Adjustment **Neighbourhood Context**

Address: 115 Lower Union Street File Number: D13-069-2023 Prepared On: Jan-12-2024

Subject Lands
Property Boundaries
Proposed Parcels

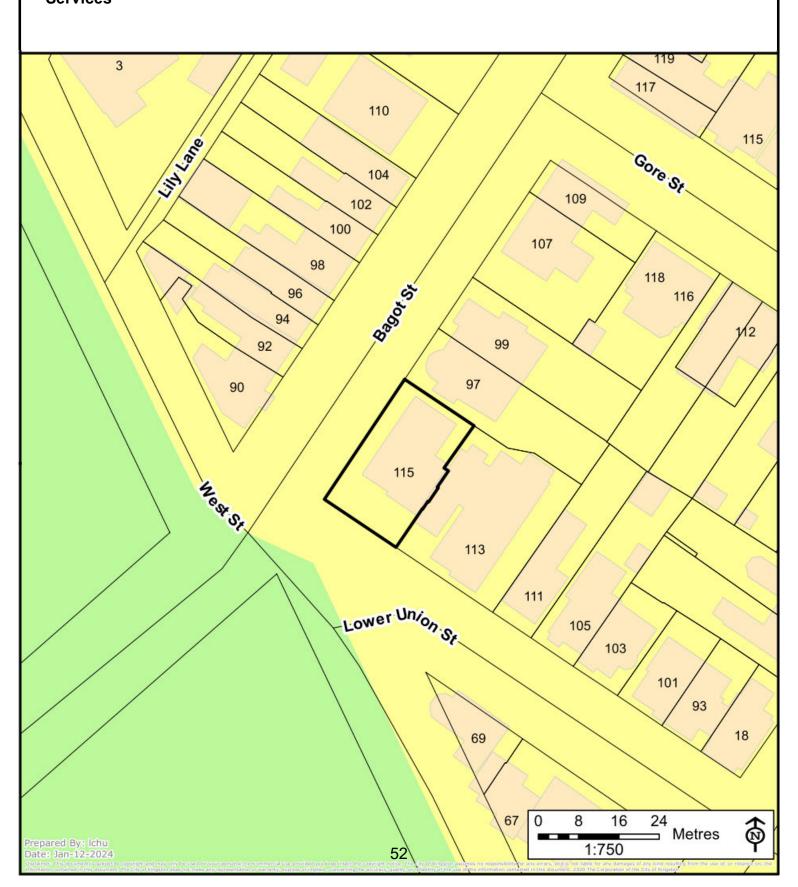




Committee of Adjustment Official Plan, Existing Land Use

Address: 115 Lower Union Street File Number: D13-069-2023 Prepared On: Jan-12-2024







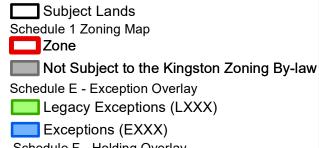
Planning Committee

Existing Zoning Kingston Zoning By-Law 2022-62

Planning Services

Address: 115 Lower Union Street File Number: D13-069-2023

Prepared On: Jan-12-2024



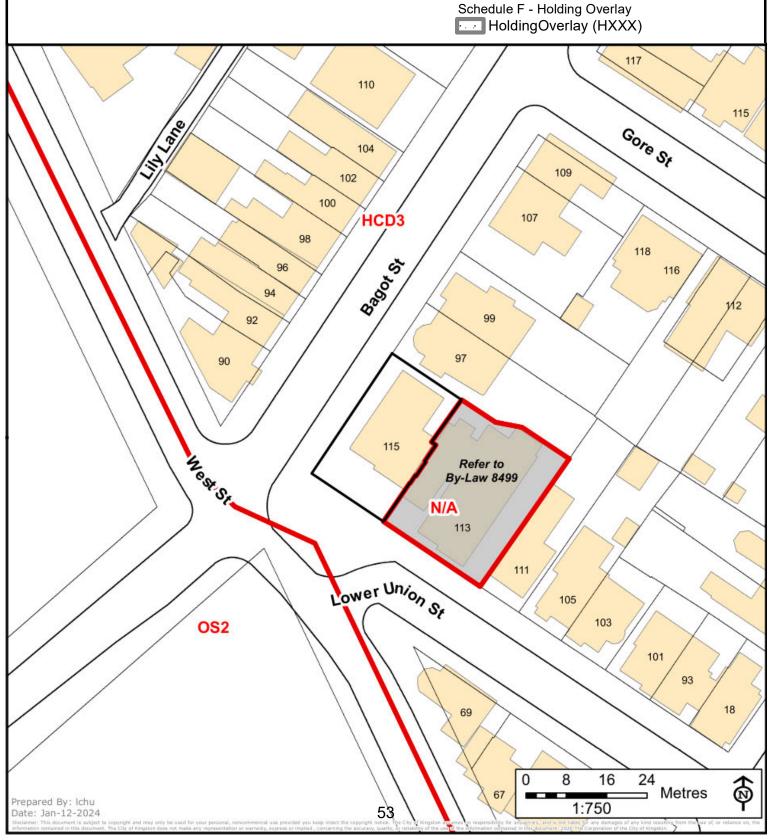
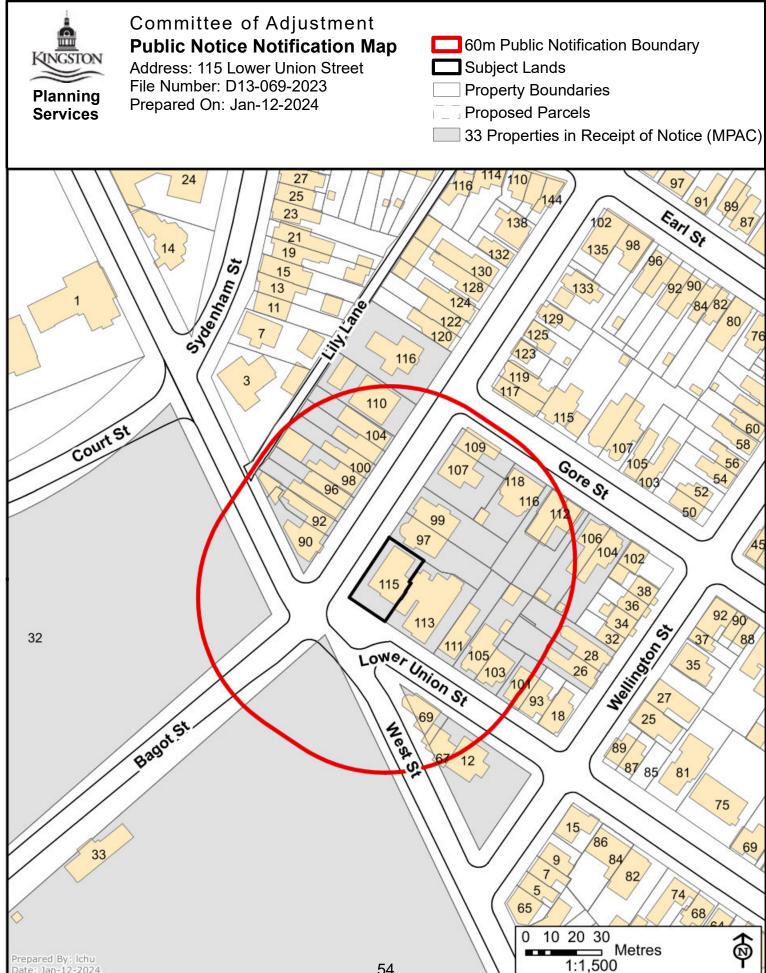


Exhibit F **Report Number COA-24-020**



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Date: Jan-12-2024





Figure 1: View of the Subject Property from the Corner of Bagot St and Lower Union St



Figure 2: View of rear lane from Bagot Street

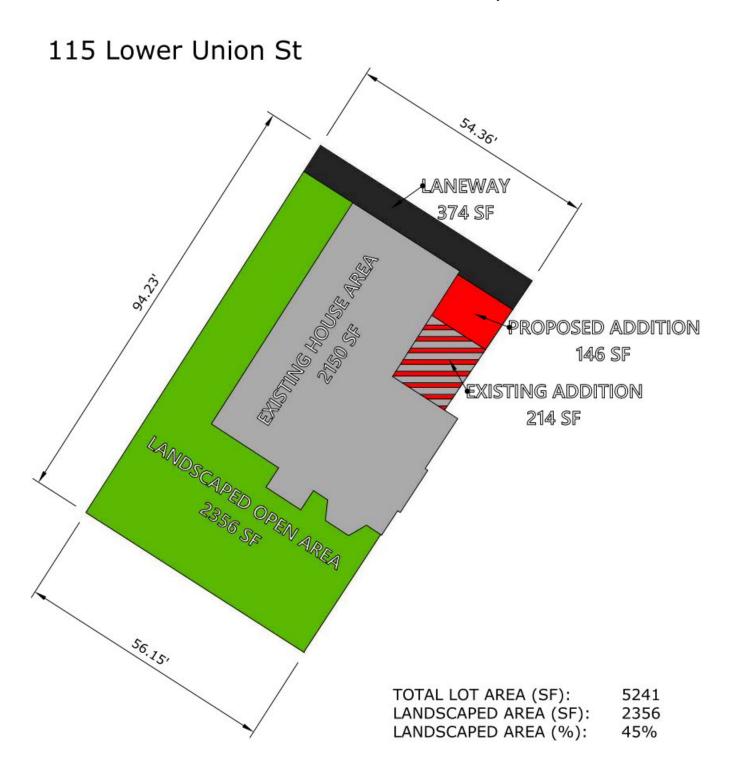
115 Lower Union Street - Site Photos - January 29, 2024



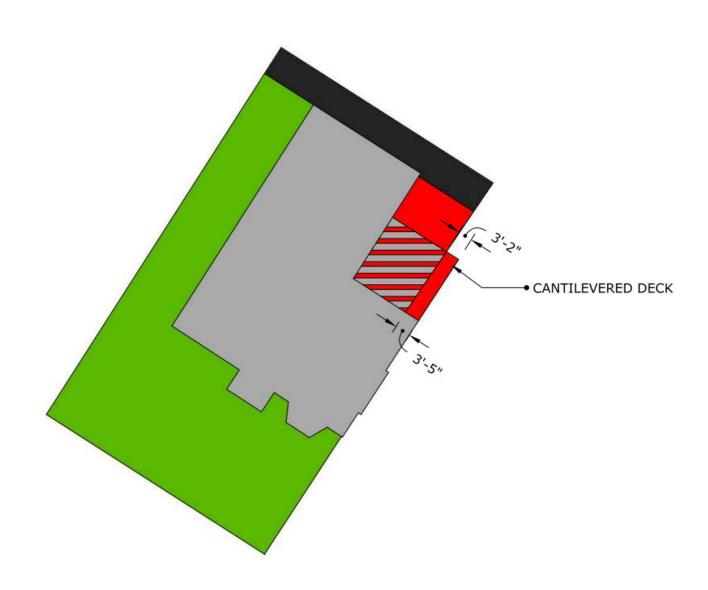
Figure 1: View West from the rear yard of the subject property to Bagot Street



Figure 2: View of existing rear addition on the subject property from the rear lane



115 Lower Union St



115 Lower Union St

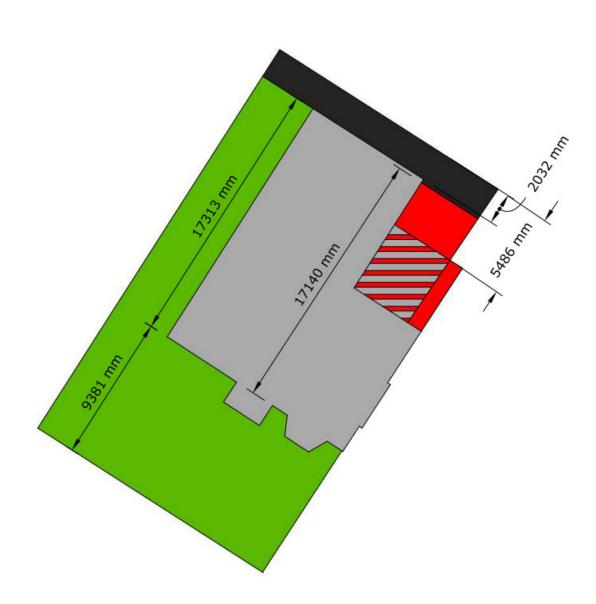


Exhibit I Report Number COA-24-020



SCALE 3/16 = 1' (1:64)

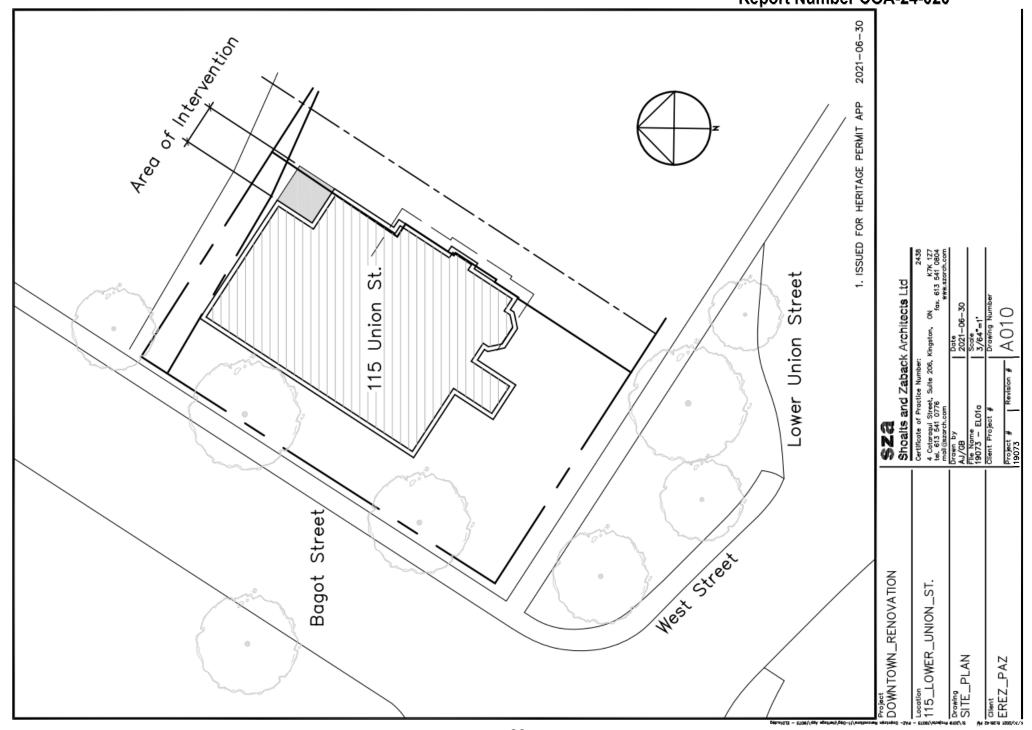
Exhibit I Report Number COA-24-020

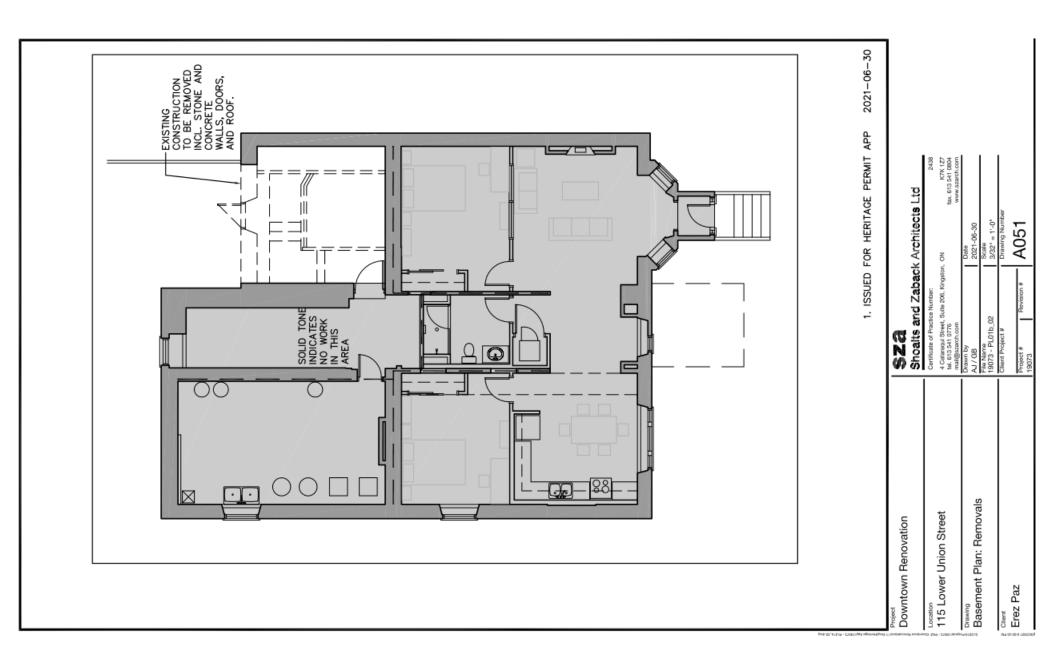


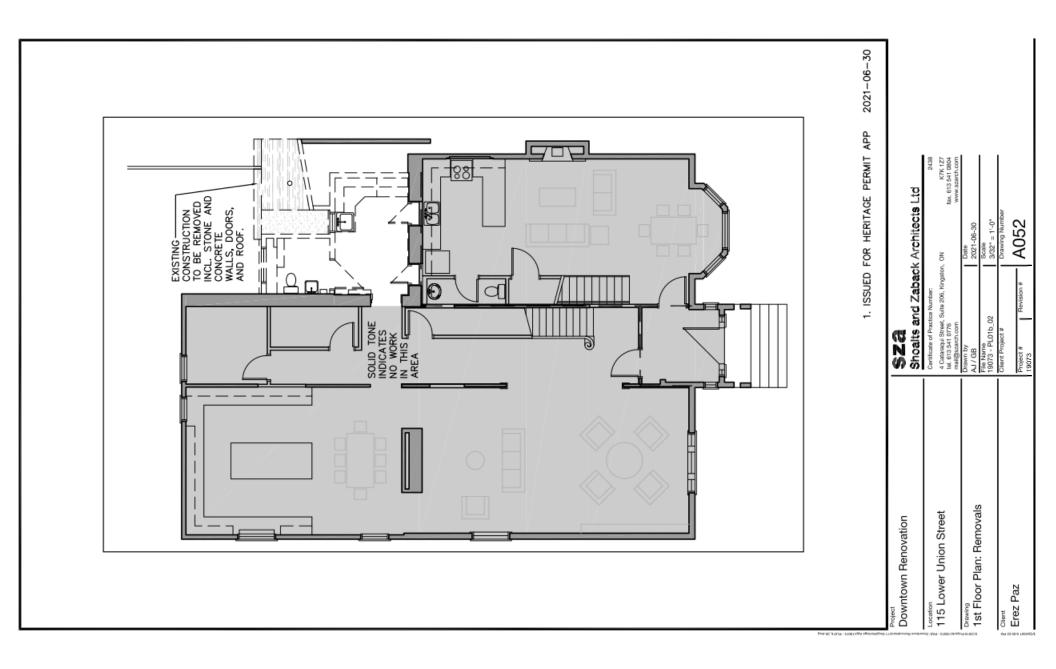
Exhibit I Report Number COA-24-020 13'-10" - 11" 2'-6" 2'-3" 2'-6" 11" 2'-6" 2'-3"

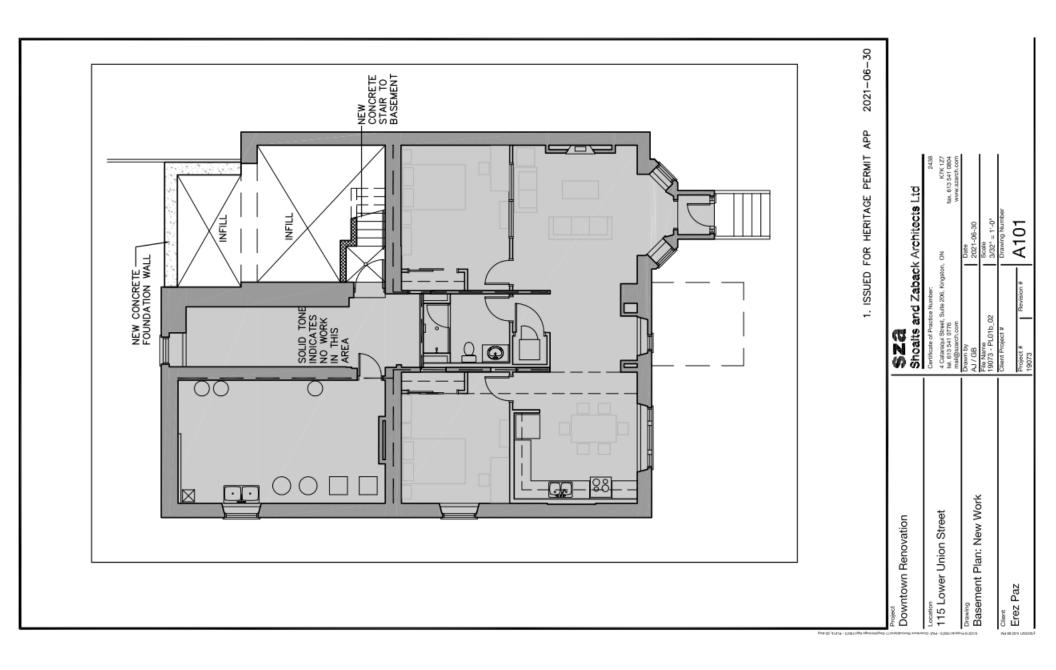
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Exhibit I Report Number COA-24-020









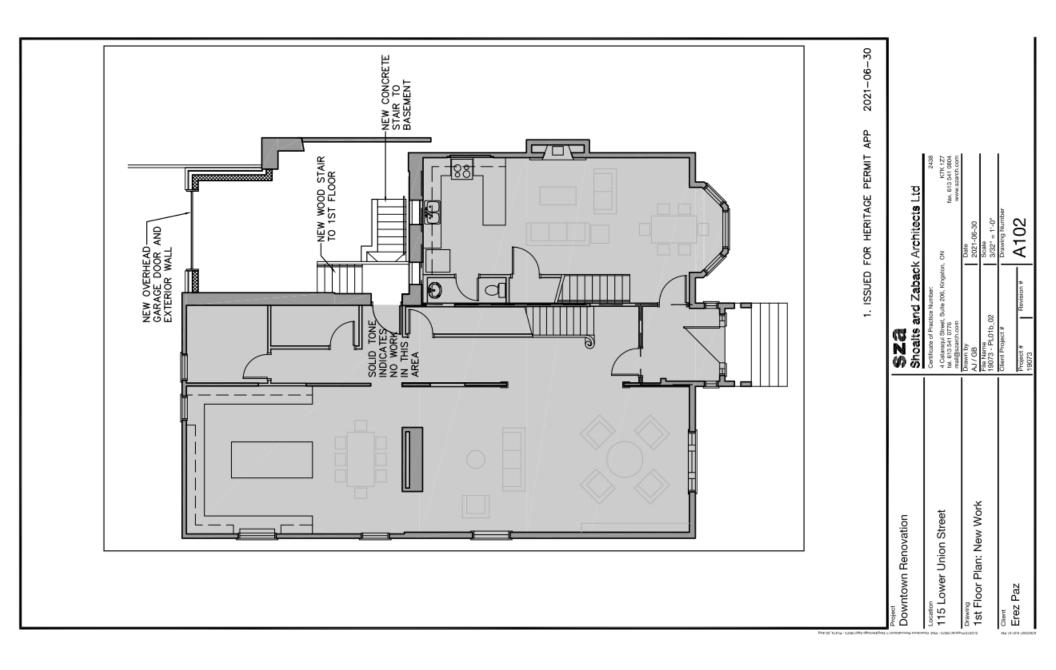




Exhibit I Report Number COA-24-020

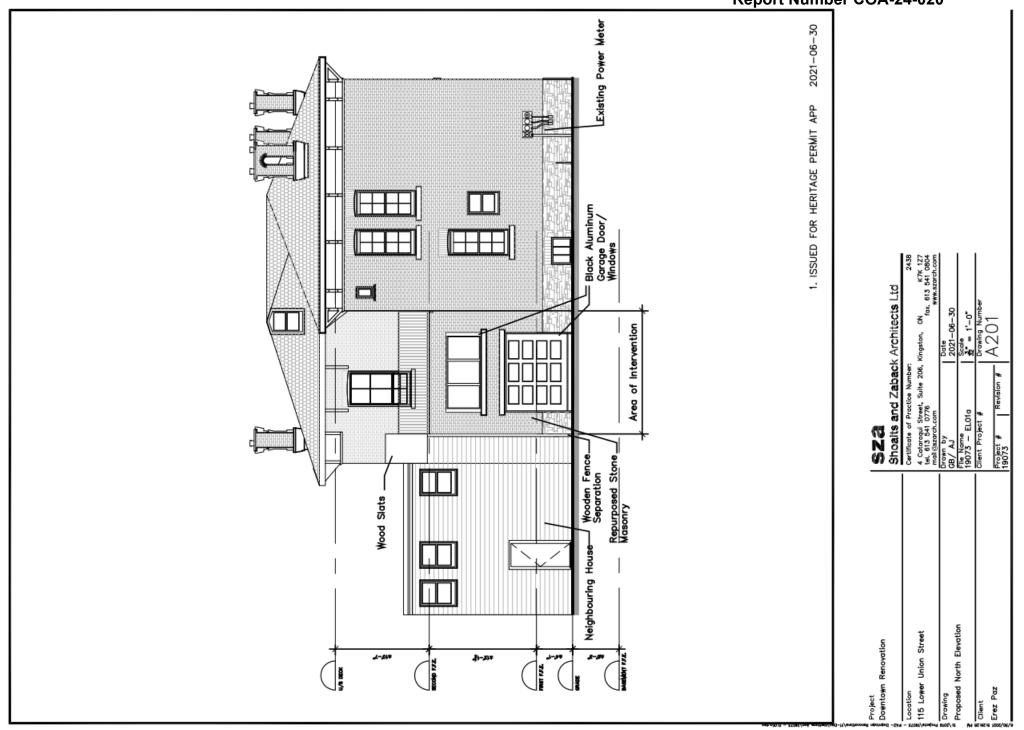


Exhibit J Report Number COA-24-020

