The Corporation of the City of Kawartha Lakes Committee of Adjustment Report – Farguhar

Report Number COA2021-011

Public Meeting

Meeting Date:	February 18, 2021
Time:	1:00 pm
Location:	Council Chambers, City Hall, 26 Francis Street, Lindsay

Ward 5 – Former Town of Lindsay

Subject: An application is to sever an approximately 562.15 square metre lot to permit the construction of two semi-detached dwellings and retain an approximately 449.68 square metre lot containing a single detached dwelling addressed as 114 Queen Street.

The property is addressed as 114 Queen Street, former Town of Lindsay, File D03-2020-006.

Author: David Harding, Planner II, RPP, MCIP

Signature: David Fard

Recommendation:

Resolved That Report COA2021-011 Michael and Jeffery Farquhar be received;

That consent application D03-2020-006, being an application to sever an approximately 562.15 square metre lot to permit the construction of two semidetached dwellings and retain an approximately 449.68 square metre lot containing a single detached dwelling, be **Denied** without prejudice.

Background: The subject property is located at the northwest corner of Queen Street and St. David Street. There is an older, modestly sized 1.5 storey red brick dwelling on the southwest side of the property, with a two-door detached garage directly north of it. The driveway leads out from the garage onto St. David Street.

> On October 12, 2017, the owners attended a pre-consultation meeting to discuss their proposal for the site. The application originally proposed three freehold townhomes to the north of the existing dwelling. Challenges were identified with the proposal, some of which are also applicable to this staff report.

The principle of the division of land and intensification of residential use has remained consistent between the preconsultation and consent application.

	The consent application proposes to sever off the rear yard.
	In support of the consent application, a Planning Justification Report prepared by Clark Consulting Services, was submitted.
Proposal:	Should this consent be successful, another consent application is proposed to be filed at a later date to separate the ownership of each constructed semi-detached dwelling so that each one is on its own lot.
	The final result will be three parcels: two containing each half of a semi-detached dwelling building, and the third the existing single detached dwelling. All lots are proposed to have driveway access from St. David Street. No commercial or commercial-residential use is proposed.
Owners:	Michael and Jeffery Farquhar
Applicant:	Jeffery Farquhar
Legal Description:	Part Lot 35, Lot 36, North Side of Queen Street, Plan 15P
Official Plan:	"Residential-Commercial" with "Mixed Use Corridor Policy Area" in the Town of Lindsay Official Plan
Zone:	"Mixed Residential Commercial (MRC) Zone" within the Town of Lindsay Zoning By-law 2000-75
Site Size:	Existing: 1,011.835 square metres Proposed Severed: 562.153 square metres Proposed Retained: 449.682 square metres
Site Servicing:	Municipal water, storm water, and sewer.
Existing Uses:	Residential
Adjacent Uses:	North: Residential South: Commercial, Mixed Commercial-Residential East: Commercial, Residential West: Residential, Mixed Commercial-Residential

Rationale:

Policy Conformity

Provincial Policy Statement 2020 (PPS)

Sections 1.1.1(a) and (b) encourage the efficient development of land use patterns through accommodating an affordable range of housing types, employment, institutional, recreational, and other uses to meet the long term needs of municipalities.

Section 1.1.3 states that settlement areas shall be the primary focus of growth and development in order to ensure their long term vitality and economic prosperity. Land uses within settlement areas are to be of a range of densities that are to efficiently use land and resources. Opportunities for intensification and redevelopment are encouraged to establish efficient land use patterns.

Section 1.3 directs the protection and promotion of lands for a variety of uses, including employment and areas of mixed uses in order to meet long term needs. Subsection 1.3.1 further lays out that a range of suitable sites should be preserved to support a wide range of economic activities and accessory uses. In addition to preserving the sites for existing and future businesses, the act of preservation provides businesses with a selection of sites to choose from based upon their specific needs. This subsection also encourages mixed-use development to support liveable, diverse, and resilient communities.

Section 1.4 direct municipalities to provide for a broad range and mix of housing options to meet the needs of a wide range of household incomes at all stages of life. The proposal does provide additional forms of housing and increasing density by proposing two semi detached dwellings along with retaining the single detached dwelling. However, the provision of housing and increasing residential density is only part of the overall direction contained within the PPS.

This proposal is not consistent with the overall intent of the PPS when considering mixed-use sites. The full analysis is contained in the staff analysis section.

Growth Plan for the Greater Golden Horseshoe, 2019 (Growth Plan)

The Growth Plan provides a framework to plan for growth and development in urban areas. The Growth Plan provides that growth, including intensification, should be directed towards settlement areas, and utilize existing or planned infrastructure. The subject property is located within the Lindsay settlement area. The Growth Plan contains settlement area policies to facilitate the development of settlement areas as complete communities. Complete communities are intended to provide a wide assortment of uses to support the daily needs of residents of all ages.

While Section 2.2.1.4 of the Growth Plan does encourage a range and mix of housing options in order to assist in the creation of complete communities, that same section highlights that complete communities require more than housing in order to be complete. Complete communities are to be achieved through a diverse

mix of land uses, including employment uses, and are to have convenient access to local stores and services. Compact built form is also encouraged.

Section 2.2.5 requires municipalities to require and plan for sufficient land in suitable locations for a variety of employment uses. Retail and office uses are directed to areas where all forms of transportation are available, including vehicular, transit and active transportation modes. The subject property is a corner lot that abuts an arterial road, Queen Street, and a collector road, St. David Street, within the official plan, and the Blue Route bus loop runs by the property.

Section 2.2.6 encourages the provision of diverse housing stock in order to accomplish the PPS's direction to establish and maintain complete communities.

While the proposal does add residential intensification, the division of land does not protect for the future establishment of a mixed commercial-residential use on the site.

The proposal does not conform to the overall intent of the Growth Plan.

Town of Lindsay Official Plan (Official Plan)

As the Lindsay Secondary Plan is appealed to the Local Planning Appeal Tribunal, the policies of the Town of Lindsay Official Plan remain in effect. The subject property is within the "Residential-Commercial" designation and is also within the "Mixed Use Corridor Areas" policy area.

The designation identifies that the dominant form of development is to be a mix of low rise commercial and residential uses either in the same building or separate buildings. Commercial uses are anticipated to be in the form of restaurants, offices, service and convenience retail and other similar types of uses. While there is to be a mixture of commercial and residential use, built form is to be of a residential character in keeping with the dominant built form. Parking is to be directed to the rear or side yards and development is to be subject to site plan control.

The policy area identifies corridors along major roads that lead to the Lindsay Downtown Area. These corridors are generally comprised of older residential areas that are in transition to mixed commercial-residential use areas. This property is located within the Queen Street corridor between the Downtown Area and CKL Road 36.

While the proposal does propose additional residential use, and the designation and policy area recognizes residential use as the dominant built form and character, it does so at the expense of restricting the use of the site to solely residential use due to the lot sizes proposed. There are also policies contained within Section 5.1.3.3 and 5.1.3.4 that direct road widening to occur to ensure arterial and collector road allowances are of suitable width for their designed function and allow for future infrastructure upgrades. In Appendix 'E', Engineering Division has identified that a road widening may be needed across one or both road frontages in addition to a site triangle, which would further reduce the proposed lot sizes. Lot size will be further analysed in the staff analysis section.

The proposal does not conform to the Town of Lindsay Official Plan as a whole.

Lindsay Secondary Plan

While the Lindsay Secondary Plan (Secondary Plan) is appealed to the Local Planning Appeal Tribunal and is not in effect, conformity with this document is reviewed to determine whether the proposal is consistent with Council's direction for the area. Within the Secondary Plan the property is designated "Mixed-Use Residential". The "Mixed-Use Residential" designation contains much the same policies as the "Residential-Commercial" designation within the Town of Lindsay Official Plan. There is an additional section, which adds that commercial-residential uses are to have sufficient off-street parking in order to permit the use.

The "Mixed Use Corridor Areas" policy area found within the Official Plan is brought forward into the Secondary Plan with no significant changes. The subject property remains within the same policy area and regime.

The road widening policies contained within the Official Plan are brought forward into the Secondary Plan.

The proposal does not conform to Council's direction for the Secondary Plan.

Town of Lindsay Zoning By-law 2000-75

The property is zoned "Mixed Residential Commercial (MRC) Zone" within the Zoning By-law.

The zone category permits a variety of service-oriented commercial and some retail uses along with an assortment of residential uses including: single detached, semi-detached, units above permitted commercial uses, and lodging/boarding/rooming houses.

The proposed semi-detached and single detached uses are permitted. A proposed layout of the site with included setbacks and area calculations was submitted as part of the Planning Justification Report and is included in Appendix 'D'.

The owners are not seeking to change the zone category, which would likely require an Official Plan Amendment, but seek variances to facilitate lot creation.

The MRC Zone requires a minimum lot frontage of 18 metres and area of 600 square metres.

The retained lot will comply with the lot frontage requirements of the MRC Zone by proposing approximately 20.12 metres of frontage on Queen Street. The retained lot will not meet the lot area requirement by proposing about 449.6 square metres. The lot frontage and area of the retained land will decrease as a result of any lands taken for road widening purposes. The Planning Justification Report states that if a widening were to be taken on the St. David Street side, which the pre-consultation meeting minutes identified as a possibility, the lot area would fall to about 396 square metres, and the lot frontage would fall to about 17.12 metres. The land area that may be removed for the purposes of a sight triangle, which the pre-consultation meeting minutes also identified as a possibility, is not provided. If a road widening is taken, the lot frontage would no longer comply with the MRC Zone requirement whether or not the sight triangle is taken.

The severed lot will comply with the lot frontage requirements of the MRC Zone by proposing about 27.9 metres of frontage along St. David Street. The severed lot will not meet the lot area requirement by proposing about 562.2 square metres. The lot area of the severed land will decrease as a result of any lands taken for road widening purposes. The Planning Justification Report states that if a widening were to be taken along St. David Street, the lot area would fall to about 488 square metres. The lot area would again be halved if a semi-detached building were to be constructed and the halves severed from one another.

The intent of the MRC Zone is to provide sufficient frontage and area in order to ensure a lot in that zone category may be used for future commercial-residential operations. A large component of any business outside the Downtown Area is to ensure the adequate provision of on-site parking to accommodate any commercial use that may be established on the site. The consent divides the property in such a way as to impede the ability to provide on-site parking for the severed or retained lands to establish a commercial or commercial-residential use.

Further discussion of these issues is contained in the staff analysis section.

The proposal does not comply with the zoning by-law nor is it in keeping with the intent of the zoning by-law.

Servicing Comments

The property is serviced by municipal water, sanitary, and storm water systems.

Consultations

Notice of this application was circulated in accordance with the requirements of the Planning Act. Comments have been received from:

Agency Comments

Community Services Department (June 30, 2020): The appropriate 5% cash-in-lieu of parkland against the value of each lot to be created is requested.

Building Division (January 19, 2021): No concerns provided the detached garage on the retained lands complies with the setback provisions for an accessory building from the proposed lot line.

Economic Development Division (February 5, 2021): Concern. As both properties are within the MRC Zone, it is important both properties maintain the ability to function with a commercial use, such as providing sufficient parking. In particular, functional ability to convert the existing building to a commercial use should be maintained on the retained lands.

Development Engineering Division (February 5, 2021): A legal survey is required to determine the current extents of the City's road allowance and address the requirements for the road widening on St. David Street and Queen Street to achieve the desired 26.0 metre right of way as per the Transportation Management Plan. The legal survey shall also address the requirements for the daylighting triangle at the northwest corner of the intersection.

Public Comments

John and Lynda McCauley (July 20, 2020): The commenters own the abutting property to the north, addressed as 27 St. David Street. They object to the application. See Appendix 'F' for their full comments.

Planning Division Analysis

The subject property is a corner lot located at the northwest corner of the intersection of Queen Street and St. David Street. These roads experience higher traffic volumes and have Arterial (Queen Street) and Collector (St. David Street) road classifications within the Town of Lindsay Official Plan to reflect this function. This intersection links the north residential and employment lands, the lands to the east of the Scugog River, and the Lindsay Downtown Area together.

Queen Street has a distinct character and function from the surrounding established residential neighbourhoods to the north and south. This portion of Queen Street is characterized by a variety of commercial, residential-commercial establishments, and residential uses. Lots used solely for residential use are present further away from this intersection. The lands immediately around this intersection are commercial in nature.

The lands to the northeast of the intersection are commercial in nature, containing a mechanic's shop operating as T&B Automotive at 118-122 Queen Street. Residential uses are found to the north and east of this establishment.

The lands to the southeast of the intersection contain the operations and showroom of Doan's Overhead Doors at 121 Queen Street and Hometown Appliance at 125 Queen Street. Residential uses are found to the south and east of these establishments.

The lands to the southwest on the intersection contain the offices and parking area for Poppa Ed's Taxi with a residence on the second floor and Duke's Car Clean Auto Service garage at 117 Queen Street, offices of C.A. Sellers Cleaning Services Ltd. at 109 Queen Street, and other commercial uses further west along Queen Street. Residential uses are to the south.

The lands to the northwest of the intersection contain a building at 112 Queen Street where the first floor appears to have been converted to residential use, Ruff Cuts Professional Dog Grooming with residential above at 110 Queen Street, a convenience store at 108 Queen Street, and a mix of residential and commercialresidential uses further west along Queen Street. The buildings much further west are residential. The buildings at the addresses noted are commercial in nature, but are all contained within built forms that range between 1 to 2.5 storeys.

The MRC Zone category was not applied to the entire section of Queen Street, nor is the "Residential-Commercial" found along the entire street. Instead, the designation and zone category is placed upon those lots with a history of commercial-residential or commercial use as evidenced by the existing uses or building appearance, or on lots in close proximity to those established uses. Along the Queen Street corridor where the "Residential-Commercial" designation is present, there is only one continuous strip of that designation and MRC Zone, and

it is found between St. Peter Street and St. David Street. The subject property is within that block, and is arguably within what functions as the business centre of commercial-residential uses along Queen Street due to the Queen Street and St. David Street intersection.

As has been noted by the McCauley's, the subject property is at a busy intersection, and parking is anticipated to be an issue. Staff agree that the property is a corner lot along roads that have been recognized for their higher traffic volumes due to the Arterial and Collector road classifications of Queen and St. David Streets respectively. With respect to the parking issue, staff believe it is an issue, but it is an issue that restricts the potential for the properties to have any sort of commercial operation to be established. The lots along the north side of Queen Street including the subject property are very uniform in terms of their depth and lot frontage. The lots along the south side of Queen Street are shallow and typically wider. The establishment of commercial businesses on nearby properties on the north side of Queen Street that are the same size as the subject property indicates that the parcels are sufficiently sized to permit a commercial or a commercialresidential use to be established. This size permits additional building envelope space and parking lot space for clients. Given the lack of establishment of any business in a dwelling with a smaller lot size in the area, it is unlikely that a commercial-residential use would be established on either the severed or retained parcels.

The dwelling and detached garage on the proposed retained lands are in very close proximity to the western side lot line, and the dwelling is close to Queen Street. While there may be some room on the existing retained lands to accommodate some parking, this parking would be provided at the expense of removing most or all remaining landscaped open amenity space available to a resident of the dwelling. Should the retained lands ever be redeveloped, the ability to accommodate sufficient parking for any commercial-residential or commercial use would be further impeded once the applicable setbacks were applied to any building envelope. Given the area's commercial and commercial-residential operations are exclusively found along Queen Street, and the fact that the lands to the north and south are stable low density residential neighbourhoods, it is unlikely that any commercial-residential operation would establish itself on the severed lands, even if there was some parking to permit the establishment of such use.

The property receives more road exposure than other commercial or commercialresidential lots along Queen Street as it borders two roads. This provides the site with more future potential development or redevelopment opportunities with respect to building envelope and parking lot design configurations.

Lindsay has only three Mixed Use Corridor Policy Areas. The other two are along Kent Street West between the hospital and Downtown Area, and along Lindsay Street South between Mary Street West and the Downtown Area. The MRC Zone is not a very common zone, there are few corner lots within this zone category, and there are few lots where the existing dwelling is positioned off to the side in such a way as to allow for a commercial or commercial-residential use to be added outside the existing dwelling but still visible from the street. The direction within the Secondary Plan is that the potential for the establishment of mixed uses along the lain corridors leading to the Downtown Area is to be maintained.

Finally, while Provincial and City policies do promote intensification, intensification has to be considered in the context. The proposal contains two semi-detached units and while the proposed lots have sufficient frontage and on-site parking, they do not have sufficient depth to practically contain two dwelling units. The rear yards are only 3.0 metres in depth, which does not provide sufficient space for an outdoor amenity area. While the units could be moved towards the street slightly or unit depth decreased, this still would not provide sufficient rear yard amenity space. As a result, staff believe at the site has insufficient depth to accommodate the proposal.

Conclusion

Given the character of the immediate area to trend towards a commercial nature, the lack of sufficient lot depth to practically contain additional dwelling units, the location of this property within the functioning centre of the Queen Street Mixed Use Corridor Policy Area, the direction of the PPS, Growth Plan, Official Plan, Secondary Plan, and Zoning By-law, it is good planning to maintain the site for the uses for which it has been zoned to allow for the establishment of future commercial or commercial-residential development opportunities rather than divide the parcel. For the reasons outlined above, staff respectfully recommends the application be denied without prejudice.

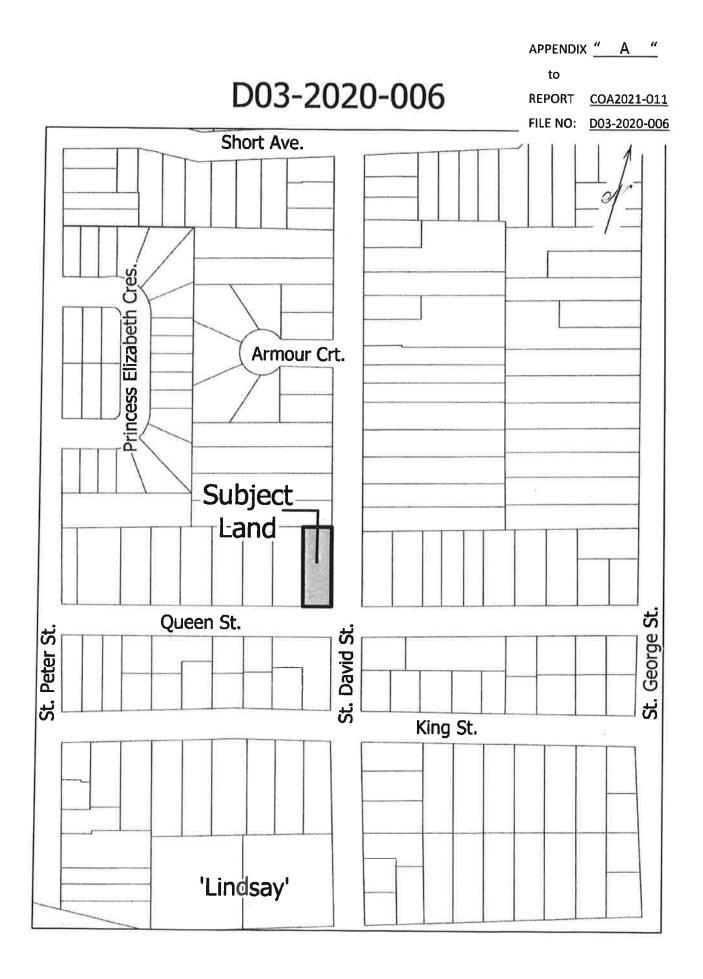
Attachments



Appendices A-F to Report COA2021-01

Appendix A – Location Map Appendix B – Aerial Photo Appendix C – Applicant's Sketch Appendix D – Consultant's Sketch Appendix E – Department and Agency Comments Appendix F – Public Comment

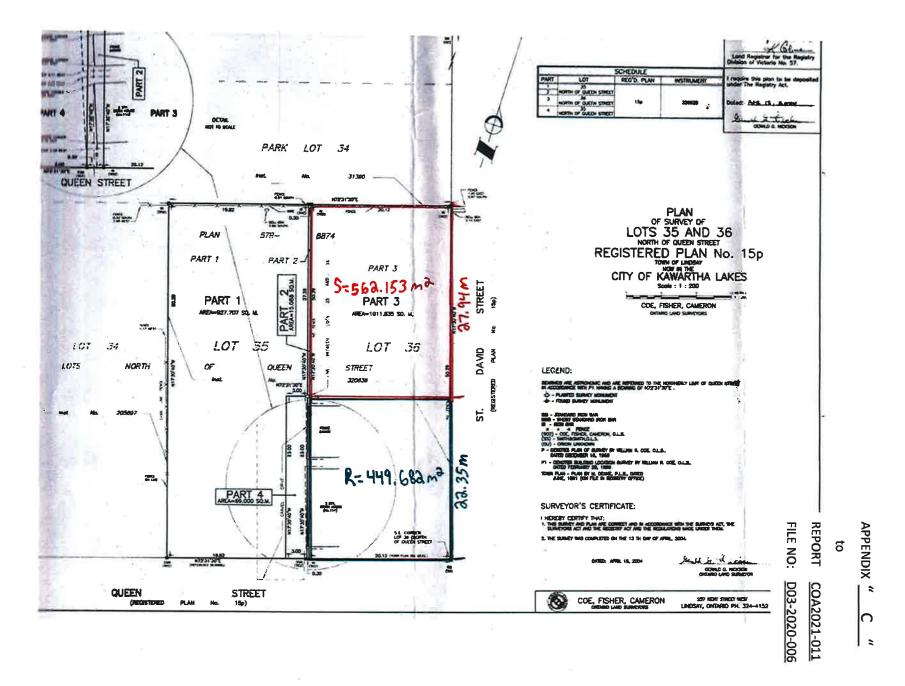
Phone:	705-324-9411 extension 1206
E-Mail:	dharding@kawarthalakes.ca
Department Head:	Chris Marshall, Director of Development Services
Department File:	D03-2020-006

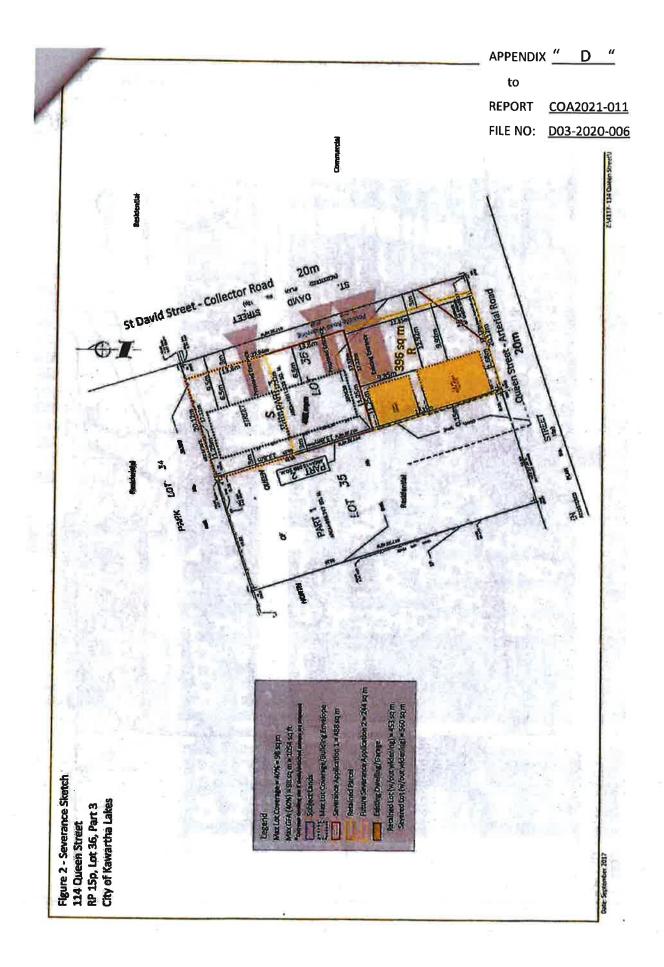




APPENDIX "B

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David Harding

D03-2020-006 - 114 Queen St, Lindsay

FILE NO. DO3-2020-00

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APPENDIX to

REPOR

Subject:

Hello David,

Please see the following comment from Engineering;

A legal survey is required to determine the current extents of the City's road allowance and address the requirements for the road widening on St. David Street and Queen Street to achieve the desired 26.0m right of way as per the Transportation Management Plan. The legal survey shall also address the requirements for the daylighting triangle at the northwest corner of the intersection.

Thank you, Kirk

David Harding

From:Rebecca MustardSent:Friday, February 5, 2021 4:29 PMTo:David HardingSubject:Re: D03-2020-006 - 114 Queen Street, former Town of Lindsay

Hi David,

As both properties will retain the MRC zoning, it is important that they still have the ability to function as a commercial use (e.g. meet parking requirements to actively use the commercial use).

For this application as the MRC use is the zoning for properties along Queen Street, a functional commercial use should be maintained in the retained parcel.

Rebecca

Rebecca Mustard

Manager, Economic Development Development Services, City of Kawartha Lakes 705-324-9411 ext. 1395 www.kawarthalakes.ca



From: David Harding Sent: Tuesday, January 19, 2021 10:10:50 AM To: Derryk Wolven; Rebecca Mustard Subject: D03-2020-006 - 114 Queen Street, former Town of Lindsay

Hello Rebecca and Derryk,

Please find attached the planning justification report for the above-noted file. Derryk, the two attachments I was trying to send before are a table on page 9 and sketch on page 13.

David Harding RPP, MCIP Planner II Development Services – Planning Division City of Kawartha Lakes 180 Kent Street West, Lindsay, ON K9V 2Y6 Phone 705-324-9411 extension 1206 | Toll Free 1-888-822-2225 Fax 705-324-4027

Due to COVID-19, service levels have been affected. For COVID-19 information including service levels and how to access services, please call 705-324-9411 extension 4000 or visit <u>www.kawarthalakes.ca/covid19</u>



David Harding

From: Sent: To: Subject:

Derryk Wolven Tuesday, January 19, 2021 10:47 AM David Harding RE: D03-2020-006 - 114 Queen Street, former Town of Lindsay

Thanks David,

Can you have a look at the sketch? They show 1.25m setback for proposed building both ends and 1.25m existing garage to proposed lot line. Although dimensioned equally they do not appear to be the same visual offset. I guess I am confused why we don't see a surveyors sketch as we do with even some farm consolidations that have buildings in proximity to the proposed line. As a garage accessory to the house, .6m is the OBC cutoff so I suppose we have no concern.

Derryk Wolven Plans Examiner City of Kawartha Lakes 705-324-9411 ext 1273 www.kawarthlakes.ca



From: David Harding Sent: Tuesday, January 19, 2021 10:11 AM To: Derryk Wolven ; Rebecca Mustard Subject: D03-2020-006 - 114 Queen Street, former Town of Lindsay

Hello Rebecca and Derryk,

Please find attached the planning justification report for the above-noted file. Derryk, the two attachments I was trying to send before are a table on page 9 and sketch on page 13.

David Harding RPP, MCIP Planner II Development Services – Planning Division City of Kawartha Lakes 180 Kent Street West, Lindsay, ON K9V 2Y6 Phone 705-324-9411 extension 1206 | Toll Free 1-888-822-2225 Fax 705-324-4027



The Corporation of the City of Kawartha Lakes Community Services 50 Wolfe Street Lindsay, Ontario K9V 2J2 Tel: 705-324-9411 ext 1300 Toll Free: 1-888-822-2225 Idonnelly@kawarthalakes.ca www.kawarthalakes.ca

LeAnn Donnelly, Executive Assistant, Community Services

MEMORANDUM

DATE: June 30, 2020

TO: Mark LaHay

FROM: LeAnn Donnelly, Executive Assistant, Community Services

RE: Various Applications

This memorandum confirms receipt of various applications for Consent to the Community Services Department. Our Department would request that, as a condition of this Consent, the Committee consider the appropriate cash-in-lieu of parkland against the value of each lot created for the following applications:

D03-2020-0011491 Glenarm RoadD03-2020-0021491 Glenarm RoadD03-2020-006114 Queen Street

heAnn Donnelly

LeAnn Donnelly Executive Assistant, Community Services

APPENDIX **F**, to REPORT **CoA 2021-011** EVENO **D03-2020-006**

July 20, 2020

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Pevelopment Service Planning Distance

Development Services – Planning Division 180 Kent St W. Lindsay, On K9V 2Y6

Attn: Mark LaHay Y ふみくっと HARDING

Re: File No D03-2020-006 114 Queen Street Part Lot 35, Lot 36, N/S Queen St. Plan 15P Former Town of Lindsay, Ward 5

To Whom This May Concern:

This letter is in response to your letter dated June 25, 2020 regarding the above file No D03-2020-006.

We currently live at the property located on Park Lot 34 or 27 St. David Street and have owned the property since 2006. For the most part we have enjoyed a quiet life here.

When it comes to allowing a severance on the property located at 114 Queen Street, we have to say that we have some strong thoughts as to why this should not be allowed to proceed.

-The proposed semi-detached will be located close to the front of the property due to the depth and therefore will block our view from the south.

-Loss of privacy and it will create a higher density of persons living in the area. -The possibility of these builds would be used as rental properties is a strong possibility. Especially with the shortage of rentals

-Already a busy corner and will increase the traffic as well as safety of pedestrians.

- Added noise of an already noisy corner

-With having a sidewalk and most households having a min of 2 vehicles and the street parking I am sure will be used along with parking across the sidewalks. This has proved to be an issue in many parts of Lindsay and then the owners/tenants park on the front lawns during the parking restriction months

-Not knowing the proposed building type is also difficult. If a 2-storey building is to be built the height would certainly not fit in with the street scape.

-If this building(s) can be constructed on this location we strongly feel that it will affect the value of our home.

-Wondering how the drainage would work on this property as well if allowed 2 severances.

If a severance is allowed, we would strongly suggest that a single-family home would be better suited in this situation.

I have attached an overview of the lot severance proposal as well and you can see for yourself our concerns.

Thank you for allowing us to submit our views on the proposed severance.

Respectfully.

John & Lynda McCauley 27 St. David Street Lindsay, ON K9V 1N2 705-878-0690

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