

City of Kingston Report to Committee of Adjustment Report Number COA-22-011

To: Chair and Members of the Committee of Adjustment

From: Jason Partridge, Planner

Date of Meeting: January 17, 2022

Application for: Minor Variance

File Number: D13-009-2021

Address: 4336 Bath Road

Owner: Eamonn Flynn & Rhona Flynn

Applicant: Eamonn Flynn

Council Strategic Plan Alignment:

Theme: Policies & by-laws

Goal: See above

Executive Summary:

This report provides a recommendation to the Committee of Adjustment regarding an application for minor variance for the property located at 4336 Bath Road. The applicant is requesting relief from the requirement regarding the minimum setback from the floodplain to build a 92.9 square metre, 2 storey single family dwelling on the vacant property. The resulting single-family dwelling complies with all minimum height, landscaped open space, provincial highway, front yard, interior yard and rear yard setbacks requirements.

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 76-26. The requested minor variance is desirable for the appropriate development or use of the land, building or structure and are 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.

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Variance Number 1: Setback from Flood Plain By-Law Number 76-26: Section 5 (6) (b)

Requirement: No building shall be erected or altered within 25 Feet (7.62 Metres) of a

flood plain

Proposed: 5.0 Metres Variance Requested: 2.62 Metres

Recommendation:

That minor variance application, File Number D13-009-2021, for the property located at 4336 Bath Road to build a 92.9 square metre 2 storey single family dwelling, be approved; and

That approval of the application be subject to the conditions attached as Exhibit A (Recommended Conditions) to Report Number COA-22-011.

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Authorizing Signatures:

ORIGINAL SIGNED BY PLANNER

Jason Partridge, 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 February 11, 2021, a minor variance application was submitted by Eamonn Flynn, on behalf of the owner, Eamonn Flynn & Rhona Flynn, with respect to the property located at 4336 Bath Road. The variance is requested to seek relief from the requirements regarding the minimum setback from the floodplain to build a 92.9 square metre, 2 storey single family dwelling on the vacant existing lot property. The application initially required a variance from the minimum required setback from a provincial highway. However, this variance is no longer needed as per the revised Site Plan drawing.

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

- Site Plan (Exhibit G)
- Elevation (Exhibit H)
- Septic System Drawing (Exhibit I)

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 along Bath Road and is situated within an established residential area in Collins Bay (Exhibit B – Key Map and Exhibit F – Neighbourhood Context). The site is currently vacant with no development on the property. The surrounding area includes single family dwellings on municipal/provincial owned roads.

The subject property is designated Residential and Environmental Protection Area in the Official Plan and zoned R1 in Zoning By-Law Number 76-26.

The subject property is in proximity to various community and open space uses, local schools and commercial uses. Kingston Transit operates in proximity to the site, with Transit Route 10 operating along Bath Road north of the site.

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

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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 and Environmental Protection Area in the City of Kingston Official Plan.

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 proposed single-family dwelling will not have any negative impacts on abutting properties or residential and/or uses or structures. The proposal is compatible with the surrounding residential uses and will not result in significant impacts or changes to the surrounding area.

The proposed single-family dwelling is for a permitted residential use. Section 2.2.5 (Housing Districts) states that these areas are planned to remain stable in accordance with Section 2.6 of this Plan but will continue to mature and adapt as the City evolves. Reinvestment and upgrading will be encouraged through minor in-filling and minor development (i.e. that which can integrate compatibility within the prevailing built form standards of height, density and amenity that are generally found in the neighbourhood.

Residential uses are primary form of housing in 'Residential' designation, including detached dwellings. The primary use of the subject property is single-family dwelling which is proposed to remain unchanged.

The single-family dwelling represents a reinvestment to the property that will result in a minor development on the subject property. The property is an existing lot of record and is permitted to have a single-family dwelling use. The proposed single-family dwelling is consistent with the intent of this policy.

Uses within the 'Environmental Protection Area' are limited to those related to open space, conservation or flood protection, and must be approved in consultation with the Cataraqui Region Conservation Authority (CRCA), the Ministry of Natural Resources and Forestry, and/or Parks Canada as appropriate. The proposed single-family dwelling has been reviewed by CRCA and the applicant/owner has been informed about the required permit.

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Section 3.9 of the Official Plan speaks to the long-term protection of and recognition of the important role that waterfront areas play in the City's sense of place, cultural heritage, recreational, social and spiritual needs, natural heritage system, as well as a valuable source of water.

Section 3.9.2 requires the protection of a 30-metre naturalized buffer along the waterfront, also referred to as the "ribbon of life". It is intended to provide a buffer of undisturbed soil and vegetation along the shoreline, which will help to filter runoff, prevent soil erosion, and provide wildlife habitat. The Official Plan requires new development to be located outside of the 30-metre ribbon of life, unless the depth of a lot is insufficient to accommodate a modest amount of development and related servicing outside of the 30-metre setback. In this situation, the depth of the lot would not allow for the proposed development to be completely located outside of the 30-metre water setback, while also meeting all other required setbacks of the Zoning By-Law.

Section 3.10.2.1 recognizes that where an Environmental Protection Area designation is tied solely to a riparian corridor as per Schedule 7 of the Official Plan, the permitted land uses on lots existing of the date of the adoption of the plan include the permitted use of another land use designation applicable to the lot and legally non-conforming land uses.

According to CRCA technical comments, "The purpose of a horizontal setback from the flood plain is to allow for safe access between buildings and the extent of the flooding hazard and also to provide an adequate factor of safety. The revised proposal includes the dwelling at 5 metres from the flood plain. It is our understanding the additional encroachment is necessary to accommodate the dwelling and septic system at the necessary setback from the provincial road. It has been demonstrated, therefore, that all reasonable efforts have been made by the applicant to comply with CRCA's flood protection policies. Ultimately, it remains our position that the proposal, at a 5-metre setback from the flood plain, is appropriate, minor in nature and in keeping with the intent of the Zoning By-Law and Official Plan." Therefore, there is little risk to the dwelling and its and occupants in the event of flooding beyond the regulatory level.

- 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 proposed single-family dwelling will result in a development that is consistent with the existing built form of several residential buildings located east, west and north of the subject property along Bath Road. The overall design and scale of the proposal is not anticipated to cause any adverse impacts on the adjacent residential properties.
- 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;

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The proposal involves the construction of a 2-storey single family dwelling on the subject property. There will be no concerns with respect to the parking of vehicles and bicycles or issues relating to accessibility. One parking spot is required and provided.

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;

The subject property is not located within a heritage district or adjacent to any designated properties under the *Ontario Heritage Act*. The design and materials proposed complement the built form and materials of the existing properties along Bath Road

The property is currently a vacant existing lot of record and the proposal does not involve a significant alteration to the existing built form along bath Road. The proposal will meet all 'R1' zoning provisions will not cause any adverse impacts on adjacent properties.

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 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. As part of the application requirements the owner of the property was required to submit drawings of the proposed septic system to demonstrate the ability to provide adequate private sewage service on the property. The drawings were then circulated directly to the Ministry of Transportation, City of Kingston Building Services and the Cataraqui Region Conservation Authority. The agencies reviewed the proposed septic system drawings and agreed that the proposed system could be successfully installed on the property.

Partial services are permitted in accordance with Section 4.2.11 of the Official Plan for minimal infilling and rounding out of existing development as the site does not require the extension of a watermain, the sites condition has been found to be suitable for the installation of the septic system subject to all Building Permit requirements, and it does not jeopardize orderly future development.

7. Whether the application and the cumulative impact of the proposed variance would be more appropriately addressed by a zoning amendment to the applicable zoning by-law;

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The proposed variance are considered minor and the development is consistent with the existing built form along Bath Road. Therefore, a zoning by-law amendment is not required.

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;

As part of the recommendation, suggested conditions have been listed. The 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 surrounding residential uses include single family dwellings. The approval of the requested variance is considered minor and will not set a precedent for the immediate area.

The proposal meets the intent of the Official Plan, as the proposed will not 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 R1 in the City of Kingston Zoning By-Law Number 76-26, entitled "Township of Kingston Restricted Area By-Law", as amended. The R1 zone permits a converted dwelling house, a single-family dwelling house and a home occupation. The proposed 2 storey single family dwelling is a permitted use within the 'R1' Zone (Exhibit E)

The proposal requires a variance to Section 5 (6) (b) and Section 5 (20) (a) (i)

Variance Number 1: Setback from Flood Plain

By-Law Number 76-26: Section 5 (6) (b)

Requirement: No building shall be erected or altered within 25 Feet (7.62 Metres)

of a flood plain

Proposed: 5.0 Metres Variance Requested: 2.62 Metres

A variance is required from Section 5 (6) (b) of Zoning By-Law Number 76-26 to seek relief from the minimum setback from the flood plain which is 7.62 metres. The proposed single-family dwelling will be setback 5.0 metres, which does not comply with the minimum setback from a flood plain. As such, the applicant is seeking a variance of 2.62 metres to construct the single-family dwelling.

The above variance is requested to permit the construction of a single-family dwelling. The proposed variance meets the intent of the Zoning By-Law and flood plain setback to

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prevent natural hazards (flooding and erosion) associated with Lake Ontario and protection of the water quality and ecological integrity of the Lake and shoreline.

As per CRCA comments, "The purpose of a horizontal setback from the flood plain is to allow for safe access between buildings and the extent of the flooding hazard and also to provide an adequate factor of safety. The revised proposal includes the dwelling at 5 metres from the flood plain. It is our understanding the additional encroachment is necessary to accommodate the dwelling and septic system at the necessary setback from the provincial road. It has been demonstrated, therefore, that all reasonable efforts have been made by the applicant to comply with CRCA's flood protection policies. Ultimately, it remains our position that the proposal, at a 5-metre setback from the flood plain, is appropriate, minor in nature and in keeping with the intent of the Zoning By-law and Official Plan."

The variance to the floodplain setback maintains the intent of the zoning by-law by providing appropriate setbacks between new buildings and the floodplain in accordance with the CRCA's policies.

3) The variance is minor in nature

The proposed variance for the minimum setback from a flood plain will result in a development that is consistent with the existing built form of residential development along Bath Road. The proposed variance will have no adverse impact on the functionality of the dwelling and the site. The proposed setback from the flood plain is not anticipated to create any natural hazard or negatively impact the safety of the site. The proposed variance is considered minor in nature as they will not have any negative impacts on the character of waterfront development in the surrounding area. All setback distances for the proposed single-family dwelling within the R1 zone will be met. The variance will not negatively alter the character of the neighbourhood or the existing streetscape.

The variance is considered minor as there will be no negative impacts on abutting properties or residential and/or uses or structures.

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

The proposed development will provide the functional needs for the proposed residential use. The form of residential development is long established. Thus, the overall density, type of use and scale of activity as proposed is consistent with the existing built form of residential buildings along Bath Road.

The resulting built form satisfies all applicable provisions of the zoning by-law, except for the minimum setback from a floodplain. The proposal does not involve a significant alteration to the proposed built form on the site and will not cause any adverse impacts on adjacent properties.

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The proposal is appropriate and compatible with the surrounding residential uses and will not result in significant impacts or changes to the surrounding area.

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	
	Solid Waste	□ Parks Development	□ Canadian National Railways
	Housing		
	KEDCO	☐ Municipal Drainage	□ Parks of the St. Lawrence
\boxtimes	CRCA	☐ KFL&A Health Unit	☐ Trans Northern Pipelines
	Parks Canada	☐ Eastern Ontario Power	☐ CFB Kingston
	Hydro One	☐ Enbridge Pipelines	☐ TransCanada Pipelines
	Kinaston 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 received after the publishing of this report will be included as an addendum to the Committee of Adjustment Agenda.

Previous or Concurrent Applications

File Number D10-004-2005 - the purpose of this minor variance application was to seek relief from the setback from the flood plain and from a provincial highway. The first variance proposed that the single-family dwelling would be constructed 0.0 metres away from the floodplain setback measurement with a requested variance of 7.62 metres. The second variance proposed that the single-family dwelling would be 21.43 metres away from the provincial highway setback with a requested variance of 2.954 metres. The two variances were approved by the Committee of Adjustment on June 2, 2006. This decision was appealed to the then Ontario Municipal Board.

Ontario Municipal Board Decision – The Board was not persuaded that the applicants had a feasible sewage system. The Board noted that it was relatively elementary to discern a manifest by-law intent that properties be demonstrably capable of dealing with their own waste. The

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appeal of Committee of Adjustment decision was allowed, and the variances were not authorized as per the decision dated December 20, 2006.

File Number D10-169-2015 – The purpose of this application was to sever a 53.6 square metre parcel of land with 1.99 meters of road frontage on Bath Road (Highway 33) and have it merge on title with an abutting parcel of land to the east municipally addressed as 4336 Bath Road, and have the retained parcel merged on title with an abutting parcel of land to the west municipally addressed as 4340 Bath Road. The application was approved by the Committee of Adjustment. This decision was also appealed to the Ontario Municipal Board

Ontario Municipal Board Decision – The appeal was dismissed on November 26, 2015.

Conclusion

The requested variance maintains the general intent and purpose of both the City of Kingston Official Plan and Zoning By-Law Number 76-26. 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 construction of a new 92.9 square metre, 2 storey single family dwelling on the vacant lot. The proposed single-family dwelling will be reinvestment to the property and represents good land use planning.

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 76-26

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 11 property

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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, Development Approvals, 613-546-4291 extension 3213

Jason Partridge, Planner, 613-546-4291 extension 3216

Other City of Kingston Staff Consulted:

None

Exhibits Attached:

Exhibit A Recommended Conditions

Exhibit B Key Map

Exhibit C Public Notification Map

Exhibit D Official Plan Map

Exhibit E Zoning By-Law Number 76-26, Map 4

Exhibit F Neighbourhood Context Map (2021)

Exhibit G Site Plan

Exhibit H Elevations

Exhibit I Septic System Drawing

Recommended Conditions

Application for minor variance, File Number D13-009-2021

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

1. Limitation

That the approved minor variance applies only to the subject lands located at 4336 Bath Road for the proposed 2 storey single family dwelling 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 Cultural Program Branch of the Ministry of Tourism, Culture and Sport (416-314-7132) and the 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 Regulation Section of the Ontario Ministry of Consumer Business Services (416-326-8404), the Cultural Program Branch of the Ministry of Tourism, Culture and Sport (416-314-7132), and the City of Kingston's Planning Services (613-546-4291, extension 3180) must be immediately contacted.

Exhibit B Report Number COA-22-011 Committee of Adjustment **Key Map** Address: 4336 Bath Road File Number: D13-009-2021 **Planning** Services Lands Subject to Minor Variance 4322 4331 4332 Bath Ro 4336 4338 4340 4344 21 Metres 4348 adowker -2021 Prepared By: 1:750 179 Date: Mar-0

Exhibit C Report Number COA-22-011

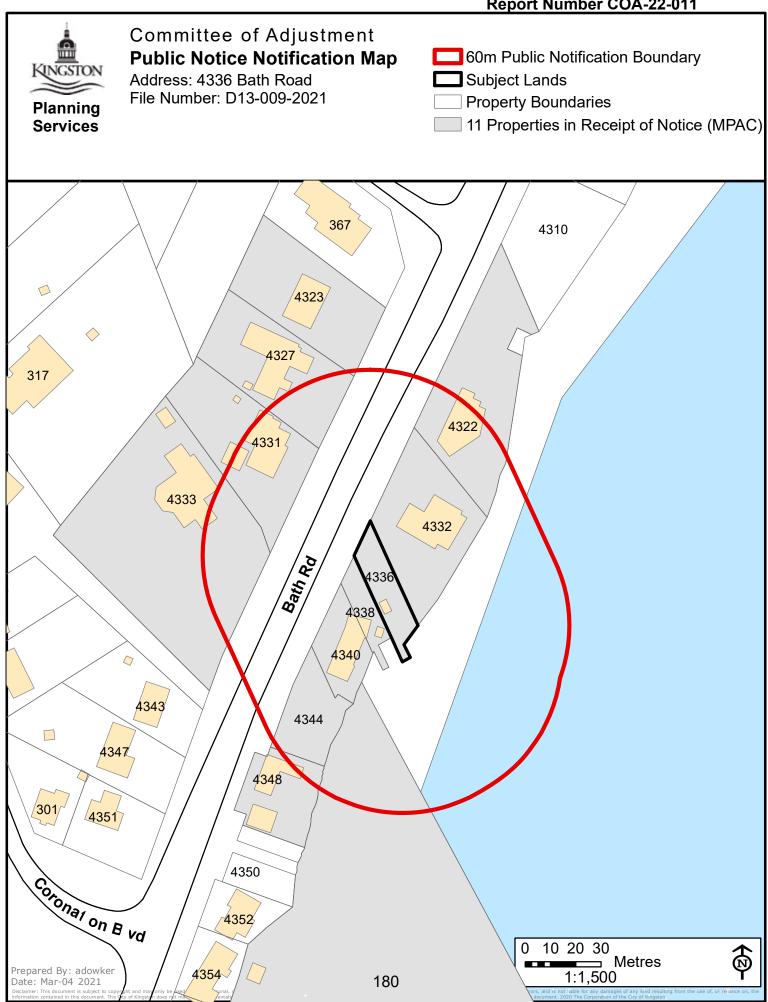


Exhibit D Report Number COA-22-011



Committee of Adjustment Official Plan, Existing Land Use

Address: 4336 Bath Road File Number: D13-009-2021

4348

Prepared By: adowker Date: Mar-04-2021 Subject Lands

ENVIRONMENTAL PROTECTION AREA

16

1:750

8

24

_ Metres

RESIDENTIAL



181



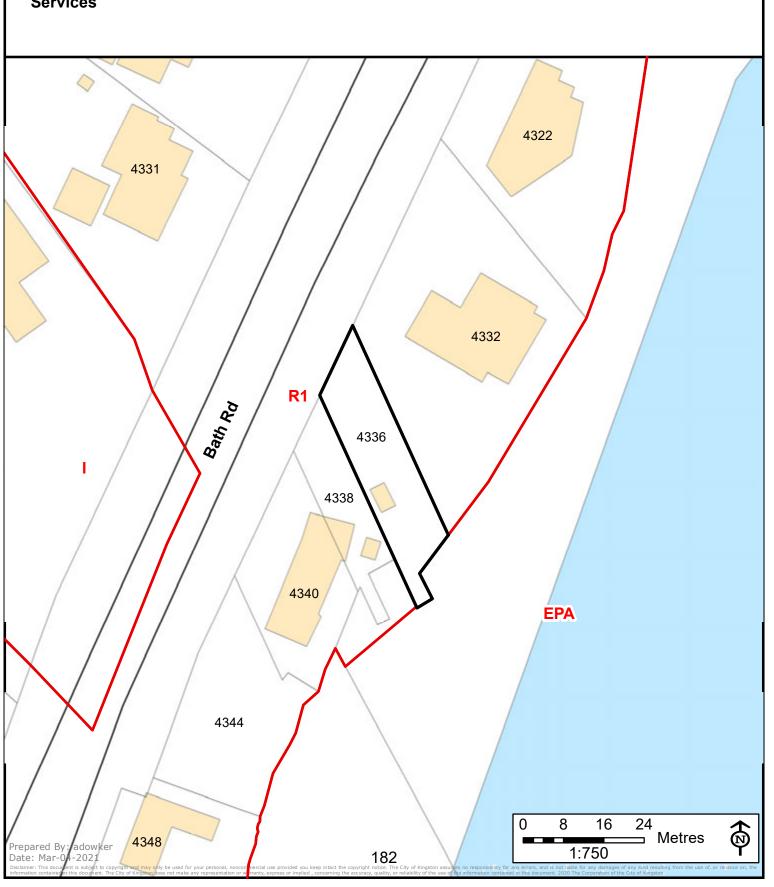
Committee of Adjustment

Existing Zoning - By-law 76-26, Map 4

Address: 4336 Bath Road File Number: D13-009-2021

Subject Lands

Consolidated Zoning





Committee of Adjustment Neighbourhood Context (2020)

Address: 4336 Bath Road File Number: D13-009-2021 ☐ Property Boundaries
☐ Proposed Parcels

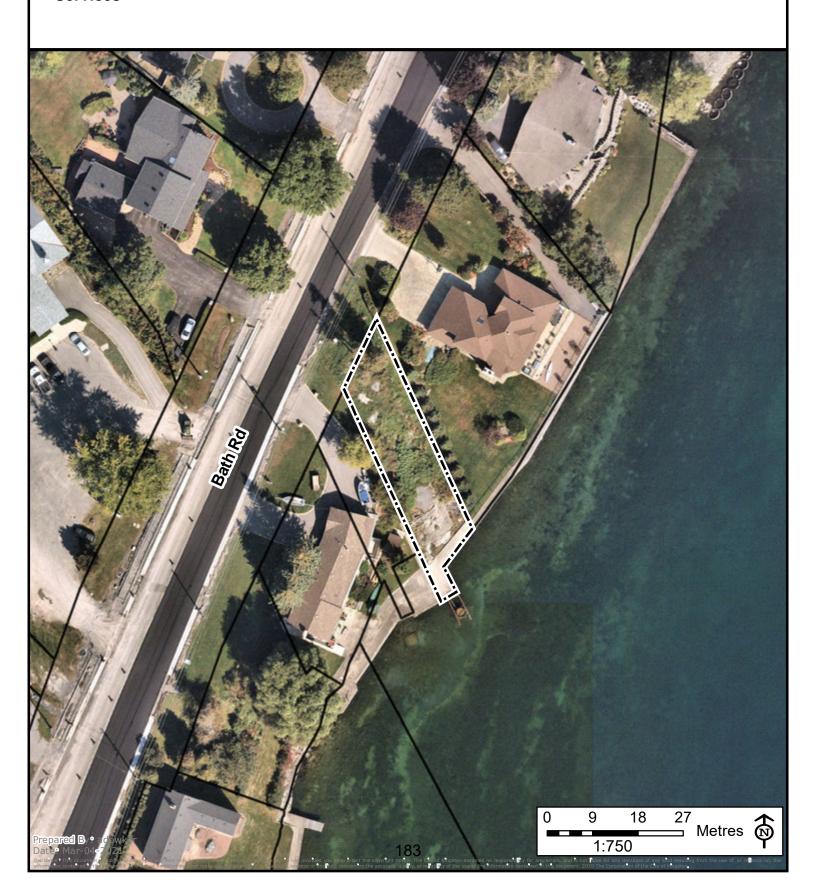


Exhibit G Report Number COA-22-011







LEGEND

PROPERTY BOUNDARY

MUNICIPAL FLOODPLAIN SETBACKS

SETBACKS

BUILDING FOOTPRINT (92.9m²)

SEPTIC ENVELOPE (61.2m²)

CONCRETE DECK

EXISTING FRAME RETAINING WALL

LANDSCAPED OPEN SPACE



F. YARD SETBACK
PER COMMENTS
PER COMMENTS
PER COMMENTS
PER COMMENTS
DRAFT

2022.01.06 AC 2021.10.12 AC 2021.07.05 MC 2021.03.22 MC 2021.02.05 MC DATE BY

No. REVISION DAT

EAMONN FLYNN

CLIENT

FOTENN Planning + Design

4 Cataraqui Street, Sulte 315, Kingston ON K7K 1Z7 613,542,5454 www.fotenn.com

DESIGNED REVIEWED	MC/MB
REVIEWED	MK
DATE	2021.08.18

Exhibit H Report Number COA-22-011

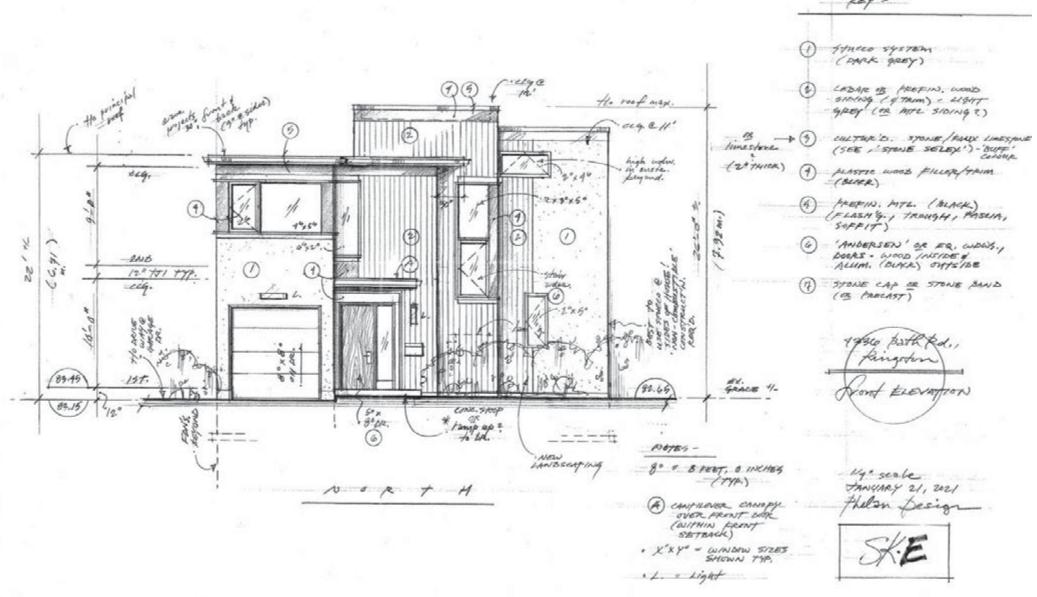


Exhibit H Report Number COA-22-011

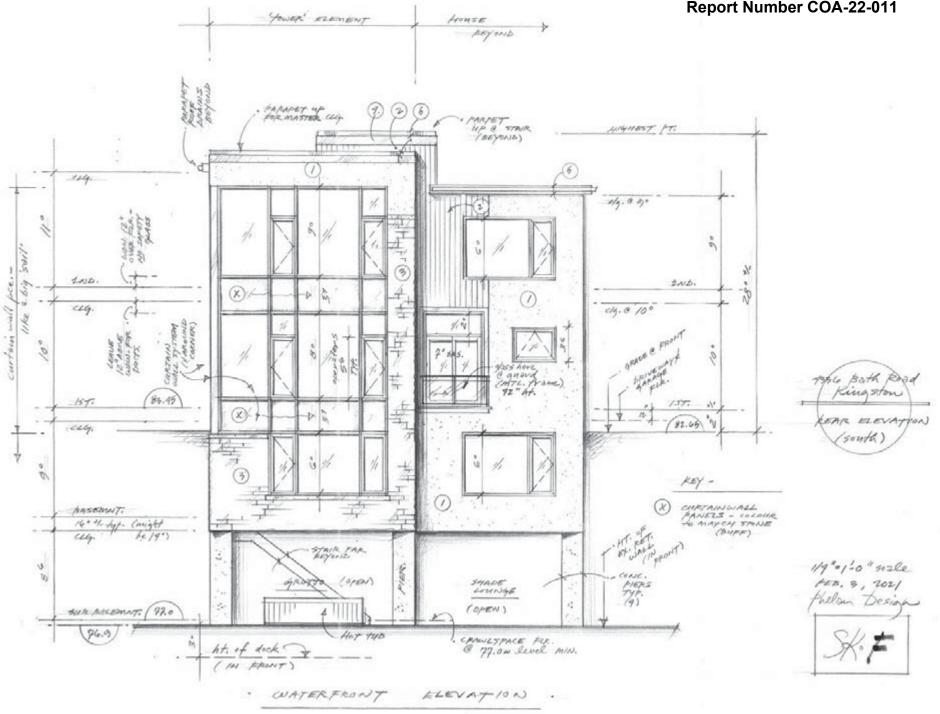


Exhibit H Report Number COA-22-011

