

City of Kingston Report to Committee of Adjustment Report Number COA-22-050

То:	Chair and Members of the Committee of Adjustment
From:	Tim Fisher, Planner
Date of Meeting:	June 20, 2022
Application for:	Minor Variance
File Number:	D13-014-2022
Address:	1177 Bentley Terrace
Owner:	Heather and Cormac Trainor
Applicant:	Cormac Trainor

Council Strategic Plan Alignment:

Theme: 2. Increase housing affordability

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 1177 Bentley Terrace. The applicant is proposing to reduce the minimum setback from a floodplain and increase the maximum area for a deck which is greater than 1.2 metres in height from finished grade in Zoning By-Law Number 76-26. The variances are requested to construct a 10.8 square metre addition to the rear of the single detached dwelling and construct a 37 square metre deck with stairs and landing to the rear of the dwelling.

The subject property is located at 1177 Bentley Terrace (Exhibit B) and is developed with a partial two storey, single detached dwelling. The property is located within a residential neighbourhood and backs onto Dunham Park which are lands designated environmental protection area (Highgate Creek).

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The property is designated Residential and Environmental Protection Area in the Official Plan and zoned Residential Type One 'R1' in Zoning By-Law Number 76-26. The property is zoned 'UR1.A' in the new Zoning By-Law Number 2022-62. 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 76-26, as well as new Zoning By-Law Number 2022-62.

The proposal under Zoning By-Law Number 76-26 requires variances to increase the maximum area of a deck more than 1.2 metres in height above finished grade level and the minimum setback from a flood plain. Under the new Zoning By-Law Number 2022-62, the proposal would not require any zoning relief as the proposal will comply with zoning requirements.

Proposal under Zoning By-Law Number 8499:

Variance 1: Maximum Area of a Deck more than 1.2 metres in Height Above Finished Grade Level

By-Law Number 76-26:	Section 5(25)(b)
Requirement:	30 square metres
Proposed:	37 square meres
Variance Requested:	7 square metres

Variance 2: Flood Plain Setback

Section 5(6)(b)
7.6 metres
6.1 metres
1.5 metres

Proposal under new Zoning By-Law Number 2022-62:

The proposal will comply with the deck and porch requirements of Section 4.20.3 as only the deck surface is subject to the maximum surface area. Exterior stairs have been removed from this section as the maximum 30 square metre floor area applies only to the floor surface and is now subject to Section 4.19.3.

The proposal will comply with the water separation distance requirements of Section 4.23 as the setback is from the highwater mark and not from the flood plain. The deck and stairs will be located outside of the required 30 metre setback from the highwater mark of Highgate Creek.

The requested minor variances are consistent with the general intent and purpose of both the City of Kingston Official Plan and Zoning By-Law Number 76-26 and the new Zoning By-Law Number 2022-62. 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.

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Recommendation:

That minor variance application, File Number D13-014-2022, for the property located at 1177 Bentley Terrace to reduce the minimum setback to a floodplain and increase the maximum area for a deck which is greater than 1.2 metres in height from finished grade in Zoning By-Law Number 76-26, to construct a 10.8 square metre addition to the rear of the single detached dwelling, and construct a 37 square metre deck with stairs and landing with an area of 6 square metres to the rear of the dwelling., be approved, subject to the conditions attached as Exhibit A (Recommended Conditions) to Report Number COA-22-050.

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Authorizing Signatures:

ORIGINAL SIGNED BY PLANNER

Tim Fisher, 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 April 14, 2022, a minor variance application was submitted by Cormac Trainor, on behalf of the owner, Heather and Cormac Trainor, with respect to the property located at 1177 Bentley Terrace. The variance is requested to reduce the minimum setback from a floodplain and increase the maximum area for a deck which is greater than 1.2 metres in height from finished grade. The variances are requested to construct a 10.8 square metre addition to the rear of the single detached dwelling and construct a 37 square metre deck with stairs and a landing at the rear of the dwelling.

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

- Survey with Flood Plain (Exhibit H); and
- Site Plan (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 at 1177 Bentley Terrace (Exhibit B – Key Map). The property is located in an existing residential neighbourhood and is developed with a partial two storey, single detached dwelling. The subject property drops in grade from the front of the dwelling to the rear which provides a walk out basement. Most residential development backing onto Dunham Park have walk out basements with elevated decks accessed from the main floor of the dwelling. Highgate Creek is located within Dunham Park (Exhibit G).

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.

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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 (Exhibit D). The most northern corner is designated Environmental Protection Area. The most northern corner of the lot is partially located with in the Environmental Protection Area designation. The EPA designated lands reflect a 30-metre buffer from Highgate Creek.

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 site is located within the Urban Boundary, in a Housing District, and is on full municipal services. Development within the Urban Boundary and on a site with municipal services is meant to be the focus of growth/development within the City. Housing Districts can be compatible with minor development activities so long as the prevailing built form standards are generally found in the neighbourhood. The proposed rear yard deck is in keeping with the nature of surrounding residential development, where several properties have attached decks which back onto Highgate Creek flood plain. The proposed variances from the floodplain setback requirement and maximum area will create minimal land use compatibility impacts on the neighbouring properties.

2. The proposed development will be compatible with surrounding uses, buildings or structures and development standards associated with adjacent properties, and if necessary, incorporate means of alleviating adverse effects on abutting land uses as recommended in Section 2.7 of this Plan;

The subject property is surrounded by low density residential dwellings, most of which contain attached decks in the rear yard. The construction of the new deck is compatible with the surrounding development. The proposed floodplain setback and proposed deck area is not anticipated to create any negative impacts on the adjacent land uses.

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;

The site layout provides for adequate amenity and landscaped area. The development will meet all requirements of the Ontario Building Code. The proposed deck will not result in changes to the existing parking and access to the dwelling.

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;

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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 dwelling and neighbouring 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 protected under the *Ontario Heritage Act*. The Archaeological Master Plan indicated that the subject property has limited archaeological potential therefore an Archaeological Assessment is not required.

It is recommended that the standard archaeological warning clause be provided in the notice of decision to inform the owner/applicant of their obligation if artifacts or remains are found during excavation.

6. The resulting development has adequate municipal water and sewage services within the Urban Boundary, or is capable of providing individual on-site water and sewage services outside the Urban Boundary;

The existing single detached dwelling is serviced with full municipal water and sewage services and proposes to maintain the current services. No concerns or comments were raised regarding servicing during technical review process

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

The proposal meets the four tests of a Minor Variance as outlined in the *Planning Act*, and described herein and therefore does not require a Zoning By-Law Amendment.

 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;

Recommended conditions are included in Exhibit A to this report.

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

The proposal is in keeping and compatible with the existing development in the surrounding area and will not set an undesirable precedent. Most residential development backing onto Dunham Park have walk out basements with elevated decks accessed from the main floor of the dwelling.

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The proposal meets the intent of the Official Plan, as the proposed elevated rear deck and 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 Residential Type One 'R1' in the City of Zoning By-Law Number 76-26, entitled "Township of Kingston Restricted Area By-Law", as amended (Exhibit E). The 'R1' zone permits a single detached dwelling subject to the performance standards of Section 12 in Zoning By-Law Number 76-26.

Under the new Kingston Zoning By-Law Number 2022-62, the property is similarly zoned Urban Residential 1 'UR1.A' Zone (Exhibit F –Zoning By-Law Number 2022-62).

Proposal under Zoning By-Law Number 76-26:

Variance 1: Maximum Area of a Deck more than 1.2 metres in Height Above Finished Grade Level

By-Law Number 76-26:	Section 5(25)(b)
Requirement:	30 square metres
Proposed:	37 square meres
Variance Requested:	7 square metres

The existing single detached dwelling is developed with a 17 square metre deck at the rear of the dwelling. The owner proposes remove the existing decks to square off the rear wall of the dwelling and construct a full second storey over the existing dwelling. The rear addition and the proposed full second storey will comply with the performance standards of the 'R1' zone in Zoning By-Law 76-26 and 'UR1.A' in Zoning By-Law Number 2022-62 and is therefore not subject this application.

The applicant proposes to construct a 30 square metre elevated deck at the rear of the dwelling which will exceed the maximum size of a deck, greater than 1.2 metre above finished grade. As a result of the elevated deck and lot grading, a 7 square metre two-tiered stairway is proposed along the north side of the deck to provide safe access from the deck to the rear yard. A variance is therefore requested to increase the maximum area of the elevated deck and stairway from 30 square metres to 37 square metres.

Proposal under new Zoning By-Law Number 2022-62:

No zoning relief is required. The proposal will comply with the deck and porch requirements of Section 4.20.3 as only the deck surface is subject to the maximum surface area of 30 square metres. Exterior stairs have been removed from the deck and porches section and is now subject to Section 4.19.3. which permits them to project into any required setback, provided such exterior stairs are setback a minimum of 0.5 metres to any lot line.

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Proposal under Zoning By-Law Number 76-26:

Variance 2: Flood Plain Setback

By-Law Number 76-26:	Section 5(6)(b)
Requirement:	7.6 metres
Proposed:	6.1 metres
Variance Requested:	1.5 metres

The proposed elevated deck will extend further into the rear yard than the existing deck at the rear of the dwelling. The proposed deck will comply with the setback from the rear lot line for a deck exceeding 1.2 metres from finished grade however the property backs onto 'EPA' lands and is subject to the flood plain of Highgate Creek. A flood plain setback set back of 7.6 metres is required as per Section 5(6)(b) in Zoning By-Law Number 76-26. The northeast corner of the deck is the closest point of the deck from the flood plain. A variance is therefore requested to reduce the setback from a flood plain from 7.6 metres to 6.1 metres to recognize the closest point of the deck to the flood plain. The variance is not applied to the entirety of the deck however the variance will recognize the location of the deck as per the approved drawings attached to the Notice of Decision.

Proposal under Zoning By-Law Number 2022-62:

No zoning relief is required for the proposal. The proposal will comply with Section 4.23, Waterbody Separation Distance as the proposal will be outside of the required 30 metre setback from highwater mark.

The Cataraqui Region Conservation Authority (CRCA) has engineered flood plain mapping for Highgate Creek in this location. The 1:100-year flood elevation of the creek near the subject property is expected to reach 99.4 m GSC would extend near to the rear property line. They confirmed that the proposal will be approximately 32 to 34 metres from the highwater mark and therefore comply with the setback of a waterbody in Zoning By-Law Number 2022-62.

The subject property is in an area regulated by CRCA under Ontario Regulation 148/06: Development, Interference with Wetlands, and Alterations to Shorelines and Watercourses. Any development (buildings and structures) and site alteration (placement, removal of fill, grading) within 15 metres from the regulatory flood plain of Highgate Creek on the property will require permission from CRCA. The CRCA approval and permit will be addressed through the Building Permit application process.

3) The variance is minor in nature

The variances for a reduction of the setback from a flood plain and to increase the maximum area of a deck, greater than 1.2 metres in height from finished grade in Zoning By-Law Number 76-26 will recognize the location of the proposed deck to the rear of the single detached dwelling. The proposal will comply with the zone provisions in the New Zoning By-Law Number 2022-62. The proposed variances will only apply to the subject

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property and is not anticipated to have any negative impacts on the abutting residential uses to the north and south or the EPA lands (Highgate Creek) to the west. The requested variances are considered minor as there are no anticipated negative off-site impacts, the proposed use is permitted within the zoning by-law and the proposal will comply with the provisions in the New Zoning By-Law Number 2022-62.

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

The subject property drops in grade at the rear of the lot which provides a walk out basement. The existing dwelling has a 17 square metre deck which is accessed from the main level with stairs to the rear yard. The basement is a walkout with direct access to the rear yard.

The proposal maintains the existing single detached dwelling use and will not result in an increase in units or bedroom counts. The subject property will continue to function appropriately as the driveway will be maintained from Bentley Terrace and a rear yard will be maintained. The existing means of egress and ingress from the dwelling are maintained. The deck will provide safe outdoor amenity space to be accessed from the main level with safe access to the rear yard. The walkout basement will be maintained and will continue to provide additional access from the structure to the rear yard. The proposal is anticipated to have no negative impacts on the abutting residential uses or to the 'EPA' lands and to Highgate Creek flood plain and will be in keeping with existing residential development along Bentley Terrace.

The variance is desirable and appropriate use of the land and will be in line with the zoning provisions in the New Zoning By-Law Number 2022-62.

Technical Review: Circulated Departments and Agencies

Building Services

Finance

 \boxtimes Housing

□ KEDCO

⊠ Fire & Rescue

Solid Waste

 \boxtimes

 \times

- Engineering DepartmentUtilities Kingston
- ☐ Kingston Hydro
- ⊠ Parks Development
- ⊠ District Councillor
- Municipal Drainage
- KFL&A Health Unit
- Eastern Ontario Power
- ⊠ Hydro One

Parks Canada

- □ Kingston Airport
- □ Enbridge Pipelines

- Heritage (Planning Services)
- ☑ Real Estate & Environmental Initiatives
- □ City's Environment Division
- Canadian National Railways
- □ Ministry of Transportation
- □ Parks of the St. Lawrence
- □ Trans Northern Pipelines
- □ CFB Kingston
- □ TransCanada Pipelines

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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, there were no written public comments 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.

Conclusion

The requested variances maintain the general intent and purpose of both the City of Kingston Official Plan and Zoning By-Law Number 76-26 and the provisions in the New Zoning By-Law Number 2022-62. The proposal is desirable for the appropriate development or use of the land, building or structure and the requested variances are 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 rear deck to an existing single detached 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

Zoning By-Law Number 76-26

Zoning By-Law Number 2022-62

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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 25 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, Development Approvals, 613-546-4291 extension 3213

Tim Fisher, Planner, 613-546-4291 extension 3215

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 Zoning By-Law Number 2022-62, Map
- Exhibit G Neighbourhood Context Map (2021)
- Exhibit H Survey with Flood Plain

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Exhibit I Site Plan

Recommended Conditions

Application for minor variance, File Number D13-014-2022

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

1. Limitation

That the approved minor variance applies only to rear deck and stairs 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. Cataraqui Region Conservation Authority

The owner/applicant is advised that all development and site alteration proposed within 120 metres of a waterbody is subject to permission under Ontario Regulation 148/06: Development, Interference with Wetlands, and Alterations to Shorelines and Watercourses. This will apply to any development, construction, any associated grading, placement of fill or other site alteration. The application package can be downloaded from

https://crca.ca/wp-content/uploads/PDFs/Planning-Policy/2018-148-06-ApplicationPackage.pdf.

5. 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.

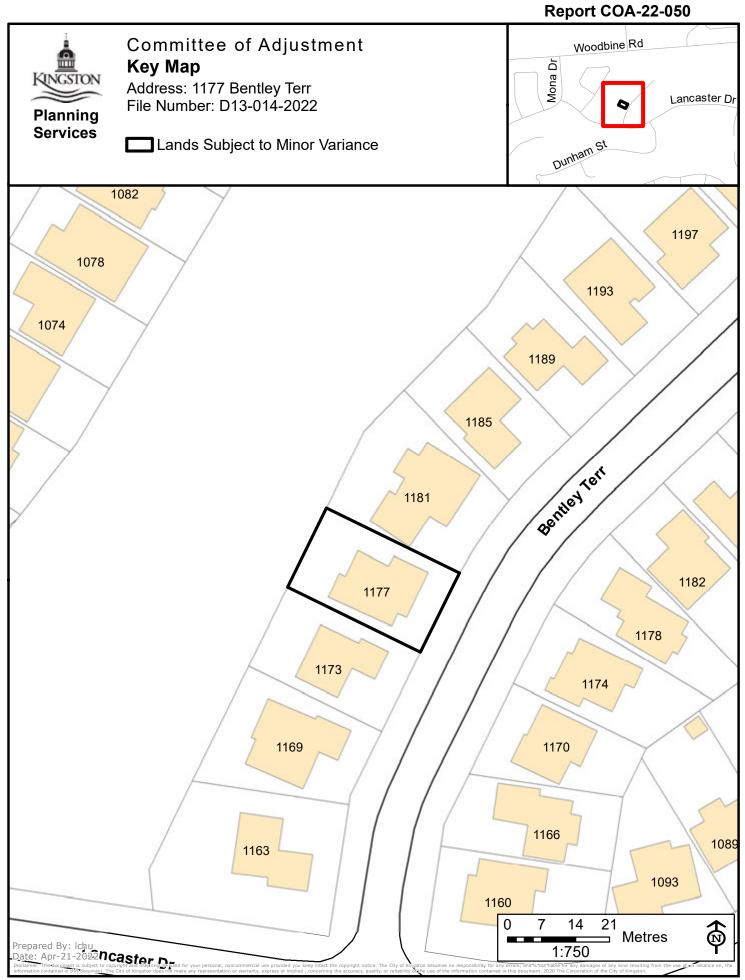
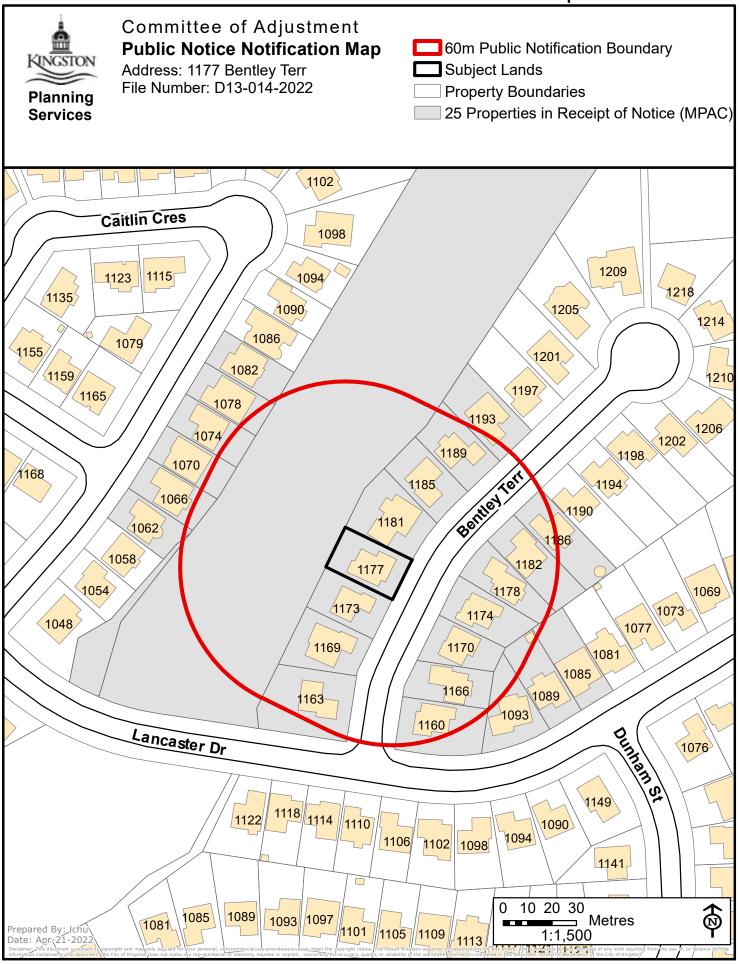


Exhibit B



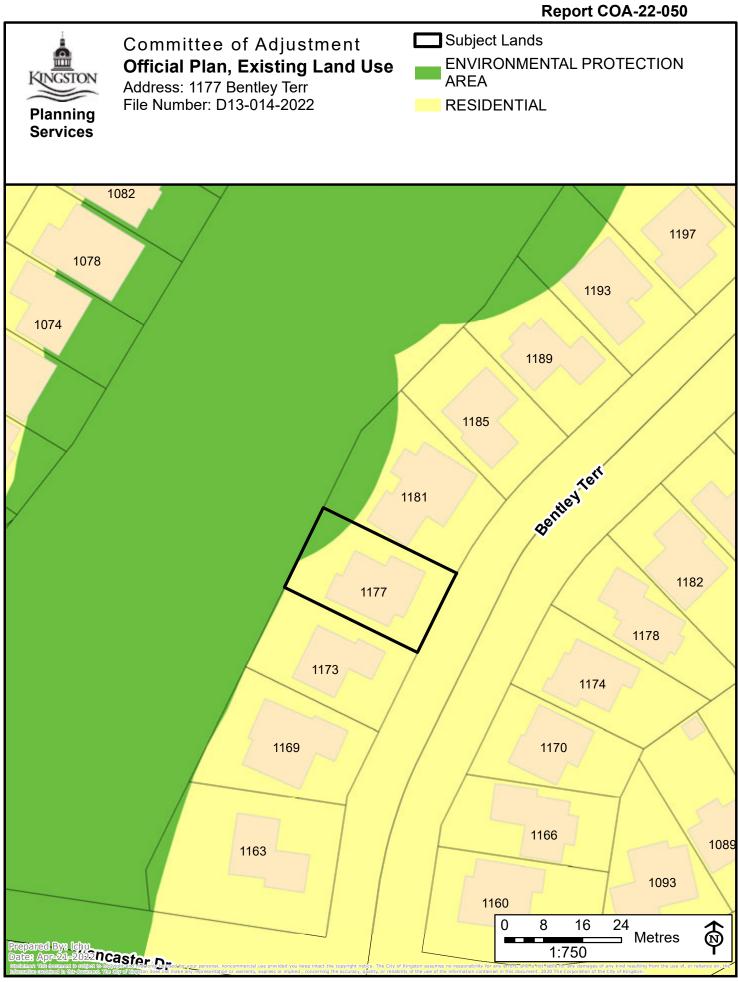


Exhibit D

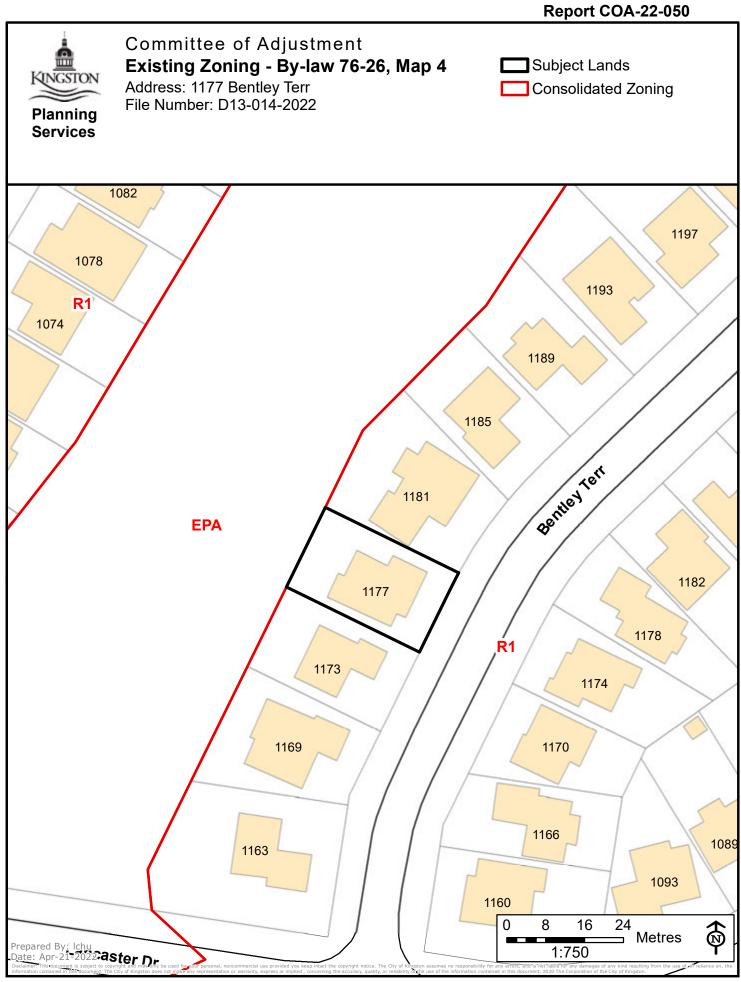
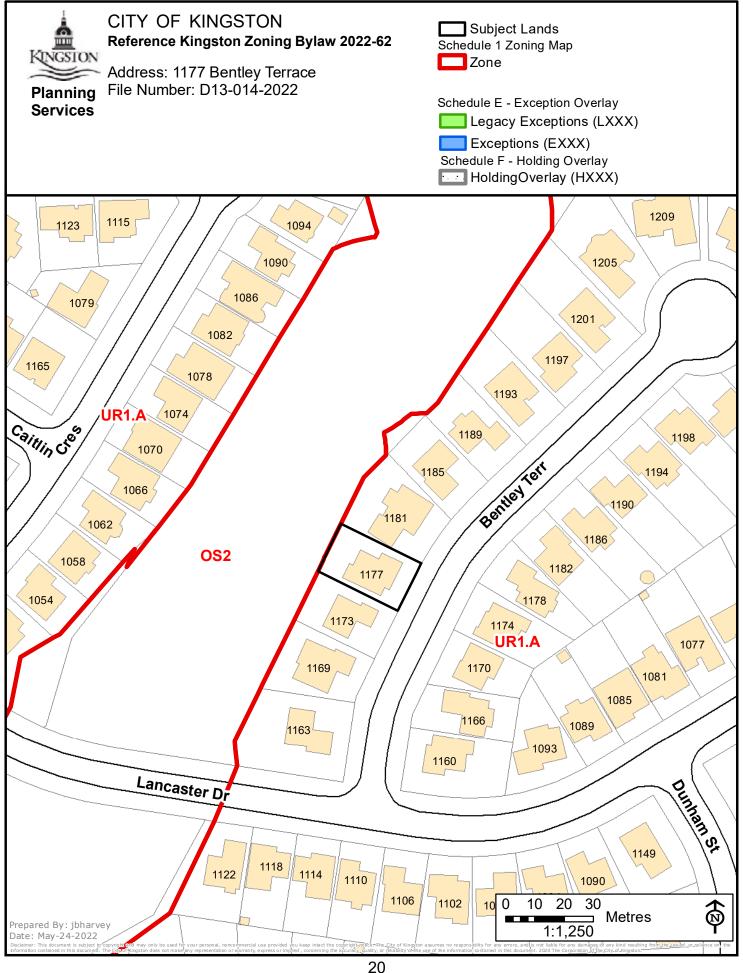


Exhibit E



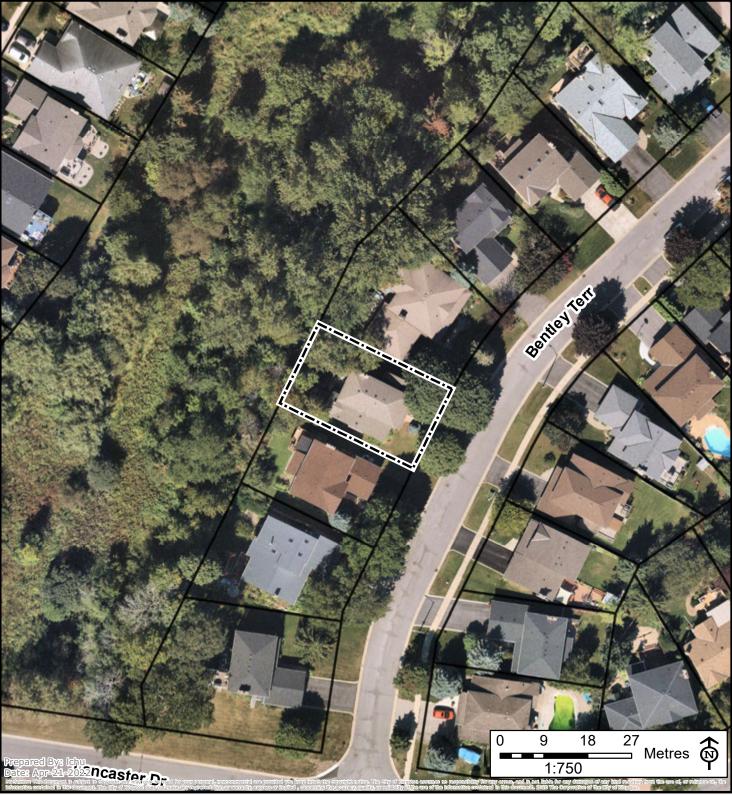


Committee of Adjustment Neighbourhood Context (2021)

Planning Services Address: 1177 Bentley Terr File Number: D13-014-2022



Proposed Parcels



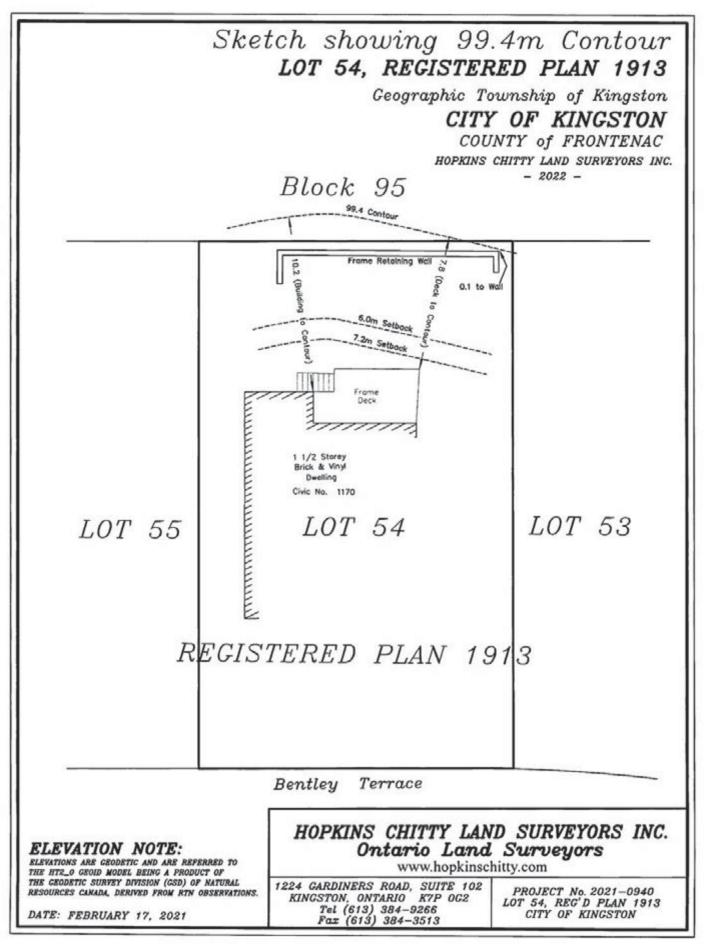


Exhibit I Report COA-22-050

