

# City of Kingston Report to Committee of Adjustment Report Number COA-24-030

Chair and Members of the Committee of Adjustment
Annemarie Eusebio, Intermediate Planner
/larch 18, 2024
Permission
013-008-2024
14 River Styx Lane
District 1 - Countryside
Rita Girard
GIS Group Inc.

# **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 814 River Styx Lane. The application to expand an existing legal non-conforming dwelling further from the water's edge of the Rideau Canal. The site is currently developed with an existing single detached house and rear porch. The existing single detached house and porch are 48 square metres in area. The proposal is to demolish the existing single detached house and porch and replace it with a new one-storey single detached house and porch which will be 107 square metres in area. The existing and proposed development are located within the 30-metre water separation distance of the Rideau Canal which is measured from the high-water mark.

The subject property is designated Prime Agricultural Area in the Official Plan and is zoned Prime Agricultural Area in Kingston Zoning By-Law Number 2022-62. The existing single

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detached house is located within the River Styx Co-op. The property also contains several other residential and recreational buildings which also have legal non-conforming status.

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 application to expand an existing legal non-conforming use further from the water's edge is similar to the purpose for which it was used on the day the zoning by-law was passed. 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 D13-008-2024, for the property located at 814 River Styx Lane to re-construct and enlarge an existing legal non-conforming dwelling, be **Approved**; and,

**That** approval of the application be subject to the conditions attached as Exhibit A (Recommended Conditions) to Report Number COA-24-030.

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# Authorizing Signatures:

ORIGINAL SIGNED BY PLANNER

Annemarie Eusebio, Intermediate Planner

# Consultation with the following Management of the Community Services Group:

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

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# **Options/Discussion:**

On January 29, 2024, an application for permission was submitted by EGIS Group Inc., on behalf of the owner, Rita Girard, with respect to the property located at 814 River Styx Lane. The application for permission is requested to reconstruct and enlarge an existing legal non-conforming dwelling. The site is currently developed with an existing one-storey single detached house and rear porch. The existing single detached house and porch are 48 square metres in area. The proposal is to demolish the existing single detached house and porch and replace it with a new one-storey single detached house and porch which will be 107 square metres in area. The existing and proposed development are located within the 30-metre overlay of the Rideau Canal which is measured from the high-water mark.

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

- Topographic Survey (Exhibit F)
- Site Plan, Floor Plans and Elevations (Exhibit G)
- Planning Justification

All submission materials are available online through the Development and Services Hub (DASH) at the following link, <u>DASH</u>, using "Look-up a Specific Address". If there are multiple addresses, search one address at a time, or submission materials may also be found by searching the file number.

## Site Characteristics

The subject property is located at 814 River Styx Lane which is north of Gibraltar Bay and west of Rideau Canal, a UNESCO World Heritage Site (Exhibit B – Key Map). The subject lands contain the River Styx Co-op, where there are several legal non-conforming and legal non-complying recreational and residential buildings (Exhibit C - Neighbourhood Context Map, 2021).

The subject property is designated Prime Agricultural Area in the Official Plan (Exhibit D – Official Plan Map) and zoned Prime Agricultural in Kingston Zoning By-Law Number 2022-62 (Exhibit E – Zoning By-Law Map). Planning Act

Pursuant to Subsection 45(2)(a)(ii) of the *Planning Act*, the Committee of Adjustment may permit the use of any land, building or structure for a purpose that, in the opinion of the Committee, is similar to the purpose for which it was used on the day the zoning by-law was passed or is more compatible with the uses permitted by the zoning by-law than the purpose for which it was used on the day the zoning by-law was passed, so long as the use has continued until the date of the application to the Committee. In determining whether to grant a permission pursuant to Subsection 45(2)(a)(ii), the relevant test is:

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#### Whether the proposed use is similar to the existing legal non-conforming use; <u>or</u> Whether the proposed use is more compatible with the uses permitted in the zoning by-law than the existing legal non-conforming use.

The permission application is to expand an existing legal non-conforming residential use. The existing single detached house is 48 square metres. The new single detached house will be 107 square metres which will contain additional living space for the residents. The massing and scale of the one-storey single detached house and rear porch are similar in character with existing legal non-conforming dwellings nearby. The proposed dwelling will continue to function in a similar manner to the existing legal non-conforming dwelling on the subject property, but will be setback approximately 2 metres further from the Rideau Canal than the existing dwelling. As such, the proposed expansion of the legal non-conforming use is similar to the existing use and will provide for increased compliance with the applicable performance standards of the Kingston Zoning By-Law. No concerns are anticipated in regards to the compatibility of the proposed dwelling expansion with other surrounding legal non-complying dwellings along River Styx Lane. The proposed location of the development is supported by Cataraqui Region Conservation Authority (CRCA) and Parks Canada.

## **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 Prime Agricultural Area (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.

The existing dwelling was constructed before the enactment of the current policy framework and therefore has legal non-conforming status. The proposed one-storey single detached house and rear porch will be located further from the water's edge than existing, bringing it closer into compliance with the performance standards of the Kingston Zoning By-Law. The proposed enlargement of the dwelling on the subject property will be compatible within the abutting

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recreational and residential uses as well as the character of the area. The proposed single detached house will allow for additional living space and will meet the functional needs of the residents. The proposal will be consistent and compatible with existing development along River Styx Lane.

Section 3.9 of the Official Plan contains policies with respect to waterfront protection that require the protection of a 30-metre naturalized buffer along a waterbody, also referred to as a "ribbon of life", to help enhance water quality, minimize soil erosion, provide plant and animal habitat, establish connectivity and wildlife corridors, and contribute to the overall health of shoreline ecosystems, particularly fish habitat. Generally, any new development must be located outside of the 30-metre ribbon of life. However, development may be permitted for the enlargement of a building structure or facility which existed on the date of adoption of the Official Plan, provided that the enlargement does not further encroach into the existing water setback (Section 3.9.6).

Section 7.3.A.1 of the Official Plan indicates that a 30-metre overlay has been applied along the shoreline of the Rideau Canal which is measured from the high-water mark. The 30-metre overlay is indicated in Schedule 11-A – Constraint Mapping. It is confirmed that the existing single detached house and rear deck are located within the 30-metre overlay of the Rideau Canal which is measured from the high-water mark.

Staff of Cataraqui Region Conservation Authority (CRCA) and Parks Canada have reviewed the permission application. In support of the permission application, a topographic information was submitted which indicates the flood line which is situated at the rear of the subject property (Exhibit F – Topographic Survey). Development (buildings, structures, septic systems, etc.) and site alteration (excavation, placement of fill, grading) are not permitted within the flooding hazard and must be set back in accordance with CRCA regulatory policies. For existing lots of record, development must be set back a minimum of 6 metres from the flooding hazard. In addition, for any development within 15 metres of the flooding hazard, the lowest floor elevation and all exterior openings must be a minimum of 0.3 m above the maximum recorded water level. The site plan that was submitted indicates that the new single detached house and porch will be shifted back from the high-water mark of the Rideau Canal and will be set back a minimum of 6 metres from the flood line. There will be no below-grade levels associated with the dwelling.

CRCA and Parks Canada staff have confirmed that there are no concerns with respect to flooding, natural hazards and the protection of the cultural and natural heritage and scenic values of the Rideau Canal National Historic Site and UNESCO World Heritage Site. A permit will be required from the CRCA for the proposed development prior to construction.

Heritage staff have advised that the subject property is not designated or listed on the City of Kingston's Heritage Property Register, or adjacent to a property which is designated or listed. The City's Archaeological Master Plan indicates that the subject property requires further archaeological study. A Stage 1 Archaeological Assessment has been submitted in support of the application. Heritage staff has indicated that as there is an overlap with respect to the building footprint of the existing and proposed single detached house, the potential for

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encountering undisturbed archaeological deposits appears to be minimal. Heritage staff have confirmed that further archaeological clearance of the property is not required.

The new single detached house will connect to the existing septic and well service that is currently on the property. Building staff have confirmed that the entire property is under the Ministry of Environment, Conservation and Parks (MECP) jurisdiction for sewage systems. MECP approval is based on a maximum daily design sewage flow of 1,600 litres per day. Building Services staff have advised that based on the review of the main floor plan of the new one-storey single detached house, it appears the daily design sewage flow will not exceed the maximum flow as noted in the associated MECP approval.

Building Services will confirm the daily design sewage flow at the Building Permit stage. If the daily design sewage flow exceeds 1,600 litres per day, additional approvals may be required from the MECP through the Building Permit review process.

The proposed single detached house on the property will not create any new noise, odour, traffic conflict, or other nuisance.

The approval of the requested permission will not set a precedent in the immediate area, as a historical land use pattern of recreational and residential on the subject site has already been established.

The requested permission to enlarge an existing single detached dwelling and porch meets the general intent and purpose of the City of Kingston Official Plan.

## Zoning By-Law

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

Table 8.2.1, Clause 9 of the applicable Prime Agricultural Area Zone indicates that only one principal dwelling per lot is permitted. Section 1.8.1. further indicates that a use that is not permitted by this By-law, but which was lawfully used for such purpose on the date of passing of this By-law, is considered a legal non-conforming use. Nothing in this By-law applies to prevent a legal non-conforming use, so long as it continues to be used for that purpose. All buildings on the property are under shared corporate ownership under the River Styx Co-op. The existing single detached house and rear porch have been continuous in use since the approximate time of construction in 1931, and as such, is considered legal non-conforming.

Section 4.23 of Zoning By-Law 2022-62 requires a minimum 30 metre separation distance from the high-water mark of a waterbody to any use or building. Prior to the enactment of Kingston Zoning By-Law Number 2022-62 on April 26, 2022 and prior to the enactment of the former Zoning By-Law Number 32-74 in December 14, 1976, the property was subject By-Law 5 at the time the existing single detached house was constructed. Zoning By-Law 5 did not regulate waterbody separation distances for development. The proposed one-storey single detached house and rear porch will be located further from the water's edge than existing house bringing

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it closer into compliance with the performance standards of the Kingston Zoning By-Law and CRCA regulations.

# **Technical Review: Circulated Departments and Agencies**

Building Services  $\boxtimes$  Engineering ☑ Heritage Services □ Finance □ Utilities Kingston □ Real Estate □ Fire & Rescue □ Kingston Hydro Environment Division □ Parks Development □ Solid Waste ⊠ District Councillor □ Ministry of Transportation □ Housing □ KEDCO Parks of the St. Lawrence □ Municipal Drainage  $\boxtimes$  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 correspondence has been received. Any public comments received after the publishing of this report will be included as an addendum to the Committee of Adjustment Agenda.

## **Previous or Concurrent Applications**

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

## 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 proposal to reconstruct a legal nonconforming dwelling is sufficiently similar to the existing legal non-conforming use of the property. 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 allow for the reconstruction and enlargement of a legal nonconforming dwelling in a location that is further from the high water mark of the Rideau Canal.

Canadian National Railways

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#### **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 March 22, 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 9 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

#### **Financial Considerations:**

None

#### **Contacts:**

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

Annemarie Eusebio, Intermediate Planner, 613-546-4291 extension 3183

## Other City of Kingston Staff Consulted:

None

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#### **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 Topographic Survey
- Exhibit G Site Plan, Elevations and Floor Plans
- Exhibit H Site Photos
- Exhibit I Public Notification Map

## **Recommended Conditions**

The approval of permission application, File Number D13-008-2024, to expand an existing legal non-conforming single detached house and rear porch shall be subject to the following recommended conditions:

#### 1. Limitation

That the approved permission applies only to the proposed single detached house and rear porch 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

A portion of the subject lands are subject to Ontario Regulation 148/06: Development, Interference with Wetlands, and Alterations to Shorelines and Watercourses, which is administered by the CRCA. For this property, any development (buildings and structures) and site alteration (excavation, grading, placement of fill) within 15 metres of the maximum recorded water level and erosion hazard limit of the River Styx will require approval under O. Reg. 148/06. The applicant/owner will be required to apply for a CRCA permit for the proposed development.

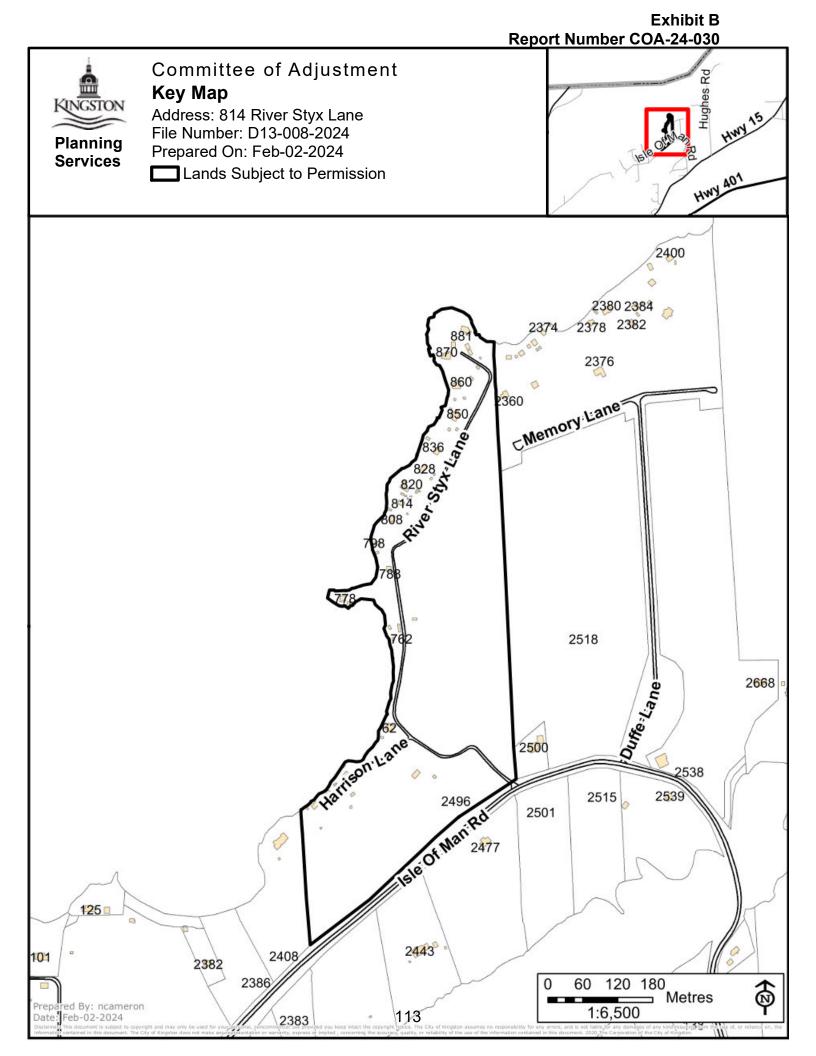
The application package can be downloaded from

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

## 5. Archaeology

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 Archaeology Program Unit of the Ministry of Citizenship and Multiculturalism (archaeology@ontario.ca) and City of Kingston's Planning Services (613-546-4291, extension 3180) must be immediately contacted.

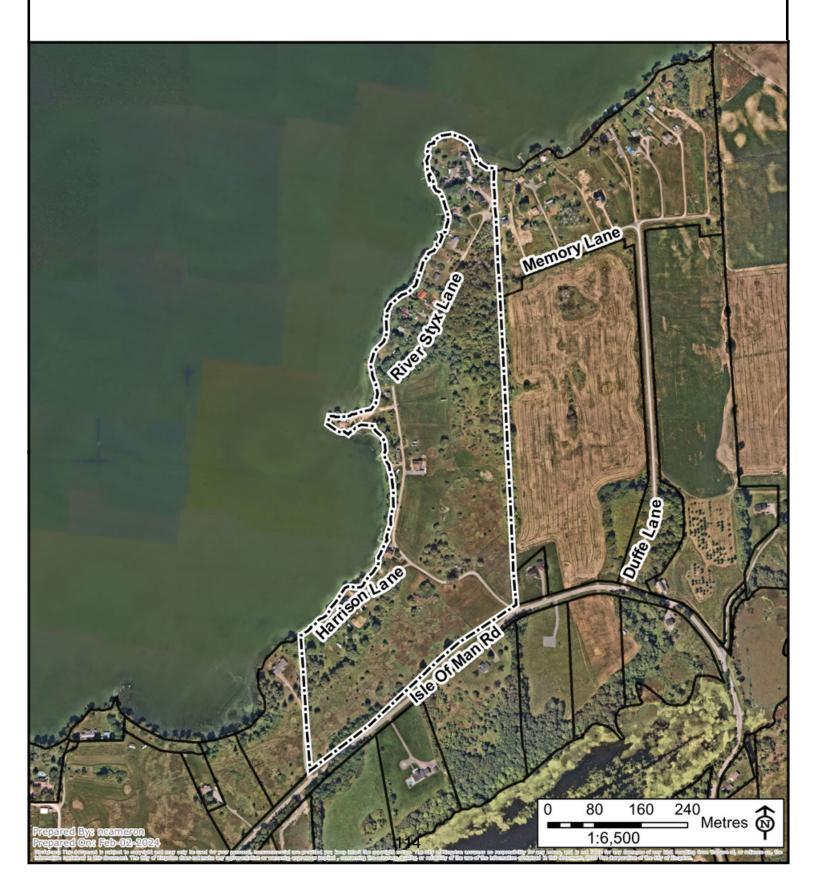
In the event that human remains are encountered, all work must immediately cease and the site must be secured. The Kingston Police (613-549-4660), the Office of the Chief Coroner as a part of the Ontario Ministry of the Solicitor General (1-877-991-9959), the Archaeology Program Unit of the Ministry of Citizenship and Multiculturalism (archaeology@ontario.ca), and City of Kingston's Planning Services (613-546-4291, extension 3180) must be immediately contacted.

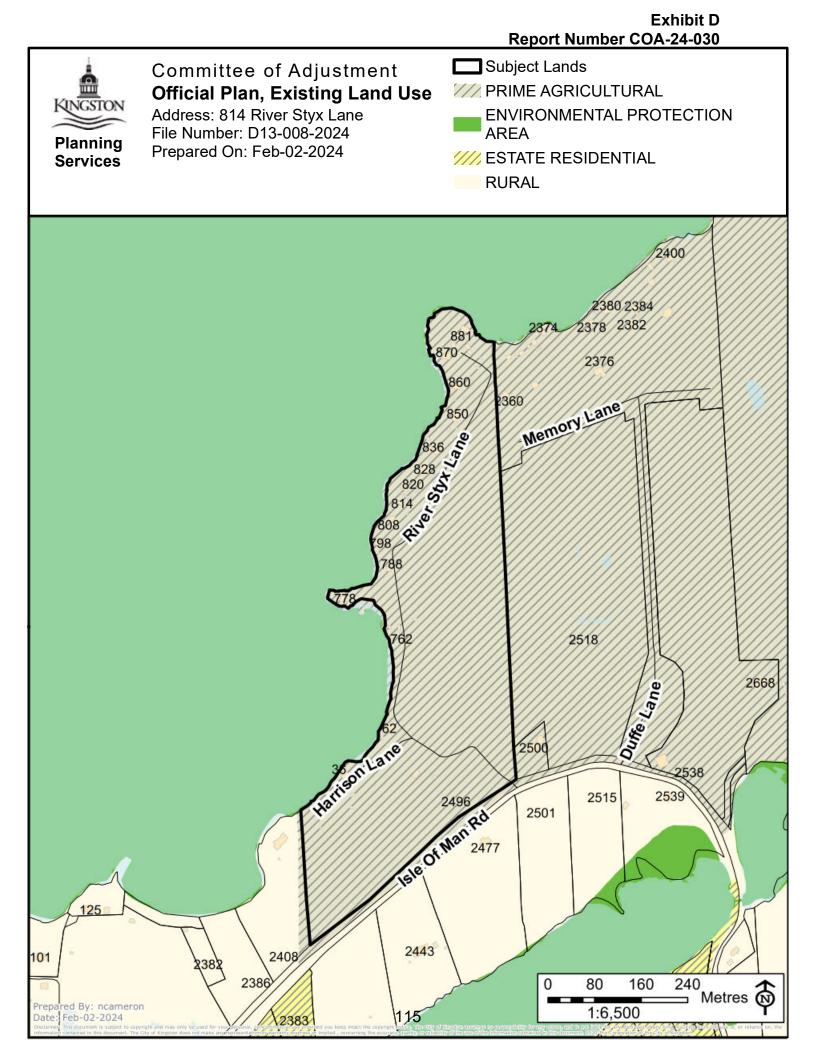


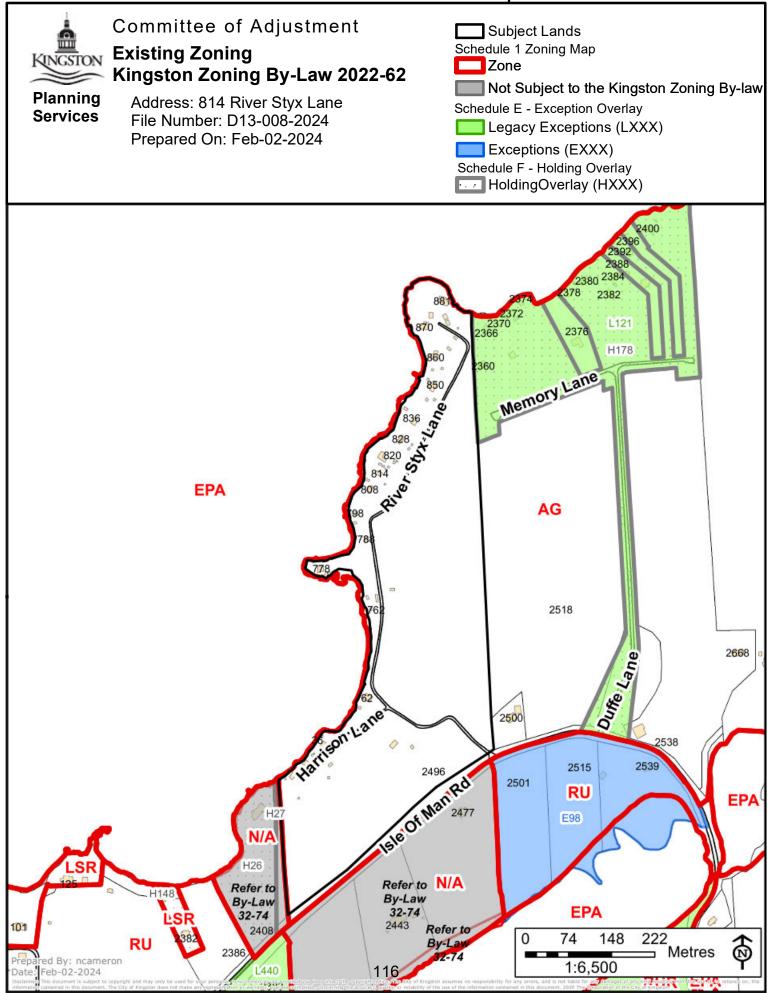


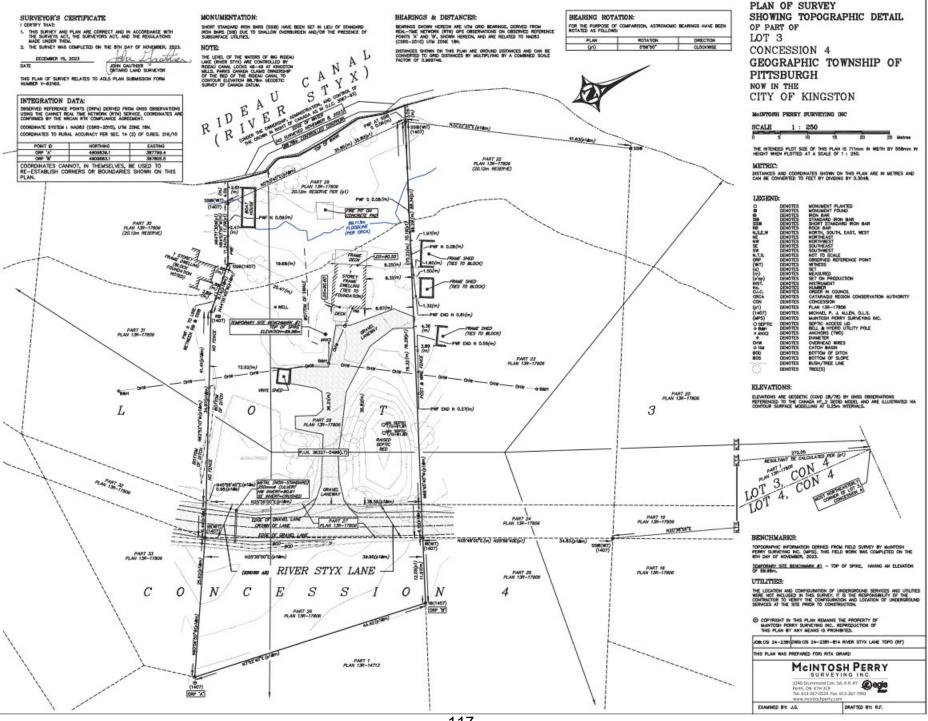
# Committee of Adjustment Neighbourhood Context

Planning Services Address: 814 River Styx Lane File Number: D13-008-2024 Prepared On: Feb-02-2024 Subject Lands Property Boundaries

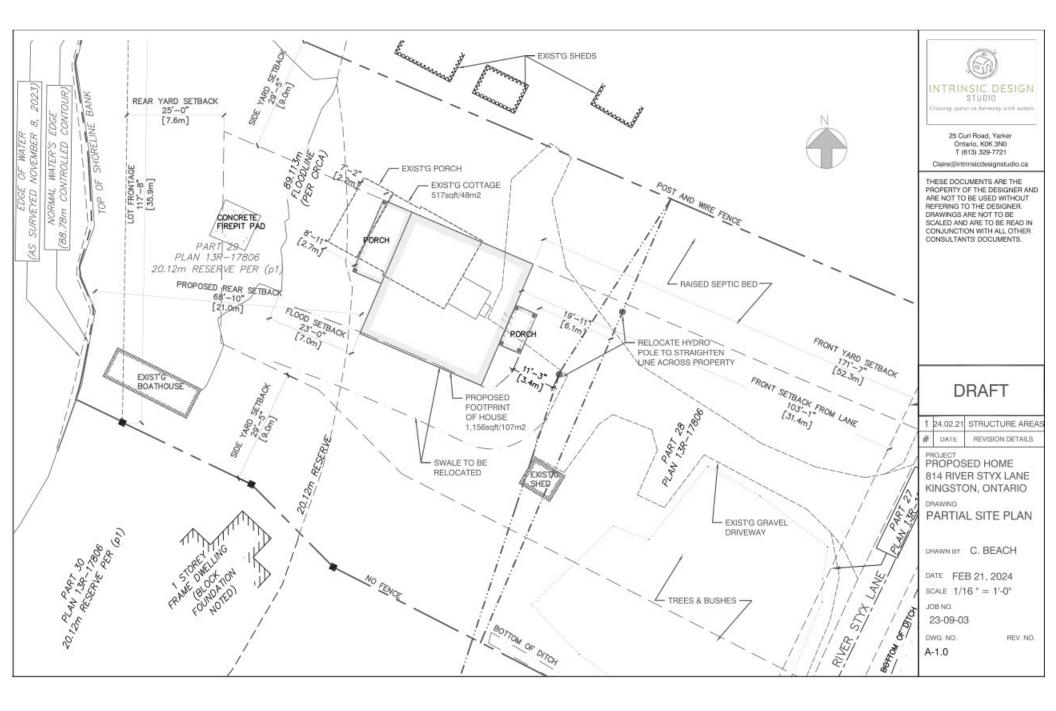




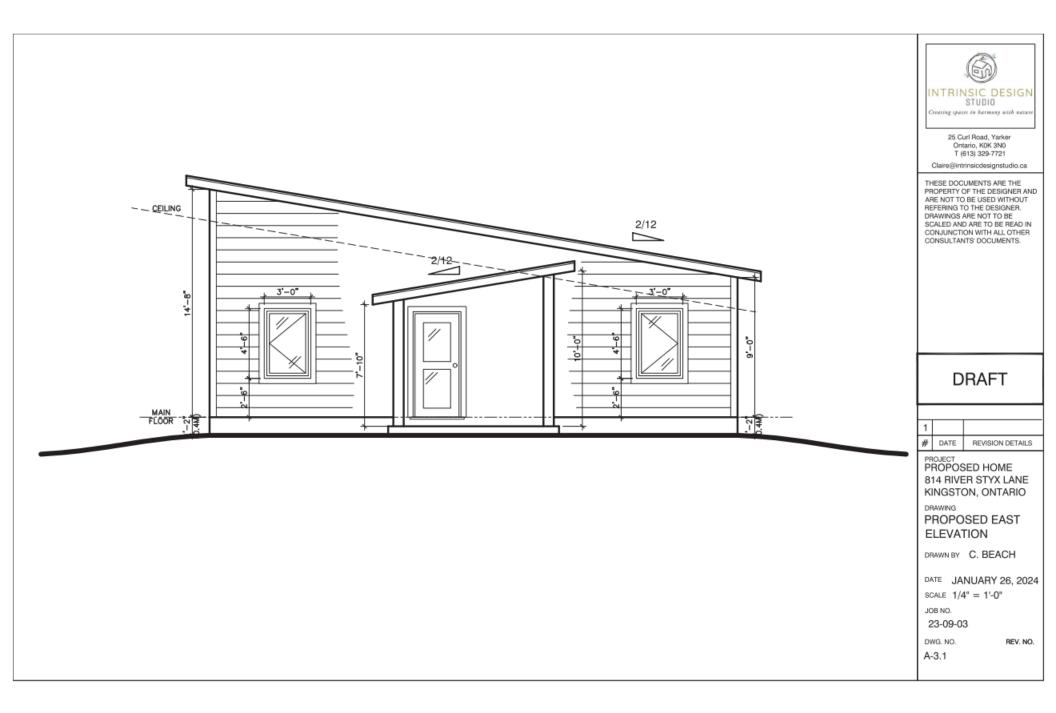




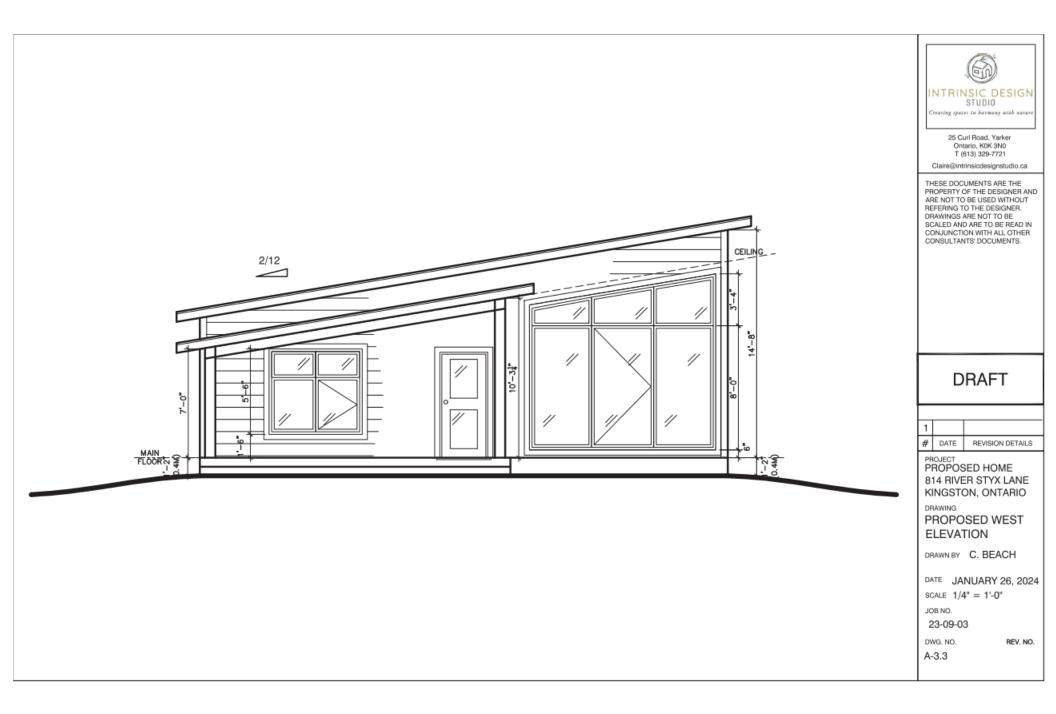
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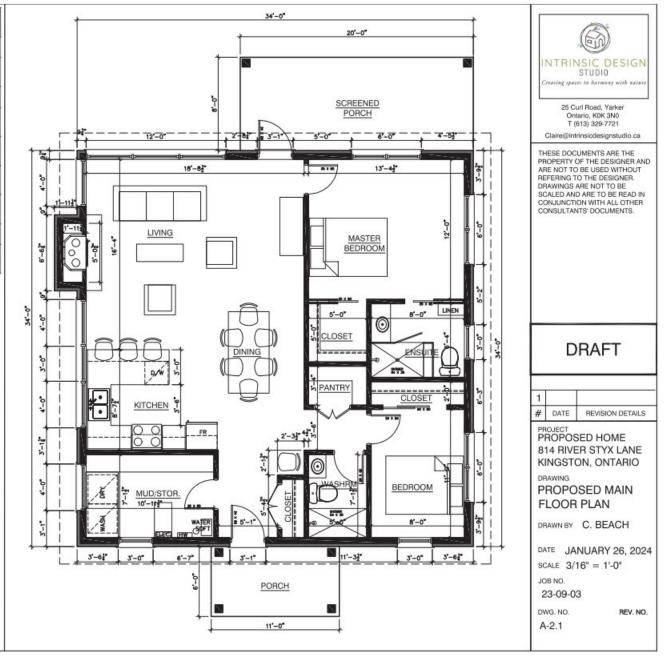








Provision / Requirement	Existing	Proposed
Minimum lot area – 1.0 hectares	Approx. 0.34	Approx. 0.34
Minimum lot frontage – 90.0 metres	Approx. 35.9	Approx. 35.9
Maximum height – n/a	[compliant]	[compliant]
Minimum front setback – 7.6 metres	Approx. 32.3 (to laneway)	31.4 ( <u>to</u> laneway)
Minimum rear setback – 7.6 metres	Approx. 21.0 (to shoreline)	21.0 (to shoreline)
Minimum exterior setback – 7.6 metres	[not applicable]	[not applicable]
Minimum interior setback – 9.0 metres	North – Approx. 8.2 South – Approx. 19.4	North - 9.0 South – Approx. 14.6
Maximum lot coverage – 10 %	Approx. 2.8 %	Approx. 4.6 %
Maximum number of principal dwelling units per lot – 1.0	Several, within the River Styx Co-op	Several, within the River Styx Co-op



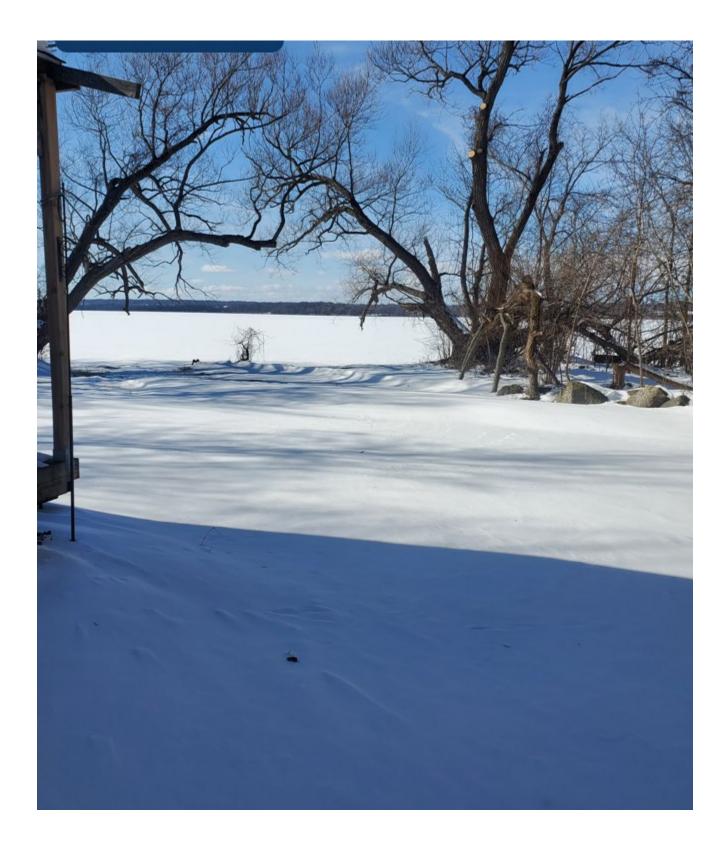
## Site Photos

## View of the front of the 814 River Styx Lane



## View of the side of the existing house





View of facing the River Styx (Rideau Canal)

