

**5. REVISED REQUIREMENTS FOR
RURAL COACH HOUSES ON PRIVATE SERVICES**

**RÉVISION AUX EXIGENCES RELATIVES AUX ANNEXES RÉSIDENTIELLES
RURALES VIABILISÉES PAR DES SERVICES PRIVÉS**

COMMITTEE RECOMMENDATIONS AS AMENDED

That Council:

1. Approve the proposed modifications to the Official Plan for rural coach houses on private services as detailed in Document 1, as amended by the following:
 - a. That Item B under Section 2 of Part B – The Amendment be replaced with the following:

“B. In section 3.1 (1)(c), (ii) the text ‘a lot that is 0.8 ha or greater in size and is located in the rural area or village and where:’ is replaced with the following: ‘a lot that is of sufficient size to support private services and is located in the rural area or village and where.’”;
 - b. That Item D under Section 2 of Part B – The Amendment be replaced with the following:

“D. Section 3.1 (d) is replaced with the following: ‘A coach house serviced in accordance with c. (ii) will be subject to site plan control except on lots that are less than 0.65 hectares or on lots that are connected to a public or communal water service system.’”;
2. Approve the proposed modifications to the Zoning By-law for rural coach houses on private services as detailed in Document 2;

3. **Approve the proposed modifications to the Site Plan Control By-law for rural coach houses on private services as detailed in Document 3;**
4. **Receive the Terms of Reference – Scoped Hydrogeological Studies for Coach Houses document to guide future scoped hydrogeological studies to support coach house applications as detailed in Document 4;**
5. **Approve that the minimum lot size requirement for a coach house on private services be set at .4 hectares;**
6. **Approve that the City of Ottawa review this policy in five years to determine the impacts of the lowered lot size requirement;**
7. **Approve that there be no further notice pursuant to Subsection 34 (17) of the *Planning Act*.**

Direction to Staff:

1. That staff monitor the practices of other Ontario municipalities vis-à-vis coach houses, and provide updates to Committee with suggested improvements to the existing policy to provide greater clarity and to ease the processes involved for residents wishing to build coach houses on their properties.
2. That staff provide to Council any required language to implement Motion ARAC 28/02 (specifically, as outlined in Recommendations N^{OS} 5 and 6 above, per Motion N^O ARAC 28/02, 05 October 2017).

RECOMMANDATIONS DU COMITÉ TELLES QUE MODIFIÉES

Que le Conseil :

1. approuve les modifications que l'on propose d'apporter au Plan officiel pour les annexes résidentielles rurales viabilisées par des services privés, selon les modalités précisées dans le document 1, comme modifiée par ce qui suit :
 - a. Remplacer le point B, dans la section 2 de la partie B, « La modification », par ce qui suit :

« B. Au sous-alinéa 3.1(1)c.ii., le passage « un lot d'une superficie égale ou supérieure à 0,8 ha et situé en zone rurale ou dans un village et où : » est remplacé par « un lot dont la superficie permet le raccordement à des services privés qui est situé en zone rurale ou dans un village et où : »;
 - b. Remplacer le point D, dans la section 2 de la partie B, « La modification », par ce qui suit :

« D. L'alinéa 3.1(1)d. est remplacé par « Une annexe résidentielle viabilisée conformément à la disposition c.ii. sera soumise à une réglementation du plan d'implantation, sauf si elle se trouve sur un lot de moins de 0,65 ha ou raccordé à des services d'eau publics ou collectifs. »
2. approuve les modifications que l'on propose d'apporter au *Règlement de zonage* pour les annexes résidentielles rurales viabilisées par des services privés, selon les modalités précisées dans le document 2;
3. approuve les modifications que l'on propose d'apporter à la Réglementation du plan d'implantation pour les annexes résidentielles rurales viabilisées par des services privés, selon les modalités précisées dans le document 3;

4. prenne connaissance du texte du mandat des études hydrogéologiques délimitées destiné à guider les prochaines études hydrogéologiques délimitées afin de justifier les demandes d'aménagement des annexes résidentielles rurales, selon les modalités précisées dans le document 4;
5. approuve que la superficie minimale qu'un lot doit avoir pour qu'une annexe résidentielle puisse y être aménagée et raccordée à des services privés soit fixée à 0,4 hectare;
6. approuve que la Ville d'Ottawa revoie cette politique dans cinq ans afin de déterminer les conséquences de l'abaissement de cette superficie minimale, et;
7. approuve que, conformément au sous-paragraphe 34(17) de la Loi sur l'aménagement du territoire, qu'aucun nouvel avis ne sera donné.

DIRECTIVE AU PERSONNEL :

1. Que le personnel vérifie les pratiques des autres municipalités de l'Ontario par rapport aux annexes résidentielles, et fasse le point à ce sujet pour le Comité en lui suggérant des améliorations à la politique existante, dans le but de clarifier et de faciliter la marche à suivre pour les résidents qui souhaitent construire des annexes résidentielles sur leur propriété.
2. Que le personnel communique au Conseil le libellé nécessaire pour mettre en œuvre la motion 28/02 du CAAR (en l'occurrence les recommandations n^{os} 5 et 6 ci-dessus, motion 28/02 du CAAR, datée du 5 octobre 2017).

DOCUMENTATION / DOCUMENTATION

1. Director, Economic Development and Long Range Planning, Planning, Infrastructure and Economic Development Department report dated 25 September 2017 (ACS2017-PIE-EDP-0040).

Rapport du Directeur, Développement économique et Planification à long terme, Direction de la planification, de l'infrastructure et du développement économique daté le 25 septembre 2017 (ACS2017-PIE-EDP-0040).

2. Extract of draft Minutes, Agriculture and Rural Affairs Committee, 5 October 2017.

Extrait de l'ébauche du procès-verbal, Comité de l'agriculture et des affaires rurales, le 5 octobre 2017.

**AGRICULTURE AND RURAL
AFFAIRS COMMITTEE
REPORT 28
11 OCTOBER 2017**

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**COMITÉ DE L'AGRICULTURE ET
DES AFFAIRES RURALES
RAPPORT 28
LE 11 OCTOBRE 2017**

**Report to
Rapport au:**

**Agriculture and Rural Affairs Committee / Comité de l'agriculture et des affaires
rurales**

October 5, 2017 / 5 octobre 2017

and Council / et au Conseil

October 11, 2017 / 11 octobre 2017

Submitted on September 25, 2017

Soumis le 25 septembre 2017

Submitted by

Soumis par:

John Smit,

Director / Directeur

**Economic Development and Long Range Planning / Développement économique
et Planification à long terme / Planning, Infrastructure and Economic
Development / Direction générale de la planification, de l'infrastructure et du
développement économique**

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**Ward: WEST CARLETON-MARCH (5)
CUMBERLAND (19) OSGOODE (20)
RIDEAU-GOULBOURN (21)**

File Number: ACS2017-PIE-EDP-0040

SUBJECT: Revised requirements for rural coach houses on private services

**OBJET: Révision aux exigences relatives aux annexes résidentielles rurales
viabilisées par des services privés**

REPORT RECOMMENDATIONS

That Agriculture and Rural Affairs Committee:

- 1. Recommend Council approve the proposed modifications to the Official Plan for rural coach houses on private services as detailed in Document 1;**
- 2. Recommend Council approve the proposed modifications to the Zoning By-law for rural coach houses on private services as detailed in Document 2;**
- 3. Recommend Council approve the proposed modifications to the Site Plan Control By-law for rural coach houses on private services as detailed in Document 3;**
- 4. Receive the Terms of Reference – Scoped Hydrogeological Studies for Coach Houses document to guide future scoped hydrogeological studies to support coach house applications as detailed in Document 4;**
- 5. Approve the Consultation Details Section of this report be included as part of the 'brief explanation' in the Summary of Written and Oral Public Submissions, to be prepared by the City Clerk and Solicitor's Office and submitted to Council in the report titled, "Summary of Oral and Written Public Submissions for Items Subject to Bill 73 'Explanation Requirements' at the City Council Meeting of October 11, 2017 subject to submissions received between the publication of this report and the time of Council's decision.**

RECOMMANDATIONS DU RAPPORT

Que le Comité de l'agriculture et des affaires rurales :

- 1. recommande au Conseil d'approuver les modifications que l'on propose d'apporter au Plan officiel pour les annexes résidentielles rurales viabilisées par des services privés, selon les modalités précisées dans le document 1;**
- 2. recommande au Conseil d'approuver les modifications que l'on propose d'apporter au *Règlement de zonage* pour les annexes résidentielles rurales viabilisées par des services privés, selon les modalités précisées dans le document 2;**
- 3. recommande au Conseil d'approuver les modifications que l'on propose d'apporter à la Réglementation du plan d'implantation pour les annexes résidentielles rurales viabilisées par des services privés, selon les modalités précisées dans le document 3;**
- 4. prenne connaissance du texte du mandat des études hydrogéologiques délimitées destiné à guider les prochaines études hydrogéologiques délimitées afin de justifier les demandes d'aménagement des annexes résidentielles rurales, selon les modalités précisées dans le document 4;**
- 5. donne l'approbation permettant de reproduire, à titre d'« explication succincte », la section du rapport consacrée aux détails de la consultation dans le Résumé des observations écrites et orales du public, à rédiger par le Bureau du greffier municipal et de l'avocat général et à soumettre au Conseil municipal à sa réunion du 11 octobre 2017 dans le rapport intitulé « Résumé des observations orales et écrites du public sur les questions assujetties aux "exigences d'explication" du projet de loi 73 », à la condition que les observations soient déposées entre la date de la publication de ce rapport et la date de la décision du Conseil.**

EXECUTIVE SUMMARY

This report recommends changes to the requirements that have been approved for coach houses in the rural area (Report Ref ACS2016-PIE-PGM-0142) in response to a Council motion on October 26, 2016. That motion directed staff to investigate ways to

create a less onerous process for rural coach houses on private services while still meeting water quality and quantity standards. The approach proposed by this report preserves the principle of locating rural-area coach houses on lots of a size that can support on-site private services, but provides an increased degree of flexibility for consideration of smaller lots sizes through a Committee of Adjustment application process by rewording the Official Plan policy in a way that provides direction but not standards. Further, it is proposed to waive the Site Plan Control requirement for lots that are smaller than the new recommended minimum lot size of 0.65 hectares and for all lots that have a municipal water connection. Lastly, staff are prepared to accept a scoped hydrogeological study in support of a coach house Site Plan Control application and have prepared a Scope of Work document to guide future hydrogeological study submissions.

This report also recommends allowing coach houses on properties within the Carlsbad Trickle Feed water service system. In preparation to this recommendation, Planning staff and Public Works and Environmental Services staff have jointly-reviewed the Water By-law and concluded that the current connection fee would in fact extend to a future new coach house to the Trickle Feed system. An amendment to the Water By-law is therefore not required.

Assumptions and Analysis

This report addresses the Council motion of October 26, 2016 regarding the **requirements for privately-serviced coach houses in the rural area**. The motion stated:

THEREFORE BE IT RESOLVED that staff be directed to further investigate mechanisms through which any or all of the following may be achieved:

- (a) The possibility of waiving the site plan control requirement while still ensuring that the provision of private services for a coach house in the rural area can take place in full compliance with all safety regulations and Provincial Policy Statement directions on water quality and quantity;**

- (b) The possibility of waiving the requirement for hydrogeological studies, or accepting lower-cost versions of such studies, to demonstrate the suitability of private services; and**

THEREFORE BE IT FURTHER RESOLVED that the findings be brought back to Agriculture and Rural Affairs Committee by the second quarter of 2017.

This motion was further amended by Councillor Moffatt and seconded by Councillor Darouze to add in a review of the minimum lot size. The revised motion is as follows:

WHEREAS Council adopted official plan policies and zoning provisions in respect of Coach Houses on October 26, 2016; and

WHEREAS the decision of Council included the following direction for further study;

THEREFORE BE IT RESOLVED that staff be directed to further investigate mechanisms through which any or all of the following may be achieved:

- (a) The possibility of waiving the site plan control requirement while still ensuring that the provision of private services for a coach house in the rural area can take place in full compliance with all safety regulations and Provincial Policy Statement directions on water quality and quantity;**

- (b) The possibility of waiving the requirement for hydro-geological studies, or accepting lower-cost versions of such studies, to demonstrate the suitability of private services; and**

THEREFORE BE IT FURTHER RESOLVED that the findings be brought back to Agriculture and Rural Affairs Committee by the second quarter of 2017.

WHEREAS a review of the minimum lot sizes for development with coach houses will also assist to inform further discussion on coach houses in the rural area;

THEREFORE BE IT RESOLVED that the review to be conducted by staff in respect of Coach Houses in the rural area also include a review of the appropriate minimum lot size for such development.

The requirements adopted by Council for coach house applications on lots with private services (Report Ref ACS2016-PIE-PGM-0142) are a rural Site Plan Control (SPC) process through which a hydrogeological study is to be provided. Further, Official Plan (OP) policy was put in place requiring a lot to be a minimum of 0.8 ha in area to qualify for a coach house.

The current rural SPC requirement ensures that a hydrogeological study is prepared to confirm that the on-site water quantity and quality for privately-serviced lots is sufficient to support the new coach house, and to assess the impact of septic system(s) on groundwater. The minimum lot size of 0.8 hectares that was adopted by Council is in line with the minimum lot size set out in the Official Plan for single dwellings of 0.4 hectares per dwelling unit that was confirmed as suitable through several Ontario Municipal Board hearings. As the permissions currently exist via the Council-approved coach house package, the 0.8-hectare minimum lot size is entrenched in the Official Plan and repeated in the Zoning By-law, therefore making any subsequent lower lot size only possible through both an Official Plan amendment and a Zoning By-law amendment.

The proposed amendments address the Council motion through a variety of changes. Staff propose to remove the 0.8-hectare minimum lot size from the Official Plan to allow for future minor variance applications to be considered where proponents wishing to build a coach house on a lot of smaller size can demonstrate that the private services for the main house and the coach house can be adequately accommodated.

The City's Infrastructure Services Unit is also prepared to lower the minimum lot size in the Zoning By-law from 0.8 hectares to 0.65 hectares to qualify to build a coach house. This lower minimum lot size of 0.65 hectares is based on the assumption that a coach house will generate approximately two-thirds the flow of a primary home, thus only requiring two-thirds of the flow of a 0.4-hectare minimum lot size per coach house dwelling unit. This equates to 0.25 hectares, which, when added to the 0.4 hectares for

the primary home, totals 0.65 hectares as the minimum lot size required to qualify for a coach house where a lot is privately serviced. This rationale stays consistent with current municipal requirements of one principal dwelling unit per 0.4 hectares.

This change would not remove the requirement for a rural Site Plan control application for privately serviced lots greater than 0.65 hectares; however, staff proposes to remove this requirement for lots less than 0.65 hectares. Lots smaller than 0.65 hectares will be subject to a Committee of Adjustment minor variance application where staff can impose conditions related to the suitability of the lot to support a coach house (e.g. hydrogeological study and approval from the Ottawa Septic System Office regarding sewage disposal).

Further, this report recommends allowing for a scoped hydrogeological study where a coach house is proposed on a lot that is larger than 0.65 hectares and subject to rural Site Plan Control. The scoped hydrogeological study will be directed by a Scope of Work document (Document 4) that provides the requirements for the scoped hydrogeological study.

Public Consultation

Public consultation through the legislated requirements under the *Planning Act* has been completed, and a summary of the comments received and the staff response is included in Document 5.

RÉSUMÉ

Les auteurs du rapport recommandent d'apporter des modifications aux exigences qui ont été approuvées pour les annexes résidentielles dans les zones rurales (rapport n° ACS2016-PIE-PGM-0142) en réaction à la motion adoptée par le Conseil le 26 octobre 2016. Cette motion donnait au personnel pour consigne de se pencher sur les moyens de mettre sur pied un processus moins coûteux pour les annexes résidentielles rurales viabilisées par des services privés, tout en respectant les normes de qualité et de quantité de l'eau. L'approche proposée dans ce rapport préserve le principe de l'aménagement des annexes résidentielles rurales sur les lots dont la superficie permet d'assurer des services privés sur place, tout en offrant une plus

grande marge de manœuvre pour tenir compte des lots de moindre superficie dans le cadre du processus d'analyse des demandes du Comité de dérogation, en modifiant le libellé de la politique du Plan officiel pour que l'on comprenne bien qu'il s'agit de lignes directrices, et non de normes. Il est en outre proposé de renoncer à l'exigence de la réglementation du plan d'implantation pour les lots dont la superficie est inférieure à la nouvelle superficie minimale recommandée de 0,65 hectare et pour tous les lots raccordés aux services d'eau municipaux. Enfin, le personnel est disposé à accepter une étude hydrogéologique délimitée pour appuyer les demandes visant la réglementation du plan d'implantation des annexes résidentielles et a préparé un document sur la portée des travaux permettant d'orienter les éventuelles demandes d'analyse hydrogéologique.

Dans ce rapport, on recommande également d'autoriser les annexes résidentielles sur les propriétés se trouvant dans le réseau de distribution de l'eau à faible débit de Carlsbad Springs. En prévision de cette recommandation, les membres du personnel de la Direction générale de la planification, de l'infrastructure et du développement économique, du Service des travaux publics et des Services environnementaux de la Ville ont conclu, après avoir examiné de concert le *Règlement municipal sur l'eau*, que les frais de raccordement actuels s'appliqueraient en fait aux nouvelles annexes résidentielles projetées raccordées au réseau de distribution de l'eau à faible débit. Il n'est donc pas nécessaire d'apporter une modification au *Règlement municipal sur l'eau*.

Hypothèses et analyse

Les auteurs du rapport se sont penchés sur la motion du Conseil en date du 26 octobre 2016, qui porte sur les **exigences relatives aux annexes résidentielles viabilisées par des services privés dans le secteur rural**. Cette motion était libellée comme suit :

PAR CONSÉQUENT, IL EST RÉSOLU que l'on demande au personnel d'étudier plus à fond les mécanismes par lesquels il serait notamment possible :

- a) **de renoncer aux exigences relatives à la réglementation des plans d'implantation tout en garantissant que la prestation de services privés**

pour les annexes résidentielles en secteur rural soit parfaitement conforme aux règlements sur la sécurité et aux directives de la Déclaration de principes provinciale sur la qualité et la quantité de l'eau;

- b) d'annuler les exigences relatives aux analyses hydrogéologiques ou d'accepter les versions moins coûteuses de telles analyses, afin de démontrer le caractère approprié des services privés;**

IL EST EN OUTRE RÉSOLU QUE le personnel présente ses conclusions au Comité de l'agriculture et des affaires rurales d'ici le deuxième trimestre de 2017.

Cette motion a ensuite été modifiée par le conseiller Moffatt, puis appuyée par le conseiller Darouze, afin de prévoir également un examen de la superficie de lot minimale. Voici le texte révisé de cette motion :

ATTENDU QUE le Conseil a adopté le 26 octobre 2016 des politiques du Plan officiel et des dispositions de zonage concernant les annexes résidentielles;

ATTENDU QUE la décision du Conseil comprenait la directive suivante relative aux analyses complémentaires;

PAR CONSÉQUENT, IL EST RÉSOLU que l'on demande au personnel d'étudier plus à fond les mécanismes par lesquels il serait notamment possible :

- (a) de renoncer aux exigences relatives à la réglementation des plans d'implantation tout en garantissant que la prestation de services privés pour les annexes résidentielles en secteur rural soit parfaitement conforme aux règlements sur la sécurité et aux directives de la Déclaration de principes provinciale sur la qualité et la quantité de l'eau;**

- (b) d'annuler les exigences relatives aux analyses hydrogéologiques ou d'accepter les versions moins coûteuses de telles analyses, afin de démontrer le caractère approprié des services privés;**

IL EST EN OUTRE RÉSOLU QUE le personnel présente ses conclusions au Comité de l'agriculture et des affaires rurales d'ici le deuxième trimestre de 2017.

ATTENDU QU'un examen des superficies de lot minimales où se trouvent des aménagements comprenant des annexes résidentielles contribuera également à alimenter les discussions sur les annexes résidentielles en secteur rural;

PAR CONSÉQUENT, IL EST RÉSOLU que l'examen portant sur les annexes résidentielles en secteur rural et réalisé par le personnel comprenne également un examen de la superficie de lot minimale appropriée pour de tels aménagements.

Les exigences adoptées par le Conseil pour les demandes de construction d'annexes résidentielles sur des lots viabilisés par des services privés (rapport n° ACS2016-PIE-PGM-0142) consistent à mener un processus de réglementation du plan d'implantation, au cours duquel il faut prévoir une analyse hydrogéologique. Par ailleurs, une politique du Plan officiel a été mise en place pour exiger qu'un lot sur lequel est aménagée une annexe résidentielle ait une superficie d'au moins 0,8 hectare.

L'exigence actuelle du processus de réglementation du plan d'implantation en secteur rural permet de s'assurer que l'on prépare une étude hydrogéologique pour confirmer que la quantité et la qualité de l'eau sur le site pour les lots raccordés à des services privés sont suffisantes pour permettre d'aménager une nouvelle annexe résidentielle et pour évaluer l'incidence des fosses septiques sur la nappe phréatique. La superficie de lot minimale de 0,8 hectare adoptée par le Conseil est conforme à la superficie de lot minimale stipulée dans le Plan officiel pour les habitations isolées, soit 0,4 hectare par unité d'habitation, et dont on a confirmé l'adéquation dans plusieurs audiences de la Commission des affaires municipales de l'Ontario. Puisque les autorisations ont été délivrées depuis que le Conseil a approuvé l'ensemble des dispositions relatives aux annexes résidentielles, la superficie de lot minimale de 0,8 hectare est inscrite dans le Plan officiel et reprise dans le *Règlement de zonage*, de sorte qu'on ne peut désormais

réduire la superficie de lot minimale qu'en apportant des modifications au Plan officiel et au *Règlement de zonage*.

Les modifications proposées pour donner suite à la motion du Conseil consistent à apporter différents changements. Le personnel propose de supprimer la superficie de lot minimale de 0,8 hectare dans le Plan officiel pour permettre de considérer les demandes de dérogation mineure dans le cadre desquelles les promoteurs qui souhaitent construire des annexes résidentielles sur des lots de moindre superficie peuvent démontrer que les services privés auxquels sont raccordées l'habitation principale et l'annexe résidentielle peuvent être aménagés adéquatement.

Les Services d'infrastructure de la Ville sont également disposés à réduire la superficie de lot minimale précisée dans le *Règlement de zonage*, la faisant passer de 0,8 à 0,65 hectare, afin de permettre de construire des annexes résidentielles. Cette nouvelle superficie de lot minimale de 0,65 hectare est établie en supposant qu'il faut prévoir, pour une annexe résidentielle, à peu près les deux tiers du débit de l'habitation principale, de sorte qu'il ne faut que les deux tiers du débit d'un lot dont la superficie minimale est de 0,4 hectare par annexe résidentielle servant d'unité d'habitation, ce qui représente 0,25 hectare et ce qui, quand on ajoute cette superficie à celle de 0,4 hectare de l'habitation principale, donne un total de 0,65 hectare, soit la superficie de lot minimale obligatoire pour autoriser l'aménagement d'une annexe résidentielle dont le lot est viabilisé par des services privés. Cette justification est toujours conforme aux exigences actuelles de la municipalité, à savoir une habitation principale par tranche de 0,4 hectare.

Malgré ce changement, il faudrait quand même déposer une demande visant la réglementation du plan d'implantation pour les lots viabilisés par des services privés et dont la superficie est supérieure à 0,65 hectare; toutefois, le personnel propose de supprimer cette obligation pour les lots de moins de 0,65 hectare. Ces lots devront faire l'objet d'une demande de dérogation mineure, qui devra être déposée auprès du Comité de dérogation et dans laquelle le personnel pourra imposer des conditions relativement à l'adéquation du lot pour permettre d'aménager une annexe résidentielle (par exemple, une étude hydrogéologique et l'approbation du Bureau des systèmes septiques d'Ottawa en ce qui concerne l'élimination des eaux usées).

En outre, les auteurs du rapport recommandent de prévoir une étude hydrogéologique délimitée dans les cas où l'on projette d'aménager une annexe résidentielle sur un lot dont la superficie est supérieure à 0,65 hectare, sous réserve de la réglementation du plan d'implantation en secteur rural. L'étude hydrogéologique délimitée sera encadrée par le document relatif à la portée des travaux (document 4), qui fera état des exigences relatives à cette étude.

Consultation publique

Une consultation publique a eu lieu conformément aux exigences prévues par la *Loi sur l'aménagement du territoire*, et une synthèse des commentaires reçus et des réponses du personnel est fournie dans le document 5.

BACKGROUND

On June 1, 2017, staff brought forward a report to the Agriculture and Rural Affairs Committee (ARAC) in response to directions provided by Council motions approved on October 26, 2016, discussing the possible options for an increased level of flexibility to permit coach houses in the rural area on private services. At its June 1, 2017 ARAC directed Staff to carry out the necessary public consultation process as required under the *Planning Act* and return to Committee and Council with amendments to be adopted. The amendments included in this report provide modifications to the Official Plan, Zoning By-law and Site Plan Control which will allow for rural, privately-serviced coach houses to be permitted in a greater number of circumstances and with procedural requirements that are lighter while maintaining public safety.

DISCUSSION

The Council-adopted approval process for coach houses in the rural area was intended to capture all rural privately-serviced coach houses under the same process in order to ensure that the City could review and confirm that private services could be sustained with no adverse impact on water quality and quantity. The current process in place today requires:

- A minimum lot size, entrenched in the Official Plan of 0.8 hectares;

- No ability to lower the 0.8-hectare minimum lot size;
- A Site Plan Control requirement for all privately serviced lots; and
- A hydrogeological study requirement for all coach house applications.

At the June 1, 2017 ARAC meeting staff provided information on several alternative processes to allow for coach houses in the rural area. One of the processes presented was supported by staff and was proposed to be formally circulated to meet the requirements under the *Planning Act*. ARAC Received this report providing direction for staff to undertake the formal processes to bring forward the required amendments to the Official Plan, Zoning By-law and Site Plan By-law. These amendments are included in Documents 1, 2 and 3. When these changes are combined they result in a less onerous approach for developing coach houses on private services in the rural area.

Official Plan Amendments (Document 1):

The Official Plan minimum lot size of 0.8 hectares is proposed to be removed. In its place, a new policy is proposed to be added to provide direction to the Committee of Adjustment for future minor variance applications to the Zoning By-law's minimum lot size. This change addresses the concerns heard by staff that the current process was too restrictive for cases where smaller lots could accommodate coach houses. The recommended new approach opens the door to allow for smaller lot sizes on a case-by-case basis, through a Committee of Adjustment application, where staff can evaluate each lot's circumstances. Through this process, conditions can be imposed, including a requirement for a hydrogeological study to ensure water quality and quantity standards would be met on a smaller lot with a coach house. Further, the Official Plan Amendment includes a provision to remove the application of Site Plan Control for lots smaller than 0.65 hectares, as they will be subject to a Committee of Adjustment application. This change reduces process requirements for applicants by streamlining any water quality, quantity and impact concerns at the Committee of Adjustment application stage, rather than at a subsequent and additional Site Plan Control stage.

Zoning By-law Amendments (Document 2):

The proposed Zoning By-law changes reduce the previous 0.8-hectare minimum lot size for rural coach houses to 0.65 hectares. This reduction in minimum lot size further

addresses the concerns heard that 0.8 hectares was too onerous and closes the door for many possible future coach houses. Further, at the request of the June 1st 2017 ARAC meeting, a provision is provided within the attached Zoning By-law amendment to allow for a site-specific exemption of 4689 Anderson Road to allow for a coach house.

Site Plan Control By-law Amendments (Document 3):

The proposed Site Plan Control By-law amendment will relieve all lots with municipal water connection from having to apply for Site Plan Control to allow for a coach house. This reduces the process involved for lots in the rural area with a municipal water connection, but still serviced by a private septic system, to allow for an as-of-right circumstance for coach houses. Site Plan Control approval is also proposed to be removed for any coach house application in the rural area on a lot that is smaller than 0.65 hectares. These applications will be subject to a Committee of Adjustment minor variance application and it is therefore not deemed necessary to require applicants to also go through a Site Plan Control process. Site Plan Control would still be required for all coach house applications in the rural area on lots equal to or greater than 0.65 hectares where the lot is serviced by both private well and septic.

Terms of Reference – Scoped Hydrogeological Study (Document 4):

Staff have responded to the directions provided regarding requirements for a full hydrogeological study and have prepared a Terms of Reference document to guide the preparation of a scoped hydrogeological study in support of a Site Plan Control application to allow for privately-serviced coach houses in the rural area on lots 0.65 hectares or greater. This scoped document will be less onerous for applicants to prepare than the full hydrogeological study, which is currently required. The scoped hydrogeological study is supported by staff to analyze whether or not the water quality, quantity and impact is sufficient to support a coach house.

Carlsbad Trickle Feed System

This report also includes an Official Plan amendment to allow for coach houses on lots which are serviced by the Carlsbad Trickle Feed Water System. At the June 1st 2017 ARAC meeting staff were provided feedback with regards to a desire for coach houses in the Carlsbad Springs area where lots are serviced by the Trickle Feed system. This system is set up to service existing area residents and future lots created by severance. The system only carries a designated capacity of 112 new residential units, which was established to accommodate possible future severances. Staff are responding to the discussion at the June 1, 2017 ARAC meeting which provided a desire for a first-come first-served basis for hook-ups to the system. Staff and Committee members discussed that not all lots in the Carlsbad area will seek to sever and therefore there may remain capacity indefinitely in the Trickle Feed System which could be re-allocated to coach house development. Staff have therefore provided a proposed policy as part of the Official Plan amendment package to allow for coach houses in Carlsbad on the Trickle Feed System to utilize the capacity attributed to severances. The capacity will therefore be shared on a first-come first-served basis between both severances and coach houses until the 112 residential units are reached. The capacity will be monitored to keep a tally on the number of new severance applications and new coach house applications which are received and approved for this area.

Staff will also make adjustments to the *How to Plan Your Coach House* guide, which provides clients with background information on coach house development, to make them aware of the constraints in the Carlsbad Trickle Feed System area. This background information will detail the process for connection to the system, which will allow clients flexibility in connection type. Clients could either obtain water from the connection already provided to the primary home. In these circumstances the Guide will provide for the water tank provided for the primary home to also serve the coach house. This may require a larger tank as the flow level of water will be reduced after splicing it to the coach house. Clients could also obtain a separate independent connection to the Carlsbad Trickle Feed system. In this case, as with all other new connections to the Carlsbad Trickle Feed system, clients would be required to pay the Frontage Charge in accordance with By-Law No. 2016-125 for the additional service, which was \$3,765 at

the time of passing of the By-Law and indexed annually. In addition to the Frontage Charge, there will also be the standard physical connection fees and cost of a storage tank associated with a new connection. This new process to allow for lots in the Carlsbad area to build coach houses addresses the discussion at the June 1, 2017 ARAC meeting to allow for flexibility in the disposal of the 112 residential connections.

Provincial Policy Statement

Staff have reviewed this proposal and have determined that it is consistent with the Provincial Policy Statement, 2014.

RURAL IMPLICATIONS

The proposed amendment provides for coach houses on lots which are less than 0.65 hectares through a minor variance application. Further, the Site Plan Control process is proposed to be removed for lots which have a municipal water services and/or are located on a lot less than 0.65 hectares and within Area D of Schedule 1 of the Zoning By-law.

COMMENTS BY THE WARD COUNCILLORS

All rural Councillors are aware of the report.

LEGAL IMPLICATIONS

There are no legal impediments to approving the recommendations contained in this report.

RISK MANAGEMENT IMPLICATIONS

There are no risk management implications in association with the recommendation in this report.

FINANCIAL IMPLICATIONS

There are no direct financial implications.

ACCESSIBILITY IMPACTS

There are no accessibility implications in association with this report.

TERM OF COUNCIL PRIORITIES

This report addresses the following Term of Council Priorities:

HC3 – Create new affordable housing options

ES1 – Support an environmentally sustainable Ottawa

HC1 – Advance equity and inclusion for the City's diverse population

SUPPORTING DOCUMENTATION

Document 1 Proposed Amendment to the Official Plan of the City of Ottawa

Document 2 Details of Recommended Zoning

Document 3 Proposed Amendment to the Site Plan Control By-law of the City of
Ottawa

Document 4 Terms of Reference – Scoped Hydrogeological Studies for Coach Houses

Document 5 Public Consultation Details

CONCLUSION

Notification and consultation was undertaken as part of this report which has been prepared in response to a motion approved by Agriculture and Rural Affairs Committee and Council to investigate options for a less onerous process for rural coach houses on private services.

Staff propose to amend the Official Plan, Zoning By-law, Site Plan Control By-law and receive the Terms of Reference – Scoped Hydrogeological Studies document prepared in an effort to create a flexible approach for coach house approval within Ottawa's rural area where lots are privately serviced.

DISPOSITION

Zoning and Interpretations Unit, Policy Planning Branch, Economic Development and Long Range Planning Services to prepare the implementing by-law and forward to Legal Services.

Legal Services, Office of the City Clerk and Solicitor to forward the implementing by-law to City Council.

Policy Planning Branch, Economic Development and Long Range Planning Services to undertake the statutory notification.

Document 1 – Proposed Amendment to Official Plan of the City of Ottawa

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PART A – THE PREAMBLE

Purpose

The purpose of this amendment is to revise the Official Plan policy with regards to coach houses on private services in the rural area to provide a less onerous process. The current Official Plan policy requires a minimum lot size of 0.8 hectares for coach houses on lots with private servicing (well and septic). This amendment replaces that requirement with a policy statement regarding the adequacy of a lot size to support private services and includes policy to provide guidance to the Committee of Adjustment when dealing with an application for a minor variance to permit a coach house on a lot smaller than the minimum size as provided in the Zoning By-law. The amendment also revises the requirement for a Site Plan Control application for rural lots which have municipal water connection or are located on a lot less than 0.65 hectares. Further, the amendment adjusts a policy to allow for coach houses to connect to the Carlsbad Trickle Feed System and a site-specific allowance to permit a property to proceed with building a coach house without needing a minor variance application.

Location

This amendment applies to properties within the rural area which seek to build a coach house and contain a single family dwelling, semi detached dwelling, duplex dwelling or townhouse dwelling.

Basis

This amendment addresses a Council Motion of October 26, 2016 directing staff to examine the Site Plan Control and hydrogeological study requirements to permit coach houses on privately-serviced lots in the rural area.

The aim of this amendment is to provide opportunities for the affordable and/or multi-generational housing option offered by coach houses by establishing an alternative process for privately-serviced rural coach houses in situations where water quality and quantity can be ensured through different means than those previously set out, and maintain health and public safety. The amendment also provides for a Committee of Adjustment process to review, on a case-by-case basis, applications where a smaller lot

size may be considered for a coach house. The amendment also addresses the unique situation for lots with municipal water service from the Carlsbad Trickle Feed System and provides for a system to permit coach houses in this area.

PART B – THE AMENDMENT

1. Introduction

All of this part of this document entitled Part B – The Amendment consisting of the following text constitute Amendment No. **XXX** to the City of Ottawa Official Plan.

2. Details

The following change is hereby made to the City of Ottawa Official Plan:

- A. Section 2.3.2 (9) is amended by adding the **bolded** and deleting the crossed out text below:

9. Notwithstanding policy 7 above and the policies on Partial Services that follow, the severance of new residential lots **and the construction of coach houses** fronting the Carlsbad trickle-feed water supply system east of Hawthorn Road is permitted. Applications for new lots **and coach houses** must conform to the requirements elsewhere in this Plan and will be limited to one connection per ~~lot~~ **coach house and one connection per primary dwelling**. The City will monitor the number of connections granted and the residual capacity of the system to accommodate these additional units. Should regular system monitoring reveal issues with systems capacity to accommodate the existing commitments as well as proposed new lots the City will reserve the right to refuse consent for any new lots **or a minor variance or Site Plan Control application for any new coach house**. [Amendment #152, June 11, 2015]

- B. Section 3.1 (1)(c), (ii) is amended by adding the **bolded** text and deleting the crossed-out text below:

- c. A coach house will only be permitted where the primary dwelling does not contain a garden suite, rooming units or a secondary dwelling unit and the primary dwelling is located on:

- (ii) a lot that is **of sufficient size to support private services and ~~0.8 ha~~ or greater in size** and is located in the rural area or in a village on only private services, and where:

C. Section 3.1 (d) is amended by adding the **bolded** text:

(d) A coach house serviced in accordance with c. (ii) will be subject to site plan control **except on lots that are on lots less than 0.65 hectares or lots and are connected to a public or communal water service system.**

D. Section 3.1 is amended by adding the following policy immediately after Section 3.1 d. and renumbering the subsequent policies accordingly:

e. Applications for minor variances with respect to the minimum lot size established in the Zoning By-law to allow coach houses on privately serviced lots in the rural area shall have regard for all applicable policies of this Plan, and comply with the following requirements:

- i. **The proponent can demonstrate that private sewage disposal can be provided to the coach house in accordance with the requirements of the Ottawa Septic System Office;**
- ii. **The proponent can demonstrate that the onsite water is of sufficient quality and quantity to service both the primary dwelling and the coach house and the impact of the septic system has been addressed through the submission of a supporting Hydrogeological and Terrain Analysis Study; and**
- iii. **The proponent can address and satisfy items 3.1 (1)(i)(ii)-(v).**

PART C – IMPLEMENTATION

Implementation and interpretation of this Amendment shall be in accordance with the policies of the Official Plan for the City of Ottawa.

Document 2 – Details of the Recommended Zoning By-law Amendment

The proposed amendment to the City of Ottawa Zoning By-law 2008-250 for Coach houses in the Rural Areas of the City of Ottawa:

1. Sub-clause 142(4)(a) is amended by replacing the text, “0.8” with the text, “0.65”
2. Sub-clause 142(5)(c)(i) is amended by replacing the text, “0.8” with the text, “0.65”;
3. Sub-section 142(5) is amended by adding the following clause:

(d) Notwithstanding provision (5) (c) (i), a coach house is permitted on the property located at 4689 Anderson Road.

Document 3 – Amendment to the Site Plan Control By-law of the City of Ottawa

The proposed amendment to A by-law of the City of Ottawa designating the area within the territorial limits of the City of Ottawa as an area of site plan control for Coach houses in the Rural Areas of the City of Ottawa:

1. That By-law No. 2014-256 entitled *A by-law of the City of Ottawa designating the area within the territorial limits of the City of Ottawa as an area of site plan control* be amended as follows:
 - (a) by adding the following text within clause 5(1)(j) “a coach house, where the coach house is connected to public or communal water and wastewater services, **or where the coach house is connected to a communal or public water service with the primary home, or where the coach house is located on a lot smaller than 0.65 hectares located within the rural area of Ottawa**”

Document 4 – Terms of Reference: Scoped Hydrogeological Studies for Coach Houses

Drinking Water Well

- Perform a six-hour pumping test, at a pumping rate in accordance with the number of dwelling units to be connected to the well (one or two).
- Submit one raw water sample, collected at the end of the pumping test, to an approved laboratory for analysis of the “Subdivision Package” list of parameters.

Assessment of Sewage System Impact

- Determine whether the development area is hydrogeologically sensitive (for example, karstic areas, areas of fractured bedrock exposed at surface, areas of thin soil cover, or areas of highly permeable soils).
- If the lot is one hectare or larger no additional assessment, beyond the determination of hydrogeological sensitivity, needs to be provided.

If the lot is less than one hectare, it will have to be determined whether: a) the sewage system(s) is (are) isolated from the receiving aquifer or b) the impact from the sewage system(s) is acceptable.

Reporting

A letter-report is to be prepared by the professional geoscientist (P.Geo.) or professional engineer (P.Eng.) under whose supervision the above work has been performed. The letter-report will include the results of the study, the analyses and the MOECC water well record (if the record is available). The proposed Coach House will only be approved if the professional can demonstrate the following:

- i) The raw water quality meets health-related water quality standards;
- ii) the raw water is within the following aesthetic limits:
 - a. Chloride: 250 mg/L

- b. Dissolved Organic Carbon: 10 mg/L (as C)
 - c. Iron: 10 mg/L
 - d. Manganese 1.0 mg/L
 - e. Sodium: 200 mg/L
 - f. Sulphate: 500 mg/L
- iii) the water supply is sustainable;
 - iv) the area of development is not hydrogeologically sensitive; and
 - v) a) the sewage system is isolated from the receiving aquifer, or b) the impact of the primary dwelling plus the Coach House is less than 10 mg/L nitrate-nitrogen at the property boundary.

The letter-report shall be to the satisfaction of the City.

Document 5 – Public Consultation Details

No public comments were received as a result of the circulation/notification provided for the proposed Official Plan, Zoning By-law and Site Plan By-law amendments.