

MUNICIPALITY OF TEMAGAMI	
Report Prepared For:	Tammy Lepage
Report Prepared By:	Jamie Robinson, MCIP, RPP
Subject:	Information Report Municipal Wide Official Plan Amendment regarding Secondary Suites
Report Date:	March 13, 2018

A. BACKGROUND

At the regular Council meeting held on November 23, 2017, Council received Memo 2017-M-103 from the Planning Advisory Committee (PAC) and adopted the recommendation of the PAC. Council directed Staff to commence an Official Plan Amendment application pertaining to permissions for second units.

A second unit can be defined as a self-contained residential unit, with a private kitchen, bathroom facilities and sleeping areas, the dwelling or structure must be ancillary to the main dwelling. Some of these second units can be basement apartments, granny flats, in-law apartments. Second units are used to increase efforts in affordable rental accommodation and to help with ageing communities like Temagami.

The first task in the process is to review the applicable legislative and policy framework. This review is to provide the PAC with this information, so that direction can be provided regarding the scope of any Official Plan Amendment.

Provincial Policy Framework

2014 Provincial Policy Statement (PPS)

Section 1.1.1 of the 2014 Provincial Policy Statement (PPS) speaks to the accommodation of an appropriate range and mix of residential (including second units, affordable housing and housing for older persons), employment (including industrial and commercial), institutional (including places of worship, cemeteries and long-term care homes), recreation, park and open space, and other uses to meet long-term needs.

Section 1.4.3 of the PPS goes on to state that planning authorities shall provide for an appropriate range and mix of housing types and densities to meet projected requirements of current and future residents by permitting and facilitating all forms of residential intensification, including second units.

The Strong Communities through Affordable Housing Act, 2011

Bill 140, The Strong Communities through Affordable Housing Act, 2011 came into effect on January 1, 2012. The Strong Communities through the Affordable Housing Act amended various sections of the Planning Act to facilitate the creation of second units by:

- requiring municipalities to establish official plan policies and zoning by-law provisions allowing second units in detached, semi-detached and row houses, as well as in ancillary structures;
- removing the ability to appeal the establishment of these official plan policies and zoning by-law provisions except where such official plan policies are included in five- year updates of municipal official plans; and,
- providing authority for the Minister of Municipal Affairs and Housing to make regulations authorizing the use of, and prescribing standards for, second units.

Bill 140, made changes to the Planning Act including the expansion of affordable housing options by requiring that municipalities establish policies that would allow second units in new and existing developments provided that they are in appropriate areas. This Bill amended Section 16 of the Planning Act to require that municipalities include policies that allowed for second units by authorizing: a) the establishment of a secondary unit in an existing dwelling; or b) use of a residential unit in a building or structure accessory to an existing dwelling.

While providing for second units as one tool to promote affordable housing initiatives, the Province also recognized that there is a need for municipalities to assess several considerations in developing and implementing these types of official plan policies and zoning provisions. Provincial documentation (<http://www.mah.gov.on.ca/Page9575.aspx>) notes that:

- *Second units should be permitted in both existing residential communities and in newly developing areas. Newly developing areas offer the opportunity to plan proactively for second units. This includes the design of the actual houses and in the lot fabric or neighbourhood layout where ancillary structures like laneway garages could be integrally incorporated into the design. Municipalities and development proponents should specifically consider second units in the planning of new neighbourhoods.*
- *While the Act requires municipalities to permit second units, the government recognizes there may be inherent constraints within portions of a municipality or community which would make those areas inappropriate for second units (such as flood-prone areas or those with inadequate servicing). Municipalities should consider any such constraints in developing or reviewing second unit policies.*
- *While the Act requires municipalities to permit second units in detached, semi-detached and row housing, and in ancillary structures, the provisions permit one additional unit (i.e., a second unit) either in a house (e.g., basement) or in an ancillary structure (e.g., above laneway garage) on the*

same lot. Municipalities should assess where second units may be appropriate in the primary dwelling versus the ancillary structure. In some instances, municipalities may conclude it is appropriate to allow a second unit in both. However, in these situations, the sheltering of appeals does not extend to the third unit. Any party would be able to appeal the authorization of the third unit to the Ontario Municipal Board.

- *Municipalities that currently permit second units will need to review their official plans and zoning by-laws to assess whether they are permitted in the range of housing types listed in the Act.*
- *While the Act introduced a regulation-making ability for the Minister of Municipal Affairs and Housing to prescribe minimum standards for second units, a regulation has not been issued under this authority. As such, municipalities are responsible for determining what standards or zoning provisions should apply to second units in relation to matters such as minimum unit size or parking requirements. Standards should support the creation of second units.*

The Promoting Affordable Housing Act, 2016

Bill 7, The Promoting Affordable Housing Act, 2016, amends four Acts to help increase the supply of affordable housing and modernize social housing by:

- Giving municipalities the option to implement inclusionary zoning, which requires affordable housing units to be included in residential developments.
- Making secondary units such as above-garage apartments or basement units in new homes less costly to build, by exempting them from development charges. Secondary units are a potential source of affordable rental housing and allow homeowners to earn additional income.
- Giving local service managers more choice in how they deliver and administer social housing programs and services to reduce wait lists and make it easier for people in Ontario to access a range of housing options.
- Encouraging more inclusive communities and strengthening tenant rights by preventing unnecessary evictions from social housing and creating more mixed-income housing.
- Gathering data about homelessness in Ontario by requiring service managers to conduct local enumeration of those who are homeless in their communities, so that Ontario can continue to work towards its goal of ending chronic homelessness by 2025.

Municipality of Temagami Official Plan

Section 2.2.2 Housing of the Municipality of Temagami's Official Plan (OP) has set out policies to promote affordable housing. While promoting affordable housing within the community, the Municipality will also face challenges of lot sizes, severances and also availability of municipal

services. The long term goal of the Municipality is to ensure that municipal services such as: water and sewer are continued. It is also the goal of the municipality to encourage and provide facilities to meet the aging population growth within the community.

As it relates to second units, the current Official Plan includes policies regarding accessory apartments, including,

Accessory apartments may be permitted in single detached or semi-detached dwellings or rowhouses, or in a building or structure ancillary to a single detached or semi-detached dwelling or rowhouse provided that:

- *Not more than one accessory apartment unit is permitted in association with each principal dwelling on the same lot;*
- *All requirements of the Zoning By-law, including the provision of adequate parking, of the Building Code and other relevant municipal and provincial regulations can be satisfied;*
- *It has been determined that municipal services and community facilities are adequate to meet the anticipated demand for accessory apartments.*

The Official Plan also makes provision for the establishment of a “garden suite” through the use of temporary use by-laws.

Section 4.4.1.1 of the Official Plan speaks to Low Density Residential uses and states that such uses include single detached, semi-detached, duplex dwelling units, “garden suites” and accessory apartments, in accordance with Section 2.2.2 of the Plan.

It is noted that garden suites and apartments in houses are not permitted in the Rural area. The Housing policies of Section 2.2 state the following with respect to Rural Areas,

Housing in the rural areas is currently limited to single detached dwelling units, in keeping with the existing character of the area and in recognition of the servicing constraints. The policies of this Plan contemplate the possible introduction of higher density residential uses in the form of condominium and similar developments, subject to the policies of this Plan. Garden suites and apartments in houses are not permitted in the rural area. New residential development may occur in rural areas through limited severances on existing patented lots and by the creation of new lots from Crown land in a manner that allows for the conservation of wilderness and semi-wilderness values; and considers the impact of adjacent uses.

Municipality of Temagami Zoning By-law

Section 6 of the Municipality’s Zoning By-law relates to General Provisions for All Zones. Subsection 6.03 states,

An accessory apartment for the use of the owner or operator is permitted in certain commercial buildings, in accordance with the provisions of this By-law. Rental apartment units are permitted on the upper floor or floors of certain commercial buildings, in accordance with this By-law.

Apartments in houses shall be subject to the Ontario Regulation Number 384/94 of the Ontario Planning Act.

Subsection 6.19 relates to Garden Suites and states,

The gross floor area of the garden suite shall not exceed thirty percent (30%) of the existing living area of the primary residence or seventy one (71) square metres in gross floor area on a lot zoned residential, whichever is lesser. The units are portable so that when they are no longer required they may be removed and relocated to a new site. (By-law 13-1121).

Subsection 7.7 of the Zoning By-law pertains to Low Density Residential (RL) Zone. Subsection 7.7.3 outlines restrictions within the Low Density Residential Zone, as follows:

Only one accessory building is permitted on a divided semi-detached lot.

A garden suite is permitted on a single detached lot, subject to the passage of a temporary use by-law.

An accessory apartment in a single detached or semi-detached dwelling unit is permitted, subject to a rezoning.

A garden suite is not permitted in conjunction with a bed and breakfast establishment.

B. COMMENTS

Provincial legislation is in place which promotes second units as a form of affordable housing. Such second units could be in the form of an accessory apartment (either in a dwelling or an accessory building), or the establishment of a “garden suite”.

The Municipality's Official Plan and Zoning By-law provides policies and regulations that are appropriate for the establishment of garden suites through the application of a temporary use by-law. This is in-keeping with Provincial legislation.

The Municipality's Official Plan has taken steps towards facilitating the establishment of accessory apartments, however, the current policies may be seen as somewhat restrictive and perhaps not fully implementing Provincial policies. The Official Plan provides for accessory apartments in single detached or semi-detached dwellings or rowhouses, or in a building or structure ancillary to a single detached or semi-detached dwelling or rowhouse, however, this appears to be limited to those properties which are designated Low Density Residential.

Medium and High Density Residential Areas have specific permissions/provisions relating to multi-unit residential buildings which would be beyond what would fall within the category of an “accessory apartment”. The Municipality must ensure that such second units can be adequately serviced (water, sewer/septic, roads, parking, etc.).

As noted previously, the Province recognizes that there may be inherent constraints within portions of a municipality or community, which would make those areas inappropriate for second units; flood-prone areas, waterfront areas/developments on private roads that are not maintained and where emergency access may be limited, areas adjacent to lakes with limited lake capacity, areas of recreational dwelling where there may be a lack of year round roads and/or which lack other daily needs and services residents may require. It is possible, however, to extend permissions relating to accessory apartments beyond just lands designated Low Density Residential while still addressing such types of constraints in a reasonable manner. For example, an accessory apartment may be able to be accommodated within a single detached residential unit within the rural area; appropriately serviced via private well and septic and with access via a public road. Provisions would still be needed to ensure that such accessory apartments are limited in scale so as to maintain the residential character of the property.

Accessory apartments are to be truly “accessory” to the main residential use of the property and it would be important to ensure that provisions were in place to maintain that appearance.

Accessory apartments are to be a tool to assist municipalities in addressing the provision of affordable housing. It is not intended to extend to seasonal, recreation uses.

It is recognized that a goal of the Municipality is to maintain shorelines and the area between the shoreline and any buildings in their natural state and as a vegetative buffer, to protect the visual and environmental integrity of the lakes. The Official Plan speaks extensively about the importance of protecting the wilderness and semi-wilderness values of Lake Temagami. In-keeping with this, it would be recommended that permissions for secondary units not be extended to those lands along shoreline areas.

C. CONCLUSION AND RECOMMENDATION

Based on the research that has been completed, the Municipality of Temagami has policies in the Official Plan that permit accessory apartments (second units) to be developed within Urban Areas.

The Official Plan does not have policies in place to permit second units in Rural and Shoreline Area.

Based on the information contained in this Report, there does not appear to be support to permit second units on shoreline properties outside of the Urban Area as these properties are generally used for recreational purposes. The Municipality would be best served, to focus second units first

in the Urban Area and secondly in Rural Areas. There are two options to consider. They are as follows:

- 1) OPA - Undertake an OPA to update the Urban Accessory Apartment policies and establish Rural Area policies to permit accessory apartments.
- 2) Status quo – Do not undertake an OPA at this time, and continue to permit accessory apartments in Urban Areas.

It is recommended that Staff be directed to prepare an Official Plan Amendment to update the second unit (accessory apartment) policies of the Official Plan to permit accessory apartments in Rural Areas and to update the current policies pertaining to Urban areas.

Respectfully Submitted,

MHBC Planning

A handwritten signature in black ink, appearing to read 'J. Robinson', with a long horizontal flourish extending to the right.

Jamie Robinson, BES, MCIP, RPP
Partner