



OAKVILLE

REPORT

Planning and Development Council

Meeting Date: May 6, 2024

FROM: Planning Services Department

DATE: April 23, 2024

SUBJECT: **Public Meeting and Recommendation Report – Town-initiated Official Plan and Zoning By-law Amendments – Four Units As-of-Right and Sheridan College Housing Area (File No. 42.15.62 and 42.15.63) – May 6, 2024**

LOCATION: Town-wide and Wards 5 & 6 (800 metres from Sheridan College)

WARD: Town-wide and Wards 5 & 6

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RECOMMENDATION

1. That comments from the public with respect to the town-initiated Official Plan Amendments and Zoning By-law Amendments (File No. 42.15.62 and 42.15.63), be received.
2. That Council provide direction with respect to the town-initiated Official Plan Amendments and Zoning By-law Amendments, that are provided in report Public Meeting and Recommendation Report – Town-initiated Official Plan and Zoning By-law Amendments – Four Units As-of-Right and Sheridan College Housing Area (File No. 42.15.62 and 42.15.63), dated April 23, 2024.

KEY FACTS

The following are key points for consideration with respect to this report:

- In spring 2023, the Canada Mortgage and Housing Corporation (CMHC) launched the Housing Accelerator Fund (HAF) program. The main objective of the program is to encourage housing supply growth and create certainty in development approvals. CMHC assisted town staff to develop the town's HAF application.

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- In summer 2023, the town submitted a HAF application that included a Council approved Action Plan with seven initiatives. Subsequent communications throughout the fall between the town and the federal government identified additional measures for improving the town's application.
 - In response to those communications, on January 22, 2024, the following motion was passed by Council:

"In support of the Housing Accelerator Fund, as advised by Minister Fraser with due regard for heritage conservation and infrastructure capacity and servicing:

 - a) That staff be directed to bring forward a zoning by-law amendment to permit 4 units per property, as-of-right for Council's consideration within 90 days of passing of this resolution; and
 - b) That staff be directed to bring forward a zoning by-law amendment permitting 4 storeys within 800m of Sheridan College for Council's consideration within 90 days of the passing of this resolution;"
 - To address Council's motion, town-initiated Official Plan Amendments and Zoning By-law Amendments were prepared and presented at a statutory public meeting of Planning and Development Council on March 4, 2024. Final versions of these amendments are attached to this report.
 - A second public meeting with an associated recommendation report on the Official Plan Amendments and Zoning By-law Amendments is being held May 6, 2024, and is the purpose of this report.
 - Should Council choose to pass these amendments, an appropriate Council resolution would be:

"1. That By-law 2024-051, a by-law to adopt OPA 65 to the Livable Oakville Plan regarding additional dwelling units, be passed.

2. That By-law 2024-052, a by-law to adopt OPA 330 to the 1984 Oakville Official Plan (North Oakville East Secondary Plan) regarding additional dwelling units, be passed.

3. That By-law 2024-053, a by-law to amend Zoning By-law 2014-014 regarding additional dwelling units, be passed.

4. That by-law 2024-054, a by-law to amend Zoning By-law 2009-189 regarding additional dwelling units, be passed.

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5. That by-law 2024-055, a by-law to adopt OPA 66 to the Livable Oakville Plan, regarding the Sheridan College Housing Area, be passed.
 6. That by-law 2024-056, a by-law to amend Zoning By-law 2014-014, regarding the Sheridan College Housing Area, be passed.
 7. That the Sheridan College Housing Area - Lot Consolidation Guidelines, be approved.
 8. That the notice of Council's decision reflect that Council has fully considered all written and oral submissions relating to these letters and that those comments have been appropriately addressed.”

BACKGROUND

Housing Accelerator Fund Program

Canada Mortgage and Housing Corporation (CMHC) launched the Housing Accelerator Fund (HAF) program in spring 2023. The program was introduced in the 2022 Federal Budget with a funding allocation of \$4 billion until 2026-27.

The purpose of the HAF program is to remove barriers to encourage local initiatives to build more homes, faster. The program intends to help increase housing supply and support the development of communities that are more affordable, diverse and climate-resilient.

The objective of the HAF program is to accelerate the supply of housing across Canada, resulting in at least 100,000 more housing units permitted nation-wide than would have occurred without the program.

More background information, on the HAF program can be found in previous staff reports to Town Council:

- January 22, 2024: [Housing Accelerator Fund Application – Update Report](#)
- July 10, 2023: [Housing Accelerator Fund Application – Action Plan](#)

Housing Accelerator Fund Application and Action Plan

The HAF is an application-based program. On June 14, 2023, the town applied to the HAF program by the application deadline provided to identified “growth leaders”.

On July 10, 2023, Council approved a Housing Action Plan, which is a requirement to participate in the HAF program. The Action Plan included seven initiatives to be undertaken as part of the HAF program and were included in the HAF application.

Subsequently, town staff worked with CMHC extensively to address refinements and revisions to the town's HAF application while maintaining the intent of the Council approved Action Plan. Additional measures were identified and added by the federal government to improve the town's HAF application.

Below is a list of the Action Plan initiatives that form part of the town's HAF application:

1. Adopting new policies in the town's Official Plan to encourage and enable innovative housing solutions.
2. Permitting additional dwelling units, including as-of-right permissions for four dwelling units per residential property town-wide and promotional programs to bring attention to these opportunities.
3. Identifying and developing surplus town lands for housing.
4. Completing infrastructure studies and plans to enable development sooner around the Bronte GO Station.
5. Completing the Midtown Oakville Growth Area review and Official Plan Amendment.
6. Updating the zoning by-law to permit as-of-right intensification permissions, including permitting intensification opportunities around Sheridan College with four storey buildings.
7. Improving the development application process with digital enhancements.
8. Establishment of a Housing Secretariat Office to facilitate the implementation of these housing initiatives.
9. Implementing measures to enable delegation of approvals for variances, affordable housing and modular housing to staff with timelines.
10. Developing a gentle density strategy to identify criteria to assess properties for conversion to mixed use and commercial properties that meet these criteria.
11. Completing a Housing Needs Assessment report.

HAF Funding

HAF funding is tied to the Action Plan initiatives and the number of net-new building permits issued from the initiatives over the three-year program window:

- Program initiatives must be completed within the three-year HAF program window to receive full funding.
- Funds are paid in installments and are advanced based on completing the initiatives from the application.

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- The first payment is made on the date the contribution agreement is signed between the town and the federal government.
 - The remaining payments occur annually with the fourth and final installment based on whether the municipality achieved the targets outlined in the application.

HAF funding can be invested in projects under these categories:

- Housing Accelerator Fund Action Plans
- Affordable Housing
- Housing-Related Infrastructure
- Community-Related Infrastructure that Supports Housing

The permitted uses of HAF funds are broad, and the allocation of funding is at the town's discretion. The town intends to allocate HAF funding to support the Action Plan initiatives and growth-related infrastructure projects that are in line with the permitted uses of the funds.

Council Motion in Response to Additional Federal Government Measures

In response to the federal government's additional measures for improving the town's HAF application, on January 22, 2024, the following motion was passed by Council:

1. In support of the Housing Accelerator Fund Application, as advised by Minister Fraser with due regard for heritage conservation and infrastructure capacity and servicing:
 - a. That staff be directed to bring forward a zoning by-law amendment to permit 4 units per property, as-of-right for Council's consideration within 90 days of the passing of this resolution; and
 - b. That staff be directed to bring forward a zoning by-law amendment permitting 4 storeys within 800m of Sheridan College for Council's consideration within 90 days of the passing of this resolution; and
 - c. That staff be directed to bring forward a zoning by-law amendment for Sheridan College that will bring zoning regulations into alignment with the Town's Official Plan.
2. That the Mayor respond to the Minister of Housing, Infrastructure and Communities' office with any update to the Housing Accelerator Fund application including the appropriate resolutions of Council by January 24, 2024.

To address Council’s motion on items requiring a 90 day consideration, and to secure the funding from HAF, town-initiated Official Plan Amendments and Zoning By-law amendments have been drafted.

Purpose of Report

This report provides Official Plan Amendments (OPA) and Zoning By-law Amendments (ZBA) that relate to the two initiatives being undertaken to address a Council motion regarding the federal HAF program:

- 1) Enabling four dwelling units per property across the town; and,
- 2) Creating a Special Policy Area pertaining to a new Sheridan College Housing Area to permit 4 storey buildings within 800 metres of Sheridan College.

The draft amendments were presented at a statutory public meeting on March 4, 2024. A second public meeting, combined with a recommendation report, is being held May 6, 2024.

An analysis of comments received from Council and the public during and after the public meeting on March 4, has been undertaken. Official Plan Amendments and Zoning By-law Amendments have now been prepared for Council’s consideration.

The OPAs and ZBAs are attached as follows:

Additional Dwelling Units

APPENDIX A **By-law 2024-051** - A by-law to adopt an amendment to the Livable Oakville Plan, Official Plan Amendment Number 65 (Housing Minister Request - HAF - Additional Dwelling Units No. 42.15.62)

APPENDIX B **By-law 2024-052** - A by-law to adopt an amendment to the 1984 Oakville Official Plan as it applies to the North Oakville East Secondary Plan, Official Plan Amendment Number 330 (Housing Minister Request - HAF - Additional Dwelling Units File No. 42.15.62)

APPENDIX C **By-law 2024-053** - A by-law to amend Town of Oakville Zoning By-law 2014-014 to make a number of technical modifications to permit three additional dwelling units affecting various zones. (Town-initiated Zoning By-law Amendment, File No. 42.15.62)

APPENDIX D **By-law 2024-054** - A by-law to amend Town of Oakville Zoning By-law 2009-189 to make a number of technical modifications to permit three additional dwelling units affecting various zones. (Town-initiated Zoning By-law Amendment, File No. 42.15.62)

Sheridan College Housing Area – Special Policy Area

APPENDIX E **By-law 2024-055** - A by-law to adopt an amendment to the Livable Oakville Plan, Official Plan Amendment Number 66 (Housing Minister Request - HAF - Sheridan College Housing Area - Special Policy Area, File No. 42.15.63)

APPENDIX F **By-law 2024-056** - A by-law to amend the Town of Oakville Zoning By-law 2014-014, as amended, to permit expanded medium density housing options throughout the area, including building heights up to four storeys when provided in an apartment built form (Town-initiated Zoning By-law Amendment File No. 42.15.63)

DESCRIPTION OF OFFICIAL PLAN AND ZONING AMENDMENTS

Additional Dwelling Units

Purpose

The purpose of the OPAs to the town's Official Plans, being the Livable Oakville Plan and the North Oakville East Secondary Plan (1984 Oakville Official Plan), and ZBAs to the town's Zoning By-laws, being Zoning By-law 2014-014 (Livable Oakville Plan Area) and Zoning By-law 2009-189 (North Oakville Plan Area), is to modify the text and regulations to permit additional dwelling units (up to four dwelling units per property for detached dwellings).

Effect

The effect of the amendments to the Livable Oakville Plan and North Oakville East Secondary Plan will:

- permit additional dwelling units subject to updated regulations of the Zoning By-law;
- ensure additional dwelling units do not count toward the calculation of density.

The effect of the amendments to Zoning By-law 2014-014 to Zoning By-law 2009-189 will:

- redefine “accessory dwelling units” to “additional dwelling units” throughout the by-laws, including for greater clarity definitions for “detached” and “attached” additional dwelling units;
- in addition to the primary dwelling unit, permit a maximum of three attached additional dwelling units within a detached dwelling on a lot; or permit a maximum of two attached additional dwelling units within a detached dwelling and one detached additional dwelling unit within an accessory building on a lot;
- regulate access requirements to additional dwelling units with a minimum of 1.0 metre yard requirement;
- require a minimum of four parking spaces for detached dwellings that accommodate four dwelling units (primary dwelling unit plus three additional dwelling units).

Location

The changes relating to additional dwelling units, including four dwelling units per property (detached residential) would apply town-wide where residential uses are already permitted or exist.

Sheridan College Housing Area – Special Policy Area

Purpose

The purpose of the OPA is to modify the text and schedules of the Livable Oakville Plan to establish a new Special Policy Area, known as the Sheridan College Housing Area, and establish a policy framework to enable increased density permissions, including building heights up to four storeys within the Residential Area and Nodes and Corridor – Trafalgar Road Corridor.

The purpose of the companion ZBA to Zoning By-law 2014-014 will modify the zoning regulations to permit expanded housing options throughout the area, including building heights up to four storeys when provided in an apartment building.

Effect

The effect of the amendment to the Livable Oakville Plan will:

- establish a new Special Policy Area – “Sheridan College Housing Area”;
- establish a new goal, objectives, and development concept to guide decision making;

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- establish new functional policies to address parking, accommodating increased density, housing, and urban design;
 - establish new land use policies that enable a broader range of medium density residential uses within the Residential Area and Trafalgar Road Corridor;
 - establish implementation policies to ensure appropriate transition, phasing, and coordination with Sheridan College over the long-term.

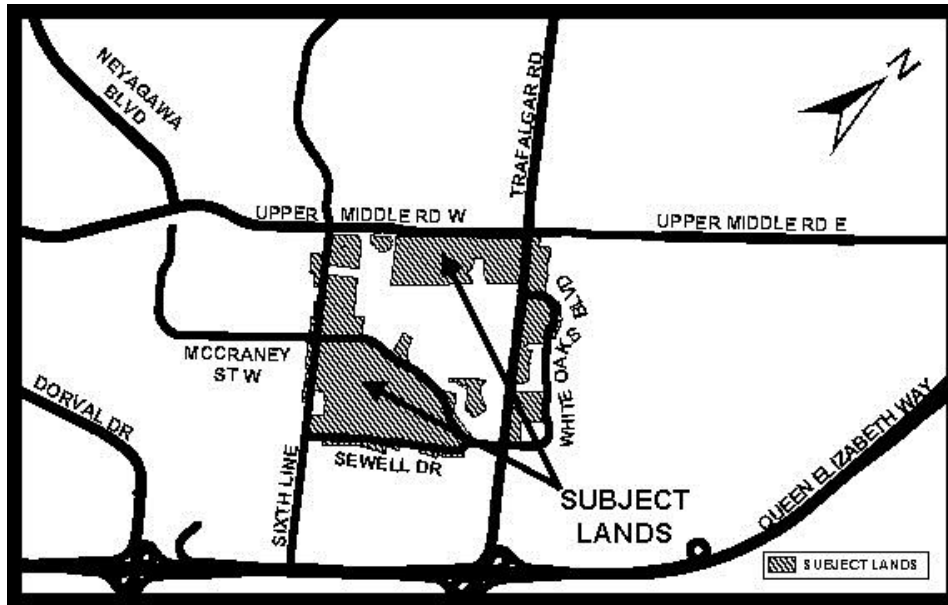
The effect of the amendment to Zoning By-law 2014-014 will:

- create a new special provision for residential low zones within the Sheridan College Housing Area to permit RM1, RM2, RM3, and RM4 uses subject to same zone regulations;
- create a new special provision for RM1 zones within the Sheridan College Housing Area to permit RM2, RM3, and RM4 uses subject to same zone regulations;
- create a new special provision for C1 zones within the Sheridan College Housing Area to permit a maximum height of four storeys and residential uses above the first storey;
- create a new holding provision applying to the Sheridan College Housing Area to ensure coordinated, integrated and comprehensive redevelopment.

Location

The changes relating to the Sheridan College Housing Area – Special Policy Area apply to the area bounded by Upper Middle Road to the north, White Oaks Boulevard to the east, Sewell Drive to the south, and Sixth Line to the west, as seen in Image 1 below. This boundary is approximately 800 metres from Sheridan College and delineated using prominent features within the adjacent community such as major roadways and natural features to assist concentrating areas of change to contiguous communities. It applies to the lands that are designated Low Density Residential, Medium Density Residential, Neighbourhood Commercial, and their corresponding zones.

Image 1: Subject lands: Sheridan College Housing Area – Special Policy Area



PLANNING POLICY & ANALYSIS:

The subject lands for both initiatives presented in this report are subject to the following policy and regulatory framework:

- Provincial Policy Statement (2020)
- A Place to Grow: Growth Plan for the Greater Golden Horseshoe (2019)
- Halton Region Official Plan
- Livable Oakville Official Plan
- North Oakville East Secondary Plan (Four Units Per Property initiative only)
- Zoning By-law 2014-014
- Zoning By-law 2009-189 (Four Units Per Property initiative only)

Staff notes that the North Oakville West Secondary Plan does not currently permit residential uses and, as such, is not included to be amended. Moreover, upon the approval of OPA 34 to the Livable Oakville Plan (North Oakville West Secondary Plan Review and the Palermo Village Growth Area), the entirety of the North Oakville West Secondary Plan will be incorporated into the Livable Oakville Plan, at which time the additional dwelling unit policies of the Livable Oakville Plan will apply.

Provincial Policy Statement

The Provincial Policy Statement (PPS) sets the policy foundation for land use planning in Ontario, providing policy direction on matters of provincial interest and key land use planning issues. The PPS recognizes that municipal official plans are the most important vehicle to implement the PPS and achieve comprehensive,

integrated and long-term planning. The PPS 2020 is issued under Section 3 of the *Planning Act* and came into effect on May 1, 2020. All planning decisions must be consistent with the PPS.

The PPS promotes a policy-led planning system which recognizes that there are complex relationships among environmental, economic and social factors in land use planning. It encourages building strong healthy communities, the wise use and management of land and resources and the protection of public health and safety. Key components of the PPS include directing growth to settlement areas to achieve efficient land use patterns and promoting a compact development form.

The subject lands of the OPAs and ZBAs are located within the settlement area of the PPS which are areas of focus for growth and development.

When managing and directing land use to achieve efficient and resilient development and land use patterns, the PPS notes that healthy, livable and safe communities are sustained by, among other matters:

- accommodated an appropriate affordable and market-based range and mix of residential types (including single-detached, additional residential units, multi-unit housing, affordable housing and housing for older persons) to meet long term needs;
- promoting the integration of land use planning, growth management, transit-supportive development, intensification and infrastructure planning to achieve cost-effective development patterns, optimization of transit investments, and standards to minimize land consumption and servicing costs; and,
- preparing for the regional and local impacts of a changing climate.

When undertaking planning exercises, planning authorities are to identify appropriate locations and promote opportunities for transit-supportive development, accommodating a significant supply and range of housing options through intensification and redevelopment where this can be accommodated taking into account existing building stock or areas.

The PPS notes that planning authorities shall provide for an appropriate range and mix of housing options and densities to meet projected market-based and affordable housing needs of current and future residents of the regional market area by permitting and facilitating:

- all types of residential intensification, including additional residential units, and redevelopment;

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- directing the development of new housing towards locations where appropriate levels of infrastructure and public service facilities are or will be available to support current and projected needs;
 - promoting densities for new housing which efficiently use land, resources, infrastructure and public service facilities, and support the use of active transportation and transit in areas where it exists or is to be developed; and,
 - establishing development standards for residential intensification, redevelopment and new residential development which minimize the cost of housing and facilitate compact form, while maintaining appropriate levels of public health and safety.

The OPAs and ZBAs appended to this report are consistent with the PPS given they respond to the policy matters noted above, among other matters in the PPS such as assisting to achieve minimum targets for intensification and development in the built-up area.

The PPS is currently under review by the province. A draft Provincial Planning Statement 2024, which would replace the PPS 2020 and Growth Plan 2019, was recently released by the province on April 10, 2024 for public comment.

Growth Plan

On May 16, 2019, A Place to Grow: Growth Plan for the Greater Golden Horseshoe (Growth Plan) came into effect. It was later amended by Growth Plan Amendment 1, which came into effect on August 28, 2020 (Office Consolidation 2020).

The Growth Plan is a long-term plan to manage growth and build complete communities, providing a horizon year for land use planning to 2051. The Growth Plan builds upon the policy foundation provided by the PPS and provides additional and more specific land use planning policies to address issues facing the Greater Golden Horseshoe, which includes Oakville.

The *Planning Act* requires that all decisions in respect of planning matters shall conform with any applicable Provincial plan or shall not conflict with it.

The subject lands of the OPAs and ZBAs are located within the Growth Plan area, and are within the settlement area and, in part, within the delineated built-up area. When managing growth, the Growth Plan directs that the vast majority of growth be directed to settlement areas that can support the achievement of complete communities, and focused in locations with existing or planned transit and public service facilities.

An intended outcome of the Growth Plan is the creation of complete communities that, among other matters, provide a diverse range and mix of housing options, including additional residential units and affordable housing, to accommodate people at all stages of life, and to accommodate the needs of all household sizes and incomes. The Growth Plan also intends to create vibrant communities with a more compact built form and enable intensification efforts which ensure the viability of transit, connect people to homes, jobs and other aspects of daily living for people of all ages, and meet climate change mitigation and adaptation objectives.

The OPAs and ZBAs appended to this report conform with the Growth Plan given they respond to and advance the policy matters noted above, among the other broader policy matters of the Growth Plan.

The Growth Plan is currently under review by the province. A draft Provincial Planning Statement 2024, which would replace the PPS 2020 and Growth Plan 2019, was recently released by the province on April 10, 2024, for public comment.

Halton Region Official Plan

The Halton Region Official Plan provides policy direction for land use planning in Halton Region. All development in Oakville is subject to the policies of the Regional Plan, which is in full force and effect for the subject lands.

The subject lands of the OPAs and ZBAs are designated Urban Area in the Halton Region Official Plan where growth is to be directed. The objective of the Urban Area is to, among other matters:

- support a form of growth that is compact and supportive of transit usage and non-motorized modes of travel, reduces the dependence on the automobile, makes efficient use of space and services, promotes live-work relationships and fosters a strong and competitive economy;
- provide a range of identifiable, inter-connected and complete communities of various sizes, types and characters, which afford maximum choices for residence, work and leisure; and,
- facilitate and promote intensification and increased densities.

Section 84 of the Regional Plan considers housing, with a goal to supply the people of Halton with an adequate mix and variety of housing to satisfy differing physical, social and economic needs. It is an objective when planning for housing to, among other matters:

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- explore and implement new approaches to reduce residential land and construction costs and to effect an adequate supply of affordable housing; and,
 - make more efficient use of existing developed lands, housing stock and available services to increase the supply of housing while maintaining the physical character of existing neighbourhoods.

The Regional Plan provides policies that:

- adopt a housing target requiring the per cent of new housing units produced annually in Halton in the form of townhouses or multi-storey buildings, be at least 65 per cent to 2031 and at least 75 per cent each year thereafter;
- require Local Official Plans and Zoning By-laws to permit additional residential units in new and existing residential development, provided that health, safety and other reasonable standards or criteria are met; and ensure that the standards or criteria identified in a Local Official Plan or Zoning By-law doesn't preclude or prohibit the establishment of additional residential units, as provided for in Provincial legislation, policy or plans.

The OPAs and ZBAs appended to this report conform to the Halton Region Official Plan given they respond to and advance to the policy matters noted above, among the other broader policy matters of the Regional Plan.

Livable Oakville Plan and the North Oakville East Secondary Plan

To address Council's motion for zoning by-law amendments:

"In support of the Housing Accelerator Fund, as advised by Minister Fraser with due regard for heritage conservation and infrastructure capacity and servicing:

- a) That staff be directed to bring forward a zoning by-law amendment to permit 4 units per property, as-of-right for Council's consideration within 90 days of passing of this resolution; and
- b) That staff be directed to bring forward a zoning by-law amendment permitting 4 storeys within 800m of Sheridan College for Council's consideration within 90 days of the passing of this resolution;"

Official Plan Amendments to update policy permissions in the Livable Oakville Plan and the North Oakville East Secondary Plan are required because zoning by-laws are not allowed to be more permissive than an Official Plan.

Four Dwelling Units Per Property

The Livable Oakville Plan and North Oakville East Secondary Plans currently authorize and consider the creation of “second units” subject to regulations in the town’s Zoning By-laws. However, recent changes to the *Planning Act* under various Provincial bills (including Bill 23) require municipalities to permit three dwelling units in a detached house, semi-detached house and townhouse on a parcel of urban residential land (e.g. two additional dwelling units per lot) and have established new and more permissive frameworks around additional dwelling units.

The OPAs to the Livable Oakville Plan and the North Oakville East Secondary Plan propose updates to permit additional dwelling units in order to:

- a) implement in-force Provincial legislation;
- b) build on the established policy frameworks within both Official Plans; and,
- c) enable regulations for additional dwelling units in the implementing zoning by-laws, such as permitting three additional dwelling units per lot (total of 4 units) to address Council’s motion.

Sheridan College Housing Area – Special Policy Area

The Livable Oakville Plan provides a framework for how and where the town will grow, established and enabled through the Urban Structure. The Urban Structure directs the majority of new growth to “Nodes and Corridors”, with some growth and change anticipated in the towns’ “Residential Areas”.

The Sheridan College Housing Area – Special Policy Area, is located along the Trafalgar Road Corridor, identified as a Node and Corridor, and extends outward into the town’s Residential Areas. Given the areas characteristics, including its location along the Trafalgar Road Corridor which is a regional transit priority corridor, as well as surrounding Sheridan College, one of the town’s largest institutional uses, this area is identified to have contextually appropriate characteristics to accommodate additional development beyond what is currently authorized in the town’s Livable Oakville Plan.

To address Council’s motion to enable four storey building heights within 800 metres of Sheridan College, new special policies are required which would enable greater levels of change to take place within the town’s Residential Areas, beyond what is currently authorized. The amendment sets out the expectations for the type of change that may be permitted within a new special policy area. This includes ensuring that development is evaluated using the criteria to maintain and protect neighbourhood character in established Residential Areas in section 11.1.9 of the

Livable Oakville Plan, except 11.1.9 d) which considers lotting pattern, for which there are policies specific to the Sheridan College Housing Area.

Zoning By-laws

Additional Dwelling Units - Four Dwelling Units Per Property (Detached Residential)

The amendments for Zoning By-law 2014-014 (Livable Oakville Plan Area), and Zoning By-law 2009-189 (North Oakville Planning Area) build upon the existing zoning framework and regulations which permit three dwelling units per lot (i.e. the primary dwelling unit and 2 additional dwelling units per lot) associated with a detached dwelling, semi-detached dwelling, linked dwelling, or townhouse dwelling, as required by provincial legislation.

The ZBAs expand permissions for detached dwellings to permit, in addition to the primary dwelling unit:

- a maximum of three attached additional dwelling units within a detached dwelling on a lot; or
- permit a maximum of two attached additional dwelling units within a detached dwelling and one detached additional dwelling unit within an accessory building on a lot;

These permissions would allow for the conversion of detached dwellings within the existing residential low zoning regulations, which would continue to apply, such as setbacks, built form and height requirements.

An additional regulation is included to regulate fire department access to an additional dwelling unit entrance, with a requirement of a 1 metre clearway to the entrance.

No additional parking spaces are required for the third additional dwelling unit, resulting in a detached dwelling with 4 units requiring a total of four parking spaces on the lot.

These regulations ensure that the implementation of four units on a lot is not encumbered by undue regulation, while ensuring safety measures for fire access are incorporated.

Sheridan College Housing Area – Special Policy Area

The OPA for the Sheridan College Housing Area – Special Policy Area, is implemented in the associated zoning by-law amendment through special provisions and a holding provision. The zoning by-law:

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- creates a new special provision for residential low zones within the Sheridan College Housing Area to permit RM1 uses (i.e. townhouses at 3 storeys), RM2 uses (i.e. back-to-back townhouse at 3 storeys), RM3 uses (i.e. stacked townhouses at 3 storeys), and RM4 uses (i.e. low-rise apartment buildings at 4 storeys), which will be subject to the existing zoning regulations for those zones;
 - creates a new special provision for RM1 zones within the Sheridan College Housing Area to permit RM2 uses (i.e. back-to-back townhouse at 3 storeys), RM3 uses (i.e. stacked townhouses at 3 storeys), and RM4 uses (i.e. low-rise apartment buildings at 4 storeys), which will be subject to the existing zoning regulations for those zones;
 - creates a new special provision for C1 zones within the Sheridan College Housing Area to permit a maximum height of four storeys and residential uses above the first storey;
 - creates a new holding provision applying to the Sheridan College Housing Area to ensure coordinated, integrated and comprehensive redevelopment.

This approach expands medium density housing options and opportunities throughout the Sheridan College Housing Area with height permissions up to four storeys for low-rise apartments. It also ensures that if redevelopment within the Residential Areas of the Sheridan College Housing Area takes place, the introduction of medium density housing forms will be subject to the same zoning regulations as exist for medium density residential uses found throughout the town's Residential Areas today, ensuring compatibility is addressed.

The approach using holding provisions ensures that:

- infrastructure is available to support development; and
- when redevelopment is to take place, block plans are submitted to allow an examination of lotting fabric and layout to ensure orderly development that is contextually appropriate, while not encumbering other properties from also being developed.

TECHNICAL & PUBLIC COMMENTS

Matters of Interest to Council

The following matters of interest to Council were identified in the meeting minutes from the March 4, 2024, Planning and Development Council Meeting and are discussed below.

a. Clarify the role of the Private Tree By-law and applicability.

The removal of private trees in the Town of Oakville is subject to the [town's Private Tree By-law 2017-038](#). The Private Tree By-law, which regulates or prohibits the injury or destruction of trees on private property, makes it mandatory to obtain a tree permit to remove any tree. The amendments do not affect the applicability of this by-law.

b. Clarify how designated heritage buildings and heritage districts are considered.

A heritage permit is required prior to any change that is likely to affect one or more heritage attributes on an individually designated heritage property or on a designated property within a Heritage Conservation District.

Further, a heritage permit is required prior to the issuance of a building permit. In other words, if a building permit is required to construct additional dwelling units within a building (e.g. four units), the *Ontario Heritage Act* is 'applicable law', and a building permit could not be issued where a heritage permit is required and not obtained.

The heritage permit process ensures that significant built heritage resources and significant cultural heritage landscapes are conserved. Development, including the creation of additional dwelling units, both attached and detached, as well as any exterior site alteration, would only be permitted where it has been properly evaluated and it has been demonstrated that the cultural heritage value of the protected heritage property will be conserved.

Heritage Conservation District plans and heritage designation by-laws do not typically speak to the number of units permitted within a property. As such, there is no conflict in regard to the number of units that can be located within a building.

However, there is a conflict provision in the *Ontario Heritage Act* specific to Heritage Conservation Districts that provides that a Heritage Conservation District plan prevails to the extent of any conflict with a municipal by-law that affects the designated district. As such, to the extent of any conflict with a zoning by-law permission for four units, the Heritage Conservation District plan prevails.

There are no listed or designated heritage properties within the Sheridan College Housing Area – Special Policy Area.

c. Clarify how density in the Official Plan is different than units required to be achieved for the purpose of the Housing Accelerator Fund (HAF) program, and the number of persons living in a unit.

Density in the Official Plan is measured in units per site hectare. Density determines the number of housing units that may be built within a certain area and is associated with the built form (e.g. detached houses, townhouses, etc.). For example, low density residential areas have a maximum permitted density of 29 units per site hectare in the Livable Oakville Plan, which permits single detached and semi-detached housing. Medium density residential areas have a maximum permitted density of 50 units per site hectare and permits townhouses and low-rise apartments.

For the purpose of adding additional dwelling units to existing houses, such as a basement apartment, these additional units are not calculated toward the areas overall density (i.e. units per site hectare) as it does not change the areas permitted built form (e.g. detached houses). This is a continuation of the town's current policies and practice.

The number of housing units required to be built under the HAF program is unrelated to how density is calculated in the Official Plan. The intent of the HAF program is to encourage more housing units to be built and to accelerate their construction. To do this, many initiatives in the HAF program seek higher densities to be built, as they are more affordable, more environmentally sustainable, transit supportive, and can be integrated within existing communities. Housing built under the HAF program is still required to follow the policies and regulations set by the town's Official Plan and Zoning By-laws.

Although the housing units to be built under the HAF program are not tied to density, they are, however, tied to funding. The number of building permits issued as a result of the HAF program must be tracked, monitored and reported as part of the HAF program to ensure any agreement between the town and CMHC is upheld, and funding can be advanced.

Staff cannot limit the number of persons who may cohabitate as a single housekeeping unit within an additional dwelling unit. Similar to a single detached house, the town cannot predetermine or dictate the number of persons who can live together. There are many configurations or persons living as single housekeeping units, such as single people, a couple, young families with children, multi-generational families, or other persons who agree to cohabitate as a single housekeeping unit. The number of people per unit is reflected as an average by dwelling type as part of the Census.

People living within additional dwelling units will be reflected in census data for calculating population and planning for community services. Furthermore, additional dwelling units will be counted toward Oakville's provincial housing pledge.

d. Clarify between lodging houses (lodging units) and additional dwelling units.

Additional dwelling units are not the same as lodging houses and are regulated differently.

A “lodging house” is a building where persons are harboured, received or lodged for rent or hire with or without meals. Lodging houses are limited to one per lot. A “lodging house” permits a maximum of three “lodging units” which are rooms provided for rent or hire used as a sleeping accommodation that may contain bathroom facilities but no kitchen.

“Additional dwelling units” are homes containing habitable rooms, including kitchen and bathroom facilities, for the private use of one household or single housekeeping unit.

The establishment of a “lodging house” or “additional dwelling unit” requires a certificate of occupancy from the town. A “lodging house” also requires a business license from the town.

e. Provide a jurisdictional scan on the up-take of 4 units per property as-of-right in other municipalities.

Given the ongoing and emerging discussions about how to address the housing crisis across Canada, the consideration for permitting additional dwelling units as a key component of the housing supply is new. A jurisdictional scan was completed and attached as part of the March 4, 2024, staff report, and is attached again under **Appendix H** for convenience purposes. This work still represents a recent snapshot of the emerging context of permitting four units per property. The March 4 staff report provides highlights of the current context for the City of Toronto, City of Hamilton, and the City of Ottawa in their recent efforts to permit four dwelling units per property.

Most jurisdictions reviewed currently do not permit four units as-of-right, and/or are in the early stages of policy and regulation development to consider it. As recently as April 8, 2024, the Town of Milton hosted information sessions presenting draft by-laws which would permit and regulate four dwelling units per property within their urban area. These permissions are also being considered as part of Milton’s HAF application in response to the federal governments requests.

According to a recent Globe and Mail article, Toronto began allowing fourplexes as of last May 2023, and Vancouver has allowed them since last September 2023. In both cities, the article notes that only about 100 applications have been received for these uses. Given these locations are some of the largest

metropolitan areas in the country, and their uptake has been minimal, it is considered an emerging policy area.

f. Clarify how parking will work.

Additional Dwelling Units

Bill 23, the provincial *More Homes Built Faster Act, 2022*, which requires municipalities to permit three dwelling units per property, provided that no official plan may contain any policy that has the effect of requiring more than one parking space for any additional dwelling unit. Given this, any property in town which has three dwelling units must have a minimum of four parking spaces: 2 parking spaces for the primary unit, and 1 parking space for each additional dwelling unit.

For the lands south of Dundas Street, current parking regulations require that a property with three dwelling units have four parking spaces. The zoning by-law amendment to permit four dwelling units per detached residential property would maintain a requirement for four parking spaces.

For the lands north of Dundas Street, current parking regulations require that a property with three dwelling units have a minimum of two parking spaces. Parking spaces for additional dwelling units are to be provided through on-street permit parking. The zoning by-law amendment to permit four dwelling units per detached residential property but will not require additional parking on site. Parking spaces for additional dwelling units will continue to be provided through available on-street permit parking.

The intent of the parking regulations is to enable the development of additional dwelling units within existing neighbourhoods, where appropriate, and support the creation and enhancement of walkable and transit-oriented communities. Reduced parking is a key housing strategy within the federal Housing Accelerator Fund.

Sheridan College Housing Area

No changes to minimum parking requirements are included, and the current minimum parking requirements for individual dwelling types under Zoning By-law 2014-014 will continue to apply, including visitor parking.

g. Clarify how infrastructure and servicing capacity is considered.

All municipalities within the Greater Toronto Area are experiencing growth pressures; and required by provincial law to plan for that growth and accommodate further intensification. Oakville continues to experience the same

pressures with new development and welcomes new residents and businesses daily. The town's Official Plan identifies how and where growth is directed and managed. This is co-ordinated with Halton Region for the provision of water and sanitary servicing and is also supported through the various master plans the town keeps updated. You can find further detail on this process [here](#).

Additional Dwelling Units

Three dwelling units in a detached, semi-detached or townhouse are already permitted throughout the town within the urban area and serviced by municipal storm and sanitary sewer systems and drinking water systems. An additional dwelling unit, taking the total up to four units, will continue on the same system for stormwater, sewer and drinking water systems.

Sheridan College Housing Area

The zoning by-law places a holding provision on all lands that would be subject to redevelopment, to ensure that, prior to redevelopment taking place, the necessary water and wastewater services are available

h. Clarify if the federal and provincial governments are developing their own lands for housing, if any.

The town works with landowners, including the federal and provincial governments, to explore opportunities for development or redevelopment when a landowners seek an interest to do so. The town has been in discussion with the province about future uses on provincially owned lands for many years. Conversations are ongoing.

i. Determine if the province will be advancing 4 units per property as-of-right.

The consideration of advancing four units per property as-of-right is an ongoing discussion at the province. At the time of writing this report, a private members bill, Bill 175, *Building Universal and Inclusive Land Development in Ontario Act*, 2024, received first reading on March 19, 2024, and ordered for secondary reading. If passed, the bill would ensure that no official plan may contain policies that have the effect of prohibiting the use of four or fewer residential units on a parcel of urban residential land within a detached house, semi-detached house or townhouse or in up to one additional structure on the same parcel that is ancillary to them. Additional regulations are also contemplated.

This direction aligns with the Provincial Governments Housing Affordability Task Force Report which provided the direction to “limit exclusionary zoning in

municipalities through binding provincial action” and “allow ‘as-of-right’ residential housing up to four units and up to four storeys on a single residential lot.”

Housing discussions at the provincial level are ongoing.

j. Clarify how HAF monies are allocated, and on what requirements.

The HAF is an application-based program. As part of an application to the HAF program, it requires a Council approved Action Plan. HAF funding is tied to the Action Plan initiatives and the number of net-new building permits issued from the initiatives over the three-year program window:

- Program initiatives must be completed within the three-year HAF program window to receive full funding.
- Funds are paid in installments and are advanced based on completing the initiatives from the application.
- The first payment is made on the date the contribution agreement is signed between the town and the federal government.
- The remaining payments occur annually with the fourth and final installment based on whether the municipality achieved the targets outlined in the application.

HAF funding can be invested in project under these categories:

1. Housing Accelerator Fund Action Plans
2. Affordable Housing
3. Housing-Related Infrastructure
4. Community-Related Infrastructure that Supports Housing

The permitted uses of HAF funds are broad, and the allocation of funding is at the town’s discretion. The town intends to allocate HAF funding to support the Action Plan initiatives and growth-related infrastructure projects that are in line with the permitted uses of the funds.

k. Clarify the timing of the approval of the town’s HAF application by CMHC.

Staff continues to work with CMHC prior to its disclosure of any approvals, as required.

l. Clarify what other municipal by-laws there are to regulate impacts from such as noise, property standards, parking, etc.

Oakville’s Property Standards By-law, Lot Maintenance By-law, Noise By-law and Nuisance By-law set minimum standards for the upkeep of buildings, yards and

properties in Oakville. These by-laws promote the health, safety, comfort, convenience and general welfare of residents and regulate or prohibit activities to ensure reasonable enjoyment of one’s property.

All properties, including those containing additional dwelling units, are subject to these by-laws.

Please refer to question “f” in regard to parking.

m. Clarify the census data and person-per-unit in Oakville, including the number of people that could occupy dwelling units.

According to Census Canada, the 2021 census data shows Oakville has an average household size by dwelling type as follows:

Dwelling Type	Average Household Size (persons)
<i>Total</i>	2.9
Single detached house	3.3
Semi-detached house	3.0
Rowhouse	2.8
Apartment or flat in duplex	2.7
Apartment (fewer than 5 storeys)	2.0
Apartment (greater than 5 storeys)	1.8
Other single-attached house	2.3

The number of people that could occupy dwelling units is not controlled by the town. See item “c” for further discussion.

n. Clarify who is eligible for renting units in the Sheridan College Housing Area.

The town cannot restrict who can rent units within the Sheridan College Housing Area. Given its proximity to Sheridan College, it is likely that there will be a larger percentage of students living in the area. However, this does not limit these units from being rented to young families, young professionals, extended family members, or other persons looking for more affordable housing options.

o. Clarify if the town can control rent prices.

Market housing developed under these initiatives would expand housing options for students and employees at Sheridan College, as well as young professionals, families, seniors, or anyone else seeking housing. Market housing rents are determined by the market and the Town of Oakville has no control over market rent amounts. Halton Region has a number of subsidized housing programs

including a rent supplement program that provides financial assistance for low-income renters in the private market.

p. Clarify if the town intends to expropriate and develop lands in the Sheridan College Housing Area.

Development and construction of future medium density housing options would be landowner or developer initiated. When a privately initiated development application is submitted to the town, the town will assess the application against its policies and regulations to ensure compliance.

The town is not proposing to acquire, expropriate or develop land under this proposal. Many single detached dwellings in the area will be maintained by their current owners. However, with the additional housing options, over time, some landowners/developers in the area may consolidate properties to develop townhouses or an apartment building of up to four storeys, subject to a planning process to ensure it meets applicable policies and zoning.

q. Clarify the Federal Minister of Housing's statement regarding student housing and the use of single-family homes for families in the Sheridan College Housing Area.

The town received feedback from the Federal Government, in response to its application to the HAF, seeking clarity on the town's actions to increase the amount and density of housing for students within walking distance of Sheridan College. The Federal Government stated that "many students are living in single family homes that surround Sheridan, which could be much better utilized as homes for families. A measure such as allowing four storeys and four or more units as of right within an 800 metre radius of Sheridan College would be acceptable." To enhance the town's HAF application and be considered for approval, the town is in a position to consider the Federal Government's direction.

The intent of seeking four story apartment buildings and other medium density housing options within walking distance of Sheridan College is to provide more affordable housing options conducive to students so they can transition, over time, into these accommodations and away from existing single-family homes. Notwithstanding, the Federal Government also identified that the conversion of existing houses to permit four units per property is also appropriate.

In response to the Federal Government, on January 22, 2024, Council passed a motion directing staff to prepare by-laws to permit increased density and four storey buildings within 800 metres of Sheridan College.

This federal initiative is intended to address the housing crisis by facilitating an increased supply of gentle density, commonly referred to as "missing middle"

housing, reducing the costs associated with developing housing units and ensuring new units meet a range of needs from local communities, including housing geared toward students that is more affordable.

r. Clarify what is “as-of-right” means.

‘As-of-right’ means that the development is permitted without additional zoning approvals from the town. The development would have to follow the rules of the in-effect zoning by-law.

s. Clarify if there is active development proposed on the Rabba plaza site.

No. There are no development applications proposed to redevelop any property under this proposal. If a proposed development does not align with the town’s Official Plan or Zoning By-law, applicants would be required to apply for an Official Plan Amendment and/or Zoning By-law Amendment, as applicable.

t. Clarify if there are unit size caps on additional dwelling units proposed in the by-law.

There are no unit size regulations (minimum or maximum) for additional dwelling units in the appended by-laws. Section 16(3.2) of the *Planning Act* states that “no official plan may contain any policy that provides for a minimum floor area of a residential unit” in reference to additional dwelling units. The intention is to ensure there is flexibility for the creation of additional dwelling units. This intent is maintained in the appended official plan policies and zoning regulations and does not place minimum or maximums size regulations on additional dwelling units. The ultimate size of a building permitted on a lot (e.g. a detached house) is controlled by the in-effect zoning, which is not changing.

Public Engagement

The March 4, 2024, Public Meeting report summarized two public engagements related to the amendments:

- Mayoral newsletter request – October 25, 2023 (51 responses)
- Planning and Development Council, HAF Update Report – January 22, 2024 (10 delegates)

The responses to these engagements were summarized in the March 4 report and covered a range of themes including: character, housing affordability, housing options, alternatives to the development schemes, infrastructure capacity, traffic, parking, transit, mobility, safety, compatibility, and the environment.

Since that time, additional public engagements have taken place and are described below. These consultations revealed the same themes, opportunities, and concerns as previously listed in the original consultations.

Online Survey

An online survey was available from February 13 to March 8, 2024, and included questions on both initiatives: four dwelling units as-of-right in detached dwellings, and the Sheridan College Housing Area. The survey results, with more summary details, are provided in **APPENDIX H**. The online survey had:

- 1,000 respondents (approximately.)
- 96% of respondents identified to live in Oakville
- 76% of respondents were over the age of 40
- 36% of respondents had a household income greater than \$150,000

Some highlights include:

- 54% of respondents were not aware that three housing units per residential lot was already permitted town-wide, in accordance with provincial legislation
- The top four responses when asked “*what are the benefits of more ‘missing middle’ housing?*”, were:
 - Increases housing options through gentle density.
 - Improves housing affordability.
 - Responds to growing housing demand.
 - Supports multi-generation households.
- The top four responses when asked “*what are priority considerations for permitted ‘missing middle’ housing (up to four units per lot) across the town*”, were:
 - Parking and access.
 - Maintaining tree canopy and mature trees.
 - Traffic management.
 - Privacy impacts.
- 50% of respondents said that increasing housing options in the Sheridan College Housing Area was either very or somewhat important, with another 18% stating they were neutral.

Written Submissions

Written submissions received for the Public Meeting on March 4, 2024, up until submissions received to April 12, 2024, are compiled in **APPENDIX I**.

The key themes of the comments included: preserving neighbourhood character, housing affordability, housing options, alternatives to the development schemes and accommodating new development elsewhere such as on Sheridan College lands and/or other commercial sites, infrastructure capacity, traffic, parking, transit, mobility, safety, compatibility, privacy, property tax, the environment including flooding, status of active development applications, process and status of the town's HAF application including funding allocations (unrelated to the amendments). Staff provides the following additional information:

Sheridan College

Sheridan College is supportive of efforts by all levels of government to increase access to safe, affordable, adequate and legal housing for everyone, including its students and the larger community.

Sheridan College currently offers 824 on-campus beds at its Trafalgar Campus and works with community partners to support students in finding safe, affordable, and legal housing in the community. Sheridan College have heard from its students that they have a diversity of housing needs including varying preferences to reside on-campus and in the community.

To support Sheridan's future growth as part of its Strategic Plan, Sheridan College developed a Campus Master Plan in consultation with the community in 2020. However, given the disruption caused by the pandemic and some recent and ongoing policy changes to the post-secondary sector, Sheridan continues to evaluate its infrastructure needs to ensure it continues to be an integral part of Oakville's growth.

The town's Official Plan, *Livable Oakville*, has existing policies to enable significant development opportunities on the Sheridan College property to permit the development of student housing on what are currently the parking lots adjacent to Trafalgar Road. The redevelopment of the Sheridan College property would be initiated by Sheridan College as part of privately initiated development applications.

Impact on housing affordability

Converting an existing building into multiple units or constructing a purpose-built home containing multiple units is less expensive per unit than developing a new single dwelling with only one unit. For property owners, adding additional dwelling

units provides an income stream when they rent out their additional units. For renters, they have access to more affordable homes in the form of a duplex, triplex, basement apartment, etc. The CMHC identifies Ontario to have one of the least affordable housing markets in the country because housing supply hasn't kept up with demand over the past 20 years in some of the major urban centres, including the Greater Toronto Area. Providing more housing options is intended to assist in generating greater housing supply and in turn, lower housing costs.

Furthermore, Halton Region's State of Housing reporting identifies a correlation between higher density housing options and greater affordability levels. As such, enabling a more diverse range of higher density housing options such as low-rise apartment buildings and additional dwelling units across the town will support the creation of a greater supply of housing that is more affordable.

Enabling affordability is an important part of why expanding housing options is critical and is also why the policies for the Sheridan College Housing Area consider affordability as an objective.

Affordability will be further reviewed as part of broader housing strategies across the town, including the completion of a Housing Needs Assessment Report which is a requirement of the HAF program, and the ongoing/emerging provincial regulatory approach, including the release of a "Affordable Residential Units bulletin" for the purposes of the *Development Charges Act, 1997*, as identified by the Minister of Municipal Affairs and Housing.

Natural areas

The town's official plans and zoning by-laws set out where and how development can take place within the town through a system of policies, designations, zones and regulations. New residential uses are not permitted within lands designated or zoned as Natural Heritage System or Natural Area. Therefore, it is not anticipated that the changes will impact natural areas within the town.

Hazardous lands such as floodplains and areas subject to erosion

New residential development is not permitted within hazardous lands such as floodplains and areas subject to erosion. It is not anticipated that the changes will impact natural hazards.

If development is within an area regulated by a Conservation Authority, approval by that Conservation Authority is required.

Impact on property taxes

New construction or physical changes to a building or land may result in additional property taxes being levied. The Municipal Property Assessment Corporation (MPAC) is responsible for assessing the value of properties. New construction or physical changes to a building or land, including developing additional dwelling units, may result in an increase in the assessed value of a property. MPAC can provide the town with increased property values for the current tax year and two years prior. The town is legislated to issue additional property tax billings due to an increase in value.

‘Gentle Density’ Housing

‘Gentle Density’ is generally considered as additional density added to a residential area that has a minimal impact on a neighbourhood while providing for more housing options such as additional dwelling units.

Additional dwelling units are private, self-contained residential units with their own kitchen and bathroom, either located in a house or within an accessory building on a lot, such as basement apartments or above laneway garages.

The *Planning Act* requires municipalities to permit additional dwelling units. Updates to the town’s official plan and implementing zoning regulations have been undertaken, and continue to be updated, to conform to the *Planning Act*.

Additional dwelling units are known to benefit the wider community by:

- increasing the stock of rental units;
- increasing affordable rental opportunities;
- providing homeowners additional income opportunities to help meet the costs of homeownership;
- supporting demographic changes by providing housing options for extended family, elderly parents (aging-in-place), or a live-in caregiver;
- providing more affordable housing options for young people;
- increasing densities and helping create income-integrated communities, which can support and enhance public transit, local businesses and the local labour market, as well as make more efficient use of infrastructure; and,
- creating jobs in the construction/renovation industry.

In 2023, the town received 169 building permits for additional dwelling units, most of which were basement apartments. To date, the town has not received any applications to construct more than one additional dwelling unit on a property. Through the zoning by-law amendments to permit four dwelling units per residential

detached property (an increase of one permitted additional dwelling unit above the current permissions for three dwelling units per residential detached property), it is not anticipated that the town will see a substantial increase over and above what is already being experienced without actively promoting these permissions across the town.

'Missing Middle' Housing

'Gentle density' housing is also commonly referred to as "missing middle" housing, however 'missing middle' housing provides a broader range of housing options.

'Missing middle housing' describes a range of housing types between detached houses and apartment buildings that have gone 'missing' from many cities in the last several decades. As cities look to find ways to broaden housing options, create walkable communities, and remain economically competitive, introducing 'missing middle' housing options into existing communities is becoming a more prominent part of the conversation about where and how to grow.

Missing middle housing includes a range of multi-unit housing types compatible in scale with detached houses. Housing types generally include semi-detached, duplexes, triplexes, fourplexes, townhouses and other multi-unit configurations, including low-rise apartments.



Image: Opticos Design Inc.
Source: www.missingmiddlehousing.com

Although missing middle housing provides various housing options and may assist in addressing housing supply, in many instances it may not necessarily generate affordable housing options. For missing middle housing to be affordable, this housing is often delivered in conjunction with other policies and programs to address affordability. Housing programs to address housing affordability are provided by Halton Region. Halton Region has a number of subsidized housing programs

including a rent supplement program that provides financial assistance for low-income renters in the private market.

A range of missing middle housing exists throughout most of the town's existing residential areas and is planned as a key component of the housing mix in the emerging communities in North Oakville. Limited opportunities for missing middle housing will be explored as part of the town's on-going Official Plan review, as identified in a staff report to Planning and Development Council on May 16, 2022, prior to the HAF program. The HAF program has accelerated the advancement of some of these considerations, as directed by the federal government.

Staff notes that the town-wide urban structure appropriately addresses required population growth as required by Provincial and Regional policy. As such, increasing housing supply through missing middle housing opportunities is beyond what is planned in the urban structure. Increasing missing middle housing options would be additive to housing supply and would not be considered a trade-off with planned growth in the town's growth nodes and corridors. This is the same for "gentle density" opportunities.

Housing Pledge

The town is committed to playing its part in meeting the need for housing and addressing the demands of Ontario's growing population. It is also committed to ensuring the way in which the town grows is contextually appropriate and financially sustainable. The need for housing includes a broad range of market-based, rental, attainable, affordable, social and assisted housing, which are among the many types of housing required by the public.

The Province of Ontario recently requested the town to commit to a housing target of 33,000 new residential units as part of the province's goal to build 1.5 million housing units by 2031. The Town agreed with the province and committed to a housing pledge of 33,000 by the year 2031/2032.

Under the town's Livable Oakville Official Plan, the town is well positioned to achieve the residential housing units needed to meet the provincial housing pledge, as guided by the town's urban structure which directs where and how the town will grow. The advancement of policies such as those for additional dwelling units (e.g. gentle density) and the Sheridan College Housing Area (e.g. missing middle housing), will further assist the town to enable housing opportunities and accelerate the delivery of housing to achieve its housing pledge.

Changes to Official Plan Amendments and Zoning By-law Amendments

In consideration of the comments received from Council and the public, only minor changes, most of which are technical in nature, are included in the amendments as presented at the public meeting on March 4, 2024.

Additional Dwelling Units

No changes are included in the Official Plan Amendments for additional dwelling units.

Technical changes are included in the Zoning By-law Amendments for additional dwelling units:

- ensure accuracy and clarity in the by-law for revised terminology for “additional dwelling unit, attached” and “additional dwelling unit, detached”;
- update the definition to ensure that an additional dwelling unit is in addition to a building already containing a dwelling unit;
- reformat regulations for the maximum number of additional dwelling units into a table for clarity purposes; and,
- revise the entrance and exit regulations to: a) clarify that all entrances and exits must face a yard that is at least 1 metre, and b) remove the exterior path of travel regulation so that it may be applied as part of a review of applications under the fire code, which exists outside of the zoning by-law.

Sheridan College Housing Area

A minor change to the Official Plan Amendment for the Sheridan College Housing Area – Special Policy Area is provided by adding a new policy which ensures that development is designed and evaluated in accordance with the urban design direction provided in the Livable By Design manual.

As a companion document to the Official Plan Amendment, the Sheridan College Housing Area – Lot Consolidation Guidelines, attached as **APPENDIX G**, have been prepared to assist future applicants with the development of block context plans and the town's expectations concerning lot consolidation. The guidelines provide direction to ensure the orderly and comprehensive redevelopment of existing low-rise housing and to ensure that lot consolidation fits contextually within the broader neighbourhood lotting pattern.

Based on feedback, minor changes are also included in the Zoning By-law Amendments for the Sheridan College House Area to:

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- Clarify that lodging houses are only permitted within detached dwellings, concurrent with existing regulations;
 - Revise the wording for permitted uses and zone regulations prior to the removal of the “H” symbol, for clarity purposes and in creating a more succinct regulatory framework;
 - Add a condition for removing the “H” symbol that consolidated lots must be legally consolidated under one transferable parcel.

NEXT STEPS

The coordination of the initiatives discussed in this report will be considered alongside the town’s other broader housing initiatives, including the finalization of the Housing Strategy and Action Plan, and the initiatives put forth as part of the town’s HAF application which include additional work to be undertaken by staff.

The next initiative to be brought forward under the town’s HAF application, as included by the federal government, is to introduce and implement measures to enable delegation of approvals for variances, affordable housing, and modular housing to town staff. This initiative is subject to a completion date of May 23, 2024, as identified in the town’s HAF application. As such, this amendment is anticipated to be brought forward to the May 21, 2024, Planning and Development Council meeting.

HAF Program

HAF is intended to incentivize systemic changes in municipal planning and approvals processes to generate housing permits that would otherwise not have been generated. A decision by a Council not to adopt an amendment or pass a by-law as part of the initiatives associated with the town’s Action Plan Initiatives, which are intended to bring about system changes, would impact funding, as municipalities have committed to take the steps necessary to advance these initiatives.

CONSIDERATIONS

(A) PUBLIC

Preliminary comment on permitting four units as-of-right and increased density around Sheridan College was received in response to the mayor’s newsletter dated October 25, 2023. Public comment was also received at the Planning and Development Council meeting on January 22, 2024.

An online public engagement survey was made available from February 13 to March 8, 2024. Survey results are highlighted in this report and provided in **APPENDIX H**.

Notice of the March 4, 2024, public meeting was published on the town's website on February 7, 2024, and in the Globe and Mail on February 12, 2024. Notice was also mailed to properties within 800 metres of Sheridan College, being approximately 3,999 addresses.

Numerous comments were received at and following the public meeting on March 4, 2024. Comments received up to April 12, 2024, are provided in **APPENDIX I** to this report.

This report, associated with a second statutory public meeting, provides an opportunity for the public to provide further comments to Council prior to their decision. Input received will be considered as part of Council's decision.

Notice of the May 6, 2024, public meeting was published on the town's website and in the Globe and Mail on April 15, 2024. Notice was also mailed to properties within 800 metres of Sheridan College, being approximately 3,999 addresses.

(B) FINANCIAL

Council must pass the by-laws for the Official Plan Amendments and Zoning By-law Amendments presented in this report to access the full funds available to Oakville under the HAF program. Should Council decide not to pass the by-laws, the town's ongoing participation in the HAF program will be jeopardized, including future funding opportunities.

(C) IMPACT ON OTHER DEPARTMENTS & USERS

There are no direct impacts to other departments because of this report. However, to implement the initiatives in the HAF application, various town departments will be required to assist and/or lead various studies and related programs. A Housing Secretariat Office is also being created through HAF funding.

(D) COUNCIL STRATEGIC PRIORITIES

This report addresses Council's strategic priorities of Growth Management, Community Belonging, Environmental Sustainability and Accountable Government.

(E) CLIMATE CHANGE/ACTION

Enabling housing opportunities within residential areas, near major institutional facilities, and along transit routes, while ensuring they are provided in a manner that is less car dependant, reduces urban sprawl, creates walkable and transit-supportive development patterns and creates conditions for the development of low-carbon, climate-resilient, complete communities.

CONCLUSION

The town-initiated OPAs and ZBAs attached to this report respond to Council’s motion and establish a policy and regulatory framework for the consideration of four units per residential detached property town-wide and increased density around Sheridan College, including 4 storey building height permissions.

The OPAs and ZBAs provide a diverse range and mix of housing options, including additional residential units and affordable housing, to accommodate people at all stages of life, and to accommodate the needs of all household sizes and incomes. The OPAs and ZBAs will assist to create complete, vibrant communities with a more compact built form and enable intensification efforts which ensure the viability of transit, connect people to homes, jobs and other aspects of daily living for people of all ages, and meet climate change mitigation and adaptation objectives.

APPENDICES

APPENDIX A **By-law 2024-051** - A by-law to adopt an amendment to the Livable Oakville Plan, Official Plan Amendment Number 65 (Housing Minister Request - HAF - Additional Dwelling Units No. 42.15.62)

APPENDIX B **By-law 2024-052** - A by-law to adopt an amendment to the 1984 Oakville Official Plan as it applies to the North Oakville East Secondary Plan, Official Plan Amendment Number 330 (Housing Minister Request - HAF - Additional Dwelling Units File No. 42.15.62)

APPENDIX C **By-law 2024-053** - A by-law to amend Town of Oakville Zoning By-law 2014-014 to make a number of technical modifications to permit three additional dwelling units affecting various zones. (Town-initiated Zoning By-law Amendment, File No. 42.15.62)

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- APPENDIX D** **By-law 2024-054** - A by-law to amend Town of Oakville Zoning By-law 2009-189 to make a number of technical modifications to permit three additional dwelling units affecting various zones. (Town-initiated Zoning By-law Amendment, File No. 42.15.62)
- APPENDIX E** **By-law 2024-055** - A by-law to adopt an amendment to the Livable Oakville Plan, Official Plan Amendment Number 66 (Housing Minister Request - HAF - Sheridan College Housing Area - Special Policy Area, File No. 42.15.63)
- APPENDIX F** **By-law 2024-056** - A by-law to amend the Town of Oakville Zoning By-law 2014-014, as amended, to permit expanded medium density housing options throughout the area, including building heights up to four storeys when provided in an apartment built form (Town-initiated Zoning By-law Amendment File No. 42.15.63)
- APPENDIX G** Sheridan College Housing Area – Lot Consolidation Guidelines
- APPENDIX H** Jurisdictional Scan of Four Dwelling Units Per Property
- APPENDIX I** Online Survey Results
- APPENDIX J** Public Comments (up to April 12, 2024)

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