

MEMORANDUM

July 4, 2022

MEMO TO: Mayor West and Members of Council

FROM: Kelvin Kwan
Commissioner of Planning and Infrastructure

SUBJECT: Supplementary information to Staff Report SRPI.22.076 Request for approval of OPA 18.4 Neighbourhoods

Purpose

This memo is provided per Council's direction of June 27th, 2022 to refer consideration of staff report SRPI.22.076 to the July 6, 2022 Council meeting in order for staff to address comments and concerns with respect to multi-tached housing and the Cottage Laneway. Staff Report SRPI.22.076 and its appendices are attached to this memo.

Multi-tached Housing

Synopsis

The permission for multi-tached housing is an action item proposed in the Council endorsed Affordable Housing Strategy, and was identified as one of the [priority items](#) to undertake in 2022 (see item 2.3). This prioritization of action items was approved by Council at its [May 25th, 2022 Council meeting](#), per the recommendation of the Affordable Housing Strategy Implementation Committee. Furthermore, the concept of multi-tached housing is one of 55 recommendations identified by the [Provincial Housing Affordability Task Force](#) in its report to the Minister dated January 2022 (see recommendation #3, page 11, in particular). The Minister has been consulting on Task Force recommendations, and it is anticipated that a further response from the Minister in relation to the Task Force's advice is forthcoming. The proposed policy in OPA 18.4 demonstrates municipal leadership on this matter and represents the Richmond Hill preferred approach to permitting multi-tached housing that responds not only to the Task Force's advice, but also to comments made by the public and stakeholders in Richmond Hill.

As noted in Staff Report SRPI.22.076, multi-tached housing provides an additional option for housing that addresses issues such as curbing urban sprawl, mitigating climate change, making efficient use of infrastructure, and providing ground related housing that may be affordable to moderate income households (i.e., households in the 40th to 60th income percentile).

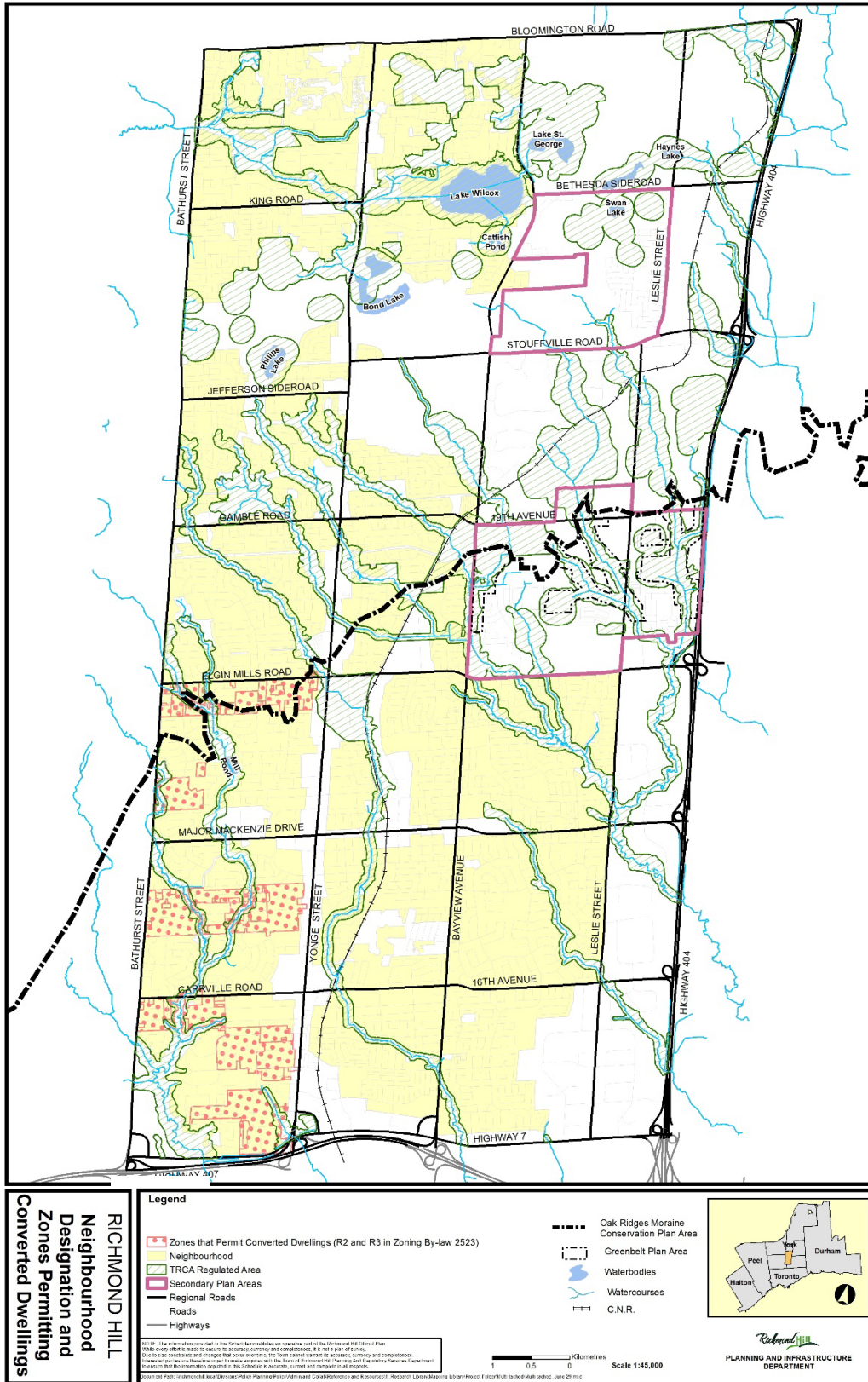
Proposed Policy

OPA 18.4 proposes to add a new policy in section 4.9.1 Neighbourhood Land Use to the Official Plan as follows:

"6. The conversion of an existing single-detached or semi-detached dwelling on an existing lot to create a "multi-tached" housing containing 3 or more dwelling units may be permitted, provided the provisions of Policy 3.1.5(5) and the applicable development standards for the single-detached or semi-detached dwelling set out in the Zoning By-law are met."

Map 1 below illustrates the areas where this permission is proposed to be permitted by the Official Plan, subject to there being an existing single or semi-detached house on a lot. This map also identifies where this permission is already in place by virtue of zoning by-law 2523, which permits conversion of single detached houses (that were built in 1961 or earlier) into multiple unit homes.

Map 1 – Areas where proposed policy 4.9.1(6) would apply.



Because the proposed policy explicitly states that multi-tached housing is permitted as a “conversion,” it means that the permission can only apply where there is an existing single or semi-detached house in place, and that the creation of new units would occur via the partitioning of such a home within the permitted building envelope defined by the zoning by-law. Because the policy only pertains to lands that are designated “Neighbourhood,” it does not permit this form of housing in the Oak Ridges Moraine Countryside, Natural Core or Natural Linkage, or Greenbelt Protected Countryside designations. Also, because the policy refers to policy 3.1.5(5) which relates to “additional residential units” these units are prohibited from occurring on lands that are within the floodplain even if a house exists on the lot, (it is for this reason that the TRCA regulated area is shown on the above map, as the regulated area generally aligns with areas that are within the floodplain). Furthermore, the cross reference to policy 3.1.5(5) is also made to indicate that provisions regarding meeting the building code and fire code, also apply.

This policy, however, does not preclude new multi-tached development from occurring where the OP permits medium density development (i.e. triplex, quadraplex, walk-up apartment) through a secondary plan (i.e., West Gormley and North Leslie) or through Council approved tertiary, infill or concept plans, where medium density development is contemplated.

Policy Implementation through Zoning

It is important to note that the implementation of this policy requires zoning permission approved by Council. If the multi-tached Official Plan policy were approved, no such units could be created until a zoning by-law amendment was applied for and approved by Council (along with the requisite public consultation). If the multi-tached Official Plan policy is approved, the City could through its Comprehensive Zoning By-law review, consider providing zoning that would permit multi-tached housing “as of right” in all neighbourhoods or within specific geographic areas, and continue to require site specific zoning requests for the balance of areas where the “as of right” permission is not provided.

The policy regarding multi-tached housing requires that the units be created within the building envelope permitted by the zoning by-law for an existing single or semi-detached house. As such, when undertaking either a site-specific or the Comprehensive Zoning by-law review, appropriate development standards for areas where single and semi-detached housing are permitted in the Neighbourhood designation will be guided by the proposed policy 4.9.2(4) provided in OPA 18.4 related to Design within the Neighbourhood, which states:

“4) Development will respect the character and distinguishing features of neighbourhoods and shall be context-sensitive and compatible with adjacent and surrounding areas with respect to the following:

- a. patterns of streets, blocks and lanes;
- b. parks and public building sites;
- c. size and configuration of lots;
- d. massing, including consideration of height, scale, density and dwelling type(s) of nearby residential properties;
- e. location, design and elevations relative to the grade of driveways and garages;
- f. setbacks of buildings from the street or streets;
- g. patterns of front, rear and side yard setbacks and landscaped open space areas;
- h. preservation of mature trees and of landscape or greenspace features that contribute to the physical character of the neighbourhood; and
- i. conservation of heritage buildings, structures and landscapes.

Where development is subject to an infill plan, tertiary plan or concept plan, the criteria as set out in an infill plan, tertiary plan or concept plan approved by Council shall also apply.”

Public Engagement and Information

As indicated in the Affordable Housing Strategy (item 4.4), once there are enabling Official Plan policies in place, the City can proceed with creating and adopting new zoning that permits multi-tached housing within existing single or semi-detached houses. Prior to adoption, consultation with the public and stakeholders on the zoning by-law will be undertaken in accordance with the *Planning Act*. Furthermore, any specific provisions regarding elements such as parking requirements and waste management will be considered through the update of the City's parking strategy and waste management by-law, respectively. Additionally, staff will endeavor to inform the public and assist applicants through the approvals process in a manner similar to what has been done with respect to the permission for [additional residential units](#). This information can include materials prepared by the Province such as: [Co-owning a home: Co-ownership arrangements | Ontario.ca](#), which speaks to an option to create ownership units within a multi-tached (multi-unit) home by way of Plan of Condominium.

Jurisdictional Scan

The permission for multi-tached housing is in place or being considered by many municipalities. In York Region, lower tier municipalities are still in the process of updating their official plans, consideration for similar policies is taking place among some of them such as **Newmarket** and **Vaughan**. Staff are also aware that the City of **Ottawa** adopted such policies in its new Official Plan in November of last year, the implementation of these new policies requires amending otherwise "exclusionary" zoning by-laws to permit multi-unit housing within Ottawa's neighbourhoods. The City of **Toronto** is presently consulting on such policies and will be considering them at its July 5, 2022 Planning and Housing Committee meeting. Outside of Ontario, we see examples of similar policy permission in **Edmonton** and **Vancouver**, as well. Similar to Richmond Hill, all of these municipalities have or are proposing these policy permissions to address matters such as: curbing urban sprawl, providing more housing options, facilitating the creation of affordable housing, and mitigating climate change.

Cottage Laneway (lands north of Major Mackenzie Drive West and west of Yonge Street)

While not a matter related to OPA 18.4, during the June 27th Council meeting two delegations were made with respect to the "Cottage Laneway" by Harry and Pamela Harakh. As shown in red outline in Figure 1 below, the "Cottage Laneway" is municipally owned land that provides access to Major Mackenzie Drive to four houses (located west of Yonge Street and north of Major Mackenzie Drive West). To the north of these properties is the Laurier Homes development, which has been approved by the Local Planning Appeal Tribunal (now the Ontario Land Tribunal). This development proposes a public road that would dead-end at the southerly property boundary just north of 66 Major Mackenzie Drive West (which is the property outlined in blue in Figure 1 and is presently owned by the Harakhs).

In support of their development proposal, Laurier Homes provided a concept plan that shows a future extension of Elizabeth Street southward to Major Mackenzie Drive West (see Figure 2, Laurier Homes Concept Plan). As is demonstrated by the Laurier Homes concept plan, the road connection to Major Mackenzie Drive West would occur through future development approvals, which is the typical way in which the City acquires land for new streets/street widening/street extensions. In the meantime, should the owner of 66 Major Mackenzie Drive West (currently the Harakhs) not wish to participate in any redevelopment of their property, they are free to maintain their home and property as is, which would effectively preclude the southerly extension of Elizabeth Street.

Consideration of options for creating connectivity and achieving complete community goals will occur via ongoing work related to Batch 2 OPAs (the Village Local Centre OPA in specific) and the update to the City's Transportation Master Plan (TMP). Both of these initiatives require public consultation, including consultation with landowners such as the Harakhs. In that regard, planning staff have engaged with Mr. Harakh via email and telephone on many

occasions since the spring of 2021 wherein Mr. Harakh requested that the OP update consider opportunities to redevelop the properties surrounding the municipally owned lands at “transit oriented” densities and that a public road provide access to the redevelopment area. Through the Batch 2 OPA work, staff will continue to engage with Mr. Harakh and the property owners in this location to hear their suggestions in terms of how their properties could redevelop over the long term.



Figure 1 "Cottage Laneway" lands

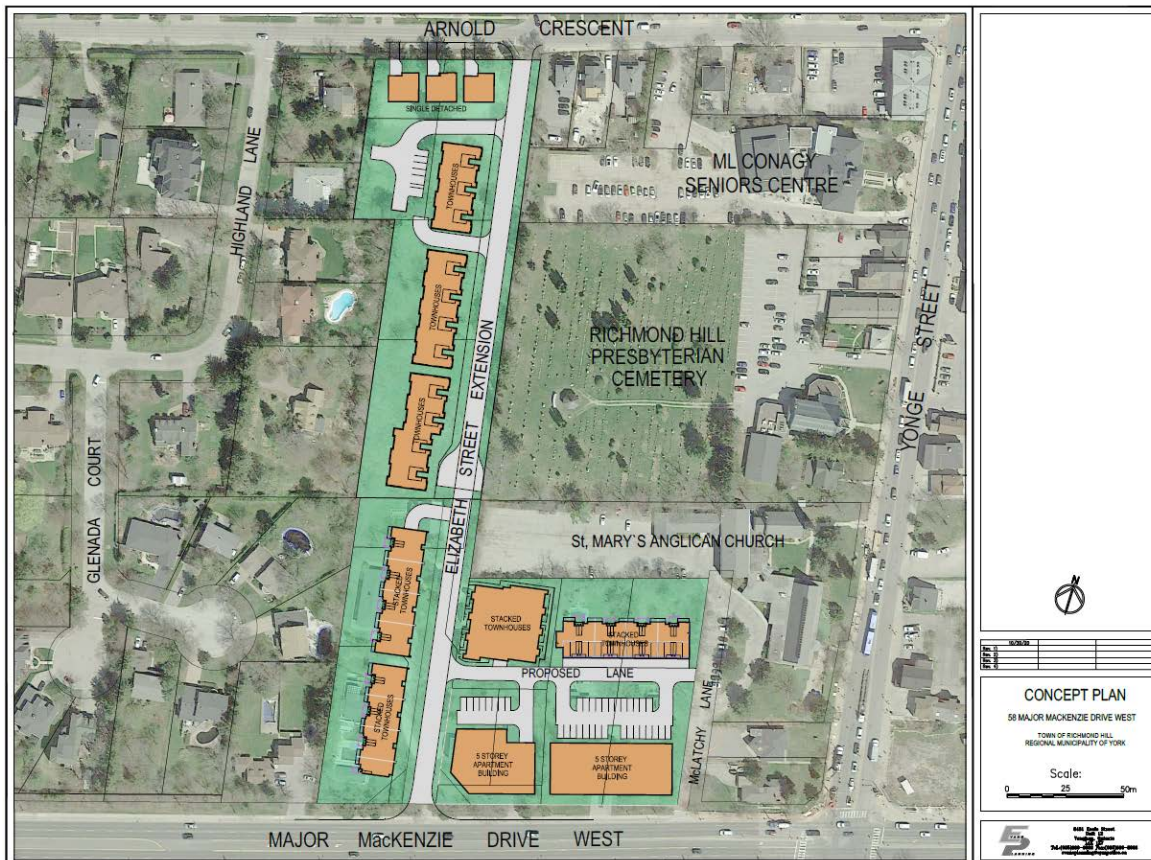


Figure 2 Laurier Homes Concept Plan (October 2020)

Recommendations

Recommendation #1 (Re: OPA 18.4)

That Council approve all of the recommendations provided in staff report SRPI.22.076.

Recommendation #2 (Re: "Cottage Laneway")

That staff continue to work with land owners, stakeholders and the public through Batch 2 OPA and TMP processes, in order to comprehensively plan for the Village area, and to report back to Council through those processes in terms of the future of the "cottage laneway."

Attachment

SRPI.22.076 - Request for Approval - OPA 18.4 Neighbourhoods

Appendix 1 to SRPI.22.076 OPA 18.4

Appendix 2 to SRPI.22.076 Council Extract May 18th Council Public Meeting

Appendix 3 to SRPI.22.076 Proposed Changes to the April 7, 2022 Version of OPA 18.4 in Track Changes

Appendix 4 to SRPI.22.076 Phase 3 - Engagement Summary FINAL

Appendix 5 to SRPI.22.076 York Region Letter dated June 6, 2022

Appendix 6 to SRPI.22.076 Provincial Conformity Table