

Presented To:	Planning Committee
Presented:	Monday, Nov 09, 2020
Report Date	Thursday, Oct 15, 2020
Type:	Managers' Reports

Request for Decision

Small and Tiny Homes

Resolution

THAT the City of Greater Sudbury directs staff to undertake the action items set out in the report entitled "Small and Tiny Homes", from the General Manager of Growth and Infrastructure, presented at the Planning Committee meeting on November 9, 2020 as part of the 2021 Work Plan.

Relationship to the Strategic Plan / Health Impact Assessment

The City of Greater Sudbury aims to have access to safe, affordable, attainable and suitable housing options for its citizens. Specifically, these proposed action items support Sections 5.1, Expand Affordable and Attainable Housing Options which directs staff to "develop education and outreach programs to promote existing affordable housing policies and programs such as the Affordable Housing Community Improvement Plan, joint tenants in common and more" and 5.2 Revitalize and Improve Existing Housing Stock, which supports de-concentration of affordable housing.

Report Summary

This report provides a summary of best practices with respect to permitting and encouraging the development of small and tiny homes, as well as summary of consultations with the local development community and others involved in the provision of housing in the community. The report proposes a number of action items and requests direction to undertake work associated with each action item as part of the 2021 Work Plan.

Financial Implications

There are no financial implications associated with this report as the action items found within the report will be funded by existing operating budgets.

Signed By

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Staff Report: Small and Tiny Homes Policy Evaluation

October 19, 2020

Planning Services Division

Executive Summary

This report will provide a literature review of best practices with respect to enabling the development of small and tiny homes and other alternative forms of housing. The report provides context for the need for various forms of affordable or attainable housing within the City of Greater Sudbury. Preliminary consultation with the community provides some context for the demand for various forms of housing within the community. A summary of what is currently permitted within the City and enabling policies that have been approved in recent years is provided and an assessment of potential improvements to these tools or introduction of new tools that are used in other communities is also provided. A series of action items are proposed that will build on the current policy framework and further enable the development of small homes and alternative forms of housing within the City and assist in improving the diversity of housing stock both in form and with respect to affordability, as follows:

- Complete an Education and Outreach Program, including a User Guide for Small and Tiny Homes and alternative forms of housing
- Review potential amendments to the Zoning By-law to facilitate tiny home development and report back with findings and recommendations
- Conduct an internal review of potential barriers to tiny home development, including demand for various forms and report back with findings and recommendations
- Complete a demand analysis that will assess the form(s) of development most desired by residents looking for alternative forms of affordable housing
- Develop an EOI process for an affordable housing land bank site, through the AHCIP
- Investigate amendments to the density maximums set out in the Official Plan and report back with findings and recommendations

Background

On September 10, 2019, Council passed resolution CC2019-279, which directed staff to “evaluate options for encouraging the development of small and tiny dwellings, including a review of best practices, the establishment of a working group with the Development Liaison Advisory Committee and the Planning staff report back to City Council with findings by the third quarter of 2020 with a recommended policy framework.

This report contains a series of appendices, including Appendix A which is intended to assist in providing context for how various forms of housing are defined and fit within the current Planning and Building framework in the City of Greater Sudbury.

Demand for Affordable Housing and Alternative Forms of Housing/What Does the Community Say

As part of the Social (Community) Housing Revitalization Plan, Housing Services completed a Housing Demand and Supply Analysis. The analysis found that there are nearly 10,000 rental households in the City that are spending more than 30% of their gross household income on shelter costs and nearly 5,000 rental households estimated by CMHC to be in core housing need in the City. The need for affordable housing extends well beyond the 301 households actively looking or qualified for subsidized housing. People within that 10,000 households can range from single parent households to people who are currently sharing an apartment with family members or people struggling to pay market rents by giving up meals or choosing to walk instead of paying bus fares.

In some markets, the development of new market rental housing can free up more affordable units as some tenants choose to move from an older apartment to new and more expensive models which is often referred to as the “filtering process” (N. Barry Lyons, 2019). These market conditions are not observed in Greater Sudbury, as new units exhibit higher vacancies than older and less expensive housing stock. Improving affordability options will have to be led by the introduction of affordable rental housing, rather than new market rent units.

In Greater Sudbury, the forecasted average resale price of an existing dwelling in the fall of 2020 is \$286,000 (CMHC 2018). The affordable purchase price of a home is \$257,400 (10% below the average purchase price of a resale unit). The average unabsorbed (new, unsold) price of a home in the first 6 months of 2020 was \$559,799 (CMHC 2020). Average market rents in Greater Sudbury are \$676 (Bachelor), \$904 (one-bedroom), \$1,114 (two-bedroom) and \$1,183 (three or more bedrooms) (CMHC 2020), affordable rents would be 20% below those values.

There continues to be a need for affordable housing in Greater Sudbury. Of the City’s current population of 161,531, approximately 6% are spending a significant amount of their income on shelter costs and there is limited housing rental availability within the affordable range. This report proposes a series of action items that will further the City’s efforts to encourage the development of affordable housing, including small and tiny homes.

A series of one-on-one interviews were undertaken with members of the development community as well as some community members who have expressed interest in affordable housing and tiny homes. A summary of Key Themes from the interviews is provided in Appendix C – Consultation Summary and include the following:

- Slab on grade, single floor plan;
- Townhouses, condos, 4-plexes increasing in popularity;
- Co-housing;
- Condominium developments – in, particular vacant land viewed as a potential solution;
- Second units, enabling more;
- Common space;
- Energy efficiency, and
- Affordability.

In speaking with members of the community who were specifically interested in the development of Tiny Homes, it appears that the primary concern is affordable housing (cost of construction) and that having the ability to have a transportable form of housing is a secondary concern.

Defining Small and Tiny Homes

There are various definitions of what constitutes a tiny house or a small house. Generally speaking, a tiny house is between 100-400 sq.ft and a small house is between 400-1400 sq.ft. The Urban Land Institute (ULI) defines a small house as being under 1,400 sq.ft. Through the Development Charges By-law, CGS currently defines a small dwelling as being under 1,000 sq.ft. The challenge with tiny homes is that, from a municipal/building code perspective, a tiny house on wheels (THOW) is evaluated very differently than a tiny house affixed to a permanent foundation. Those affixed to a permanent foundation and constructed to Ontario Building Code Standards are allowed through the same permitting process required of a standard size dwelling. Whereas a tiny house on wheels, is classified as a 'trailer', does not fall under the Ontario Building Code Act and is often not permitted through zoning. A summary of the various forms of tiny houses and their attributes is provided in Appendix B.

A 'Tiny Town' comprised of a number of THOWs is considered to be a Trailer Park and limitations on the location of a Tiny Town would be as per the Zoning By-law for the City of Greater Sudbury which states that travel trailers can only be used for human habitation when located in a camping ground.

There are greater options for Tiny Homes when constructed in compliance with the Building Code and mounted on a permanent foundation. A group of Tiny or Small Homes construction on permanent foundations could be accomplished through a condominium style development. It is recommended that this option be further explored through Action Item 4 (outlined in the recommendation section of the report).

The tiny house industry is starting to adapt and develop products that are Building Code compliant and are able to be affixed to a permanent foundation (as opposed to being constructed on a trailer base). Other issues to consider when looking to construct a tiny home include: location (e.g is it a permitted use), construction method/form, housing tenure, cost of construction, ability to finance, and resale value. From a municipal perspective consideration must be given to responsiveness to community needs/demand, and municipal fiscal impacts.

Best Practices/Trends

A review of best practices and trends related to small and tiny homes as well as alternative forms of housing was undertaken. The review included municipalities across Canada as well as the United States and Europe (Scandinavian Countries, in particular Denmark, are often cited as embracing alternative forms of housing). The review examined both policy trends and specific development examples. A summary of key examples can be found in Appendix E. A number of concepts or trends from the review are examined within this section of the report.

Laneway Houses/Additional Residential Units/Secondary Dwelling Units

Many municipalities are adopting policies to permit these forms of housing. Permissions vary by municipality and Greater Sudbury has already introduced permissive policies which will be discussed in the Section entitled, 'What Greater Sudbury Has Already Done'.

Eliminating Minimum Floor Area Requirements

Many municipalities or tiny home developers cite that one of their key challenges is that many municipalities have minimum required ground/gross floor area for residential dwellings. These minimum can range, but in many cases were greater than what is considered to be tiny or even small. Greater Sudbury does not have a minimum ground/gross floor area requirement.

Co-Housing

Co-housing is term often applied to various models of housing that may or may not require Planning Application approvals depending on the form. Co-housing developments that include multiple dwelling units, whether they be in the form of a multiple dwelling or comprised on individual units on a single property will often require some form of Planning approval. Whereas Co-housing, using a 'co-ownership' model may not require Planning approvals when the form of development is a single dwelling unit where each resident has a private bedroom/sitting room, but share a kitchen and living space.

Pocket Developments/Tiny Towns

Pocket Developments are a form of infill development within existing communities that tackle affordability and are consistent with infill and intensification policies. Whereas Tiny Towns are typically established outside of a settlement area, similar to a trailer park or mobile home park. The development of a Tiny Town outside the City's settlement boundary would not achieve goals of intensification and use of existing infrastructure. Affordability would be decreased because of a lack of access to public transportation and distance to services and other amenities. Similar to Mobile Home Parks, servicing of such developments would be a concern. While co-housing communities can be drivers of regional development, if the goal is affordability for its occupants, consideration of location, ability to service the site and access to community services must be key (Larsen, 2019).

Housing Tenure

The cost of land can be a barrier to ownership. Appendix A provides a description of various models including Life Lease Housing, Land Lease Community Housing, Community Land Trusts and Affordable Rent to Own (ARTO). Some models, such as ARTO offer shorter term solutions where ownership is ultimately transferred to the tenant, whereas in longer term models the land remains that of the owner (whether it be a municipality, non-profit, etc). These forms of housing tenure are options for organizations or municipalities who want to take an additional step in reducing the cost of housing for certain developments.

What Greater Sudbury Has Already Done

Greater Sudbury has been progressive in enabling Small and Tiny Homes. Though they are not listed as specific terms within the Zoning By-law, a number of policies and enabling tools have been approved over the past five years which have been intended to encourage these forms of

housing. A summary of these policies and initiatives is provided below and in Appendix D and includes some initiatives such as:

- The introduction of secondary dwelling units (up to three dwelling units per property);
- The introduction of the R1-7 Zone;
- Parking reductions for affordable housing developments;
- Increasing the areas where shared housing is permitted;
- The introduction of the Affordable Housing Community Improvement Plan;
- The introduction of housing related incentives into other CIPs;
- The introduction of development charge exemptions or reductions for certain types of housing developments;
- The land banking strategy; and
- Affordable housing strategy website.

The appendix not only provides a description of each tool, but also what part of the Housing Continuum is served by the tool, the benefit or anticipated result of the use of the tool as well as potential improvements that could be made to each tool.

What Else Can Greater Sudbury Consider

Official Plan Amendments (Density Maximums)

At present, the Official Plan contains maximum density of 36 units per hectare in low density areas (single detached dwellings, semi's, duplexes, and townhomes), 90 units per hectare in medium density developments (low density forms and small apartment building no more than 5 storeys in height) and 150 units per hectare in high density areas (all housing type, excluding single detached dwellings). Within Town Centre designations a maximum of up to 30 units per building may be permitted, provided that the net residential density does not exceed 60 units per hectare, subject to servicing capacity. Densities in the Downtown designation are permitted to exceed the maximum of 150 units per hectare. The intention of maximum densities is to preserve the character of certain areas. Section 2.3.2, program 2 allows that the City may establish minimum density standards for new residential development in Living Area 1 lands. This is in keeping with the planning principles of intensification. The maximum densities are intended to preserve the character of the area and ensure that development is harmonious with adjacent uses and their buildings. There is opportunity to review the current maximum densities to ensure that they continue to preserve the character of the City while permitting a broader range of infill developments.

Secondary Dwelling Units (Zoning By-law Amendments)

Since the Secondary Dwelling Unit policies were adopted in 2016, a number of provisions in the Zoning By-law have been identified as potential barriers to their development. In particular, lot coverage, setbacks, height restrictions (where the unit is proposed above an accessory structure such as a garage), and parking have been identified as restricting the range of locations where Secondary Dwelling Units would be permitted. It is recommended that a review of potential amendments be undertaken, ensuring consistency with current work being undertaken as part of the Residential Parking Study and the Accessory Guest Room Accommodation Review. Additionally, it is recommended that the review include the R1-7 zone and the current lot depth requirements which were identified through stakeholder consultation as a potential barrier to the use of this 'smaller lot' zone.

Education and Outreach

There is more that Greater Sudbury can do with respect to educating both the development community and the general public on housing policies in the City. A user guide to assist people through the development process would build on work completed by Building Services for the Secondary Dwelling Unit Homeowner Guide. An Education and Outreach program could be developed and reach groups such as the Seniors Advisory Panel, DLAC, and could include pop-ups at malls or attendance at the Home Shows.

It is recommended that an Education and Outreach program be developed with a view to ensuring that communication is executed in a way that reaches a broad audience and is presented in a way that is accessible to that audience.

Identify and Address Potential Obstacles (challenges) in the Development Process

Through stakeholder consultation a number of potential barriers to the development of Small/Tiny Homes and alternative forms of housing were identified. Barriers included many that are standard considerations reviewed as part of the development process including: lot grading requirements, fire flow, servicing requirements, while some were more general in nature such as the prescriptive nature of the system and not being flexible when reviewing unique concepts. Staff propose to meet internally to review the approval process for Small/Tiny Homes and alternative forms of housing and report back with recommendations for process enhancements.

Demand Analysis

While Greater Sudbury has statistics on the current number of households that are on waitlists for affordable housing, or are identified as 'at risk' and there is an unknown number of households looking for alternative forms of housing, whether they be seniors or younger adults and we do know there is an interest in tiny/small homes and alternative forms of housing. We do not know with certainty the number of households that would actually move into any of these alternative forms of housing were they to be developed, whether it be by the public sector or the private sector or an alternative partnership arrangement.

If it were determined that there was demand, for example for a vacant land condominium type development, the council approved Land Banking Strategy and Affordable Housing CIP could be utilized to facilitate this.

Land Banking

There is an opportunity to use the land banking strategy to develop a model Secondary Unit development which would incorporate 3 dwelling units on a single lot. This could serve as an example to those interested in developing Secondary Dwelling units and become part of the education and outreach program. It is recommended that staff be directed to undertake an Expression of Interest for a small site identified as suitable for the development of affordable housing through the land banking strategy.

Summary and Recommendation

Small and tiny houses in various forms are already permitted in the City of Greater Sudbury, in particular in the form of Secondary Dwelling Units. There are no restrictions in the Zoning By-law preventing the construction of a Tiny/Small House on an individual lot, provided that it is affixed to a permanent foundation and complies with the Ontario Building Code. There are changes that can be made to the Zoning By-law that would facilitate the development of small dwelling units in a greater range of locations throughout the City and education and outreach can form a key component in informing the public as to what is permitted. To address this need and to gain further insight into the potential development of pocket communities (Tiny/Small Homes as part of a multi-unit development) it is recommended that staff undertake further work in the form of a demand analysis and conduct an internal review process to identify potential obstacles to this form of development. To further work related to both secondary dwelling units and the land banking strategy it is recommended that staff be directed to undertake an Expression of Interest for a potential land bank site that could accommodate up to three units and be eligible for the incentives offered through the Affordable Housing CIP Secondary Dwelling Unit Incentive Program. The proposed action items were developed with the view of addressing Greater Sudbury's need, recognition of demand (based on interviews) and a review of best practices. The proposed list of action items is as follows:

Action Item 1 – Complete an Education and Outreach Program, including a User Guide for Small and Tiny Homes and alternative forms of housing

Action Item 2 – Review potential amendments to the Zoning By-law to facilitate tiny home development and report back with findings and recommendations

Action Item 3 – conduct an internal review of potential barriers to tiny home development, and demand for various forms and report back with findings and recommendations

Action Item 4 – complete a demand analysis that will assess the form(s) of development most desired by residents looking for alternative forms of affordable housing

Action Item 5 – develop an EOI process for an affordable housing land bank site, through the AHICIP

Action Item 6 – Investigate amendments to the density maximums set out in the Official Plan and report back with findings and recommendations

Appendices

Appendix A – Tiny House Form Summary Table

Appendix B – Attainable/Affordable Housing Tools Table

Appendix C – Consultation Summary

Appendix D – Literature Review of Best Practices Summary

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Appendix A

Tiny House Form Summary Table

Form	Definition	Zoning and Building Code	Comments (gaps, solutions)
Tiny House	A dwelling that is sized to meet its occupants needs with little excess space. Tiny Homes are typically between 100-400 sq.ft. and may not meet the minimum requirements of the Ontario Building Code.	<p>Zoning: There is no specific zone for a Tiny House. Certain forms of Tiny Houses, such as Secondary Dwelling Units are provided for in the Zoning By-law.</p> <p>Building Code: According to the Province of Ontario’s Guide on Tiny Homes, in all cases a tiny home cannot be smaller than 17.5m² (188 ft²).</p>	Tiny House manufacturers are starting to develop models that are Building Code compliant and meet the requirements of municipal Zoning By-laws.
Small House	A dwelling that is sized to meet its occupants needs with little excess space. Small homes are typically between 400-1400 sq.ft (traditionally under 750 sq.ft). ULI defines as anything under 1400 sq.ft	<p>Zoning: There is no restriction on minimum dwelling size within the City of Greater Sudbury provided that the dwelling meets OBC minimum requirements.</p> <p>Building Code: Minimum size according to OBC is 17.5 m² (188 sq.ft)</p>	The CGS Development Charges By-law 2019-100, defines a “Small Residential Unit” a single detached dwelling or a semi-detached dwelling with a gross floor area of less than 1,000 square feet, but does not include a garage. Development Charges for Small Houses are the same rate as Multiple Dwellings, being nearly half the rate of a regular single family dwelling, decreasing the development cost.
Micro Unit/House/Suite	A micro-unit or micro-apartment is generally located within an apartment type development. They are smaller than average studio units and intended for a single resident. They are typically 200-300 sq.ft. and often include a	Zoning: There is no restriction on the minimum dwelling size within the City of Greater Sudbury provided that the dwelling unit meets the OBC requirements.	Design and quality of construction are key to ensuring these developments are successful. For example, insulation between units to prevent noise issues, sealing gaps around doors to prevent odours, and good building management.

	small living/bedroom area, a small bathroom and a kitchenette.	Building Code: Minimum size according to OBC is 17.5 m ² (188 sq.ft).	
Congregate/Micro-Housing	Consists of a number of mini-modules for individual units and two larger modules for a kitchen and dining space, a bath, washroom and laundry space, though models may vary slightly.	Zoning: There is no restriction on the minimum dwelling size within the City of Greater Sudbury provided that the dwelling unit meets the OBC requirements. Building Code: Minimum size according to OBC is 17.5m ² (188 sq.ft).	Similar issues as above with respect to noise odour and building management.
Tiny House On Wheels (THOW)	A tiny home on wheels is typically between 80-180 sq.ft. with special width, length and height restrictions to comply with highway transportation regulations and are built of a chassis. The do not fall under the Building Code and therefore present numerous challenges to regulate them by local government.	Zoning: Considered travel trailers. Are only permitted in Zones where travel trailers are permitted, eg campgrounds, commercial tourist zoned properties. Building Code: Areas of rooms and spaces, ceiling heights and loft; hallway widths, doorway widths, stairs, handrails and guards, egress windows, smoke alarms, foundations and anchorage, ventilation, energy efficiency must meet code. If built on wheels it is considered a vehicle and a permit cannot be issued. Other: insurance and financing may not be available.	Not permitted as a Tiny House or Secondary Dwelling Unit within the City of Greater Sudbury. Other forms of Small Dwellings are available as options.
Seacan	Shipping and storage containers are containers with strength suitable to withstand shipment, storage and	Zoning: Not permitted on any lot zoned R, C, M1 or M1-1.	Structural safety and aesthetics are often concerns where seacans are permitted. As seacans are altered to

	handling. Also known as seacans, these large reusable steel boxes are used for intermodal shipments. Also known as intermodal freight containers	Building Code: A shipping container that has been altered to meet the OBC requirements for a residential structure is no longer considered to be a shipping container, instead is considered a residential dwelling unit. Must be anchored to a permanent foundation.	meet code requirements, the appearance is altered often to the extent that they are not immediately recognizable as the primary building material.
Modular Dwelling	A pre-fabricated dwelling unit manufactured at one location and delivered and assembled on another lot.	Zoning: Permitted where residential dwellings are permitted. Building Code: Permit required, must meet standards applicable to dwelling type.	Design of modular dwellings has improved in recent years. They decrease construction time and provide more certainty with respect to cost of construction.
Park Model Trailer	Dwelling, Park Model Home: a trailer designed for temporary human habitation intended to be used on a seasonal basis and meeting Canadian Standard Association Standard Z241.	Zoning: Permitted in C7, Camping Ground, Commercial Tourist Facility. Building Code: Similar to a travel trailer, a park model trailer is built on a single chassis mounted on wheels; it is designed to facilitate relocation from time to time and designed for seasonal living.	Not permitted as a Tiny House or Secondary Dwelling Unit within the City of Greater Sudbury. Other forms of Tiny Dwellings are available as options.
Mobile Home	A single detached dwelling that is designed to be mobile, and constructed or manufactured to provide a permanent residence for one or more persons in accordance with Canadian Standards Association Standard Z240, but does not include a park model home dwelling, travel trailer or tent trailer or trailer otherwise designed.	Zoning: Permitted in A, RU, RS, RMH. Not permitted as secondary dwelling unit or within residential areas. Building Code: Must meet CSA Standard Z-240. Building Permit Required. Must be anchored to permanent foundation.	Mobile homes are not permitted in urban areas within the City of Greater Sudbury to preserve the character of our residential neighbourhoods.

Manufactured Home	A type of prefabricated housing that is largely assembled in factories and then transported to sites of use. OBC – Site Assembled and Factory Built Buildings section 9.1.1.9	<p>Zoning: Permitted where residential dwellings are permitted.</p> <p>Building Code: Must meet CSA Z240.2.1 “structural requirements for manufactured homes”, CSA A277 “procedures for factory certification of buildings”</p>	Similar to modular dwellings, design of manufactured homes has improved in recent years. They decrease construction time and provide more certainty with respect to cost of construction.
Site Constructed Dwelling	A dwelling that is constructed entirely at the building site. Also known as stick frame housing. They must conform to all code requirements where the house is located	<p>Zoning: Permitted where residential dwellings are permitted.</p> <p>Building Code: Permit required. Must meet requirements of the OBC.</p>	Construction timeframe is greater than modular/prefab structure.
Houseplexes	Houseplexes are small, multi-unit buildings designed to look like a large house and be architecturally compatible with a residential neighbourhood.	<p>Zoning: Not currently permitted in low density residential zones in Greater Sudbury. Where multi-residential development is permitted it could take this form.</p> <p>Building Code: Permit required. Must meet requirements of the OBC.</p>	Houseplexes accommodate density while preserving the appearance of the existing neighbourhood. There can be challenges accommodating parking for these developments.
Pocket Developments	Typically comprised of approximately 14 small detached houses, typically less than 1,000 sq.ft, oriented around a common space on a larger single or double lot, with parking generally clustered away from the street. Pocket developments are typically located within settlement areas and connected to municipal services.	<p>Zoning: Would require site specific zoning, as it would not be permitted on a single lot and may require plan of subdivision or condominium depending on the proposal.</p> <p>Building Code: Permit required. Must meet requirements of the OBC.</p>	Challenges include: On a per-square-foot basis, can be more expensive to build than larger houses. Does not achieve the goal of increasing density. On-site parking required and though not necessarily transit-oriented, could be developed with transit in mind.

Tiny Town	A “Town” of tiny houses established on a single property within commuting distance of a “host City”.	<p>Zoning: Would require a settlement boundary expansion. Issues with servicing etc., similar reasons that the Official Plan has policies limiting/restricting mobile home parks.</p> <p>Building Code: Would be required to meet code requirements of the housing form developed.</p>	<p>Tiny Towns do not achieve the goal of intensification within the settlement boundary and would require a comprehensive review under the Official Plan to be permitted.</p> <p>Their location outside of a settlement area would decrease the affordability to residents because of lack of access to transit, services and amenities.</p>
Life Lease Housing	The buyer purchases an interest in the property which provides the buyer the right to occupy the unit for a long period of time, often for their lifetime.	<p>Zoning: This is a form of ownership, zoning would apply to the specific form of development.</p> <p>Building Code: This is a form of ownership, OBC requirements would apply based on the form of development.</p>	Life lease housing is often developed and operated by non-profits or charitable organizations called “sponsors” and are usually priced lower than similar sized condos. Life-leased land is another model.
Land Lease Community Housing	In the past, land lease homes were limited to mobile and more recently, manufactured homes. Today, land lease communities include traditional site-built homes and present similar to a freehold or condominium development.	<p>Zoning: Allows for undersized lot areas with compact housing footprints, as well as reduced setbacks, frontages and open space.</p> <p>Building Code: OBC requirements would apply based on the form of development.</p>	There is one owner, therefore the municipality would only deal with one client for utilities or taxes.
Community Land Trusts	CLT’s are non-profit corporations that develop and steward affordable housing, community gardens, civic buildings, commercial spaces and other community assets on behalf of a community.	<p>Zoning: N/A. This describes a form of ownership/stewardship.</p> <p>Building Code: OBC requirements would apply based on the form of development.</p>	CLT’s balance the needs of individuals to access land and maintain security of tenure with a community’s need to maintain affordable, economic diversity and local access to essential services.
Affordable Rent-to-Own	In rent-to own arrangement, rent is paid every month to the	Zoning: N/A. This describes a form of ownership.	These types of models are used to allow people to enter the housing

	owner/landlord. A portion of the rent paid goes toward the downpayment for the purchase of the home.	Building Code: OBC requirements would apply based on the form of development.	market without the need for an upfront down payment. Habitat for Humanity uses this model.
Co-Housing	A community-based shared style of housing. Residents each have a private home or dwelling unit, but make use of a shared space, kitchen, social area and other amenities.	Zoning: Site specific zoning would likely be required depending on the form of the development. If a Co-ownership model in the form of a single detached dwelling, such as described below were followed, rezoning would not be required. Building Code: OBC requirements would apply based on the form of development.	The greatest distinguishing feature of co-housing developments, from a built form perspective, is the common space. These are intentional communities that prioritize neighbourliness. Challenges can include: A lengthy and complicated development process, in part because co-housing requires a large group of individuals to come together to find, secure and develop a property.
Co-ownership	Similar to 'co-housing' and in some cases called 'co-housing', residents share a single dwelling unit, but each have their own bedroom/sitting room and bathroom suite. These unit typically incorporate features to assist with aging in place such as elevators, living space for a care provider should the need arise.	Zoning: Generally permitted in zones where single detached dwellings are permitted. Building Code: Permit required and must meet requirements of the OBC.	A legal agreement sets out the terms of ownership. Agreements will set out what occurs if one co-owner wants to sell, if a co-owner gets a partner, not entering exclusive areas without permission, pets, etc.
Co-living	Blending the features of apartments, dorm rooms and hotels, co-living accommodations offer residents the opportunity to have their own space within common living areas at a more affordable price.	Zoning: Generally require medium to high density residential zoning. Site specific zoning may be required depending on the development details.	May include services like housekeeping, curated events and access to basic household supplies. Co-living developments are occurring in places like Toronto, Kitchener and Waterloo and are often geared towards students.

		Building Code: Must meet the requirements of the Ontario Building Code.	
Co-Operative Housing	A type of non-profit housing that is generally lower priced than a privately owned apartment or may be subsidized by the government.	Zoning: Depending on the form, permitted where Street Townhouse Dwellings or Row Dwellings are permitted. Building Code: Must meet the requirements of the Ontario Building Code.	Housing Co-ops do not have tenants and landlords. Instead, you become a co-op member and share voting rights with all residents, as well as, the responsibility for managing the building.
Small Lot Homes	The Small Lot Subdivision Ordinance was introduced in Los Angeles to allow for the subdivision of multi-family and commercially zoned properties into small single family or townhome style lots in in-fill situations	Zoning: The ordinance applies to a number of multi-family and commercial zones in LA. Minimum lot size of 600 sq.ft. An overlay zone would likely need to be introduced to facilitate small lot homes in particular geographic areas this type if development was desired. Building Code: detached townhomes are structurally independent and do not share common walls or foundations.	The approval process has 17 steps and requires a number of multi-departmental approvals in order to obtain a final building permit. The development process can be complicated and lengthy.
Grow Homes	Grow Homes are narrow row houses that are largely unfinished and lack partition walls. As finances permit, residents can “grow” their home – finishing rooms, building partitions and adding fixtures.	Zoning: typically permitted where townhouses or rowhouse development is permitted. Building Code: Permits would be required both for the initial construction and as the home is “grown”.	Grow Homes are made affordable through simple design and reduced finishing costs. The flexible use of space meets changing household needs and the compact design can lead to energy efficiencies.

<p>Laneway House</p>	<p>Detached dwellings located in the backyard of single-family lots which back on to a laneway. Also known as coach houses, carriage homes. Similar to secondary dwelling units, but often include provisions related to the adjacent laneway.</p>	<p>Zoning: Typically permitted where secondary dwelling units are permitted, but may include provisions associated with the adjacent laneway.</p> <p>Building Code: Permit requirements would be similar to those for Secondary Dwelling Units.</p>	<p>Similar to Secondary Dwelling Units, Laneway homes encourage gentle densification, always for flexible housing arrangements and can assist owners with their mortgage.</p> <p>Challenges include permanency of the built form in the event the home owners circumstances change and they no longer require the unit, construction costs can make these developments cost prohibitive and increase the purchase price of the lot.</p>
<p>Lock-off Suites</p>	<p>Small, legal secondary suites within apartments, about the size of a master bedroom.</p>	<p>Zoning: Specific Zoning is required to permit this form of development.</p> <p>Building Code: Would be required to meet OBC standards.</p>	<p>Achieve the objectives of a) assist a condominium buyer to buy a larger unit by providing rental income until such time as they can afford the larger unit, b) provide affordable rental housing within condominium developments.</p> <p>More common in metropolitan markets such as Vancouver and Toronto.</p>
<p>Secondary Dwelling Unit</p>	<p>A dwelling unit that is ancillary and subordinate to a primary dwelling unit that may be contained within the main building or on a lot or in an accessory building.</p>	<p>Zoning: permitted in zones where single-detached dwellings, semi-detached dwellings, row and townhomes are permitted.</p> <p>Building Code: Must meet OBC standards. Legal Non-conforming units may require upgrading.</p>	<p>Provides gentle densification and maximizes use of existing infrastructure. To ensure health and safety of tenants, units must meet OBC and Fire Code requirements and be registered with the City.</p>

Garden Suite	A one unit detached residential structure containing bathroom and kitchen facilities that is ancillary to a single detached dwelling and that is designed to be temporary and/or portable.	<p>Zoning: Requires a Temporary Zoning By-law Amendment.</p> <p>Building Code: Building Permit Required. Must meet OBC requirements.</p>	Provides a solution for homeowners that require an ancillary unit for a shorter period of time. Development Charges are not applied because of the temporary nature.
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NOTE: Building Permits are required for all forms of housing and must comply with the applicable provisions of the Ontario Building Code.

Appendix B

Affordable/Attainable Housing Tools

Tool (Name)	Tool Description	Part of Housing Continuum Served	Benefit/Anticipated Results	Potential Improvements
COMPLETED				
Secondary Dwelling Units	A dwelling unit that is ancillary and subordinate to a primary dwelling unit that may be contained within the main building or on a lot or in an accessory structure.	Affordable rental housing	May result in more economic diversity in neighbourhoods and allow for more affordable rental options	-modify parking provisions -look at increasing maximum lot coverage
Secondary Dwelling Units (third units/additional residential unit)	Permits up to three dwelling units per lot: the primary unit, a secondary unit within the primary unit <u>and</u> an additional unit on a lot or in an accessory structure.	Affordable rental housing	May result in more economic diversity in neighbourhoods and allow for more affordable rental options	-modify parking provisions -look at increasing maximum lot coverage
Garden Suites	A one unit detached residential structure containing bathroom and kitchen facilities that is ancillary to a single detached dwelling and that is designed to be temporary and/or portable.	Affordable rental housing	Provide an affordable and temporary option primarily for family members	
R1-7 zone	Reduced minimum lot area and minimum lot frontage requirements in relation to the standard R1-5 zone.	Affordable home ownership	Ability to develop at increased density. Smaller lot can make the construction of a smaller home more feasible	-decrease lot size requirements -increase density standards -reduce setbacks

				-decrease residential square footage requirements -increase maximum lot coverage
Affordable Housing CIP	Provides financial incentives to encourage the development of affordable housing.	Affordable rental housing / Affordable home ownership	It's anticipated that the CIP grants could be stacked with Federal or Provincial funding to make an affordable project more financially viable.	-additional advertising/education and outreach may increase uptake
Other CIPs (DSCIP, TCCIP)	Provide financial incentives, including housing incentives for certain geographic areas within the City (Downtown and Town Centres).	Affordable rental housing	Though units created may be market or affordable, the programs encourage increase in the supply of rental units within areas that have transit and other services which increase overall affordability.	-effectiveness of programs is regularly assessed
Shared Housing	Also known as "Multi-Tenant Housing" or "Rooming Houses" is a dwelling with multiple rooms rented out individually and may include a shared kitchen.	Affordable rental housing	This form of housing targets the lower end of affordable rental housing and provides a key part of housing supply.	-The range of zones where this use is permitted has been expanded along certain corridors. -no additional changes recommended at this time.
Land banking strategy	The strategy is a framework for evaluating surplus municipal land suitable for the development of affordable housing. The intent is to use the	Affordable rental housing	Land banking sites would allow CGS to be prepared with land to offer in conjunction with other incentives should grants from the Federal or	-a site could be selected for the development of a small affordable housing pilot project.

	strategy in conjunction with the Affordable Housing CIP.		Provincial government become available.	
Development Charge - Reductions	-50% reduction for multi-unit residential buildings constructed within the Nodes and Corridors outlined in the by-law -small residential units of 1000 sf or less gross floor area (not including a garage) are charged the same rate as a multiple dwelling	Affordable home ownership	-encourages the development of housing in areas adjacent to transit, maximizes use of existing services, intensification of existing development -decreases development cost of a more affordable dwelling	
Development Charge - Exemption	-exemption areas -exemption for affordable housing projects that meet certain criteria -for garden suites when removed within 10 years -for secondary dwelling units	Affordable rental housing / Affordable home ownership	-encourages development in areas with services and adjacent to transit, maximizes use of existing infrastructure, intensification of existing development -increases affordability of developing a garden suite or secondary dwelling unit	
Reduced parking	-Zoning By-law permits reduction of 25% parking for developments subject to an affordable housing agreement -reduction of parking rate for boarding house and shared housing from 1 plus 0.75 parking spaces to 1 plus 0.5 parking spaces	Affordable rental housing	Reduces the development costs for these forms of housing	-work currently underway reviewing potential reductions in parking requirements for residential uses

New multi-residential tax class		Affordable rental housing		
Website/Point of Contact	-a consolidated affordable housing web page has been created -a senior planner has been designated as the affordable housing point of contact	Affordable rental housing / Affordable home ownership	-addresses an issue identified through stakeholder consultation with respect to determining point of contact -guides members of the public, development community and service providers	-website continues to be updated as required
Secondary Dwelling Unit Guide	-Secondary Dwelling Units in Greater Sudbury: An Information Guide for Homeowners was developed in 2016 by Building Services	Affordable rental housing / Affordable Home Ownership	-provides homeowners with an overview of when they are permitted, how they can be legalized, what the OBC requirements are, registration and addressing	-Guide could be expanded to include information on other forms of housing
OPTIONS FOR NEW /ADDITIONAL TOOLS	Description	Part of Housing Continuum Served	Benefit/Anticipated Results	Potential Improvement
Education & Outreach – manual	A guide can provide can provide information on various forms of housing, where they are permitted, incentives that may be available, etc.	Affordable rental housing / Affordable home ownership	-provides potential applicants with a greater sense of certainty when considering development of a secondary dwelling unit or other forms of housing	-the Guide would build on the existing Secondary Dwelling Unit Guide developed by Building Services -recommend development of an manual as part of the 2021 workplan
Education & Outreach – program	An education and outreach program can provide workshops, tours, and educational events on various forms of housing,	Affordable rental housing / Affordable home ownership	-may generate more interest in the development of alternative forms of housing such as small or tiny homes, potentially in the form of secondary dwelling units	-recommend development of a program as part of the 2021 workplan

	including secondary dwelling units.			
Inclusionary zoning	A land use planning policy tool that would require new residential developments to include affordable housing units	Affordable rental housing / Affordable home ownership	-creates mixed-income housing -directly addresses the need to create more affordable housing	This approach is more a stick than a carrot and has not been recommended for use in Greater Sudbury to date
Modifications to the development review process	Eg those identified through the SPART run-through	Affordable rental housing / Affordable home ownership	-identify potential challenges that may be faced by affordable housing projects through the development approval process	-recommend processing a hypothetical affordable housing development through the Pre-Application Consultation process to identify potential obstacles

THE HOUSING CONTINUUM



Appendix C

Consultation Summary Table

Participants: Development Community: 11 Public and those in the housing community: 10			
Innovative Forms of Housing	Characteristics in Demand	Suggestions for encouraging the development of innovative forms of housing	Experience with Barriers to Development
-Co-housing -Condominium style development, in particular vacant land condos -Secondary dwelling units -Grow homes -pre-fab homes/Modular -3D design (eg Foam Super Structure)/Engineer SIP Panels -Cluster housing -Shipping Container Housing -Land Lease Housing	-Common space -Energy efficiency -Affordability -Slab on grade, single floor plan -townhouse, row house, other forms of multiple dwellings	- Guiding people through the development process -ensuring that communication of a guide executed in a way that reaches a broad audience and is understood -clear communication of what you can and can't do -survey to gauge market interest would be useful -virtual roadshow of successful projects -different tax incentives -use of surplus land, such as school sites	-lot grading requirements -lot coverage provisions -stormwater management requirements -fire flow requirements -servicing requirements -prescriptive nature of the system isn't flexible for unique concepts -costs, eg development charges, servicing -ability to accommodate second unit (eg basement of existing home, height restricts where proposed above a detached garage)

Appendix D

Best Practices /Trends Literature Review

Municipality	Key Term	Description	Weblink
British Columbia	Small Homes	Small Houses: Innovations in Small-scale Living from North America. 2015. Small Home BC.	http://www.smallhousingbc.org/wp-content/uploads/2015/03/SMHT_1stEdition_Feb2015.pdf
Calgary, AB	Calgary Affordable Housing Guide	The guide is intended for anyone looking for emergency shelters, short-term and transitional housing and affordable housing in Calgary.	https://www.calgary.ca/cs/olsh/affordable-housing/calgary-affordable-housing-guide.html
Calgary, AB	Housing Guide	Straight Talk About Affordable Housing.	https://www.calgary.ca/docgallery/bu/cns/homelessness/straight_talk_ah.pdf
Canadian Co-Housing Network	Co-Housing	Information on various projects and groups across the Country	https://cohousing.ca/
Denmark	Co-Housing	Three Phases of Danish CoHousing: Tenure and the Development of an alternative housing form. While Danish cohousing communities are often seen as pioneering and comparatively successful, there has not been a systematic analysis of their experiences since the 1980s. This study provides such an analysis. Henrik Larsen. 2019	https://www.tandfonline.com/doi/full/10.1080/02673037.2019.1569599
Portland, Oregon	Overlay – Housing Options	Developed a residential infill project “Additional Housing Options” overlay, which allows duplexes and small triplexes as of right within the defined area. Additional parking requirements are waived and increase in gross floor area permitted for affordable (80% median) units.	https://www.portlandoregon.gov/bps/article/552040
Edmonton, Alberta	YEGarden Suites	YEGarden Suites organizes information sessions and tours of suites that have already been built for those interested within the community.	https://www.yegardensuites.com/
Edmonton, Alberta	Tiny Homes Zoning Review	Undertaking an investigation of tiny homes and finding multiple ways to accommodate them	https://www.edmonton.ca/city_government/urban_planning_and_design/tiny-homes-zoning-review.aspx

Grand Rapids, Michigan	Single Family Zoning	In 2007, single family districts were eliminated after adopting a smart growth-based master plan.	https://www.planetizen.com/news/2019/01/102198-form-based-code-ended-single-family-zoning-decade-ago-grand-rapids
Hamilton, ON	Laneway Housing	Staff have draft a report addressing secondary dwelling units in detached structures for properties adjoining laneways	https://www.cbc.ca/news/canada/hamilton/laneway-houses-1.4712420
Iler Campbell Law	Co-Housing	Rethinking traditional housing models for Canada's growing seniors population	https://ilercampbell.com/blog/2019/03/senior-s-co-housing-re-thinking-traditional-housing-models-for-canadas-growing-senior-population/
Kitchener-Waterloo, Ontario	Co-living Community	Node, a Co-living community, broke ground in the fall of 2019 and is intended to be open to residents in early 2021. 1 and 2 bedroom units will be offered that are roughly 450 and 650 sq.ft.	http://node-living.com/kitchener.html
Greater Sudbury, Ontario	Housing Demand and Supply Analysis	Supply and Demand Analysis conducted as part of the Social Housing Revitalization Plan.	https://agendasonline.greatersudbury.ca/index.cfm?pg=feed&action=file&attachment=26306.pdf
N/A	Integrating Tiny Homes	Journal Article: Integrating tiny and small homes into the urban landscape: History, land use barriers and potential solutions. 2018. Krista Evans. Journal of Geography and Regional Planning	https://pdfs.semanticscholar.org/624c/9b0400a0a997d459f71f40d846a88b2af256.pdf
New York, New York	Adapt NYC	In 2012-2013 New York had a competition for comfortable and affordable micro-units around 250 sq.ft	https://www.archdaily.com/324418/adapt-nyc-competition-announces-micro-apartment-winner-and-finalists
Ontario	Guide to Building or Buying a Tiny Home	Provides guidance to property owners or builders on Tiny Homes.	https://www.ontario.ca/document/build-or-buy-tiny-home
Oshawa, Ontario	FAQ	A website is provided to answer frequently asked questions regarding the development of tiny homes	https://www.oshawa.ca/city-hall/tiny-homes.asp
Oshawa, Ontario	Micro-housing pilot project	Durham Region Non-Profit Housing Corporation is undertaking a pilot project with a shipping container converted to a dwelling at their head office.	https://durhampost.ca/new-micro-home-pilot-coming-to-oshawa

Price Waterhouse Coopers	Co-living	Blending the features of apartments, dorm rooms and hotels, co-living accommodations offer residents the opportunity to have their own space with common living areas at a more affordable price.	https://www.pwc.com/ca/en/industries/real-estate/emerging-trends-in-real-estate-2020/customers-at-the-heart.html
Price Waterhouse Coopers	Affordable provisions	Increasing affordable housing supply by entering into long-term leases with developers to build rental housing on underused or surplus public lands.	https://www.pwc.com/ca/en/industries/real-estate/emerging-trends-in-real-estate-2020/policy-challenges.html
Prince Edward County, Ontario	Small Homes	"Small Homes", A Discussion of Planning Issues and Options with Questionnaire.	http://www.countymemorytrail.ca/media/PE-County/Documents/Public-Consultation-/Small-Homes-Discussion-Paper-and-Questionnaire.pdf
Provincial-Territorial-Municipal Working Group on Tiny Homes	Tiny Houses	Tiny Houses in Canada's Regulatory Context: Issues and Recommendations	https://mhaprairies.ca/pdf/municipalities/Tiny%20Homes_Discussion%20Paper_2016-04-04.pdf
Ryerson, City Building Institute	Density	Report suggest a new pattern of housing development must be implemented to ensure a healthy, livable and affordable region for all residents.	https://urbantoronto.ca/news/2020/04/ryerson-report-recommends-distributed-density-accommodate-growth
Seattle, Washington	Small Efficiency Dwelling Units (SEDUs)	Currently undertaking a review of policies that permit these units	http://www.seattle.gov/sdci/codes/codes-we-enforce-(a-z)/small-efficiency-dwelling-units
San Francisco, California	Minimum area	legislation for the minimum code size for apartments.	https://www.nbcbayarea.com/news/local/minimum-living-space-in-sf-now-220-sq-feet/2069520/#:~:text=The%20San%20Francisco%20Board%20of,which%20is%20150%20square%20feet.
Smart Communities Ontario	Tiny House Communities	A non-profit organization that develops tiny communities	https://www.google.com/search?q=smart+communities+ontario&rlz=1C1GCEA_enCA853CA853&oq=smart+communities+ontario&aqs=chrome..69i57j0.3344j0j7&sourceid=chrome&ie=UTF-8

Solterra Cohousing	Shared Housing / Co-Ownership	Solterra Co-Housing offers senior housing opportunities and support services.	http://solterrace-housing.com/
Squamish, British Columbia	Tiny Homes	District of Squamish has been exploring the feasibility of allowing mobile tiny homes to be parked on residential lots.	https://squamish.ca/business-and-development/home-land-and-property-development/tiny-homes/
Sunshine Valley, British Columbia	Tiny Homes	In 1983, Sunshine Valley's private land owner applied for an exemption from regional building by-laws and zoning, which was established seven years prior. The following year, the Ministry of Municipal Affairs approved the removal of Sunshine Valley from the Fraser Valley regional district. As a result, there is nothing prohibiting the construction of tiny homes on the lots currently for sale.	https://www.rightsizingmedia.com/welcome-to-tiny-town-sunshine-valley/
Tempe, Arizona	Micro Estates	Community of 13 small homes, 600 sq.ft. each	https://www.azcentral.com/story/news/local/tempe/2020/02/20/newtown-community-development-breaks-ground-tempe-micro-estates/4813406002/
Toronto, Ontario	Landscape	Landscape has put on a Laneway Lecture Series, entitled "Present: How to Design and Build Laneway Suites" in Toronto.	https://landscape.ca/
Vancouver, British Columbia	Co-housing Lite	Model where developer takes on more risk and residents buy in, as opposed to group-led co-housing. Can be apartment style model, rather than separate dwelling units on a large parcel of land.	https://www.theglobeandmail.com/real-estate/vancouver/article-cohousing-converts-wait-for-their-keys/
Vancouver, British Columbia	Pocket neighbourhoods Lock-Off Suites	Typically comprised of 4-14 small detached houses, typically less than 1,000 sq.ft, oriented around a common open space on a larger single or double lot.	https://www.vancourier.com/opinion/in-unaffordable-vancouver-we-need-to-start-thinking-small-1.23505368?fbclid=IwAR1-bY6fGf-nICpN_CMgImZxhnqYvcEnLLnLgTPgTCiEL9It0d8S4112hiw
Yarmouth, Nova Scotia	Tiny Homes	Zoning by-law provisions	https://www.capebretonpost.com/news/provincial/tiny-homes-discussed-by-municipality-of-yarmouth-253868/