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REPORT FOR ACTION

Rapid Housing Initiative - 150 Dunn Avenue (Part of a Larger Parcel of Land Including 74, 82, 130, 160, and 162 Dunn Avenue, 1-17 Close Avenue, and 74 and 78 Springhurst Avenue)

Date: June 9, 2021
To: Planning and Housing Committee
From: Chief Planner and Executive Director, City Planning Division, Executive Director, Housing Secretariat
Wards: Parkdale-High Park

SUMMARY

This report presents a proposed modular housing development for 74, 82, 130, 150, 160, and 162 Dunn Avenue, 1-17 Close Avenue, and 74 and 78 Springhurst Avenue ("150 Dunn Avenue"), outlines the community engagement process underway and recommends that Council endorse, in principle, the use of a Minister's Zoning Order to provide any necessary relief from the in-force zoning by-law regulations to permit the proposal. This proposal is one of the sites under the Rapid Housing Initiative (RHI) and will create approximately 51 supportive homes for people experiencing homelessness in partnership with the University Health Network (UHN) Gattuso Centre for Social Medicine and the United Way of Greater Toronto (UWGT). The other sites currently advancing under the RHI program include 222 Spadina Avenue and 877 Yonge Street.

The City is committed to working with local communities to provide accurate and timely information about the project, answer questions and collect their feedback and input, including ideas for how to support and welcome the new residents into the neighbourhood. There will be a number of opportunities for residents to learn more about the new homes with supports planned at 150 Dunn Avenue. The first virtual community meeting is targeted for June 16th. Corporate Real Estate Management (CREM) is currently preparing a Site Plan Approval application submission in conjunction with the retained modular housing supplier.

At its meeting of October 27, 2020 City Council adopted Item MM25.32 -Implementation of the Federal Rapid Housing Initiative (RHI) authorizing staff to: enter into an agreement with Canada Mortgage and Housing Corporation to secure the City's allocation of \$203.3 million through this program, and identify projects that can be made available for occupancy within twelve (12) months, in accordance with the terms and conditions of the Rapid Housing Initiative (RHI). City Council also approved approximately \$59 million in pre-approved City Open Door incentives to support the creation of up to 800 affordable rental units under the program, to maximize the RHI opportunity and exceed the minimum unit requirement set out under the RHI. Further, on October 27, 2020 City Council adopted Item PH17.4 - Creating New Supportive Housing Opportunities in Partnership with the University Health Network and United Way of Greater Toronto, and directed staff to report on report back by the second quarter of 2021 with recommendations to activate the site with new supportive or affordable housing opportunities.

The creation of modular affordable rental housing with support services is a key element of the HousingTO 2020-2030 Action Plan, which has an approval target of 18,000 supportive homes, including the creation of at least 1,000 modular homes, over the next ten years. To date, 100 modular homes are completed through Phase One at 11 Macey Avenue (Ward 20 - Scarborough Southwest) and 321 Dovercourt Road (formerly 150 Harrison Street) (Ward 9 - Davenport). Additional modular supportive housing proposals are underway that are targeted for completion by Spring of 2022.

The 150 Dunn Avenue site is owned by the University Health Network and is currently developed with a 4 storey rehabilitation establishment known as the Bickle Centre, a 4 storey long term care facility, and a series of detached houses. The site is also subject to an application for a 6 storey extension to the existing Lakeside Long-term Care Centre (application number 19 112609 STE 04 OZ).

A portion of the site fronting onto Dunn Avenue has been identified as suitable for construction of modular housing to create new affordable rental housing (see Attachment 1). The target completion and occupancy date for the site is spring 2022. Based on the conceptual site plans prepared for the site, relief to the existing zoning provisions would be required. The required relief will be finalized following community feedback and completion of detailed building and site design.

Staff have assessed the review and approval process timelines for the required *Planning Act* applications relative to the urgency in creating affordable and supportive housing in the city. In consideration of this urgency and Council's request to prioritize planning and building approvals for affordable housing, this report recommends that City Council endorse in principle the use of a Minister's Zoning Order to provide the necessary relief to permit the construction of modular housing at this site. The *Planning Act* gives the Minister of Municipal Affairs and Housing the power, by order, in respect of any lands in Ontario, to exercise any of the powers conferred on Council to zone lands and modify the zoning regulations for a given site. A Minister's Zoning Order would enable the City to more quickly implement the modular housing proposals.

RECOMMENDATIONS

The Chief Planner and Executive Director, City Planning and the Executive Director, Housing Secretariat recommend that:

1. The Planning and Housing Committee request the Chief Planner and Executive Director, City Planning, and the Executive Director, Housing Secretariat, to report on the

results of the community engagement process and the final recommendations to the September meeting of Council.

2. City Council endorse, in principle, amending the zoning regulations for 150 Dunn Avenue to permit the construction of the modular housing proposal by way of a request to the Minister of Municipal Affairs and Housing to make a Minister's Zoning Order for the lands municipally known as 150 Dunn Avenue, pursuant to Section 47 of the Planning Act, and request the Chief Planner and Executive Director, City Planning to report to the September City Council meeting on the final recommended proposal and the relief to the zoning by-law required to permit the proposed development.

FINANCIAL IMPACT

There are no financial impacts to the City resulting from the recommendations included in this report in the 2021 budget year. The proposed development for 150 Dunn Avenue will be fully funded through the Housing Secretariat's 2021-2030 Capital Budget & Plan. The project is also preapproved for Open Door incentives through MM25.32 -Implementation of the Federal Rapid Housing Initiative.

On April 7, 2021 the Province of Ontario confirmed \$15.4 million in operating funding dedicated to 1,098 supportive homes to be created in Toronto through the Rapid and Emergency Housing initiatives including the project at 150 Dunn Avenue. A commitment for ongoing funding beyond 2021 will be required to support residents in these new supportive homes and to ensure their health and well-being long term.

The Chief Financial Officer and Treasurer has reviewed this report and agrees with the financial impact information.

EQUITY IMPACT

The Modular Housing Initiative advances a number of the City of Toronto's equity strategies and commitments, including: HousingTO 2020-2030 Action Plan, Poverty Reduction Strategy, Strong Neighbourhood Strategy, Toronto Newcomer Strategy and the Toronto Seniors Strategy.

By implementing the Modular Housing Initiative, the City is creating permanent supportive housing solutions to help marginalized residents. All homes within the modular housing proposal would be rented at or below City-wide average market rents, providing lower income individuals with the opportunity to access safe, quality housing. A combination of housing supports and rental allowances will also be deployed to deepen the affordability of these homes. At its meeting of December 16, 2020 City Council adopted report PH19.11 - Emergency Housing Action which was a response to a request from Planning and Housing Committee for staff to report on a plan for the City to accelerate affordable housing opportunities. The report contained a number of recommendations requesting and authorizing matters related to achieving new affordable housing. The City Council Decision can be found here:

http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2020.PH19.11

At its meeting of October 27, 2020 City Council adopted item PH17.4 - Creating New Supportive Housing Opportunities in Partnership with the University Health Network and United Way of Greater Toronto. Council directed Staff to begin a visioning and master planning exercise for future redevelopment of the lands, including the potential for modular housing. The City Council decision can be found here: http://app.toronto.ca/tmmis/viewAgendaltemHistory.do?item=2020.PH17.4

At its meeting of October 27, 2020 City Council adopted Item MM25.32 -Implementation of the Federal Rapid Housing Initiative authorizing staff to enter into an agreement with Canada Mortgage and Housing Corporation to secure the City's allocation of \$203.3 million through this program; and identify projects that can be made available for occupancy within twelve (12) months, in accordance with the terms and conditions of the Rapid Housing Initiative (RHI). The City Council decision can be found here:

http://app.toronto.ca/tmmis/viewAgendaltemHistory.do?item=2020.MM25.32

At its meeting of June 29, 2020 City Council adopted report PH14.8 - Modular Supportive Housing. The report adopted a request by City Council to request the Minister of Municipal Affairs and Housing to make a Minister's Zoning Order pursuant to Section 47 of the Planning Act for 11 Macey Avenue and 150 Harrison Street to amend zoning regulations to permit the construction of modular housing. A Supplementary Report was also considered by Council (PH14.8b) that provided a summary of feedback received through community consultation on each site. The City Council Decision can be found here:

http://app.toronto.ca/tmmis/viewAgendaltemHistory.do?item=2020.PH14.8

At its meeting of February 26, 2020, City Council adopted PH13.5 - Plan to Create Supportive Housing Opportunities, outlining plans to develop 600 supportive housing opportunities in 2020 and requested the Federal and Provincial Governments, as part of their 2020 Budgets, to commit capital and operating funding to support the creation of 1,800 new units of supportive housing annually, in order to reduce homelessness in Toronto. The City Council Decision can be found here:

http://app.toronto.ca/tmmis/viewAgendaltemHistory.do?item=2020.PH13.5

At its meeting of December 17 and 18, 2019, City Council adopted report PH11.5 -HousingTO 2020-2030 Action Plan as the framework to address Toronto's housing and homelessness challenges by 2030. This Plan includes a number of actions and targets to address critical needs across the housing spectrum including emergency shelters and transitional housing, social and supportive housing, market and affordable rental housing and home ownership. The City Council Decision can be found here: http://app.toronto.ca/tmmis/viewAgendaltemHistory.do?item=2019.PH11.5

At its meeting of June 18 and 19, 2019, City Council adopted MM8.49 - Providing a Rapid Housing Response to Homelessness through a New Modular Supportive Housing Pilot Initiative. Council directed staff to report back on the development of a new modular supportive housing initiative. It called for interdivisional coordination to identify potential sites and to expedite the development of supporting housing. The City Council Decision can be found here:

http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2019.MM8.49

At its meeting of January 30 and 31, 2019 City Council adopted MM2.9 - Expanding Supportive Housing in Toronto. This report called for an aggressive plan for building supportive and transitional housing. The City Council Decision can be found here: http://app.toronto.ca/tmmis/viewAgendaltemHistory.do?item=2019.MM2.9

At its meeting of March 26 and 27, 2018, City Council adopted CD26.5 - Emergency Shelter Services Update. Council set a target of creating 18,000 new units of supportive housing over the next 10 years, approximately 1,800 units per year. The City Council Decision can be found here:

http://app.toronto.ca/tmmis/viewAgendaltemHistory.do?item=2018.CD26.5

PROPOSAL

Approval Process

This report recommends that City Council endorse in principle a request to the Minister of Municipal Affairs and Housing to make a Minister's Zoning Order for 150 Dunn Avenue in order to provide the zoning relief necessary to advance the modular housing proposal and provide new affordable housing by the target occupancy date of the first quarter of 2022.

Section 47(1) of the *Planning Act* gives the Minister of Municipal Affairs and Housing the authority to zone any property in the Province through a Minister's Zoning Order. While City Council has the authority to zone and re-zone lands pursuant to Section 34 of the *Planning Act,* the Minister has the authority to make an order exercising City Council's power to enact zoning regulations. A Minister's Zoning Order would amend the current zoning regulations in order to implement the modular housing proposal. The rezoning would have otherwise been advanced through either a Zoning By-law Amendment considered by Council or Minor Variance application considered by the Committee of Adjustment.

Residential uses are permitted on the Dunn Avenue site. The requested zoning amendments are expected to primarily address performance standards such as building setbacks, building heights, lot coverage and will be determined following submission of the site plan approval application and community consultation.

Staff considered advancing this modular housing proposal through the Zoning By-law and Minor Variance application processes, but determined that considering the urgency to create affordable and supportive homes, the fastest way of achieving the target would be via a Minister's Zoning Order. This determination is also informed by the Phase One modular housing experience with timelines for construction through to occupancy.

The proposal is subject to Site Plan Approval, which will examine the design and technical aspects of the proposal to ensure that it is attractive and compatible with the surrounding area and contributes to the economic, social and environmental health of the City. Features such as building design, site access and servicing, waste storage, parking, loading and landscaping are typically reviewed. CREM is working with the retained builder and architectural firm to finalize the design and prepare a Site Plan Approval application for submission. These applications will follow the normal procedures and guidelines required by the City. The City's Concept to Keys office (C2K) will lead the Site Plan Approval review process. Site Plan approval is delegated, as is the City's standard practice, to the Chief Planner and Executive Director, City Planning. The development will be built to Tier 2 of the Toronto Green Standard.

Site Location and Proposal Description

The 150 Dunn Avenue site is located between King Street West and Springhurst Avenue, near Jameson Avenue. The site is owned by the University Health Network and consists of a 4 storey long-term care facility (the Lakeside Long-term Care Centre), a 4 storey rehabilitation centre (the Bickle Centre), several houses and surface parking. To the north and east of the site are primarily houses, along with an 11 storey building at King Street. To the west, on the west side of Close Avenue, is a parkette, along with apartment buildings of approximately 8 to 11 storeys, and one apartment tower of 23 storeys. To the south are houses and the Gardiner Expressway.

The selected site, on the southeast corner of UHN's main grounds, will not impact the visioning and master planning exercise which Council directed staff to undertake via Item PH17.4 - Creating New Supportive Housing Opportunities in Partnership with the University Health Network and United Way of Greater Toronto. Staff have prioritized the supportive housing opportunity, and the visioning and master planning exercise has yet to commence.

Community facilities in the broader community include the Parkdale Neighbourhood Library, Holy Family Recreation Centre and Masaryk-Cowan Community Centre. Community agencies in the area include West Neighbourhood House, Parkdale Activity-Recreation Centre (PARC), Parkdale Queen West Community Health Centre, CORE Centre for Opportunities Respect and Empowerment, Parkdale Intercultural Association, Parkdale Community Legal Services and UHN Toronto Rehabilitation Institute, EW Bickle Centre for Complex Continuing Care (which is on the same lot). These services cover employment and training, education and literacy, health services, legal support, social and recreation services. This is not an exhaustive list, and each of these centres and services are within a 1 kilometre radius (about a 12 minute walk). Nearby transit service also provides connection to services further afield. The site is served by the #504 King streetcar providing connection to Dundas West subway station on the Line 2 (Bloor-Danforth) and the St Andrew subway station on Line 1 (Yonge-University). The site is also less than a 10 minute walk to Dufferin Street, which is served by the #29 Dufferin bus, providing connection to Dufferin subway station on Line 2 (Bloor-Danforth). A variety of retail and services are located within a 10 minute walk, including pharmacies, grocery stores, restaurants and cafes.

The modular housing building is proposed to be located at the east end of the site, oriented north-south along Dunn Avenue. The conceptual site plan identifies the following key development statistics, which may change as the site plan is reviewed and finalized:

- Building Height: 4 storeys
- Total number of units: estimated at 51
- Setback from Dunn Avenue: estimated at 6.0 metres
- Setback to the south lot line: estimated at 2.1 metres
- Separation distance from the EW Bickle Centre: estimated at 9.5 metres
- Bicycle parking proposed on the west side of the proposed building
- No vehicle parking proposed

All units within the building would be self-contained dwelling units with ensuite kitchen and bathroom facilities; and a percentage of the units will be accessible units. The ground floor of each building would contain a common kitchen, shared laundry, and other programming and administrative spaces. An outdoor amenity area is proposed to be located on the west side of the building.

The building would be managed by a qualified and experienced non-profit housing provider that brings professional building management experience and expertise coordinating customized supports tailored to meet the unique needs of each resident. This project will be delivered in partnership with the University Health Network (UHN) Gattuso Centre for Social Medicine and the United Way of Greater Toronto (UWGT). The support services model for this site will be developed by University Health Network (UHN) Gattuso Centre for Social Medicine, the City of Toronto and community partners. It will incorporate a range of health and social services to be delivered onsite. Through this partnership with UHN, residents will also be connected to primary care and other health services within the hospital's Parkdale campus. Experienced staff will be on site at all times and residents will be connected to a range of supports provided by the building's non-profit housing operators, and/or support services partners including health care professionals and social service organizations.

These modular homes will be created for people currently experiencing homelessness or at risk of homelessness, including those who are underserved by the healthcare system.

COMMUNITY ENGAGEMENT

There will be a number of opportunities for residents to learn more about the new homes with supports planned for 150 Dunn Avenue. Ideaspace Consulting has been retained by the City to assist with community engagement.

The City is committed to working with local communities to provide accurate and timely information about the project, answer questions and collect their feedback and input on: building and site design elements, including lighting, pathways, and landscaping to inform the Site Plan review; and ideas for how to support and welcome the new residents into the neighbourhood.

A public meeting with the local Councillor is planned for June 16, 2021 at 7 p.m. Based on the expert advice of Toronto's Medical Officer of Health to practice physical distancing to help reduce the spread of COVID-19 and to protect the health and safety of Toronto residents and staff, the engagement activities will be held virtually. Additional information about the project will be available at <u>www.toronto.ca/150dunn</u> and will be provided through a variety of methods:

- A post card was hand delivered to immediate neighbours to inform them about the project and invite them to a Community Meeting;
- A project information sheet was delivered via Canada Post to reach residents and households who might not have access to online information;
- Information signs were posted on-site;
- The City will continue to reach out to local community agencies, BIAs and resident associations to ensure they are informed and provided the opportunity to comment on the proposals; and
- Residents can call the Community Liaison Office at 437-684-5857 (Monday to Friday 9 a.m. to 4 p.m.) or email: communityliaison@bigideaspace.ca to ask questions and share their input.

The City is also working closely with the UHN and the United Way to engage their community partners and agencies as part of the modular housing proposal and to developing a comprehensive support service plan that will address the social determinants of health, and help people successfully exit homelessness while improving their overall health and wellbeing

COMMENTS

Policy Considerations

The prioritized approval process for these modular housing proposals supports provincial and municipal objectives by providing affordable housing and improving social equity and overall quality of life in our communities.

Section 2 of the *Planning Act* sets out matters of provincial interest, to which City Council shall have regard in carrying out its responsibilities. By creating permanent

affordable supportive housing within transit accessible neighbourhoods the modular housing proposals have regard to the following matters of provincial interest:

(h) the orderly development of safe and healthy communities;

(j) the adequate provision of a full range of housing, including affordable housing; and (q) the promotion of development that is designed to be sustainable, to support public transit and to be oriented to pedestrians

The Provincial Policy Statement (PPS 2020) provides province-wide policy direction on land use planning and development to promote strong communities, a strong economy and a clean and healthy environment. It includes policies on key issues that affect communities. With respect to housing, the PPS 2020, Section 1.4 Housing, encourages the achievement of healthy, liveable and safe communities by accommodating an appropriate range and mix of housing options to meet housing needs, including affordable housing. The PPS also seeks to align the provision of housing to meet social, health, economic and well-being requirements of current and future residents through housing and homelessness plans.

A Place to Grow: Growth Plan for the Greater Golden Horseshoe (2020) came into effect on August 28, 2020. This was an amendment to the Growth Plan for the Greater Golden Horseshoe, 2019. The Growth Plan (2020) continues to provide a strategic framework for managing growth and environmental protection in the Greater Golden Horseshoe. The Growth Plan establishes policies that require implementation through a Municipal Comprehensive Review (MCR), which is a requirement pursuant to Section 26 of the Planning Act. Policies not expressly linked to a MCR can be applied as part of the review process for applications in advance of the next MCR. These policies include:

- Directing municipalities to make more efficient use of land, resources and infrastructure to reduce sprawl, contribute to environmental sustainability and provide for a more compact built form and a vibrant public realm; and
- Achieving complete communities with access to a diverse range of housing options, protected employment zones, public service facilities, recreation and green space, and better connected transit to where people live and work;

The Growth Plan builds upon the policy foundation provided by the PPS and provides more specific land use planning policies to address issues facing the Greater Golden Horseshoe region. The policies of the Growth Plan take precedence over the policies of the PPS to the extent of any conflict, except where the relevant legislation provides otherwise. In accordance with Section 3 of the *Planning Act* all decisions of Council in respect of the exercise of any authority that affects a planning matter shall conform or shall not conflict with the Growth Plan. Comments, submissions or advice affecting a planning matter that are provided by Council shall also conform, or shall not conflict, with the Growth Plan.

The Official Plan is a comprehensive policy document that guides development in the City, providing direction for managing the size, location, and built form compatibility of different land uses and the provision of municipal services and facilities. The vision of the City's Official Plan centres on the creation of an attractive and safe city that evokes pride, passion and a sense of belonging. A city where people of all ages and abilities

can enjoy a good quality of life in vibrant neighbourhoods that are part of complete communities. The vision also outlines the importance of providing affordable housing choices across the City that meet the needs of everyone in their communities throughout their life.

Official Plan Section 3.2.1 Housing outlines that adequate and affordable housing is a basic requirement for everyone. Where we live and our housing security contribute to our well-being and connect us to our community. The City's quality of life, economic competitiveness, social cohesion, as well as its balance and diversity depend on it. Policy 3.2.1.1 directs that a full range of housing, in terms of form, tenure and affordability will be provided and maintained, across the City and within neighbourhoods, to meet the current and future needs of residents. A full range of housing includes affordable and supportive housing. The proposed modular housing development supports the City's vision as a place where all people have housing choice and can have access to a good quality of life. With respect to intensification of existing sites, Official Plan Policy 3.2.1.5 identifies that where there will be significant new development on sites containing six or more rental units, and where rental units will be kept in the new development, that: affordable and mid-range rental units will be secured as rental housing; and any needed improvements and renovations to the existing rental housing and to improve amenities should be a priority.

The site is designated *Institutional Areas* in Official Plan Chapter 4, Land Use Designations. This designation permits educational, health and governmental uses with their ancillary uses, cultural, parks and recreational, religious, commercial and institutional residence facilities, including the full range of housing associated with a health institution, as well as utility uses.

Zoning

The site is zoned R2 - a Residential District in former City of Toronto Zoning By-law 438-86. The zone permits a variety of residential building forms, including apartment buildings up to 10 metres in height. The site is not currently part of the City's Zoning By-law 569-2013, which is online here:

https://www.toronto.ca/city-government/planning-development/zoning-by-lawpreliminary-zoning-reviews/

Design Guidelines

Based on the experience with the two modular housing sites advanced in Phase One of the Modular Housing Initiative, staff developed Modular Housing Urban Design Guidelines to provide clarity on urban design expectations. Key considerations of the Guidelines include:

- Site Organization building placement and address, parking, loading and garbage collection, outdoor amenity space, tree protection and grade alteration;
- Building Design exterior design, user-centred design, and lifecycle considerations to improve longevity;
- Public Realm outdoor amenity space, streetscape and landscape design, sightlines and lighting, and bicycle parking and related storage; and

• Sustainability - to achieve more sustainable buildings and green site and building design.

The Modular Housing Urban Design Guidelines will be utilized in the review and evaluation of the Site Plan Approval applications for each of the sites. The development will be built to Tier 2 of the Toronto Green Standard.

NEXT STEPS

CREM is finalizing plans and preparing Site Plan Approval applications for submission. The City's C2K team will manage the Site Plan Approval review process. Once received, the Site Plan Approval application materials will be posted on the City's Application Information Centre Web Page at: www.toronto.ca/aic

Feedback received through the community engagement process will inform the Site Plan review and the final determination of relief required to the zoning by-law(s).

CONCLUSION

In response to the urgent need to create new affordable and supportive homes in the city, and City Council's request to prioritize the review and approval process for these projects, this report recommends that City Council direct the Chief Planner and Executive Director, City Planning to determine the zoning by-law relief that will be required to permit the proposed development, taking into consideration the outcomes of the community consultation meetings. Additionally, this report recommends that City Council direct that the Chief Planner and Executive Director, City Planning, to initiate discussions with the Minister of Municipal Affairs and Housing about making a Minister's Zoning Order, pursuant to Section 47 of the *Planning Act*, to implement the required zoning relief for the proposed modular housing initiative at the property municipally known as 150 Dunn Avenue.

This report also recommends that staff report to the September meeting of City Council on the summary of the community engagement process, final recommended proposal and the relief required to the zoning by-law that would be required to permit the proposed development in the form of a draft Minister's Zoning Order.

CONTACT

Kerri Voumvakis, Director, Strategic Initiatives, Policy & Analysis, City Planning, 416-392-8148, <u>Kerri.Voumvakis@toronto.ca</u>

Valesa Faria, Director, Housing Secretariat, 416-392-0602, Valesa.Faria@toronto.ca

Lisa Barroso, Director, Project Management Office, Corporate Real Estate Management Division, 416-338-0237, <u>Lisa.Barroso@toronto.ca</u>

SIGNATURE

Gregg Lintern, MCIP, RPP Chief Planner & Executive Director, City Planning Division

Abigail Bond Executive Director, Housing Secretariat

ATTACHMENTS

Attachment 1: Location Map Attachment 2: Official Plan Land Use Map Attachment 3: Zoning Map

Attachment 1: Location Map





Attachment 2: Official Plan Land Use Map

Attachment 3: Zoning Map

