



STAFF REPORT ACTION REQUIRED

Official Plan Five Year Review: Final Recommendation Report - Amendments to the Healthy Neighbourhoods, Neighbourhoods and Apartment Neighbourhoods Policies of the Official Plan

Date:	October 15, 2015
To:	Planning and Growth Management Committee
From:	Chief Planner and Executive Director, City Planning Division
Wards:	All
Reference Number:	P:\2015\ClusterB\PLN\PGMC\PG15130

SUMMARY

This report presents the recommended policies for the Healthy Neighbourhoods, *Neighbourhoods* and *Apartment Neighbourhoods* policies of the Official Plan. The proposed policy changes are the result of extensive consultations with stakeholders including community associations, the general public, the development industry and City divisions and agencies, all which have helped to further refine the proposed policies to provide enhanced clarity and direction.

The recommended Official Plan amendment appended to this report as Attachment 1 incorporates changes to clarify, strengthen and refine the existing policies as they apply to residential lands. Attachment 2 illustrates how the Official Plan would read if the amendments proposed in Attachment 1 are adopted. The recommended changes support the Official Plan's goals to protect and enhance existing neighbourhoods and allow limited infill on underutilised apartment sites within *Neighbourhoods* and *Apartment Neighbourhoods*.

The proposed Official Plan Amendment implements the City's Tower Renewal Program by promoting the renewal and retrofitting of older residential apartment buildings. The revised policies encourage small scale retail, institutional uses and community facilities at grade in apartment buildings to better serve area residents, particularly on sites that are not within walking distance of such facilities. Community gardens are also encouraged on apartment sites that are distant from shopping facilities offering fresh produce.

Pursuant to Section 26 of the Planning Act and in accordance with Council's direction at its May 5, 2015 meeting, this report and the proposed Official Plan amendment was tabled at the

Staff report for action on Official Plan Five Year Review: Final Recommendation Report - Amendments to the Healthy Neighbourhoods, Neighbourhoods and Apartment Neighbourhoods Policies of the Official Plan

September 16, 2015 meeting of the Planning and Growth Management Committee enabling the public to have time to review and comment on the proposed amendments. This report summarizes the recommended policy amendments which will be subject to a special statutory Public Meeting at the November 16, 2015 meeting of the Planning and Growth Management Committee.

RECOMMENDATIONS

The Chief Planner and Executive Director, City Planning Division recommends that City Council:

1. Amend the Official Plan substantially in accordance with the recommended Official Plan Amendment appended as Attachment 1.
2. Authorize the City Solicitor to make such stylistic and technical changes to the recommended Official Plan Amendment as may be required.
3. Declare by resolution to the Minister of Municipal Affairs and Housing that this Official Plan Amendment:
 - i) conforms with Provincial Plans or does not conflict with them;
 - ii) has regard to the matters of Provincial Interest in Section 2 of the *Planning Act*; and
 - iii) is consistent with policy statements issued under subsection 3(1) of the *Planning Act*.

Financial Impact

There are no financial impacts associated with this report.

DECISION HISTORY

At its July 8, 2014 meeting, Council adopted the report from the Chief Planner and Executive Director entitled 'Official Plan Review: Draft Policies for Healthy Neighbourhoods, *Neighbourhoods* and *Apartment Neighbourhood*' that set out revised draft policies and directed City Planning staff to undertake public consultations on the basis of the revised draft policies, including holding open houses in each Community Council district of the City and meeting with key stakeholders such as resident and ratepayer associations, tenant groups, and the Building Industry and Land Development Association (BILD).

At its meeting of May 5, 6 and 7, 2015, Council considered a further report outlining the results of the public consultations that occurred in the last quarter of 2014 and staff proposals for further refinements of the draft policies. Council endorsed the proposed changes and directed Planning staff to present the revised policies for Healthy Neighbourhoods, *Neighbourhoods* and *Apartment Neighbourhoods* at an Open House on June 16, 2015.

In addition, Council requested the Chief Planner and Executive Director to report to the September 2015 meeting of the Planning and Growth Management Committee on the addition of a non-statutory policy that speaks to the following intent:

"Neighbourhoods and Apartment Neighbourhoods being communities that are planned to support Toronto's diverse households with safe and appropriate housing, services, roads and environments, thus enabling residents to raise and care for children and dependants, make a living, as well as transition from one phase in life to another."

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2015.PG3.6>

At its meeting on September 16, 2015, Planning and Growth Management Committee considered the report dated August 18, 2015 from the Chief Planner and Executive Director, City Planning, that summarized the results of the feedback received at the June 16, 2015 Open House and which presented the proposed policy changes for Healthy Neighbourhoods, *Neighbourhoods* and *Apartment Neighbourhoods*. The policies presented at the September 16, 2015 meeting had been further refined to address comments received at the Statutory Open House held on June 16, 2015 and additional comments received from stakeholders.

The Committee directed that Section 2.3.1, Healthy Neighbourhoods, in the Official Plan be further amended to emphasize the need for encouraging the provision of food producing gardens on underutilized lands, particularly in *Apartment Neighbourhoods*. Furthermore, the Committee directed that this report containing the proposed amendments to the Healthy Neighbourhoods, *Neighbourhoods* and *Apartment Neighbourhoods* policies and amended in accordance with the Committee's direction, be distributed to the public and considered at a special statutory public meeting to be held on November 16, 2015 by the Planning and Growth Management Committee. The Committee's direction and the report can be found at:

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2015.PG6.3>

The recommended Official Plan Amendment is the culmination of an extensive review of current policies for residential lands, which commenced with the initial round of public consultations in 2011, and internal consultations within the City's Planning Division and other divisions.

The Amendment also addresses Council's direction to implement the City's Tower Renewal Program adopted by Council in 2010:

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2010.EX45.52>

June 16, 2015 Open House Consultation

On June 16, 2015 City Planning staff hosted an Open House to present and receive feedback on the revised Official Plan policies for Healthy Neighbourhoods, *Neighbourhoods* and *Apartment Neighbourhoods*.

Information on the Open House was widely distributed via posting on the Official Plan Five Year Review dedicated webpage, an advertisement on Spacing Magazine's Toronto website for a week and a notice published in the Toronto Star. In addition, email and mail invitations were sent to all organizations and individuals who requested to be notified of the reports and meetings related to the Official Plan Review. Notice was emailed to over 4,000 subscribers to the

Electronic Updates of the Official Plan Review. Approximately 35 persons attended the Open House.

Additional Feedback

Subsequent to the issuance of the August 18, 2015 report, and consideration of the report by the Planning and Growth Management Committee at its September 16, 2015 meeting, additional submissions were received from both residents associations and the development industry. The comments, which were primarily focussed on the proposed wording of the revisions to Policies 5 and 9 in *Neighbourhoods*, have largely been addressed in the recommended policies to provide further clarity without affecting their original intent. The additional changes are shown as an underlined text in Attachment 2.

COMMENTS

Feedback from June 16, 2015 Open House

The proposed revised policy changes for Healthy Neighbourhoods, *Neighbourhoods* and *Apartment Neighbourhoods* were generally well received. The majority of participants at the Open House and the earlier consultation rounds supported the direction of the existing *Neighbourhoods* policies to respect and reinforce the existing physical character of the local neighbourhood and requested a further strengthening of these policies. Most of the comments and suggestions for further refining and strengthening of the proposed policy changes were raised during earlier consultation rounds.

Comments received at the June 2015 Open House and in subsequent written submissions reiterated the need for stronger policies to ensure that new development preserves and reinforces the distinctive character of a neighbourhood. Other comments and questions pertained to the policies for infill development on existing apartment sites, issues related to the maintenance and operational practices in existing rental residential buildings and some general remarks on the Official Plan policies for the City's growth management and transportation matters.

Similar to earlier consultations, participants at the Open House raised concerns with the Committee of Adjustment's decisions that were not in keeping with the overarching intent of the Official Plan policies to respect and reinforce the physical character of *Neighbourhoods*.

Comments were made that although existing Policy 3a), Section 2.3.1, Healthy Neighbourhoods, as well as the Mid-Rise Guidelines, require new development in *Mixed Use Areas*, *Regeneration Areas* and *Apartment Neighbourhoods*, to provide a gradual transition of scale and density towards *Neighbourhoods*, they are not adequately implemented in all new projects.

Strong support was voiced for strengthening Policy 4.1.5 that speaks to reinforcing the physical character of the neighbourhood. There was general support for the addition of a new policy to delineate a geographic neighbourhood and direct that when reviewing new development within *Neighbourhoods*, evaluation of the physical character of a particular neighbourhood should first consider properties in the same block that also face the same street as the development site and

other properties in the wider geographic neighbourhood. While strong support was stated for the need to consider the properties in the immediate vicinity to the development site, some residents felt that the requirement for consideration of a larger area should be better defined or even deleted as the second direction detracts from the importance of the entire policy. Staff also heard concerns that evaluation of new development should equally weigh the established character of an immediate residential street and block as well as a larger residential area, to ensure a more balanced approach that would not overemphasize the existence of an uncharacteristic site in the vicinity of the application site.

In contrast to the general support for the revised policies, one individual stated a preference for a more flexible approach towards future development within low scale residential areas and advocated for intensification and higher densities within existing neighbourhoods that is more reminiscent of a European style city.

The need to provide for more affordable housing by all three levels of government was also brought up in the discussion, as it has been in previous consultations on *Neighbourhoods* and *Apartment Neighbourhoods*.

Proposed Amendments

A) Section 2.3.1, Healthy Neighbourhoods

The Healthy Neighbourhoods section of the Official Plan sets out the framework and objectives for Toronto's residential areas and divides them into two distinct categories based, to a large extent, on height, scale and massing of development - *Neighbourhoods* and *Apartment Neighbourhoods*. The current Healthy Neighbourhoods policies do not provide a clear distinction between these two designations and requires updates to address Council's Tower Renewal Program and the general need to retrofit and renovate existing apartments. Following the consultations staff have assessed that the existing policies provide insufficient direction for evaluation of infill proposals on sites with existing apartment building(s). The current policies emphasize the objective of retaining the existing physical character within residential neighbourhoods and do not sufficiently address the potential for infill development to improve the site context and design of existing "tower on the park" apartment buildings.

Since Council's adoption of the Official Plan in 2002, development within *Neighbourhoods* has generally been limited to additions to existing homes, replacement houses and to a lesser extent, limited intensification through severance of larger lots and replacement of one dwelling with two new ones. To recognize this difference in scale of infill development occurring within low scale residential areas and apartment sites, it is recommended that two introductory policies be added to Section 2.3.1, Healthy Neighbourhoods, one dealing with each designation. This approach was endorsed in the consultations.

In accordance with the Planning and Growth Management Committee's direction the following wording has been added into the seventh paragraph of this Section: "Gardens for growing food are encouraged on underutilized lands, particularly in *Apartment Neighbourhoods*".

Policy 1 in this section was revised to refer to *Neighbourhoods* only. It sets out that *Neighbourhoods* are low rise and low density stable residential areas where new development is to respect and reinforce the existing physical character.

The new Policy 2 was revised to refer to *Apartment Neighbourhoods* as residential areas which exhibit higher densities than *Neighbourhoods*. The policy retains the description of *Apartment Neighbourhoods* as generally physically stable but also sets out that sensitive infill development could occur on sites with sufficient underutilized space to accommodate additional building(s). Another change in Policy 2 is to ensure that infill development on an existing apartment site will maintain or replace and improve indoor and outdoor amenity space and landscaped open space for the benefit of both new and existing tenants. The policy reiterates the need to rejuvenate and retrofit the existing stock of rental housing to improve the living environment for existing and future residents.

Policy 3 addresses the compatibility of new developments in *Mixed Use Areas*, *Regeneration Areas* and *Apartment Neighbourhoods* with adjacent or nearby existing *Neighbourhoods*. Concerns were raised that in some cases, outdoor recreational amenities and active landscape spaces have been located and illuminated in a manner that affects adjacent properties, and that parking ramps and service areas have been located too close to adjacent residences without adequate screening. To avoid similar situations in the future, an additional criterion for new development has been added to Policy 3 that requires amenity areas to be oriented and illuminated to minimize their impacts on adjacent properties in a *Neighbourhood*. A second new criterion has been added to require that service areas, surface parking and parking ramps will be located, enclosed and screened to minimize impacts on adjacent properties in a *Neighbourhood*. The addition of these two policies, endorsed during consultations, will further assist in achieving a better transition between developments of different height and scale.

At the June 16, 2015 Open House, a concern was raised that new development should provide appropriate transition not only to residential properties in an adjacent *Neighbourhood* but also to parks, open spaces and natural areas abutting an apartment site. This is a valid concern and the existing built form policies in Chapter 3 of the Official Plan address this concern in that they require new development to limit its impact on neighbouring streets, parks and open spaces by appropriate siting and massing of new buildings and limiting their shadowing and other impacts on public spaces. The maintenance of sunlight in the public realm is also being considered as part of the ongoing review of the Official Plan urban design policies.

In recent years City Planning staff have dealt with development applications on large land holdings, which involved the severance of the land into separate smaller blocks and the creation of new streets to connect new development with the adjacent existing neighbourhood. To better support the Official Plan's objectives to achieve complete communities and to provide for a better integration of new development with the adjacent community, Policy 5 e) has been added to identify the need for new streets, to provide frontage for existing and new development and to secure safe access to community amenities and services.

Policy 7, which speaks to the provision of community amenities, has been expanded to encourage and develop partnerships to better utilize common amenity spaces for the benefit of residents in apartment buildings to supplement public facilities.

Four new policies, Policies 9, 10, 11 and 12, have also been added to encourage improvements to existing apartment buildings and to promote uses that would enhance the living environment for residents on properties distant from existing community and commercial facilities and amenities. These policies were supported at the public consultations and in discussions with the staff of the Tower Renewal Office and tenant groups.

Policy 9 supports the City's efforts to rejuvenate the existing rental apartment stock by encouraging owners of these properties to undertake necessary building rehabilitation work.

Policy 10 encourages small-scale commercial, community and institutional uses at-grade in apartment buildings in areas without convenient walking access to such services.

Policy 11 promotes food security by encouraging the provision of gardens for growing food on underutilized portions of open space specifically on sites within *Apartment Neighbourhoods*.

Policy 12 indicates that mobile vendors of fresh food are encouraged within *Apartment Neighbourhoods*, in areas where residents do not have convenient walking access to sources of fresh food.

These new policies support the goals of Council's Tower Renewal Program by encouraging rehabilitation of existing buildings and providing for enhancement of residential areas, in particular apartment properties isolated from convenient commercial and community facilities.

B) Chapter 3, Building a Successful City

Chapter 3 of the Official Plan contains thematic policies that together form a planning framework upon which the land use designations and corresponding policies are built on. These policies apply across the City whether an action or a development proposal is for residential, institutional, employment or open space lands. Together these policies guide the City's growth and change to create complete communities and a strong economy.

Council requested that staff consider and report on the addition of a non-statutory policy that speaks to the following intent: "Neighbourhoods and Apartment Neighbourhoods being communities that are planned to support Toronto's diverse households with safe and appropriate housing, services, roads and environments, thus enabling residents to raise and care for children and dependants, make a living, as well as transition from one phase in life to another."

Toronto Women's City Alliance (TWCA) voiced concern that the existing Official Plan lacks specific policy direction that recognises and addresses a broad diversity among Toronto's population in terms of their particular needs and support. TWCA requested that a new policy be added to ensure that the City's residential areas are safe and nurturing urban communities where all residents especially vulnerable groups can live, prosper, and raise and care for children and

dependents. Council considered this request at its May 5, 2015 meeting and directed that a non-statutory policy be added to address this matter.

The existing Official Plan includes a broad range of policies that collectively provide direction for various aspects of city living and growth, to ensure that all residential communities are complete, inclusive and welcoming for all residents. Staff reviewed the Plan and propose that the following statement addressing the TWCA's concern be added at the end of the first paragraph in Chapter 3. This new non-statutory text speaks to how to build a successful City:

"All our communities will be planned to support Toronto's diverse households with safe and appropriate housing, services, environments and streets where we can raise and care for children and others we care for, earn a living and transition from one phase in life to another."

The expanded introductory paragraph, included in Attachments 1 and 2, supports the Official Plan principle and goal to create a City of diversity, opportunity and inclusiveness. The addition of this text to Chapter 3 is the most appropriate place as the Chapter 3 policies apply to all residential uses notwithstanding if they are in *Neighbourhoods*, *Apartment Neighbourhoods*, *Mixed Use Areas*, *Regeneration Areas* or *Institutional Areas*.

C) Section 3.2.1, Housing

Existing Policy 5 states that in case of new development on sites with six or more rental units, the City "may" secure improvements and renovations to the existing rental housing units without passing the costs to existing tenants through the use of Section 37 of the *Planning Act*. Staff recommend replacing the word "may" with "should" to place stronger emphasis on securing improvements to existing units as a City priority under Section 37 where no other alternative programs are in place to offer financial assistance to do the needed work. This policy change also supports the Tower Renewal Program.

The Five Year Review of the Official Plan's housing policies is still ongoing and revisions to the Official Plan housing policies will continue to be considered by the Committee and Council in 2016.

D) Section 4.1, *Neighbourhoods*

The existing policies for the City's low-rise residential *Neighbourhoods* emphasize the retention and preservation of their physical character. Feedback received in the consultations as well as staff research on past development applications indicate that the existing policy framework generally works well but that there is the need for more precise language to clarify existing interpretation issues and to add new criteria to provide an enhanced policy framework when evaluating whether a new development respects and reinforces the neighbourhood character.

Interspersed walk-up apartments of four storeys or less are permitted within *Neighbourhoods*. The issue was raised whether these apartment buildings can be fitted with an elevator. To avoid any ambiguity, it is proposed to add a clarification to the introductory non-statutory text that interspersed "walk-up" apartment buildings of four storeys or less may or may not have

elevators. The term "walk-up apartment" refers to a generic type of building and does not preclude the provision of an elevator.

Policies 1, 2, 3 and 4 describe uses permitted in *Neighbourhoods*. Policy 3 also sets out locational requirements for small-scale retail, service and office uses serving the surrounding residential areas. No changes are proposed to these policies.

Existing Policy 5 sets out the policy basis for the assessment of development in established *Neighbourhoods*. The policy states that new development will respect and reinforce the existing physical character of the neighborhood and sets out the criteria that should be addressed in the evaluation of a new development proposal. The proposed changes to this policy will further strengthen and clarify its intent by putting more emphasis on the prevailing physical character of the area where new development is contemplated. Accordingly, the qualifying term "prevailing" has been added to Policy 5 to clearly identify that new development needs to consider and reflect the physical character of an area in the proximity to the development site.

Most residential properties in Toronto, with the exception of some older, pre-war neighbourhoods, include garages and/or unenclosed parking spaces and associated driveways. In many instances when older houses are demolished and replaced with newer, wider dwellings, integrated garages are accommodated below grade, or at grade and in some instances project beyond the main building façade towards the street line. Their location on the property, design and elevation relative to the abutting street contribute to the streetscape and the prevailing character of a neighbourhood. A new development criterion has been added to Policy 5, to ensure that the location, design and elevation of the driveway and garage are considered in evaluating how a proposed development respects and reinforces the physical character of the neighbourhood. In addition, a new statement is proposed at the end of Policy 5 to discourage driveways that lead to below-grade garages that are integral to residences, except for apartment buildings and larger townhouse and stacked townhouse developments, which in some instances have common underground parking garages. Below-grade integral garages may create flooding issues for home dwellers and safety issues for pedestrians.

Another change to Policy 5 in Section 4.1, *Neighbourhoods*, is the addition of new text that defines "the neighbourhood" for the purpose of evaluating a new development proposal in an established neighbourhood. The new wording delineates a neighbourhood as a residential area characterised by its distinct physical features, such as the prevailing house form, height, building setbacks and the streetscape, which differentiate a particular neighbourhood from other surrounding urban areas.

To ensure that new development maintains the physical integrity of the surrounding area, revised Policy 5, presented at the June 16, 2015 Open House, sets out that evaluation of new development in an established neighbourhood should be based on a two lens approach. Firstly, the contextual analyses should take into consideration the existing physical character of the properties in the same block that also face the same street as the development site, then the existing character of a nearby larger neighbourhood area should also be taken into consideration.

This proposed policy received general support at the June 2015 Open House. Some written comments received after the meeting went even further by indicating that only the prevailing character of the area in close vicinity to the development site and not the wider area, should be taken into account in the evaluation of new development projects in established neighbourhoods. This feedback suggests that residents want to ensure that more emphasis is put on the need to consider the prevailing character of the residential area in close proximity to the development site.

Subsequent to the conclusion of community consultations, staff noted that the direction to put more emphasis on evaluation of the area close to the development site will detract from taking a more balanced approach to the consideration of an existing residential context in the proximity to the development site. This concern was predicated on cases when the Committee of Adjustment or Ontario Municipal Board approved development that does not reflect and maintain the prevailing character of the neighbourhood and as such may skew the prevailing characteristics of the immediate residential area when another new development is proposed in close proximity. Ensuring that weight is given to both consideration of the surrounding properties on the same street and block as the development site but also of a wider area within the neighbourhood, would allow a better understanding of the prevailing neighbourhood character to be taken into account in the review of development projects in established neighbourhoods. Thus, the proposed revised policy delineating a geographic neighbourhood has been further revised as follows:

"A geographic neighbourhood for the purposes of this policy will be delineated by considering the context within the *Neighbourhood* in proximity to the development site, including: zoning; prevailing dwelling type and scale; lot size and configuration; street pattern; pedestrian connectivity; and natural and human-made dividing features. Lots fronting onto a major street shown on Map 3 and designated *Neighbourhoods* are to be distinguished from lots in the interior of the block adjacent to that street in accordance with Policy 6.

The physical character of the geographic neighbourhood includes both the physical characteristics of the entire geographic area and the physical characteristics of the properties in the same block that also face the same street as the development site. A proposed development within a *Neighbourhood* will be materially consistent with the prevailing physical character of both properties on the same block facing the same street and the entire geographic neighbourhood within which it is to be located."

Existing policies 6, 7 and 8 in Section 4.1, *Neighbourhoods*, remain unchanged.

Policies 6 and 7 deal with development on major streets in *Neighbourhoods*. Intensification of development on lands on a major street in a *Neighbourhood* is not encouraged.

Policy 8 directs that zoning by-laws include numerical performance standards to ensure that new development will be compatible with the physical character of established residential development in the *Neighbourhood*.

Policy 9 provides for infill development in *Neighbourhoods* where the development site varies from the local pattern in terms of lot size, configuration and/or orientation.

This policy recognizes sites within a *Neighbourhood*, which were previously used for non-residential uses such as an industry, an institution or a commercial use such as a garden centre and vary from the local pattern in terms of lot size, configuration and/or orientation. Given the configuration and orientation of these sites it is not always possible to replicate the patterns of the geographic neighbourhood in terms of the size and configuration of lots, the prevailing building type, setbacks of buildings and the prevailing patterns of side and rear yard setbacks and landscaped open space. However, where the existing physical lot patterns could be replicated, the intent has always been that Policy 4.1.5 would apply. Due to some ambiguity in the wording of the in-force Policy 4.1.9, applicants have advocated for its use even where the configuration of the parcel would allow infill development to replicate the existing physical patterns in the *Neighbourhood* as required by Policy 4.1.5. A new policy is proposed to be added to clarify that where infill development can replicate the existing prevailing lot pattern to respect and reinforce the physical character of the neighbourhood, applications for infill development will be reviewed under and conform with Policy 4.1.5.

To ensure that new development is well integrated with the surrounding area, a new sub-clause d) is proposed to be added to Policy 4.1.9 to require the provision of safe and accessible pedestrian access from public streets.

In addition, to reflect City Council's direction at its October 2002 meeting to delete the word "generally" from Section 4.1, *Neighbourhoods*, policies, the word "generally" has been deleted from the introductory non-policy text in this section for consistency as a housekeeping measure.

E) Section 4.2, Apartment Neighbourhoods

Consultations with stakeholders have focused on two key aspects of development in *Apartment Neighbourhoods*. The first focus has been the integration and implementation of the City's Tower Renewal Program in the Official Plan. Council, in July 2010, directed that the Chief Planner report on Official Plan changes to facilitate the City's Tower Renewal Program. The renewal of existing apartment sites has been addressed in proposed changes to both the Healthy Neighbourhoods policies and the *Apartment Neighbourhoods*, which have been strongly supported in all of the public consultations in 2011, 2014 and 2015.

The second focus of discussion has been the potential benefits of, and development criteria for, infill development on sites with an existing apartment building(s). Many existing apartment buildings in *Apartment Neighbourhoods* constructed in the 1960's and 1970's occupy a limited portion of a larger site and have large areas of poorly utilized open space and/or surface parking. Infill development on these sites has the potential to support the renovation of existing buildings, improve facilities for existing residents and improve the design and context of the property. Developed *Apartment Neighbourhoods* are considered to be physically stable areas of the City and significant growth is not intended within developed *Apartment Neighbourhoods*.

The purpose of infill development is not simply intensification for the sake of intensification, as there is no need for infill development on sites with existing apartment buildings in order to meet the City's population forecasts. However, such infill development could serve the purpose of supporting the improvement of existing buildings and improving the existing site conditions by framing the edge of streets and open spaces with grade-related dwellings, consolidating and placing parking underground and improving the quality of the landscaped open space available to new and existing residents. Section 4.2 of the Official Plan has been revised to provide more detailed and comprehensive policy directions to address aspects of infill development on sites with existing apartment building(s).

New non-statutory text has been added to the introduction to clarify that there are opportunities to improve site conditions through the addition of townhouses or apartments on some sites with existing apartment building(s) and that larger consolidated land parcels need to have a different approach. A more comprehensive planning framework is required to be developed to guide division of land into smaller blocks, each having frontage on a public street.

No revisions are proposed to Policy 1 of Section 4.2 which sets out permitted uses in an *Apartment Neighbourhood* designation. Similarly no changes are proposed to Policy 2 which sets out criteria for new development in an *Apartment Neighbourhood* to provide for well-designed development that is well-integrated into the local context.

The most significant proposed changes to Section 4.2 of the Official Plan deal with issues related to infill development on sites with an existing apartment building(s) in an *Apartment Neighbourhood*. Staff received feedback that greater clarity is required to better articulate the potential benefits of, and reasons for, permitting such infill development, given that significant growth is not intended within *Apartment Neighbourhoods*. A new policy is proposed that states that while significant growth is not contemplated in developed *Apartment Neighbourhoods*, compatible infill development may be permitted on a site with an existing apartment building(s) to improve the existing site conditions through: consolidating and screening service and parking areas, improving the quality of open space and providing grade-related dwellings at the edge of public streets, parks and open spaces. The purpose of infill development is to improve local conditions, not simply to intensify a site.

Existing Policy 3, now renumbered as Policy 4, sets out criteria for infill development on a site with an existing apartment building(s). Throughout the public consultations concerns were raised that some past apartment infill developments: did not retain sufficient green space or residential amenities; did not have sufficient separation between buildings; and/or were not of a height or scale compatible with existing buildings on the same or adjacent sites.

A design criterion has been added to the policy to maintain adequate separation distances between buildings on the site so as to achieve adequate sunlight and privacy and to ensure that new building and/or addition respect the scale, massing and height of existing building(s) on the site.

Staff also determined that some new infill projects include high rise additions to existing slab buildings that have floor areas exceeding 750 square metres. The City's Tall Building Design

Guidelines recommend that in tall buildings a typical floor area be limited to 750 square metres or less to achieve a number of urban design objectives – to minimize shadow impacts and negative wind conditions on surrounding streets, parks/open spaces and other properties; to minimize loss of sky view from the public realm and properties; to allow adequate natural light penetration into interior spaces; and to visually diminish an overall building massing and scale, to create an interesting architectural entity and place it within the surrounding context. By the addition of a high rise addition into a typical slab tower, the extended overall structure will more likely cause negative impacts on existing site conditions and adjacent public realm in terms of extensive shadowing, overlook of interior spaces in existing building(s) and creating an overall building scale and massing not in keeping with the context of the surrounding urban area. To provide for new development consistent with the City's built form objectives and the Tall Building Design Guidelines, an additional policy to prohibit high-rise additions to existing apartment buildings has been added as such additions to existing low-rise or mid-rise apartment buildings in an *Apartment Neighbourhood* would not respect the scale of the existing apartment building and is therefore not desirable.

Concern was also raised that on some apartment sites parking ramps are located close to the edge of the site and should be screened from adjacent residences as well as from the public realm. A new policy statement has been added to the criterion to encourage shared vehicular parking and screening of the access ramps.

F) Proposed Site and Area Specific Policy for Small Downtown *Neighbourhood* Pockets

There are small vestigial pockets of low rise dwellings designated as *Neighbourhoods* in the *Downtown* that are surrounded by areas with different Official Plan designations and a greater scale of development. These *Neighbourhood* pockets are located on Glen Baillie Place in the Kensington Market area, 79-87 Niagara Street in the Niagara neighbourhood and 9-23 St. Patrick Square in Queen West. Because there is no larger neighbourhood context in the surrounding area for the application of the Official Plan policies, a site and area specific policy is recommended to clarify that development in these unique *Neighbourhoods* pockets will respect and reinforce the established low-rise character of these areas containing houses of two or three storeys in height, which are consistently set back from the street line.

NEXT STEPS

This report presents the final recommended amendments to the Healthy Neighbourhoods, *Neighbourhoods* and *Apartment Neighbourhoods* policies that are the result of an extensive review and consultation program that commenced in 2010.

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SIGNATURE

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ATTACHMENTS:

Attachment 1: Proposed Official Plan Amendment

Attachment 2: Illustration of incorporation of the proposed Official Plan Amendment into the existing Official Plan.

P:\2015\ClusterB\PLN\PGMC\PG15130

Attachment 1: Proposed Official Plan Amendment

Enacted by Council: ~, 20~

CITY OF TORONTO

Bill No. ~

BY-LAW No. ~ -20~

To adopt Amendment 320 to the Official Plan of the City of Toronto respecting the Healthy Neighbourhoods, Housing, *Neighbourhoods* and *Apartment Neighbourhoods* Policies

WHEREAS authority is given to Council under the *Planning Act*, R.S.O. 1990, c.P.13, as amended, to pass this By-law; and

Whereas Council of the City of Toronto has provided information to the public, held a public meeting in accordance with Section 17 of the *Planning Act* and held a special public meeting in accordance with the requirements of Section 26 of the *Planning Act*;

The Council of the City of Toronto enacts:

1. The attached Amendment No. 320 to the Official Plan of the City of Toronto is hereby adopted.

ENACTED AND PASSED this ~ day of ~, A.D. 20~.

JOHN TORY,
Mayor

Ulli S. Watkiss
City Clerk

(Corporate Seal)

**AMENDMENT NO. 320 TO THE OFFICIAL PLAN
OF THE CITY OF TORONTO**

The following text and maps constitute Amendment No. 320 to the Official Plan of the City of Toronto:

1. Section 2.3.1, HEALTHY NEIGHBOURHOODS, is amended by:

- a) Deleting the words 'a choice of' and replacing them with the words 'options within', prior to the word 'communities', in the first sentence of the first paragraph of the non-statutory introductory text;
- b) Adding the words and punctuation '*Downtown*, the' prior to the word '*Centres*' in the first sentence of the second paragraph of the non-statutory introductory text;
- c) Adding the sentence 'Gardens for growing food are encouraged on underutilized lands, particularly in *Apartment Neighbourhoods*.' at the end of the seventh paragraph of the non-statutory introductory text;
- d) Adding the words 'promoting walking and cycling by' prior to the words 'improving streets' in the first sentence of the eighth paragraph of the non-statutory introductory text;
- e) Adding the following paragraphs at the end of the non-statutory introductory text:

'Toronto has over a thousand older apartment buildings, many of which are in need of physical renewal, greening, and in some instances, social transformation. The City has established the Tower Renewal Program to encourage the retrofit of these older apartment buildings and improve the quality of life of their residents.

Most of Toronto's existing apartment buildings are located within built up *Apartment Neighbourhoods* which are stable areas where only limited infill development is anticipated. Usually, apartment building(s) together with ancillary outdoor recreation facilities, pedestrian walkways, parking lots, service areas and landscape space take up/occupy the entire site. In some areas these sites are located in close proximity to each other and form clusters or larger apartment neighbourhoods. There may be sites within *Apartment Neighbourhoods* that contain space that is not well-utilized by the residents of existing apartment buildings. In some instances these sites could be improved through the addition of infill development that will enhance existing site conditions and maintain and/or improve on-site amenities for both new and existing residents.'

- f) Deleting Policy 1, replacing it with the following new Policies 1 and 2, and renumbering existing Policies 2, 3, 4, 5, 6 and 7 as Policies 3, 4, 5, 6, 7 and 8:

1. *Neighbourhoods* are low rise and low density residential areas that are considered to be physically stable. Development within *Neighbourhoods* will be consistent with this objective and will respect and reinforce the existing physical character of buildings, streetscapes and open space patterns in these areas.
 2. *Apartment Neighbourhoods* are residential areas with higher density than *Neighbourhoods* and are considered to be physically stable. Development in *Apartment Neighbourhoods* will be consistent with this objective and will respect the criteria in Policy 4.2.2 and other relevant sections of this Plan. However, on sites containing one or more existing apartment building(s) sensitive infill development that improves existing site conditions may take place where there is sufficient space to accommodate additional buildings while providing a good quality of life for both new and existing tenants; including maintaining or replacing and improving indoor and outdoor amenity space and landscaped open space, maintaining sunlight and privacy for residential units, and maintaining sunlight on outdoor amenity space and landscaped open space provided such infill is in accordance with the criteria in Policies 4.1.10, 4.2.3 and other policies of this Plan. *Apartment Neighbourhoods* contain valuable rental housing apartment buildings that often need physical and social renewal and transformation to achieve an improved living environment.'
- g) Amending the renumbered Policy 3 by adding the following new subsections d) and e), deleting the word 'and' at the end of subsection c), and renumbering the existing subsection d) as subsection f):
- 'd) orient and screen lighting and amenity areas so as to minimize impacts on adjacent properties in those *Neighbourhoods*;
 - e) locate, enclose and screen service areas, access to underground parking, locate and screen any surface parking so as to minimize impacts on adjacent properties in those *Neighbourhoods*; and'
- h) Amending the renumbered Policy 5 by deleting the word 'and' at the end of subsection c) and adding the word 'and' at the end of subsection d) and adding the following subsection e) after subsection d):
- 'e) providing new streets that extend the local street network into larger sites, to provide access and frontage for existing and future development, improve pedestrian and bicycle circulation and improve the prominence, visibility and safe access to parks, open spaces, transit, schools and pedestrian destinations.'
- i) Amending the renumbered Policy 7 by deleting the word 'and' at the end of subsection a), replacing the period at the end of subsection b) with a semi-colon and the word 'and' and adding a new subsection c) as follows:
- 'c) encouraging and developing partnerships to better utilize common indoor and outdoor amenity areas for the use of residents in apartment properties to supplement public facilities.'

j) Adding new Policies 9, 10, 11 and 12 as follows:

9. The owners of existing apartment buildings will be encouraged to:

- a) achieve greater conservation of energy and reduce greenhouse gas emissions;
- b) achieve greater conservation of water resources;
- c) improve waste diversion practices;
- d) improve safety and security;
- e) improve building operations;
- f) improve indoor and outdoor facilities for social, educational and recreational activities; and
- g) improve pedestrian access to the buildings from public sidewalks and through the site as appropriate.

10. Small-scale commercial, community and institutional uses are encouraged at grade in apartment buildings and on apartment building properties on major streets shown on Map 3 in *Neighbourhoods*, and in *Apartment Neighbourhoods*, to better serve area residents, particularly in areas where residents do not have convenient walking access to a wide range of goods, services and community facilities.

11. Gardens for growing food on underutilized portions of open space in sites within *Apartment Neighbourhoods* are encouraged, particularly in areas where residents do not have convenient walking access to sources of fresh food.

12. Mobile vendors of fresh food are encouraged within *Apartment Neighbourhoods* in areas where residents do not have convenient walking access to sources of fresh food.'

2. Section 3, BUILDING A SUCCESSFUL CITY, is amended by:

1) Adding the following sentence after the second sentence in the first paragraph of the non-statutory introductory text:

'All our communities will be planned to support Toronto's diverse households with safe and appropriate housing, services, environments and streets where we can raise and care for children and others we care for, earn a living and transition from one phase in life to another.'

3. Section 3.2.1, HOUSING, is amended by:

- a) Deleting the words 'no new' from the last sentence of the third paragraph of the non-statutory introductory text and replacing them with the words 'little new affordable';
- b) Deleting the word 'losses' at the end of the fifth paragraph of the non-statutory introductory text and replacing it with the words 'the loss or deterioration of the units';

c) Deleting Policy 2 and replacing it with the following:

'2. The existing stock of housing will be maintained, improved and replenished. The City will encourage the renovation and retrofitting of older residential apartment buildings. New housing supply will be encouraged through intensification and infill that is consistent with this Plan.'

d) Deleting subsection b) in Policy 5 and replacing it with following:

'b) should secure any needed improvements and renovations to the existing rental housing units and associated amenities to extend the life of the building(s) that are to remain, without pass-through costs to tenants. These improvements and renovations should be a City priority under Section 5.1.1 of this Plan where no alternative programs are in place to offer financial assistance for this work.'

4. Section 4.1, *NEIGHBOURHOODS*, is amended by:

a) Adding the words 'with or without elevators' after the words 'walk-up apartment buildings' in the last sentence of the first paragraph of the non-statutory introductory text.

b) Deleting the word 'generally' from the second sentence of the sixth paragraph of the non-statutory introductory text.

c) Amending Policy 5 by:

i) adding the word 'geographic' before the word 'neighbourhood' wherever it appears in the policy;

ii) adding the word 'prevailing' before the word 'size' in subsection b);

iii) adding the word 'prevailing' before the word 'heights' and adding the word 'density' before the words 'and dwelling type' in subsection c);

iv) adding a new subsection e) as follows and renumbering existing subsections e) to h) as subsections f) to i) accordingly:

'e) prevailing location, design and elevations relative to the grade of driveways and garages;'

v) adding the word 'prevailing' before the word 'setbacks' in the renumbered subsection f);

vi) adding the following paragraphs after the renumbered subsection i):

'A geographic neighbourhood for the purposes of this policy will be delineated by considering the context within the *Neighbourhood* in proximity to the development

site, including: zoning; prevailing dwelling type and scale; lot size and configuration; street pattern; pedestrian connectivity; and natural and human-made dividing features. Lots fronting onto a major street shown on Map 3 and designated *Neighbourhoods* are to be distinguished from lots in the interior of the block adjacent to that street in accordance with Policy 6.

The physical character of the geographic neighbourhood includes both the physical characteristics of the entire geographic area and the physical characteristics of the properties in the same block that also face the same street as the development site. A proposed development within a *Neighbourhood* will be materially consistent with the prevailing physical character of both properties on the same block facing the same street and the entire geographic neighbourhood within which it is to be located.'

vii) deleting the last paragraph and replacing it with the following:

'The prevailing building type and physical character of a geographic neighbourhood will be determined by the predominant form of development in that neighbourhood. Some *Neighbourhoods* will have more than one prevailing building type or physical character. In such cases, a prevailing building type or physical character in one geographic neighbourhood will not be considered when determining the prevailing building type or physical character in another geographic neighbourhood.'

viii) adding the following paragraph at the end of the policy:

'Except for apartment buildings and larger townhouse and stacked townhouse developments with common underground garages, driveways to below-grade garages that are integral to residences will be discouraged.'

d) Amending Policy 9 by:

i) adding the words 'that are' before the word 'appropriate' in subsection a);

ii) deleting subsection d) and adding the following at the end of the policy:

'd) provide safe, accessible pedestrian walkways from public streets; and

e) locate, screen and wherever possible enclose service areas and garbage storage and parking, including access to any underground parking, so as to minimize the impact on existing and new streets and residences.

In situations where infill development can replicate the existing prevailing lot pattern to respect and reinforce the existing physical character of the geographic neighbourhood, the infill development application will be reviewed under and conform with Policy 5.'

5. Section 4.2, *APARTMENT NEIGHBOURHOODS*, is amended by:

a) Adding the following paragraph at the end of the non-statutory introductory text:

'On smaller sites infill opportunities in *Apartment Neighbourhoods* can be as simple as a building addition or a new building on an underutilized part of the lot, such as a surface parking lot. On larger sites, determining an infill building site may require planning for new and extended public realm including new streets or shared driveways, and preserving significant existing landscape and recreation features as part of integrating older apartments with new development in a manner that improves the quality of life for all.'

b) Adding the following new Policy 3, and renumbering existing Policy 3 as Policy 4:

'3. Significant growth is not intended within developed *Apartment Neighbourhoods*. However, compatible infill development may be permitted on a site with one or more existing apartment buildings for the purpose of improving the existing site conditions by:

- a) locating new buildings to proportionally frame the edge of new and existing streets, parks and landscaped open spaces;
- b) consolidating, and if necessary, relocating parking and servicing areas where they are not visible from streets, parks and landscaped open spaces;
- c) providing grade-related dwellings at the edge of public streets, parks and landscaped open spaces; and
- d) improving upon the quality of landscaped open space and outdoor amenity space for new and existing residents.'

c) Deleting renumbered Policy 4 and replacing it with the following:

'4. Compatible infill development may be permitted on a site containing one or more existing apartment buildings that has sufficient underutilized space to accommodate one or more new building(s) while improving site conditions and providing good quality of life for both new and existing residents including: maintaining or replacing and improving indoor and outdoor amenity space and landscaped open space, maintaining adequate sunlight and privacy for residential units, maintaining sunlight on outdoor amenity space and landscaped open space, and improving pedestrian access to the buildings from public sidewalks and through the site. Infill development, including additions to an existing apartment building, that may be permitted on a site containing one or more existing apartment building(s) will:

- a) meet the development criteria set out in Section 4.2.2;
- b) respect the scale, including height and massing, of the existing apartment building(s) on and adjacent to the site, and not create high-rise additions to existing apartment building(s) on the site;
- c) maintain separation distances between buildings on and adjacent to the site so as to achieve adequate sunlight and privacy;

- d) maintain or replace and improve indoor and outdoor residential amenities on the site, including, wherever possible, equipping and managing indoor and outdoor amenity space to encourage use by residents;
- e) provide all residents, including existing residents with access to the community benefits where additional height and/or density is permitted and community benefits are provided pursuant to Section 5.1.1 of this Plan;
- f) provide privacy, areas of landscaped open space, and maintain adequate sunlight to units, on outdoor amenity spaces and on open spaces, for both new and existing residents;
- g) organize development on the site to frame streets, parks and open spaces in good proportion, provide adequate sky views from the public realm, and create safe and comfortable open spaces;
- h) front onto and provide pedestrian entrances from an adjacent public street wherever possible, and provide a generous pedestrian realm adjacent to public streets;
- i) promote in the lower floors of midrise and tall apartment buildings grade related units with front gardens, stoops and porches that take direct access from public sidewalks, accessible open spaces and park edges;
- j) provide adequate on-site, below grade, shared vehicular parking for both new and existing development, with any surface parking and access to underground parking appropriately screened from the public realm and adjacent residences;
- k) preserve and/or replace important landscape features and walkways and create such features where they did not previously exist;
- l) consolidate and integrate loading, servicing and delivery facilities, and parking ramps within the building wherever possible;
- m) minimize curb cuts, encourage shared loading, parking access and ramps;
- n) improve waste storage and waste diversion facilities including enclosure of outdoor waste storage areas, to improve aesthetics, health and safety and waste diversion rates. Waste storage areas should be enclosed within a building, where possible;
- o) provide renovations and retrofits wherever necessary to extend the life of the existing buildings to be retained; and
- p) improve energy and water efficiency in existing buildings through renovations, retrofits and changes to management practices.

Any application for infill development on a site containing one or more existing apartment building(s) will be considered in the context of these criteria, and other relevant policies of this Plan. A discussion of how the development implements these criteria should be included in the Planning Rationale Report accompanying the application.

- d) Adding new Policy 5 as follows after Policy 4:

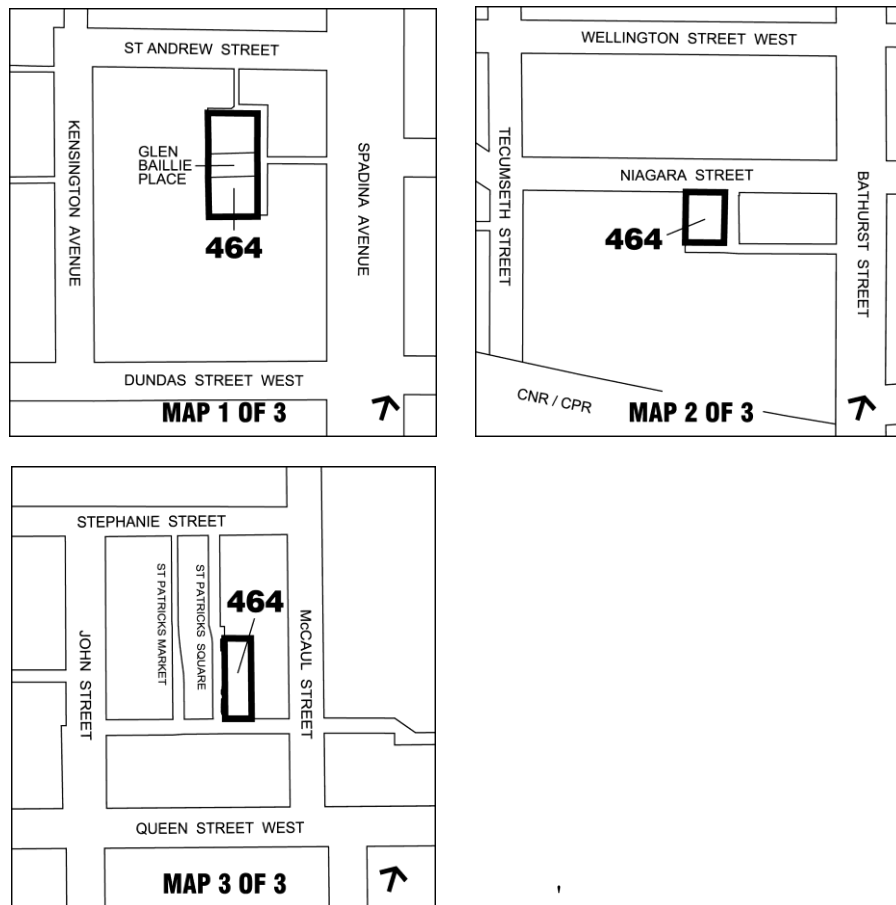
'5. On larger sites which have the opportunity for more than one new building, a framework of additional public streets, shared driveways, new parkland and shared

open space may be required to create infill development that meets the objectives of this Plan.'

- Chapter 7, SITE AND AREA SPECIFIC POLICIES is amended by adding Site and Area Specific Policy No. 464 for those lands known municipally in 2014 as 2-15 Glen Baillie Place, 79-87 Niagara Street and 9-23 St. Patricks Square, as follows:

'464. 2-15 Glen Baillie Place, 79-87 Niagara Street and 9-23 St. Patricks Square

Development will respect and reinforce the stability and established low-rise character of these areas containing houses of two or three storeys in height, consistently setback from the street line.



- Map 29, Site and Area Specific Policies, is modified for the lands known municipally in 2014 as 2-15 Glen Baillie Place, 79-87 Niagara Street and 9-23 St. Patricks Square, as shown on the three maps above as Site and Area Specific Policy No. 464.

Attachment 2: Illustration of incorporation of the proposed Official Plan Amendment into the existing Official Plan

The proposed changes to the Official Plan are shown in **bold** text below.

2.3.1 HEALTHY NEIGHBOURHOODS

The diversity of Toronto's neighbourhoods, in terms of scale, amenities, local culture, retail services and demographic make-up, offers **options within** communities to match every stage of life. Our neighbourhoods are where we connect with people to develop a common sense of community. They are also an important asset in attracting new business to the City and new workers for growing businesses. Whether these neighbourhoods are low scale or predominantly apartments, the goals found here apply equally to all neighbourhoods and are to be considered in concert with the policies found in Chapter Four.

By focusing most new residential development in the ***Downtown, the Centres***, along the ***Avenues***, and in other strategic locations, we can preserve the shape and feel of our neighbourhoods. However, these neighbourhoods will not stay frozen in time. The neighbourhoods where we grew up and now raise our children help shape the adults and the society we become. Some physical change will occur over time as enhancements, additions and infill housing occurs on individual sites. A cornerstone policy is to ensure that new development in our neighbourhoods respects the existing physical character of the area, reinforcing the stability of the neighbourhood.

Established neighbourhoods will benefit from directing growth to the ***Centres*** and the ***Avenues*** by enjoying better transit service, greater housing choices, increased shopping opportunities, an improved pedestrian environment and other advantages that these growth areas provide. Accessibility to transit service varies considerably across the City, creating challenges to meeting the objective of reducing reliance on the private automobile. Transit accessibility for our neighbourhoods can be improved by investing in transit service along the ***Avenues*** as well as along the major streets that serve the neighbourhoods. At the boundary points between the neighbourhoods and the growth areas, development in the mixed use area will have to demonstrate a transition in height, scale and intensity as necessary to ensure that the stability and general amenity of the adjacent residential area are not adversely affected.

We can work together in our neighbourhoods to create a healthier Toronto by reducing waste, better managing stormwater runoff, greening our communities, reducing harmful emissions and conserving energy and water. We must also work to ensure that our community services are improved to reflect the changing faces of our communities as Toronto evolves socially and demographically.

When we think of our neighbourhoods we think of more than our homes. Our trees, parks, schools, libraries, community centres, child care centres, places of worship and local stores are all important parts of our daily lives. Increasingly, people work in their neighbourhoods, both in home offices and in local stores and services.

All communities should benefit from and share the rewards and advantages of living in Toronto. Some neighbourhoods need to be strengthened to ensure a better quality of life for their residents. There may be gaps in community-based facilities and services.

Some buildings may need to be upgraded, the neighbourhood may be poorly integrated with its surroundings, or residents may face hardship, social vulnerability or difficulty in accessing essentials such as healthy foods. Strategies and specific measures may be needed to revitalize and improve these neighbourhoods to address such issues. **Gardens for growing food are encouraged on underutilized lands, particularly in *Apartment Neighbourhoods*.**

Each revitalization strategy may address factors such as improving community-based services, developing new parks, **promoting walking and cycling by** improving streets, sidewalks, bikeways and pathways or building community capacity to enhance the broader social infrastructure. Strategies to improve these neighbourhoods will vary with local conditions. Some may be led by the City while others may be community-led. To support these efforts the neighbourhood may be designated a Community Improvement Area.

Toronto has over a thousand older apartment buildings that are in need of physical renewal, greening and in some instances, social transformation. The City has established the Tower Renewal Program to encourage the retrofit of these older apartment buildings and improve the quality of life of their residents.

Most of Toronto's existing apartment buildings are located within built up *Apartment Neighbourhoods* which are stable areas where only limited infill development is anticipated. Usually, apartment building(s) together with ancillary outdoor recreation facilities, pedestrian walkways, parking lots, service areas and landscape space take up/occupy the entire site. In some areas these sites are located in close proximity to each other and form clusters or larger apartment neighbourhoods. There may be sites within *Apartment Neighbourhoods* that contain space that is not well-utilized by the residents of existing apartment buildings. In some instances these sites could be improved through the addition of infill development that will enhance existing site conditions and maintain and/or improve on-site amenities for both new and existing residents.

Policies

1. ***Neighbourhoods* are low rise and low density residential areas that** are considered to be physically stable. Development within *Neighbourhoods* will be consistent with this objective and will respect and reinforce the existing physical character of buildings, streetscapes and open space patterns in these areas.
2. ***Apartment Neighbourhoods* are residential areas with higher density than *Neighbourhoods* and** are considered to be physically stable. Development within *Apartment Neighbourhoods* will be consistent with this objective and will respect **the criteria contained in Policies 4.2.2 and other relevant sections of this Plan. However, on sites containing one or more existing apartment building(s) sensitive infill development that improves existing site conditions may take place where there is sufficient space to**

accommodate additional buildings while providing a good quality of life for both new and existing tenants; including maintaining or replacing and improving indoor and outdoor amenity space and landscaped open space, maintaining sunlight and privacy for residential units, and maintaining sunlight on outdoor amenity space and landscaped open space, provided such infill is in accordance with the criteria in Policies 4.1.10, 4.2.3 and other policies of this Plan. *Apartment Neighbourhoods* contain valuable rental housing apartment buildings that often need physical and social renewal and transformation to achieve an improved living environment.

3. Developments in *Mixed Use Areas*, *Regeneration Areas* and *Apartment Neighbourhoods* that are adjacent or close to *Neighbourhoods* will:
 - a) be compatible with those *Neighbourhoods*;
 - b) provide a gradual transition of scale and density, as necessary to achieve the objectives of this Plan through the stepping down of buildings towards and setbacks from those *Neighbourhoods*;
 - c) maintain adequate light and privacy for residents in those *Neighbourhoods*;
 - d) **orient and screen lighting and amenity areas so as to minimize impacts on adjacent properties in those *Neighbourhoods*;**
 - e) **locate, enclose and screen service areas, access to underground parking, and locate and screen any surface parking so as to minimize impacts on adjacent properties in those *Neighbourhoods*;** and
 - f) attenuate resulting traffic and parking impacts on adjacent neighbourhood streets so as not to significantly diminish the residential amenity of those *Neighbourhoods*.
4. Intensification of land adjacent to neighbourhoods will be carefully controlled so that neighbourhoods are protected from negative impact. Where significant intensification of land adjacent to a *Neighbourhood* or *Apartment Neighbourhood* is proposed, Council will determine, at the earliest point in the process, whether or not a Secondary Plan, area specific zoning by-law or area specific policy will be created in consultation with the local community following an *Avenue Study*, or area based study.
5. The functioning of the local network of streets in *Neighbourhoods* and *Apartment Neighbourhoods* will be improved by:
 - a) maintaining roads and sidewalks in a state of good repair;
 - b) investing in the improvement of bus and streetcar services for neighbourhood residents;
 - c) minimizing through traffic on local streets;
 - d) discouraging parking on local streets for non-residential purposes; **and**
 - e) **providing new streets that extend the local street network into larger sites, to provide access and frontage for existing and future development, improve pedestrian and bicycle circulation and improve the prominence, visibility and safe access to parks, open spaces, transit, schools and pedestrian destinations.**
6. Environmental sustainability will be promoted in *Neighbourhoods* and *Apartment Neighbourhoods* by investing in naturalization and landscaping improvements, tree planting

and preservation, sustainable technologies for stormwater management and energy efficiency and programs for reducing waste and conserving water and energy.

7. Community and neighbourhood amenities will be enhanced where needed by:
 - a) improving and expanding existing parks, recreation facilities, libraries, local institutions, local bus and streetcar services and other community services;
 - b) creating new community facilities and local institutions, and adapting existing services to changes in the social, health and recreational needs of the neighbourhood; **and**
 - c) **encouraging and developing partnerships to better utilize common indoor and outdoor amenity areas for the use of residents in apartment properties to supplement public facilities.**

8. In identified neighbourhoods, revitalization strategies will be prepared through resident and stakeholder partnerships to address such matters as:
 - a) improving local parks, transit, community services and facilities;
 - b) improving the public realm, streets and sidewalks;
 - c) identifying opportunities to improve the quality of the existing stock of housing or building a range of new housing;
 - d) identifying priorities for capital and operational funding needed to support the strategy; and
 - e) identifying potential partnerships and mechanisms for stimulating investment in the neighbourhood and supporting the revitalization strategy.

9. **The owners of existing apartment buildings will be encouraged to:**
 - a) **achieve greater conservation of energy and reduce greenhouse gas emissions;**
 - b) **achieve greater conservation of water resources;**
 - c) **improve waste diversion practices;**
 - d) **improve safety and security;**
 - e) **improve building operations;**
 - f) **improve indoor and outdoor facilities for social, educational and recreational activities; and**
 - g) **improve pedestrian access to the buildings from public sidewalks and through the site as appropriate.**

10. **Small-scale commercial, community and institutional uses are encouraged at grade in apartment buildings and on apartment building properties on major streets shown on Map 3 in *Neighbourhoods*, and in *Apartment Neighbourhoods*, to better serve area residents, particularly in areas where residents do not have convenient walking access to a wide range of goods, services and community facilities.**

11. **Gardens for growing food on underutilized portions of open space in sites within *Apartment Neighbourhoods* are encouraged, particularly in areas where residents do not have convenient walking access to sources of fresh food.**

12. Mobile vendors of fresh food are encouraged within *Apartment Neighbourhoods* in areas where residents do not have convenient walking access to sources of fresh food.

3. BUILDING A SUCCESSFUL CITY

Building a successful city means making choices that improve our quality of life. As our City grows and matures, we can create a more beautiful environment, healthy and vibrant communities and greater prosperity. **All our communities will be planned to support Toronto's diverse households with safe and appropriate housing, services, environments and streets where we can raise and care for children and others we care for, earn a living and transition from one phase in life to another.** We must meet the needs of today without compromising the ability of future generations to meet their needs.

3.2.1 HOUSING

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. Current and future residents must be able to access and maintain adequate, affordable and appropriate housing. The City's quality of life, economic competitiveness, social cohesion, as well as its balance and diversity depend on it.

Specific policies are needed when a particular kind of housing, whether it be type, tenure or level of affordability, is not sufficiently supplied by the market to meet demand or maintain diversity in the housing stock. Housing gains are needed through new supply and, where new supply is inadequate, existing housing must be maintained.

The current production of ownership housing, especially condominium apartments, is in abundant supply. What is needed is a healthier balance among high rise ownership housing and other forms of housing, including purpose-built rental housing, affordable rental housing and affordable low-rise ownership housing for large households with children and multi-family households. Policies, incentives and assistance are needed in order to respond to the City's unmet housing needs, especially mid-range and affordable rental housing. More than half of Toronto households rent, yet **little new affordable** rental housing is being built in quantity.

We need to address four areas:

- **Stimulating production of new private sector rental housing supply**
All levels of government need to do all they can to create a business environment in which private rental housing, especially at affordable and mid-range rents, is an attractive investment. This includes federal and provincial tax reform as well as the provision of municipal incentives.
- **Preserving what we have**
As long as there is no new supply to meet the demand for rental housing, our existing stock of affordable rental housing is an asset that must be preserved. In this sense, rental housing is not unlike our heritage buildings - we need to do all we can to prevent **the loss or deterioration of the units.**

- Making efficient and effective use of the City's own housing resources to achieve a range of housing objectives

The private sector cannot meet the housing needs of our most vulnerable populations or those in need of rent-geared-to income housing. Our social housing stock is aging and making better use of these resources will present both challenges and opportunities in the coming decades.

- Working in partnership to take advantage of emerging opportunities

Addressing many of the City's housing challenges will require working in partnership with the other levels of government as well as the private and non-profit sectors. We must be positioned to take advantage of key opportunities, especially senior government housing supply programs, to encourage new affordable and social housing production.

Policies

1. A full range of housing, in terms of form, tenure and affordability, across the City and within neighbourhoods, will be provided and maintained to meet the current and future needs of residents. A full range of housing includes: ownership and rental housing, affordable and mid-range rental and ownership housing, social housing, shared and/or congregate-living housing arrangements, supportive housing, emergency and transitional housing for homeless people and at-risk groups, housing that meets the needs of people with physical disabilities and housing that makes more efficient use of the existing housing stock.
2. The existing stock of housing will be maintained, **improved** and replenished. **The City will encourage the renovation and retrofitting of older residential apartment buildings.** New housing supply will be encouraged through intensification and infill that is consistent with this Plan.
3. Investment in new rental housing, particularly affordable rental housing, will be encouraged by a co-ordinated effort from all levels of government through implementation of a range of strategies, including effective taxation, regulatory, administrative policies and incentives.
4. Where appropriate, assistance will be provided to encourage the production of affordable housing either by the City itself or in combination with senior government programs and initiatives, or by senior governments alone. Municipal assistance may include:
 - a) in the case of affordable rental housing and in order to achieve a range of affordability, measures such as: loans and grants, land at or below market rates, fees and property tax exemptions, rent supplement and other appropriate assistance; and
 - b) in the case of affordable ownership housing provided on a long term basis by non-profit groups, especially affordable low rise family housing, measures such as: land at or below market rate, fees exemption and other appropriate forms of assistance; and
 - c) with priority given to non-profit and non-profit co-operative housing providers.
5. Significant new development on sites containing six or more rental units, where existing rental units will be kept in the new development:

- a) will secure as rental housing, the existing rental housing units that have affordable rents and mid-range rents; and
- b) **should** secure any needed improvements and renovations to the existing rental housing **units and associated amenities to extend the life of the building(s) that are to remain**, without pass-through costs to tenants. **These improvements and renovations should be a City priority under Section 5.1.1 of this Plan where no alternative programs are in place to offer financial assistance for this work.**

(Other policies in this section remain unchanged)

4.1 NEIGHBOURHOODS

Toronto's hundreds of *Neighbourhoods* contain a full range of residential uses within lower scale buildings, as well as parks, schools, local institutions and small-scale stores and shops serving the needs of area residents. Lower scale residential buildings in Toronto's *Neighbourhoods* consist of detached houses, semi-detached houses, duplexes, triplexes and townhouses as well as interspersed walk-up apartment buildings **with or without elevators** that are four storeys or less.

Over the past half-century, scattered high-rise apartment buildings were constructed in the midst of otherwise low scale residential neighbourhoods. The existing higher scale apartments are recognized but no new ones are permitted in areas designated as *Neighbourhoods*.

More recently, as the economy has changed, thousands of Torontonians have begun working from their homes, creating valuable economic activity, enhancing safety by providing "eyes on the street", and reducing trips to work. These home occupations are provided for in *Neighbourhoods* across the City. Historical development patterns have also added to the variety of local educational uses in *Neighbourhoods*. Policies regarding the suitable integration of schools within the context of *Neighbourhoods* are an important consideration for ensuring quality of life.

Policies

1. *Neighbourhoods* are considered physically stable areas made up of residential uses in lower scale buildings such as detached houses, semi-detached houses, duplexes, triplexes and townhouses, as well as interspersed walk-up apartment buildings that are no higher than four storeys. Parks, low scale local institutions, home occupations, cultural and recreational facilities and small-scale retail, service and office uses are also provided for in *Neighbourhoods*.

Low scale local institutions play an important role in the rhythm of daily life in *Neighbourhoods* and include such uses as: schools, places of worship, community centres, libraries, day nurseries and private home daycare, seniors and nursing homes and long-term care facilities, public transit facilities, utility and telecommunications installations, and public services and facilities provided by the local, provincial and federal governments on neighbouring residents.

2. Schools will provide open space for outdoor student activities and landscaping and will be designed and operated to limit noise, privacy and traffic impacts on neighbouring residents.
3. Small-scale retail, service and office uses are permitted on properties in *Neighbourhoods* that legally contained such uses prior to the approval date of this Official Plan. New small-scale retail, service and office uses that are incidental to and support *Neighbourhoods* and that are compatible with the area and do not adversely impact adjacent residences may be permitted through an amendment to the Zoning By-law, where required, on major streets shown on Map 3, with the exception of portions of streets which have reversed lot frontages. To maintain the residential amenity of *Neighbourhoods*, new small-scale retail, service and office uses will:
 - a) serve the needs of area residents and potentially reduce local automobile trips;
 - b) have minimal noise, parking or other adverse impacts upon adjacent or nearby residents; and
 - c) have a physical form that is compatible with and integrated into the *Neighbourhood*.
4. Apartment buildings legally constructed prior to the approval date of this Official Plan are permitted in *Neighbourhoods*.

Development Criteria in Neighbourhoods

The stability of our *Neighbourhoods*' physical character is one of the keys to Toronto's success.

While communities experience constant social and demographic change, the general physical character of Toronto's residential *Neighbourhoods* endures. Physical changes to our established *Neighbourhoods* must be sensitive, gradual and "fit" the existing physical character. A key objective of this Plan is that new development respect and reinforce the general physical patterns in a *Neighbourhood*.

Scattered throughout many *Neighbourhoods* are properties that differ from the prevailing patterns of lot size, configuration and orientation. Typically, these lots are sites of former non-residential uses such as an industry, institution, retail stores, a utility corridor, or are lots that were passed over in the first wave of urbanization. In converting these sites to residential uses, there is a genuine opportunity to add to the quality of *Neighbourhood* life by filling in the "gaps" and extending streets and paths. Due to the site configuration and orientation, it is often not possible or desirable to provide the same site standards and pattern of development in these infill projects as in the surrounding *Neighbourhood*. Special infill criteria are provided for dealing with the integration of new development for these sites, and for intensification on existing apartment sites in *Neighbourhoods*.

5. Development in established *Neighbourhoods* will respect and reinforce the existing physical character of the **geographic** neighbourhood, including in particular:
 - a) patterns of streets, blocks and lanes, parks and public building sites;
 - b) **prevailing** size and configuration of lots;

- c) **prevailing** heights, massing, scale, **density** and dwelling type of nearby residential properties;
- d) prevailing building type(s);
- e) **prevailing location, design and elevations relative to the grade of driveways and garages;**
- f) **prevailing** setbacks of buildings from the street or streets;
- g) prevailing patterns of rear and side yard setbacks and landscaped open space;
- h) continuation of special landscape or built-form features that contribute to the unique physical character of a **geographic** neighbourhood; and
- i) conservation of heritage buildings, structures and landscapes.

A geographic neighbourhood for the purposes of this policy will be delineated by considering the context within the *Neighbourhood* in proximity to the development site, including: zoning; prevailing dwelling type and scale; lot size and configuration; street pattern; pedestrian connectivity; and natural and human-made dividing features. Lots fronting onto a major street shown on Map 3 and designated *Neighbourhoods* are to be distinguished from lots in the interior of the block adjacent to that street in accordance with Policy 6.

The physical character of the geographic neighbourhood includes both the physical characteristics of the entire geographic area and the physical characteristics of the properties in the same block that also face the same street as the development site. A proposed development within a *Neighbourhood* will be materially consistent with the prevailing physical character of both properties on the same block facing the same street and the entire geographic neighbourhood within which it is to be located.

No changes will be made through rezoning, minor variance, consent or other public action that are out of keeping with the physical character of the **geographic** neighbourhood.

The prevailing building type **and physical character of a geographic neighbourhood** will be **determined by** the predominant form of development in **that** neighbourhood. Some *Neighbourhoods* will have more than one prevailing building type **or physical character**. In such cases, a prevailing building type **or physical character** in one **geographic** neighbourhood will not be considered when determining the prevailing building type **or physical character** in another **geographic** neighbourhood.

Except for apartment buildings and larger townhouse and stacked townhouse developments with common underground garages, driveways to below-grade garages that are integral to residences will be discouraged.

- 6. Where a more intense form of development than the prevailing building type has been approved on a major street in a *Neighbourhood*, it will not be considered when reviewing prevailing building type(s) in the assessment of development proposals in the interior of the *Neighbourhood*.

7. Proposals for intensification of land on major streets in *Neighbourhoods* are not encouraged by the policies of this Plan. Where a more intense form of residential development than that permitted by existing zoning on a major street in a *Neighbourhood* is proposed, the application will be reviewed in accordance with Policy 5, having regard to both the form of development along the street and its relationship to adjacent development in the *Neighbourhood*.
8. Zoning by-laws will contain numerical site standards for matters such as building type and height, density, lot sizes, lot depths, lot frontages, parking, building setbacks from lot lines, landscaped open space and any other performance standards to ensure that new development will be compatible with the physical character of established residential *Neighbourhoods*.
9. Infill development on properties that vary from the local pattern in terms of lot size, configuration and/or orientation in established *Neighbourhoods* will:
 - a) have heights, massing and scale **that are** appropriate and compatible with that permitted by the zoning for adjacent and nearby residential properties;
 - b) provide adequate privacy, sunlight and sky views for residents of new and existing buildings by ensuring adequate distance and separation between building walls and using landscaping, planting and fencing to enhance privacy where needed;
 - c) front onto existing or newly created public streets wherever possible, with no gates limiting public access;
 - d) **provide safe, accessible pedestrian walkways from public streets; and**
 - e) locate, screen **and wherever possible enclose**, service areas and garbage storage **and parking, including access to any underground parking, so as** to minimize the impact on existing and new streets and residences.

In situations where infill development can replicate the existing prevailing lot pattern to respect and reinforce the existing physical character of the geographic neighbourhood, the infill development application will be reviewed under and conform with Policy 5.

10. Where development is proposed on a site with an existing apartment building in *Neighbourhoods*, the new development must be grade-related and must also meet the criteria regarding infill development in *Apartment Neighbourhoods*.

4.2 APARTMENT NEIGHBOURHOODS

Rental apartment and condominium buildings already contained almost half of the dwelling units in Toronto at the millennium. Many of these buildings are clustered in areas already developed as apartment neighbourhoods. In these established *Apartment Neighbourhoods*, improving amenities, accommodating sensitive infill, where it can improve the quality of life and promoting environmental sustainability are key considerations. Residents in *Apartment Neighbourhoods* should have a high quality urban environment, safety, quality services and residential amenities.

Apartment Neighbourhoods are distinguished from low-rise *Neighbourhoods* because a greater scale of buildings is permitted and different scale-related criteria are needed to guide

development. Built up *Apartment Neighbourhoods* are stable areas of the City where significant growth is generally not anticipated. There may, however, be opportunities for additional townhouses or apartments on underutilized sites and this Plan sets out criteria to evaluate these situations.

On smaller sites infill opportunities in *Apartment Neighbourhoods* can be as simple as a building addition or a new building on an underutilized part of the lot, such as a surface parking lot. On larger sites, determining an infill building site may require planning for new and extended public realm including new streets or shared driveways, and preserving significant existing landscape and recreation features as part of integrating older apartments with new development in a manner that improves the quality of life for all.

Policies

1. *Apartment Neighbourhoods* are made up of apartment buildings and parks, local institutions, cultural and recreational facilities, and small-scale retail, service and office uses that serve the needs of area residents. All land uses provided for in the *Neighbourhoods* designation are also permitted in *Apartment Neighbourhoods*.

Development Criteria in Apartment Neighbourhoods

2. Development in *Apartment Neighbourhoods* will contribute to the quality of life by:
 - a) locating and massing new buildings to provide a transition between areas of different development intensity and scale, as necessary to achieve the objectives of this Plan, through means such as providing setbacks from, and/or a stepping down of heights towards, lower-scale *Neighbourhoods*;
 - b) locating and massing new buildings so as to adequately limit shadow impacts on properties in adjacent lower-scale *Neighbourhoods*, particularly during the spring and fall equinoxes;
 - c) locating and massing new buildings to frame the edge of streets and parks with good proportion and maintain sunlight and comfortable wind conditions for pedestrians on adjacent streets, parks and open spaces;
 - d) including sufficient off-street motor vehicle and bicycle parking for residents and visitors;
 - e) locating and screening service areas, ramps and garbage storage to minimize the impact on adjacent streets and residences;
 - f) providing indoor and outdoor recreation space for building residents in every significant multi-unit residential development;
 - g) providing ground floor uses that enhance the safety, amenity and animation of adjacent streets and open spaces; and
 - h) providing buildings that conform to the principles of universal design, and wherever possible contain units that are accessible or adaptable for persons with physical disabilities.

3. **Significant growth is not intended within developed *Apartment Neighbourhoods*. However, compatible infill development may be permitted on a site with one or more existing apartment buildings for the purpose of improving the existing site conditions by:**
 - a) **locating new buildings to proportionally frame the edge of new and existing streets, parks and landscaped open spaces;**
 - b) **consolidating, and if necessary, relocating parking and servicing areas where they are not visible from streets, parks and landscaped open spaces;**
 - c) **providing grade-related dwellings at the edge of public streets, parks and landscaped open spaces; and**
 - d) **improving upon the quality of landscaped open space and outdoor amenity space for new and existing residents.**

4. **Compatible infill development may be permitted on a site containing one or more existing apartment buildings that has sufficient underutilized space to accommodate one or more new building(s) while improving site conditions and providing good quality of life for both new and existing residents, including: maintaining or replacing and improving indoor and outdoor amenity space and landscaped open space, maintaining adequate sunlight and privacy for residential units, maintaining sunlight on outdoor amenity space and landscaped open space, and improving pedestrian access to the buildings from public sidewalks and through the site. Infill development, including additions to an existing apartment building, that may be permitted on a site containing one or more existing apartment building(s) will:**
 - a) **meet the development criteria set out in Section 4.2.2;**
 - b) **respect the scale, including height and massing, of the existing apartment building(s) on and adjacent to the site, and not create high-rise additions to existing apartment building(s) on the site;**
 - c) **maintain separation distances between buildings on the site so as to achieve adequate sunlight and privacy;**
 - d) **maintain or replace and improve indoor and outdoor residential amenities on the site, including, wherever possible, equipping and managing indoor and outdoor amenity space to encourage use by residents;**
 - e) **provide all residents, including existing residents with access to the community benefits where additional height and/or density is permitted and community benefits are provided pursuant to Section 5.1.1 of this Plan;**
 - f) **provide privacy, areas of landscaped open space, and maintain adequate sunlight to units, on outdoor amenity spaces and on open spaces, for both new and existing residents;**
 - g) **organize development on the site to frame streets, parks and open spaces in good proportion, provide adequate sky views from the public realm, and create safe and comfortable open spaces;**
 - h) **front onto and provide pedestrian entrances from an adjacent public street wherever possible, and provide a generous pedestrian realm adjacent to public streets;**

- i) **promote in the lower floors of midrise and tall apartment buildings grade related units with front gardens, stoops and porches that take direct access from public sidewalks, accessible open spaces and park edges;**
- j) **provide adequate on-site, below grade, shared vehicular parking for both new and existing development, with any surface parking and access to underground parking appropriately screened from the public realm and adjacent residences;**
- k) **preserve and/or replace important landscape features and walkways and create such features where they did not previously exist;**
- l) **consolidate and integrate loading, servicing and delivery facilities, and parking ramps within the building wherever possible;**
- m) **minimize curb cuts, encourage shared loading, parking access and ramps;**
- n) **improve waste storage and waste diversion facilities including enclosure of outdoor waste storage areas, to improve aesthetics, health and safety and waste diversion rates. Waste storage areas should be enclosed within a building, where possible;**
- o) **provide renovations and retrofits wherever necessary to extend the life of the existing buildings to be retained; and**
- p) **improve energy and water efficiency in existing buildings through renovations, retrofits and changes to management practices.**

Any application for infill development on a site containing one or more existing apartment building(s) will be considered in the context of these criteria, and other relevant policies of this Plan. A discussion of how the development implements these criteria should be included in the Planning Rationale Report accompanying the application.

- 5. **On larger sites which have the opportunity for more than one new building, a framework of additional public streets, shared driveways, new parkland and shared open space may be required to create infill development that meets the objectives of this Plan.**

CHAPTER 7 – SITE AND AREA SPECIFIC POLICIES

464. 2-15 Glen Baillie Place, 79-87 Niagara Street, and 9-23 St. Patricks Square

Development will respect and reinforce the stability and established low-rise character of these areas containing houses of two or three storeys in height, consistently setback from the street line.

