



Public Consultation Comments and Revised Official Plan Policies to Address the Loss of Dwelling Rooms

Date: April 5, 2019

To: Planning and Housing Committee

From: Chief Planner and Executive Director, City Planning

Wards: All

SUMMARY

This report presents the results of the consultations on the draft city-wide Official Plan Amendment to Section 3.2.1 Housing of the Official Plan with respect to policies to address the loss of dwelling rooms. Based on the feedback received through consultations, as well as additional analysis and consultation with City Divisions, the draft policies have been revised. A proposed Official Plan Amendment containing the revised policies is appended to this report as Attachment 1b.

The consultation process included public open houses, stakeholder roundtable sessions, an online survey, written submissions and consultations with relevant City Divisions. Revisions made to the draft policies aim to balance the City's need to address the loss of this deeply affordable housing stock with the impacts of replacement on development.

Key revisions to the policies include: a lowered minimum threshold of dwelling rooms; adjustments to the affordability period; the introduction of rent thresholds; and the inclusion of references to Section 5.1.1 of the Official Plan, Height or Density Incentives (Section 37 policies) to achieve full replacement of dwelling rooms. Definitions for Dwelling Room Affordable Rent and Mid-Range Rent have also been introduced.

The proposed Official Plan amendment would provide a citywide policy framework for dwelling rooms and apply to both licensed and unlicensed dwelling rooms. The proposed Official Plan Amendment reinforces the City's policy objectives for providing a full range of housing across the City including affordable housing, provides for the replacement of dwelling rooms consistent with existing Official Plan policies that require the replacement of rental housing, and is a key policy initiative to advance the yardstick and address affordable housing challenges within the City.

RECOMMENDATIONS

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

1. Planning and Housing Committee endorse the proposed Official Plan Amendment containing the revised policies to address the loss of dwelling rooms, appended as Attachment 1b to this report, as the basis for consultation at an open house scheduled for May 23, 2019.
2. Planning and Housing Committee direct the Chief Planner and Executive Director, City Planning to prepare a Final Recommendation Report with a recommended Official Plan Amendment containing revised policies to address the loss of dwelling rooms to be considered at a statutory Public Meeting held by the Planning and Housing Committee on July 3, 2019.
3. Planning and Housing Committee direct the Chief Planner and Executive Director, City Planning to continue to use the Consultant's summary report on the consultations on the draft policies, appended as Attachment 2 to this report, when preparing the Final Recommendations report.

FINANCIAL IMPACT

This report will have no financial impact beyond what has already been approved in the current year's budget.

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

Equity Impact Statement

Requiring the preservation of affordable rental housing in the form of dwelling rooms will help ensure that this deeply affordable housing stock is not lost to redevelopment. Dwelling room tenants are often unable to afford the rent for a self-contained unit and without the option of dwelling rooms and other low-end of market housing, many of these tenants do not have other private market housing options.

Requiring assistance to be provided to displaced tenants will also help ensure that low-income and vulnerable individuals have the means to relocate to safe, adequate and affordable housing.

Affordable housing is a key Provincial interest. The City's Official Plan contains policies pertaining to the provision of a full range of housing and maintaining and replenishing the affordable and mid-range housing stock within the City. Access to safe, secure, affordable housing in all parts of Toronto is also a fundamental goal of the City's 10-year Housing Opportunities Toronto Action Plan 2010-2020.

DECISION HISTORY

At its meeting of September 2, 2015 the Affordable Housing Committee adopted a motion with respect to large single-room occupancy buildings with 15 or more dwelling rooms. The motion requests, among other matters, an examination of policy options for the City to provide protection for or replacement of this kind of affordable rental housing and provisions for tenant assistance. The motion can be accessed at the following link: <http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2015.AH3.6>

At its meeting of October 12, 2017, Planning and Growth Management Committee adopted a motion that requested the Acting Chief Planner and Executive Director, City Planning to report back in the second quarter of 2018 on a policy framework that protects dwelling rooms similar to policies in the Official Plan that provide for the protection of rental units. The motion can be accessed at the following link: <http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2017.PG23.11>

At its meeting of June 7, 2018, Planning and Growth Management Committee endorsed a draft Official Plan amendment containing policies to address the loss of dwelling rooms as the basis for public consultation and directed City Planning staff to conduct open houses and meet with key stakeholders including the development community to obtain comments and feedback regarding the draft policies and report back by the first quarter of 2019. The item can be accessed at the following link: <http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2018.PG30.2>

BACKGROUND

Dwelling rooms in rooming houses (also referred to as multi-tenant houses) are an important form of shared accommodation. A rooming house is a house or building that provides separate and private living accommodation in the form of dwelling rooms and has shared areas such as a kitchen and/or bathroom. Dwelling rooms may include food preparation facilities (e.g. a hot plate or kitchenette) or sanitary facilities (e.g. a full or half bathroom), but not both. Rooming houses are currently permitted in the former City of Toronto and parts of the former Cities of Etobicoke and York, however they exist city-wide even in areas where they are not permitted.

Individuals who live in rooming houses are often vulnerable and may include households with low incomes, seniors on fixed incomes, newcomers to the city and students. These households are often unable to afford the rent for a self-contained unit and without the option of dwelling rooms and other low-end of market housing, many of these tenants do not have other private market housing options.

In 2017 and 2018, City Planning collaborated with the Shelter, Support and Housing Administration Division (SSHA) on surveys of the rental market to better understand the characteristics and affordability of housing currently available for rent across the City. Almost 30% of the 9,000 listings surveyed in 2018 were for shared accommodation (rooms for rent).

A key finding from the surveys is that monthly average asking rent for shared accommodation is notably lower than the average asking rents for self-contained rental units as well as the prevailing rent for self-contained rental units reflected in the Average Market Rents (AMRs) as determined by the Canadian Housing and Mortgage Corporation (CMHC). For example, the average asking rent for shared accommodation in the 2018 survey was \$799/month compared to CMHC AMRs of \$1,089 for a bachelor apartment and \$1,270 for a one-bedroom apartment and average asking rents of \$1,507 for bachelor units and \$1,974 for 1-bedroom units.

Also of note, just over 25% of the listings surveyed were considered 'low-end of market' (LEM) meaning the asking rent was either below the City's affordable rent thresholds for rental units or, if the listing was for shared accommodation, the rent was below 80% of the CMHC AMR for a bachelor unit threshold. Of these LEM listings, over 80% were shared accommodation.

The findings confirm that shared accommodation such as dwelling rooms are often the most affordable option in the private rental market, with rents significantly below not just the average asking rents for self-contained units, but also the CMHC AMRs for Toronto.

In the absence of a policy framework to require the replacement of dwelling rooms, this important low-end of market rental housing stock will likely be lost as properties undergo redevelopment. The effect of the proposed policy would be most evident in areas where development is occurring and where dwelling rooms are located, in particular within the Downtown, along the City's main streets and also within neighbourhoods where there is a concentration of rooming houses with six or more dwelling rooms.

When dwelling rooms are lost to development, tenants very often require housing support services and financial assistance to find and maintain new affordable housing. This has typically been provided through programs operated by the City's Shelter, Support and Housing Administration Division, with the associated costs borne by the City.

Provincial Policy Framework

The Provincial planning policy framework establishes the importance of providing a full-range of housing and identifies affordable housing as a matter of Provincial interest. The Planning Act (Section 2) identifies the adequate provision of a full range of housing, including affordable housing, as a provincial interest.

The Provincial Policy Statement, 2014 directs that an appropriate range of housing types and affordability shall be provided to meet the needs of current and future residents, including establishing and implementing minimum targets for the provision of affordable housing. The Growth Plan for the Greater Golden Horseshoe, 2017 highlights a need for a diverse range and mix of housing options and densities to meet the needs of current and future residents at any age, including affordable housing.

Bill 139: Building Better Communities and Conserving Watersheds Act, 2017 was proclaimed on April 3, 2018. Bill 139 requires Official Plans to contain policies relating to affordable housing as well as policies and measures as are practicable to ensure the

adequate provision of affordable housing. The Residential Tenancies Act, 2006 provides protections for residential tenants and establishes a framework for the regulation of rental units.

Municipal Policy and Planning Framework

Official Plan

The Official Plan, Section 3.2.1 Housing, contains policies pertaining to the provision of a full range of housing and maintaining and replenishing the housing stock within the City. The Official Plan (Policy 3.2.1.6) requires that where at least six rental units are lost to new development requiring a planning approval, the same number, size and type of rental units must be replaced in the new development and maintained at rents similar to those in effect at the time the redevelopment application is made, unless all the rental units have rents that exceed mid-range rents at the time of application.

The policy also requires that rents for the replacement units be restricted for at least 10 years, and that an acceptable tenant relocation and assistance plan addressing the right to return to occupy one of the replacement units at similar rents, the provision of alternative accommodation at similar rents, and other assistance to lessen hardship be secured.

Since Policy 3.2.1.6 was brought into effect in 2007 until the end of 2017, City Planning has secured the replacement of 2,256 rental units, 1,496 of which were affordable.

Toronto Municipal Code, Chapter 667

Policy 3.2.1.6 works with Chapter 667 of the City's Municipal Code. Chapter 667, the City's Rental Housing Demolition and Conversion By-law, prohibits the demolition or conversion of rental units in buildings containing six or more residential dwelling units, of which at least one unit is rental, without obtaining a permit from the City and requires a decision by either City Council or, where delegated, the Chief Planner.

Chapter 667 defines a rental unit as a dwelling unit used for residential rental purposes, and further defines a dwelling unit as a self-contained set of rooms located in a building or structure that operate as a single housekeeping unit and contains kitchen and bathroom facilities that are intended for the use of the unit only. This definition precludes dwelling rooms from being included under Chapter 667.

Consultations

A robust consultation program was undertaken to provide information to the public, stakeholders and special interest groups and obtain feedback on the proposed draft policies to address the loss of dwelling rooms. The City retained the firm Lura Consulting to undertake the consultation process. The consultations were completed in December of 2018.

To obtain a wide range of feedback and perspectives, the consultation approach provided opportunities for multiple stakeholder groups and the general public to provide

input on the draft policies through a variety of formats. This included an online survey, key stakeholders roundtable consultations, and community meetings. An estimated 283 participants were engaged in the consultation process.

The consultation process included:

- 7 stakeholder roundtable sessions with advocates and organizations working in Toronto's affordable housing sector; current and former tenants of dwelling rooms; landlords and operators of rooming houses; and the development industry;
- 4 public consultation open houses, 1 in each of the Community Council districts;
- An online survey open to the public; and
- 25 written and email submissions from housing-related organizations and the development industry.

Full details of the consultation approach can be found in Attachment 2: Consultation Summary Report. The summary of written submissions received after the public consultations is appended as Attachment 3: Summary of Written Submissions.

COMMENTS

Feedback from the Consultations

The feedback collected through the consultation process provided a robust set of comments from which the consultant identified notable findings and actionable highlights (See Attachment 2). A further twenty written submissions were submitted to the City after the public consultations were completed (See Attachment 3).

The majority of the feedback received indicated support for a policy framework that is similar to the existing demolition and replacement policies for rental units. It was noted by many stakeholders that this policy is an important first step in protecting the deeply affordable housing that dwelling rooms provide and the often vulnerable tenants that live in this housing stock.

The following is a summary of the feedback on the draft policies received through the consultations. Other comments and suggestions received that relate to affordable housing more generally are summarized in the section below on Other Feedback.

Minimum Threshold of Dwelling Rooms

Many stakeholders suggested lowering the minimum threshold of dwelling rooms for when the policy would apply to 5 or 6 dwelling rooms. The rationale for this revision was that this threshold is more representative of the number of dwelling rooms in individual rooming house properties across the city and is consistent with the demolition and replacement policies for rental units.

Some stakeholders however, such as owners of rooming houses with less than 10 dwellings rooms that planned to undertake small redevelopment projects, noted that

they may not be able to redevelop or improve their properties under the proposed policy framework without financial support from the City.

Some stakeholders also suggested that an affordable and mid-range rent threshold should be included, so that buildings where all of the rooms exceed the mid-range rent threshold are exempt from the replacement requirements, consistent with the existing demolition and replacement policies for rental units.

Replacement Housing

Stakeholders generally supported flexibility regarding the type of replacement housing (dwelling rooms or self-contained units), as well as the potential for replacement on-site or off-site.

Some stakeholders expressed concern that the policy would result in a loss of dwelling rooms given the likelihood that replacement housing (dwelling rooms or units) would be larger than existing dwelling rooms. To address this, it was suggested that the policy consider full replacement of the number of existing dwelling rooms regardless of the size of the replacement units.

A cash-in-lieu option was also suggested provided the funds could go directly into a dedicated city-administered fund to finance dwelling room preservation, rehabilitation and replacement.

Length of Affordability of Replacement Housing

Feedback from many stakeholders, particularly housing support agencies and tenants, was that the affordability period of the replacement housing should be long-term. Other stakeholders indicated a need to balance the desire for long-term affordability with the financial impact of reduced rental income for landlords/operators. It was suggested that providing landlords/operators with financial subsidies or other incentives could assist with securing extended affordability periods.

There was general consensus that returning tenants should be given the first right of refusal for replacement units at similar rents. Stakeholders also generally agreed that any replacement housing not occupied by a returning tenant be required to be rented to tenants in need at rent levels lower than the City's affordable rent thresholds, to ensure the deeper affordability of this low-end of market housing stock is maintained.

Tenant Relocation and Assistance

Almost all stakeholders agreed that tenant relocation and assistance should be comprehensive. Many stakeholders also noted that assistance should include finding new temporary or permanent housing and the retention of an independent advocate to work with tenants to determine their tenant relocation and assistance needs and provide support to tenants who are temporarily housed.

Other Feedback

A number of suggestions were received that extend beyond the proposed policy. These suggestions included: introducing regulations that put restrictions on the conversion, demolition, and renovation of rooming houses; partnering with non-profit agencies/organizations in the development and operation of dwelling rooms; educating tenants on their rights and the legislative and policy frameworks in place to protect their housing and tenancies; developing programs that facilitate and fund the renovation and maintenance of rooming houses; and implementing city-wide zoning permissions for rooming houses.

Proposed Revisions

Based on the feedback and input received from the consultations, as well as further discussion and consultation with staff from Shelter, Support and Housing Administration, the Affordable Housing Office, Municipal Licensing and Standards and Legal Services the following revisions to the policies are proposed. Attachment 1a to this report incorporates the proposed revisions into the draft OPA; Attachment 1b to this report is the proposed OPA.

1. Lowering the minimum replacement threshold to 6 dwelling rooms

Although there is no comprehensive data available on the number of dwelling rooms per rooming house across the City, this data does exist for the stock of licensed rooming houses in the former City of Toronto. Approximately three-quarters of licensed rooming houses in the former City of Toronto (as of the end of 2018 according to self-reported data by the license applicants) have at least 6 dwelling rooms. In comparison, less than half of the licensed rooming houses have 10 or more dwelling rooms.

Revising the threshold from 10 dwelling rooms to 6 dwelling rooms would help ensure a larger proportion of the existing stock of dwelling rooms in rooming houses is protected under the proposed policy framework. A threshold of 6 dwelling rooms would also reflect feedback that this threshold is more representative of the number of dwelling rooms in individual rooming house properties across the city, as well as be consistent with the threshold for the existing demolition and replacement policies for rental units.

2. Ensuring affordable rents for replacement housing

The existing demolition and replacement policies for rental units require that the replacement rental units have rents similar to those in effect at the time the redevelopment application is made. The Official Plan includes definitions for affordable and mid-range rent levels which are used as the rent thresholds for replacement rental units where there is no returning tenant. These thresholds are 100% (for affordable units) and 150% (for mid-range units) of the annual CMHC City of Toronto AMR by unit type.

To provide similar clarity, the proposed OPA now includes definitions for dwelling room affordable and mid-range rents and refers to these thresholds in the policy. For any existing tenants that return to replacement housing, their rent would be similar to the

rent they paid for the dwelling room regardless of the replacement housing type. The rent definition thresholds are used to establish rent levels when there are no returning tenants.

The proposed dwelling room affordable threshold is 80% (affordable) of the annual CMHC City of Toronto AMR for a bachelor unit. The proposed dwelling room mid-range threshold is one and one-half times 80% of the annual CMHC City of Toronto AMR for a bachelor unit. Where dwelling rooms will be replaced as rental units, the rents would be set at 80% of the annual CMHC City of Toronto AMR by unit type.

Eighty per cent (80%) of the 2018 CMHC City of Toronto AMR for a bachelor unit is \$871/month. This affordable rent threshold represents small, affordable self-contained units, aligns with the City's 2018 rental market survey results of asking rents for shared accommodation and is a standard threshold for affordable housing funding programs.

The mid-range dwelling room rent threshold would be \$1,306/month (i.e. 1.5 times 80% of the CMHC City of Toronto AMR for a bachelor unit). As per the 2018 rental market survey, the highest average asking rent for shared accommodation by location was for the former City of Toronto at \$1,000/month, which is below the proposed dwelling room mid-range rent threshold.

The inclusion of dwelling room rent level definitions and rent thresholds based on 80% of the annual CMHC City of Toronto AMRs will result in deeper affordability and ensure that replacement housing continues to address the lower-end of private rental market.

3. Including affordable and mid-range rent thresholds

As summarized above, the proposed OPA now includes affordable and mid-range rent thresholds for dwelling rooms. This revision reflects feedback received and is consistent with the existing demolition and replacement policies for rental units. Including these thresholds means that properties where, at the time of application, all the existing dwelling rooms have rents that exceed one and one-half (1.5) times 80% of the annual CMHC City of Toronto AMR for a bachelor unit would be exempt from the policy requirements. This rent level would be \$1,306/month in 2019.

Buildings where all of the rooms exceed mid-range rent levels are typically higher-end specialized rental buildings, such as private for-profit retirement homes. The policy is not intended to apply to this type of housing.

4. Securing additional replacement dwelling rooms/units as a community benefit

The policy requirement to replace the total residential gross floor area (GFA) may result in less replacement dwelling rooms/units than currently exists because, in some cases, the replacement dwelling rooms/units may be larger than the existing dwelling rooms. In such cases, to provide the opportunity to achieve full replacement of lost rooms, the policy is proposed to be revised to state that where an increase in height and density is sought, the first priority community benefit should be additional replacement dwelling rooms or replacement rental units to reach at least the same number of existing dwelling rooms.

5. Revising the affordability period

Through the consultations we received feedback that a lower unit threshold and deeper affordability were critical to achieving a policy that would apply most broadly to the dwelling room housing stock and to address the needs of low income residents. The proposed revisions to the OPA as summarized above respond to this feedback. We also received feedback that a required 25 year period of affordability with rent levels at 100% of annual CMHC City of Toronto AMR would have a significant financial impact on the ability to meet the policy without incentives. The affordability period is proposed to be revised to reduce the affordability period from 25 to 10 years, with the inclusion of an additional statement that opportunities to secure rents for replacement housing for a period of at least 49 years will be sought.

This revision, along with the other above-noted revisions to reduce the minimum threshold and deepen affordability, reflect a comprehensive response to achieving a balanced policy approach.

The 10 year affordability period is consistent with the policies for the demolition and replacement of rental units. Additional language that opportunities will be sought to secure the ongoing affordability for a period of at least 49 years, for example where government funding and/or incentives is/are provided, is intended to signal the City's continued interest in securing longer affordability where possible.

Revised Official Plan Amendment

See Attachment 1a for the revisions to the draft Official Plan Amendment, and Attachment 1b for the proposed Official Plan Amendment.

Implementation

A number of comments and suggestions were provided through the consultations that were more applicable to policy implementation rather than the policy criteria. The City has extensive experience implementing many aspects of the proposed dwelling room policies through its work on implementing the demolition and replacement policies for rental units. The following section highlights implementation matters raised during the consultation.

Determination of Existing Conditions

Questions were raised as to how staff would determine the number of dwelling rooms and existing rents. As with the rental unit replacement policy, City Planning staff would undertake site visits to the properties proposed for demolition to determine and confirm the number of existing dwelling rooms. The rent levels for existing dwelling rooms proposed to be demolished will be based on rent rolls and consultation with tenants. This is preferably done prior to submission of an application or at the time of application submission.

Affordability Period

Many stakeholders had questions regarding how the City could secure longer-term affordability. There is no single incentive or funding program to achieve this. Through the application process, the City will examine the options available and seek opportunities to secure rents for at least 49 years, such as where government funding and/or incentives is provided. Possible opportunities at this time could include the City's Open Door for Affordable Housing Program incentives, or under Section 37 as per Section 5.1.1 of the Official Plan when an increase in height and/or density is sought.

Off-site Replacement

A number of stakeholders suggested that the policy framework should provide the opportunity for off-site replacement.

The intent of the proposed policy is to provide on-site replacement of dwelling rooms in the form of affordable dwelling rooms or rental units. There may be some instances however where the policy cannot be achieved on-site or where there is more than one application to demolish rental housing in an area where consolidation of replacement requirements is acceptable. In such instances, at the City's discretion, replacement housing may be located off-site. This approach has been used with the rental unit replacement policy. As with the rental replacement policy, as the proposed policy does not explicitly require on-site replacement, no policy language is required to refer to the potential for off-site replacement. If off-site replacement was proposed and determined to be appropriate through the review of a development application, no Official Plan Amendment would be required.

Cash-in-Lieu

Some stakeholders suggested there should be the opportunity for cash-in-lieu of replacement. Cash-in-lieu is not desirable because it challenges the ability to achieve replacement housing in a timely manner and would likely require additional public investment such as land acquisition to construct replacement housing. As well, the cash-in-lieu amount would need to reflect the cost of constructing and operating the replacement housing at affordable rents. This would likely result in a large upfront cost to an applicant. Cash-in-lieu is not supported as an option for a citywide policy. Should there be an exceptional circumstance where the City considers cash-in-lieu appropriate an Official Plan Amendment would be required.

Tenant Relocation and Assistance

As with the rental replacement policy, the City will consider the following criteria in developing tenant relocation and assistance plans for the proposed policy:

- Right to return to replacement rental housing, on the basis of seniority of tenure or the provision of alternative housing;
- Housing support assistance to assist tenants with securing housing and navigating the right to return process;
- Financial assistance to lessen hardship;

- Longer notice period before vacant possession; and
- Additional assistance as appropriate for special needs tenants.

Housing Access Plan

During the consultations, questions were asked as to how the City will find tenants for replacement housing where there are no returning tenants. City Planning and Shelter, Support and Housing Administration are working together to develop a standard coordinated access plan to ensure that any available replacement housing not occupied by returning tenants will be offered to eligible households, as approved by Council, such as households on the City's Centralized Waiting List for subsidized housing. This approach is currently being advanced on applications under the demolition and replacement of rental housing policies.

Definition of a Dwelling Room

Questions were raised during the consultations regarding the definition of a dwelling room. For example, whether the definition as written includes rooms in a hotel that are being used for rental purposes beyond short-term rentals for the travelling public.

For existing dwelling rooms, a dwelling room is defined as living accommodation that is available for rent and that is not self-contained. A dwelling room may contain private sanitary facilities or cooking facilities, but not both. Dwelling rooms would have to be available for long-term rent to fall under this definition. Determination of a dwelling room within any building type would be made on a case-by-case basis and take into account both existing and recent tenancies. The dwelling rooms would also need to be considered within the context of the definition of the building type or use it is associated with.

As noted below, the City has undertaken work and consultation on a proposed City-wide Zoning By-law and Licensing Framework for rooming houses (multi-tenant houses). Should that work result in Council adoption of a zoning and licensing framework and include a new or revised definition of a dwelling room/ rooming house, any new dwelling rooms would be required to meet that definition.

Related Initiatives and Next Steps

The City is undertaking a range of initiatives to address affordable housing issues in Toronto. These include the Toronto Housing Plan 2020-2030, the Poverty Reduction Strategy Action Plan, the Seniors Strategy, updated zoning permissions for municipal shelters and secondary suites, and the expansion of rooming house permissions in the City-wide Zoning By-law and corresponding licensing.

The breadth of these initiatives involves a coordinated multi-pronged approach across numerous City Divisions. An Interdivisional Housing working group, chaired by the Deputy City Manager, Cluster A, is coordinating the advancement and delivery of these initiatives. The proposed Dwelling Room Official Plan Amendment is one of these initiatives. The development of the policy and its implementation reflect a coordinated

effort to address the need to preserve deeply affordable housing stock and provide assistance to tenants displaced as a result of development.

A number of suggestions to further efforts related to the preservation and maintenance of affordable housing were raised during the consultation. Based on this feedback and further discussion with relevant City Divisions, the following key actions have been identified to be undertaken or continued as part of the City's ongoing work:

- Request the Province to amend Section 111 of the City of Toronto Act, specifically Subsection 111(3), to include dwelling rooms in the regulation that states that a municipality cannot prohibit or regulate the demolition or conversion of a residential rental property that contains less than six dwelling units. This is required in order for Chapter 667 to be amended to include dwelling rooms and expand the Rental Housing Demolition and Conversion by-law to dwelling rooms, so that a permit would be required to demolish dwelling rooms regardless of whether a planning application is needed;
- Continue the interdivisional staff working group on rooming houses as a forum to share information and support interdivisional work, discuss and address policy and program issues, and coordinate contributions to and/or comments on community-led initiatives such as the Dwelling Room Preservation Policy Working Group;
- Explore opportunities to establish programs to help preserve existing rooming houses such as providing support to rooming house owners to maintain and renovate their rooming houses;
- Continue work on the proposed City-wide Zoning By-law and Licensing framework for multi-tenant houses; and
- Look for opportunities to undertake street-level data gathering in neighbourhoods that have a concentration of rooming houses, in order to gather characteristics and data on dwelling rooms and rooming houses such as the location of non-licensed rooming houses and the number of dwelling rooms per rooms, and thus better understand the existing stock.

CONCLUSION

The consultation process elicited a broad range of feedback and perspectives. Overall, the general consensus was support for a policy framework related to the demolition and replacement of dwelling rooms that is similar to that in effect for rental units, but with differing priorities as to what the policy should emphasize. The revisions reduce the minimum threshold to 6 dwelling rooms, deepen affordability to 80% of the CMHC City of Toronto AMR, reduce the required length of affordability to 10 years, and provide opportunities to secure full replacement and longer affordability. Overall these revisions respond to comments and concerns and reflect a balanced policy framework to address this important housing stock.

This report recommends that City Planning be directed to undertake an open house consultation on the revised Official Plan amendment on May 23, 2019.

Following the open house, a final report and recommended Official Plan Amendment are anticipated to be brought forward to a statutory public meeting at the Planning and Housing Committee on July 3, 2019.

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SIGNATURE

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Chief Planner and Executive Director
City Planning Division

ATTACHMENTS

Attachment 1a: Revisions Incorporated into the Draft Official Plan Amendment
Attachment 1b: Proposed Official Plan Amendment
Attachment 2: Consultant Report: Consultation Summary Report
Attachment 3: Summary of Written Submissions

**Attachment 1a: Revisions Incorporated into the Draft Official Plan
Amendment**

(Attached separately as a PDF)

Attachment 1b: Proposed Official Plan Amendment
(Attached separately as a PDF)

Attachment 2: Consultant Report: Consultation Summary Report
(Attached separately as a PDF)

Attachment 3: Summary of Written Submissions

Twenty written submissions were submitted to the City after the public consultations in response to the draft policy framework. Submissions were received from: Parkdale Activity Recreation Centre (PARC) Ambassadors, Parkdale Neighbourhood Land Trust (PNLT) Dwelling Room Preservation Policy Working Group, the HomeComing Coalition, the Federation of Metro Tenants Association (FMTA), Social Planning Toronto, Advocacy Centre for Tenants Ontario, Scarborough Community Legal Services, Centre for Equality Rights in Accommodation, Healthcare Providers Against Poverty, Toronto Alliance to End Homelessness Human Rights Working Group, West Scarborough Community Legal Services – Power in Community, and local residents and other housing advocates.

General Comments

Stakeholders noted that dwelling rooms provide important affordable housing to some of the most vulnerable people in the city, and protection of this disappearing stock and the tenants that live in this housing is crucial for homelessness prevention. They expressed support for expanding protections for rental units to dwelling rooms through the proposed Official Plan Amendment, so that the loss of dwelling rooms could be prevented and dwelling room tenants protected. The proposed Official Plan Amendment was noted as an important first step and a comprehensive framework of policies and programs is needed.

Minimum Threshold of Dwelling Rooms

Stakeholder submissions noted that a threshold of 6 dwelling rooms would be more effective at protecting the stock as it would apply to a greater number of dwelling room buildings and would enforce the protection and/or replacement of a greater number of dwelling rooms, while not disincentivizing homeowners from renting out rooms in their homes. A threshold of 6 dwelling rooms also aligns with the rental unit demolition and replacement framework.

Replacement Housing

The written submissions supported flexibility in replacement housing type and noted this approach is important as it allows for the policy to apply in areas of the city where rooming houses are currently not permitted. The majority of stakeholders felt that the same number of dwelling rooms lost should be replaced however to prevent any loss of affordable housing and aid homelessness prevention.

Stakeholders suggested that where 1:1 replacement is not possible, a fee for each room not replaced (equivalent to the cost to build a dwelling room) should be paid into a dedicated city-administered fund to finance dwelling room preservation, rehabilitation, and replacement.

Affordability of Replacement Housing

Most stakeholders felt that replacement housing should be affordable in perpetuity, so that housing affordability concerns are not deferred to later.

Stakeholder submissions noted that returning tenants to replacement housing should pay similar rents, regardless of the replacement housing type, and any replacement housing not occupied by returning tenants should be made available to tenants on the City's Centralized Waiting List.

Tenant Relocation and Assistance

Stakeholders noted that tenant relocation and assistance should focus on quickly rehousing tenants in adequate, affordable housing and should include an independent advocate to work with tenants to determine their tenant relocation and assistance needs and support the tenants who are temporarily housed. Stakeholders also felt that these supports should be paid by the owner, and not the city.

Another repeated suggestion was to find ways to disincentivize and penalize tenant harassment to ensure dwelling rooms are not emptied before an application is submitted to the City.

Further Actions

Stakeholders suggested the following additional actions to comprehensively address the loss of dwelling rooms and provide support for tenants at risk of or experiencing displacement as a result:

- Regulations that put restrictions on the conversion, demolition, and renovation of rooming houses;
- Programs that facilitate and fund renovation and the transfer of ownership of private rooming houses to non-profits; and.
- Support for tenant education and advocacy including expansion of tenant support programs.