

Rapid Housing Initiative - Phase Two - 75 Tandrige Crescent

Date: May 6, 2021

To: Planning and Housing Committee

From: Chief Planner & Executive Director, City Planning Division, Executive Director, Housing Secretariat

Wards: Ward 1 - Etobicoke North

SUMMARY

This report for presents a proposed modular housing development for 75 Tandrige Crescent, outlines the proposed community engagement process and recommends that City Council endorse, in principle, the use of a Minister's Zoning Order to provide any necessary relief from the in force zoning by-law regulations to permit the proposal. This proposed development will advance under the Federal Rapid Housing Initiative and is one of several modular housing developments proposed to advance in 2021.

The 75 Tandrige Crescent property is owned by Toronto Community Housing and is currently developed with a ten-storey apartment building. There is an existing surface parking lot, driveway, basketball court and outdoor play area on the west side of the site. The north end of the west side of the site is proposed to be redeveloped with a five-storey, approximately 113 unit modular rental apartment building. The driveway, basketball court and outdoor play area would be relocated and replaced on site as part of the development and the location determined in consultation with the neighbours and Toronto Community Housing Corporation.

The City is committed to working with the local community to provide accurate and timely information about the project and to respond to questions and collect community feedback and input, including ideas on how to support and integrate the new residents into the neighbourhood. There will be a number of opportunities for residents to learn more about the new homes with the supports to be planned to support the new residents. Community meetings are proposed in May and June to provide information on the proposal and present site and building design concepts for community input and feedback. The first virtual community engagement meeting is scheduled for May 18, 2021. Corporate Real Estate Management (CREM) division is currently preparing a Site Plan Approval application submission for the site in conjunction with the retained building and architectural firm.

At its meeting of October 27, 2020 City Council adopted Item MM25.32 - Implementation of the Federal Rapid Housing Initiative (RHI) authorizing staff to: enter into an agreement with Canada Mortgage and Housing Corporation to secure the City's allocation of \$203.3 million through this program; and, identify projects that can be made available for occupancy within twelve (12) months, in accordance with the terms and conditions of the Rapid Housing Initiative (RHI). City Council also approved approximately \$59 million in pre-approved City Open Door incentives to support the creation of up to 800 affordable rental units under the program, to maximize the RHI opportunity and exceed the minimum unit requirement set out under the RHI.

The lands are designated and zoned to permit apartment residential uses. Based on the conceptual site plan prepared for the site, relief to the existing zoning provisions will be required. The required relief will be finalized following community feedback and completion of detailed building and site design.

In response to the urgent need for providing affordable and supportive homes to the city's most vulnerable residents who are experiencing homelessness, and following the City Council's request to prioritize building and planning approvals for these projects, this report recommends that City Council endorse in principle the use of a Minister's Zoning Order to provide the necessary relief from the in force zoning by-law regulations in order to permit the construction of modular housing at this site. The *Planning Act* gives the Minister of Municipal Affairs and Housing the power, by order, in respect of any lands in Ontario, to exercise any of the powers conferred on Council to zone lands and modify the zoning regulations for a given site. A Minister's Zoning Order would enable the City to more quickly implement the modular housing proposals.

RECOMMENDATIONS

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

1. The Planning and Housing Committee request the Chief Planner and Executive Director, City Planning, and the Executive Director, Housing Secretariat, to conduct community consultation meetings to obtain feedback on the modular housing proposal for 75 Tandridge Crescent.
2. City Council endorse in principle amending the zoning regulations for 75 Tandridge Crescent to permit the construction of the modular housing proposal by way of a request to the Minister of Municipal Affairs and Housing to make a Minister's Zoning Order, pursuant to Section 47 of the *Planning Act*, and *request* the Chief Planner and Executive Director, City Planning to report directly to the July City Council meeting on the final recommended proposal and the relief to the zoning by-law required to permit the proposed development.

FINANCIAL IMPACT

The proposed development for 75 Tandridge Crescent will be fully funded through the Housing Secretariat's 2021-2030 Capital Budget & Plan. The project is also pre-approved for Open Door incentives through MM25.32 - Implementation of the Federal Rapid Housing Initiative.

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

EQUITY IMPACT

The Modular Housing Initiative advances a number of the City of Toronto's equity strategies and commitments.

The HousingTO 2020-2030 Action Plan (HousingTO Plan) envisions a city in which all residents have equal opportunity to develop to their full potential, and is centred on a human rights-based approach to housing. This approach recognizes that housing is essential to the inherent dignity and well-being of a person and to building inclusive, healthy, sustainable and liveable communities. A key component of the HousingTO Plan is to increase the supply of permanent affordable rental and supportive housing to help our most vulnerable and marginalized residents live in dignified housing with appropriate supports.

Access to good quality, safe, affordable housing is an important social determinant of health and also improves the social and economic status of individuals and families. Good quality, affordable housing is also a cornerstone of vibrant, healthy neighbourhoods and supports the environmental and economic health of the city.

DECISION HISTORY

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

At its meeting of September 30, 2020, City Council adopted, with amendments, Item No. PH16.8 - Addressing Housing and Homelessness in Toronto through Intergovernmental Partnership which described the advocacy the City was undertaking to secure additional investment from both the Provincial and Federal governments. The report also outlined the City's 24-Month COVID-19 Housing and Homelessness Recovery Response Plan aimed at providing dignified, stable permanent housing

options for 3,000 people experiencing chronic homelessness within the shelter system, with the support of the Federal and Provincial governments. The City Council decision can be found here:

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2020.PH16.8>

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

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2019.PH11.5>

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

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

PROPOSAL

Approval Process

The Federal Government announced the Rapid Housing Initiative (RHI) in September 2020. The RHI will invest \$1 billion nationally to support the construction of modular housing, as well as the acquisition of land and the conversion of existing buildings to affordable housing. Following the announcement of the RHI last September an interdivisional City and CreateTO staff team compiled a list of properties and sites that could potentially be purchased or rapidly developed to create new permanent housing options. An Investment Plan was submitted to Canada Mortgage and Housing Corporation on November 27, 2020 identifying a list of sites for consideration and approval. Among the potential sites, 75 Tandridge Crescent is one of the sites identified and approved through RHI.

Staff considered advancing this modular housing proposal through the Zoning By-law and Minor Variance application processes, but determined that with a 2021 occupancy date the fastest way of achieving that target would be via a Minister's Zoning Order. This determination is also informed by the City's recent experience regarding the implementation of the Phase One modular housing initiative. Given this recent experience, the Minister's Zoning Order provides the fastest implementing timeline, from construction through to occupancy.

Section 47(1) of the *Planning Act* gives the Minister of Municipal Affairs and Housing the authority to zone property in the Province through a Minister's Zoning Order. While City Council has the authority to zone and re-zone lands through its powers under Section 34 of the *Planning Act*, the Minister has the authority to make an order exercising City

Council's power to enact zoning regulations. A Minister's Zoning Order would, in effect, amend the zoning regulations for this site in order to implement the modular housing proposals. This zoning amendment process would have otherwise been advanced through either a Zoning By-law Amendment considered by Council or Minor Variance application considered by the Committee of Adjustment.

Residential uses are permitted on the Tandridge site. The requested zoning amendments will primarily address performance standards such as yard setbacks, building heights, lot coverage and parking ratios and will be determined following submission of the site plan application and community consultation. The proposal is subject to Site Plan Approval, which will examine the design and technical aspects of each proposal to ensure that it is attractive and compatible with the surrounding area and contributes to the economic, social and environmental health of the City. Replacement and enhancement of existing amenities will also be included in the proposal. Features such as building design, site access and servicing, waste storage, parking, loading and landscaping are typically reviewed. CREM is working with the contractor and retained architectural firm to finalize the designs and prepare Site Plan Approval applications for submission. The application will follow the normal procedures and guidelines required by the City. The City's Concept to Keys office (C2K) will lead the Site Plan Approval review process. Site Plan approval is delegated to the Chief Planner and Executive Director, City Planning. The development will be built to Tier 2 of the Toronto Green Standard.

Site Location and Proposal Description

The 75 Tandridge Crescent property is currently developed with a ten-storey residential apartment building. There is an existing surface parking lot, driveway, basketball court and outdoor play area on the west side of the site. An elementary school (Braeburn Junior School) is located to the immediate west of the site. The properties surrounding 75 Tandridge Crescent are developed with townhouse dwellings between two and three storeys in height. The Humber Valley Golf Course is opposite the site to the south, beyond which is the Humber River ravine and recreation trail.

In the vicinity of the Islington Avenue and Rexdale Boulevard intersection, approximately 2 kilometres (25 minute walk) from the site are a grocery store, drug store and medical centre; the Rexdale Public library is located further west on Kipling Avenue approximately 2.5 kilometres from the site. There is bus service to/from the Yonge-University and Bloor-Danforth subway lines on the following routes: 118 Thistledown (which serves Tandridge Crescent during peak hours) and 96 Wilson, both which serve Wilson subway station; the 73C Royal York and 37 Islington and 937 Islington express bus routes which serve Royal York and Islington stations respectively.

The proposal is for infill development on the site, consisting of a five-storey modular apartment building at the north end of the west side of the site, fronting the north side of Tandridge Crescent. The driveway, basketball court and outdoor play area would be replaced as part of the development in consultation with the neighbours and Toronto Community Housing

The conceptual site plan identifies the following key development statistics, which may change as the site plan is reviewed and finalized:

- Building Height: approximately 5 storeys/ 16.5 metres
- Total number of units: approximately 113
- Setback from Tandridge Crescent: approximately 15 metres
- Separation distance to existing building: approximately 15 metres
- No vehicle parking; bicycle parking to be located in the rear yard
- Outdoor amenity area proposed to be located in the rear yard
- Garbage storage proposed to be located in the rear yard

See Attachments 1, 2 and 3 to this report for the Site Location, Official Plan Land Use Designation and Zoning.

Building Management

The new development would be operated by qualified and experienced non-profit housing providers with continual (24/7) on-site staff providing residents with a full range of supports including meal preparation, primary health services and community services such as education, employment and life skills.

The homes would be provided to people exiting homelessness. Future residents will be identified and referred through the City's Coordinated Access processes and people experiencing chronic homelessness will be prioritized. Coordinated Access is a consistent community-wide approach to assessing, prioritizing and connecting people experiencing homelessness to housing and supports. Tenants for these units will be identified using a prioritization-based approach to connect people to this permanent housing opportunity. There will be no direct referrals.

The City will coordinate the tenant identification process in partnership with street outreach, shelter, 24-hour respite, and hotel/motel program providers. A common assessment is used to understand the types and levels of supports clients will need to maintain housing stability. The City will work with the selected non-profit housing operators to ensure tenants are connected with supports that best meet their needs. Consideration is given to the type and intensity of support and client choice in regard to their housing preferences.

COMMUNITY ENGAGEMENT

There will be a number of opportunities for residents to learn more about the new homes with supports coming to 75 Tandridge Crescent. Ideaspace Consulting has been retained by the City to assist with community engagement.

The City is committed to working with local communities to provide accurate and timely information about the project, answer questions and collect their feedback and input on the building and site design elements, including lighting, pathways and landscaping to

inform the site plan review process; and ideas for how to support and welcome the new residents into the neighbourhood.

Two community engagement meetings with the local Councillor and City staff are scheduled for May 18 and June 29 at 7 p.m. Based on the expert advice of Toronto's Medical Officer of Health to practice physical distancing to help reduce the spread of COVID-19 and to protect the health and safety of Toronto residents and staff, the engagement activities will be held virtually.

Additional information about the project will be available at www.toronto.ca/75Tandridge and will be provided through a variety of methods to ensure materials are accessible by residents who might not have access to online information:

- A post card and project information sheet will be hand delivered to immediate neighbours to inform them about the project and invite them to a Community Meeting;
- Information signs will be posted on-site;
- The City will be working with Toronto Community Housing and reaching out to local community agencies, BIAs and residents associations to ensure they are informed and provided the opportunity to comment on the proposals; and
- Residents can call the Community Liaison Office at 437-684-5857 (Monday to Friday 9 a.m. to 4 p.m.) or email: communityliaison@bigideaspace.ca to ask questions and share their input.

COMMENTS

Policy Considerations

The prioritization of, and expedited approval process for this modular housing proposal supports provincial and municipal objectives by providing affordable housing and improving social equity and overall quality of life in our communities.

Section 2 of the *Planning Act* sets out matters of provincial interest, which City Council shall have regard to in carrying out its responsibilities. By creating permanent affordable supportive housing within transit accessible neighbourhoods the proposal will have regard to the following matters of provincial interest:

- (h) the orderly development of safe and healthy communities;
- (j) the adequate provision of a full range of housing, including affordable housing; and
- (q) the promotion of development that is designed to be sustainable

The Provincial Policy Statement (PPS 2020) provides province-wide policy direction on land use planning and development to promote strong communities, a strong economy and a clean and healthy environment. It includes policies on key issues that affect communities. With respect to housing, the PPS 2020, Section 1.4 Housing, encourages the achievement of healthy, liveable and safe communities by accommodating an appropriate range and mix of housing options to meet housing needs, including

affordable housing. The PPS also seeks to align the provision of housing with housing and homelessness plans in order to meet the social, health, economic and well-being requirements of current and future residents.

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

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

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

The Official Plan is a comprehensive policy document that guides development in the City, providing direction for managing the size, location, and built form compatibility of different land uses and the provision of municipal services and facilities. The vision of the City's Official Plan centres on the creation of an attractive and safe city that evokes pride, passion and a sense of belonging. A city where people of all ages and abilities can enjoy a good quality of life in vibrant neighbourhoods that are part of complete communities. The vision also outlines the importance of providing affordable housing choices across the City that meet the needs of everyone in their communities throughout their life.

Official Plan, Section 3.2.1 Housing, outlines that adequate and affordable housing is a basic requirement for everyone. Where we live and our housing security contribute to our well-being and connect us to our community. The City's quality of life, economic competitiveness, social cohesion, as well as its balance and diversity depend on it. Policy 3.2.1.1 directs that a full range of housing, in terms of form, tenure and affordability will be provided and maintained, across the City and within neighbourhoods, to meet the current and future needs of residents. A full range of housing includes affordable and supportive housing. The proposed modular housing development supports the City's vision as a place where all people have housing choice

and can have access to a good quality of life. With respect to intensification of existing sites, Official Plan Policy 3.2.1.5 identifies that where there will be significant new development on sites containing six or more rental units, and where rental units will be kept in the new development, that: affordable and mid-range rental units will be secured as rental housing; and any needed improvements and renovations to the existing rental housing and to improve amenities should be a priority.

The site is designated *Apartment Neighbourhoods* in Official Plan Chapter 4, Land Use Designations. This designation permits apartment residential uses and is distinguished by the Neighbourhoods designation because a greater scale of building is permitted. Apartment Neighbourhoods Policy 4.2.3 provides criteria to guide the introduction of compatible infill development on sites with existing apartment buildings. These criteria include, among others:

- Being compatible with the scale, height and massing of the existing apartment buildings on and adjacent to the site;
- Providing separation distances between buildings and to adjacent sites to achieve adequate sunlight and privacy;
- Maintaining, replacing or improving indoor and outdoor residential amenities on the site;
- Improving upon the quality of the landscaped open space and outdoor amenity space;
- Organizing development on the site to frame streets, parks and open spaces at good proportion; and
- Improving waste storage and waste diversion facilities including enclosure of outdoor waste storage areas and enclosed waste storage facilities within a building where achievable.

Zoning

The site is zoned RAC (f24.0; u222; au116.0) (x106) under Zoning By-law 569-2013. This is a Residential Apartment Zone which permits residential dwelling units in apartment buildings. Regulation u222 limits the number of residential dwelling units on the site to a maximum of 222.

The City's Zoning By-law 569-2013 can be found here:

<https://www.toronto.ca/city-government/planning-development/zoning-by-law-preliminary-zoning-reviews/>

Design Guidelines

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

- Site Organization - building placement and address, parking, loading and garbage collection, outdoor amenity space, tree protection and grade alteration;

- Building Design - exterior design, user-centred design, and lifecycle considerations to improve longevity;
- Public Realm - outdoor amenity space, streetscape and landscape design, sightlines and lighting, and bicycle parking and related storage; and
- Sustainability - to achieve more sustainable buildings and green site and building design.

The Modular Housing Urban Design Guidelines will be utilized in the review and evaluation of the Site Plan Approval application for this proposal, including the replacement of site amenities.

NEXT STEPS

CREM is currently finalizing plans and preparing a Site Plan Approval application for submission. The City's C2K office will manage the Site Plan Approval review process. Once received, the Site Plan Approval application materials will be posted on the City's Application Information Centre Web Page at:

<https://www.toronto.ca/city-government/planning-development/application-information-centre/>

Two community meetings will be held on May 18 and June 29. Feedback received from these meetings, and through other engagement activities will inform the Site Plan review and the final determination of relief required to the zoning by-law(s).

CONCLUSIONS

In response to the urgent need for providing affordable and supportive homes to the city's most vulnerable residents who are experiencing homelessness, and following the City Council's request to prioritize building and planning approvals for these projects, this report recommends that the Minister of Municipal Affairs and Housing be requested to make a Minister's Zoning Order pursuant to Section 47 of the *Planning Act* for the modular housing proposal at 75 Tandridge Crescent.

A staff report on the outcomes of the community consultation will be submitted to the June meeting of Planning and Housing Committee. This report recommends that staff report directly to the July meeting of City Council on the final recommended proposal and the relief required to the zoning by-law in order to permit the proposed development, in the form of a draft Minister's Zoning Order.

CONTACT

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

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

SIGNATURE

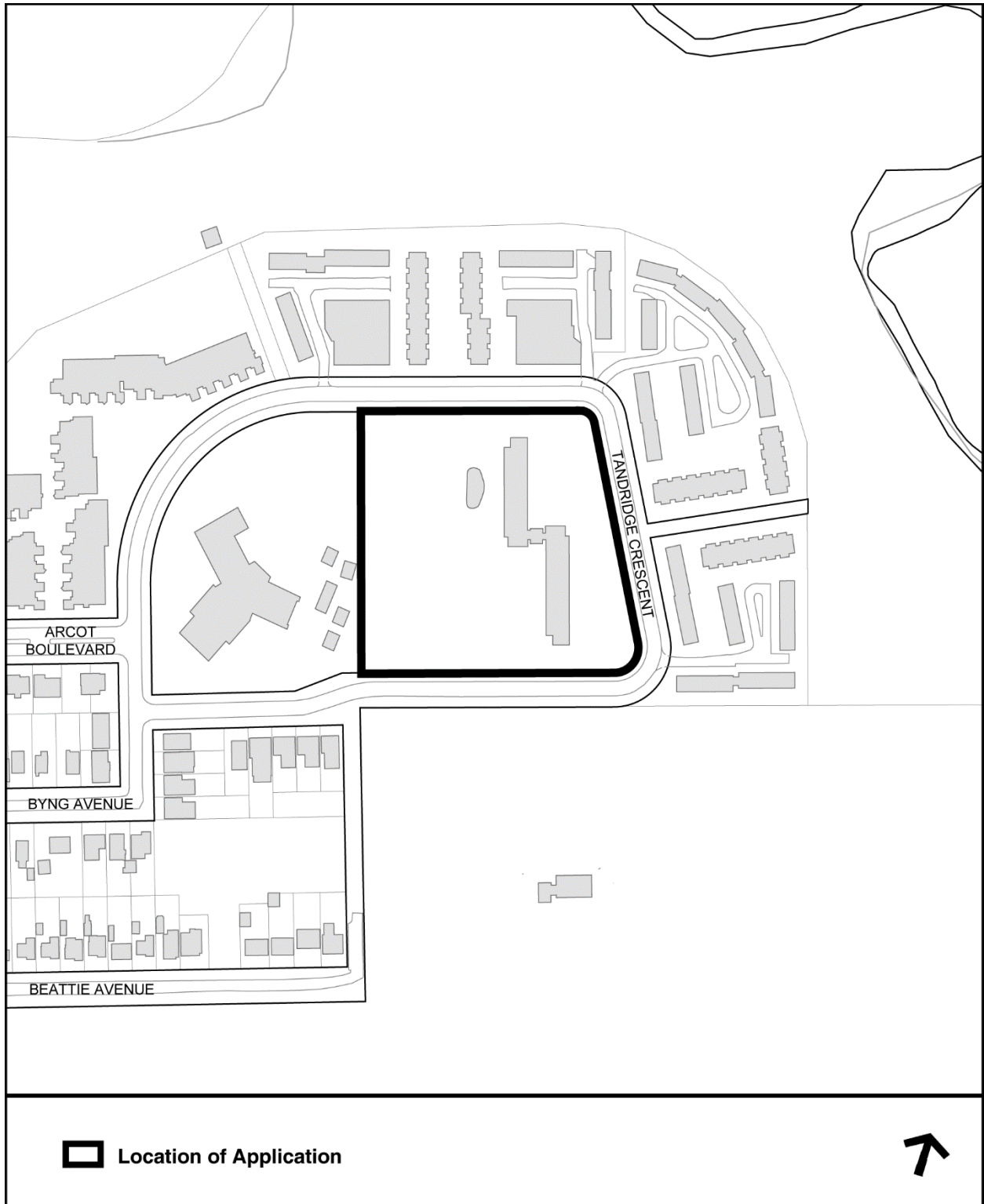
Gregg Lintern, MCIP, RPP
Chief Planner and Executive Director,
City Planning Division

Abigail Bond,
Executive Director,
Housing Secretariat

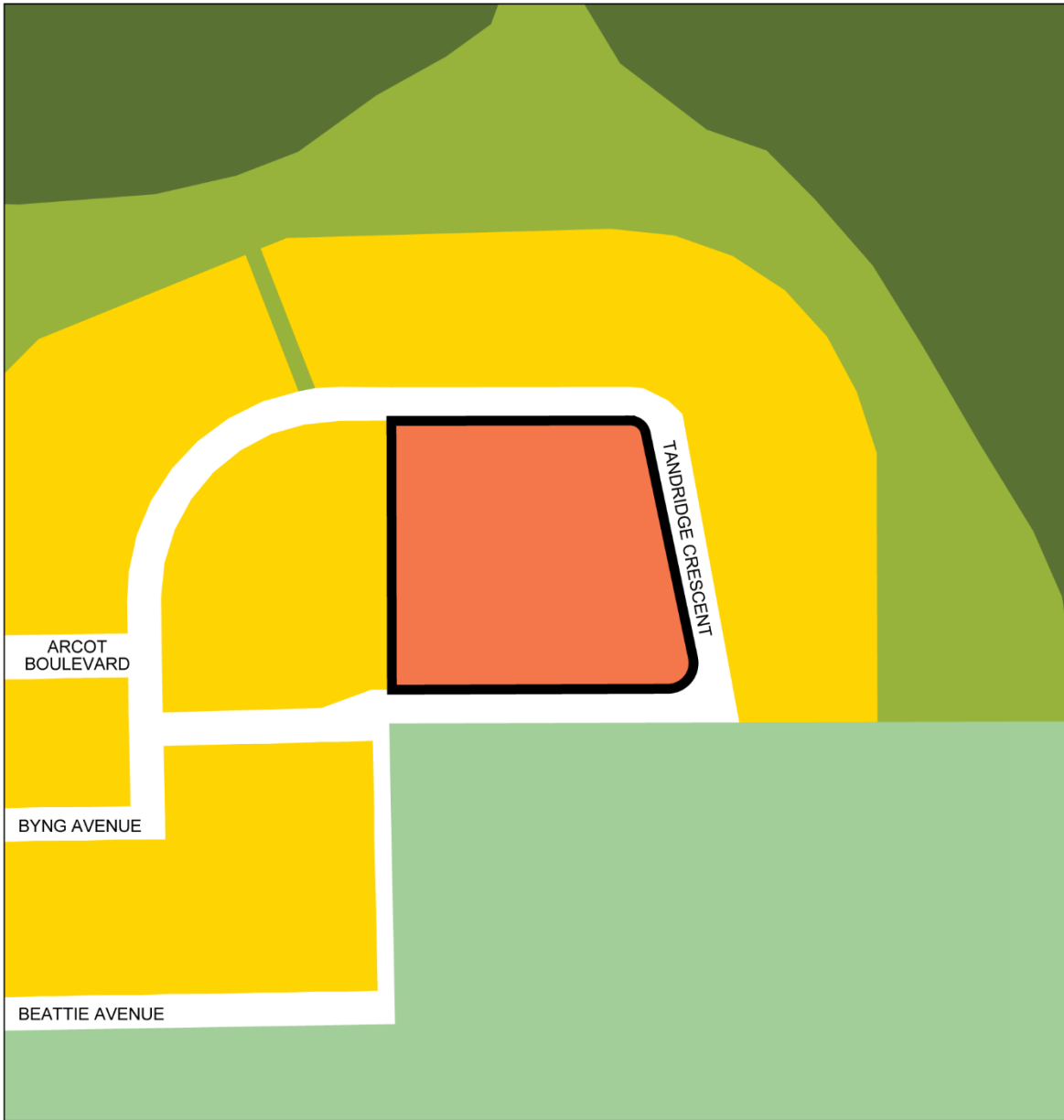
ATTACHMENTS

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

Attachment 1: Location Map - 75 Tandridge Crescent



Attachment 2: Official Plan Land Use Map - 75 Tandrige Crescent




Official Plan Land Use Map #13

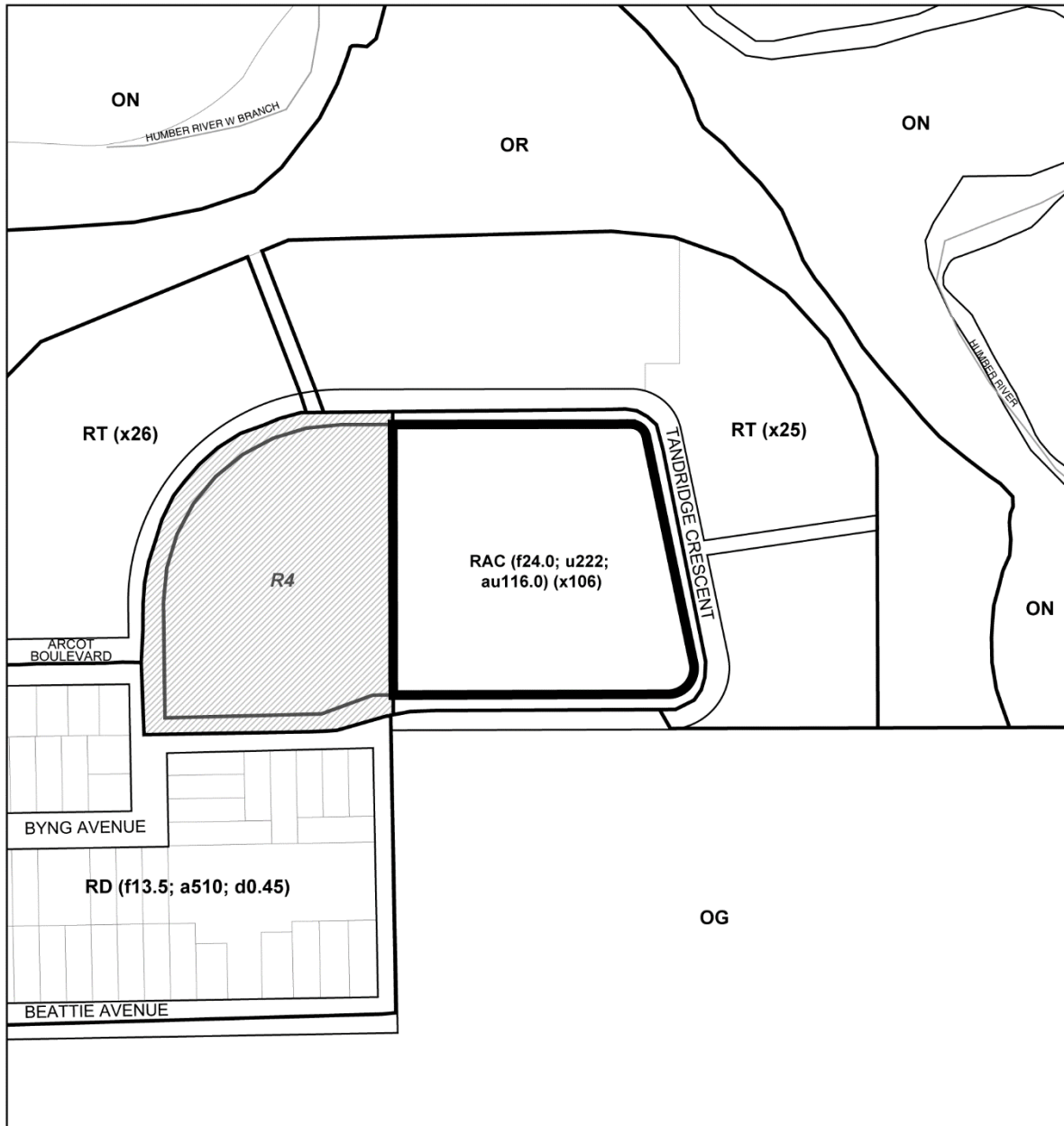
75 Tandrige Crescent

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Extracted: 03/16/2021

Attachment 3: Zoning Map - 75 Tandrige Crescent



Zoning By-law 569-2013

75 Tandrige Crescent

File # 21 00000 WET 00 0Z



Location of Application

- RD Residential Detached
- RT Residential Townhouse
- RAC Residential Apartment Commercial
- ON Open Space Natural
- OR Open Space Recreation

OG Open Space Golf Course



See Former City of Etobicoke By-Law No. 11,737
R4 Fourth Density Residential Zone



Not to Scale
Extracted: 03/16/2021