

Modular Housing Initiative: Phase Two - 20 Bracebridge Avenue (Trenton Avenue & Cedarvale Avenue) - Final Report

Date: May 6, 2021

To: Planning and Housing Committee

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

Wards: Ward 19 - Beaches - East York

SUMMARY

The purpose of this report is to provide a summary of the community engagement process undertaken and present the recommended plan and zoning relief sought for the modular housing proposal at 20 Bracebridge Avenue (Ward 19 - Beaches East York). The site is bounded by Trenton, Cedarvale and Bracebridge Avenues, and has previously been referred to as "Trenton & Cedarvale". This report also recommends that City Council request the Minister of Municipal Affairs and Housing make a Minister's Zoning Order to provide the necessary zoning relief to permit the modular housing development. This proposal is advancing as part of Phase Two of the City's Modular Housing Initiative.

At its meeting of April 30, 2020, City Council adopted Item No. CC20.6 - Implementing the Toronto Modular Housing Initiative as an Urgent Response to the COVID-19 Pandemic. Among other things, this report provided authority to the Housing Secretariat, Corporate Real Estate Management and CreateTO, in consultation with City Planning, Toronto Buildings and other Divisions, to identify sites appropriate for the modular housing initiative and ways to expedite the necessary building and planning approvals to deliver up to 250 modular housing units in 2020 and 2021.

The creation of modular affordable rental housing with support services is a key element of the HousingTO 2020-2030 Action Plan, which has an approval target of 18,000 supportive homes, including the creation of at least 1,000 modular homes, over the next ten years. Phase One of the Modular Housing Initiative was advanced in 2020 with approval and construction of 100 modular homes on two city owned sites: 11 Macey Avenue (Ward 20 - Scarborough Southwest) and 321 Dovercourt Road (formerly 150 Harrison Street (Ward 9 - Davenport)).

The 20 Bracebridge Avenue site has been identified as suitable for construction of modular housing to create new affordable rental housing. The target completion and occupancy date for this site is Q4 2021.

City staff initiated a multi-channel community engagement process on February 23, 2021, coinciding with the announcement of the first two proposed sites for Phase Two of the Modular Housing Initiative. City staff held a number of community and working group meetings in March and April to provide information and obtain feedback on the proposal. A summary of engagement activities and the feedback received through the City's engagement consultant is included in Attachment 7.

Based on the input and feedback received through the community engagement and the detailed review of the Site Plan application by City staff a number of refinements have been made to the proposal, which are outlined in this report. Input from consultations will be considered in making further revisions to the proposal through the Site Plan Application, and will inform decisions to address parking issues within the wider community. A revised site plan is included as Attachments 4 and revised elevations are included as Attachment 5.

In consideration of Council's continued request to prioritize building and planning approvals for affordable housing this report recommends that City Council request the Minister of Municipal Affairs and Housing to make a Minister's Zoning Order to provide the necessary relief to permit the construction of modular housing at this site. The *Planning Act* gives the Minister of Municipal Affairs and Housing the power, by order, in respect of any lands in Ontario, to exercise any of the powers conferred on Council to zone lands and modify the zoning regulations for a given site. A Minister's Zoning Order would enable the City to more quickly implement the modular housing proposals.

RECOMMENDATIONS

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

1. City Council request the Minister of Municipal Affairs and Housing to make a Minister's Zoning Order, pursuant to Section 47 of the *Planning Act*, for the lands located at 20 Bracebridge (Trenton Avenue and Cedarvale Avenue) to provide relief from the in-force zoning regulations in order to permit the development of the modular housing as set out in Attachment 8.
2. City Council authorize the Executive Director, Housing Secretariat to issue a Request for Proposals and to select non-profit housing providers to operate the modular building at 20 Bracebridge Avenue (Trenton Avenue and Cedarvale Avenue) to be developed under Phase Two of the Modular Supportive Housing Initiative.
3. City Council authorize the Executive Director, Housing Secretariat to negotiate and execute on behalf of the City, a municipal housing facility agreement (the City's "Contribution Agreement"), with the non-profit housing providers selected through the competitive process referred to in Recommendation 2 above, or a related corporation,

to secure the financial assistance being provided and to set out the terms of the operation of the new affordable rental housing, on terms and conditions satisfactory to the Executive Director, Housing Secretariat and in a form approved by the City Solicitor.

4. City Council authorize the Executive Director, Housing Secretariat and the General Manager, Shelter, Support and Housing Administration to negotiate and enter into any agreements with the non-profits housing providers selected to operate the modular housing projects, for any operating funding that may be available, including, but not limited to rent supplement or grant funding agreements, on terms and conditions agreed to by the Executive Director, Housing Secretariat and General Manager, Shelter, Support and Housing Administration and in a form approved by the City Solicitor.

5. City Council authorize severally each of the Executive Director, Housing Secretariat and the General Manager, Shelter, Support and Housing Administration to execute, on behalf of the City, any security or financing documents required by the non-profit housing providers selected for each of the modular supportive housing sites to secure the financing necessary to acquire the leasehold interest in the land and modular units, as well as any subsequent refinancing, including any postponement, confirmation of status, discharge or consent documents where and when required during the term of the municipal housing facility agreement, as required by normal business practices, and provided that such documents do not give rise to financial obligations on the part of the City that have not been previously approved by City Council.

FINANCIAL IMPACT

There are no financial impacts to the City resulting from the recommendations included in this report and in the 2021 Budget year. Funding for Phase Two of the Modular Housing Initiative is included in the Council Approved 2021-2030 Capital Budget and Plan for Housing Secretariat.

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

EQUITY IMPACT

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

By implementing the Modular Housing Initiative, the City is creating permanent supportive housing solutions to help marginalized residents. All homes within the modular housing proposal would be rented at or below City-wide average market rents, providing lower income individuals with the opportunity to access safe, quality housing. A combination of housing supports and rental allowances will also be deployed to deepen the affordability of these homes.

DECISION HISTORY

At its meeting of March 10, 2021 City Council adopted report PH21.1 - Modular Housing Initiative: Phase Two Sites - 175 Cummer Avenue and Trenton/Cedarvale Avenue (i.e. 20 Bracebridge Avenue). This report presented modular housing proposals for these two sites, summarized the proposed community engagement process and recommended that City Council endorse, in principle, a request to the Minister of Municipal Affairs and Housing to make a Minister's Zoning Order to provide any necessary zoning relief to permit the developments. The Council Decision requests that final recommendation reports for the sites not be brought forward until the scheduled community consultation meetings have taken place and, for the Trenton/Cedarvale site, that a Community Liaison Committee be established and that a detailed review of on-street parking in the immediate area be undertaken. The City Council Decision can be found here:

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2021.PH21.1>

At its meeting of December 16, 2020 City Council adopted report PH19.11 - Emergency Housing Action which was a response to a request from Planning and Housing Committee for staff to report on a plan for the City to accelerate affordable housing opportunities. The report contained a number of recommendations requesting and authorizing matters related to achieving new affordable housing. The City Council Decision can be found here:

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

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

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2020.PH14.8>

At its meeting of April 30, 2020, City Council adopted CC20.6 - Implementing the Toronto Modular Housing Initiative as an Urgent Response to the COVID-19 Pandemic, which identified Horizon North as the selected builder, established a process for selecting the builder for an additional 140 homes, and authorized CreateTO to act as the City's agent to submit all required planning approval applications, requested that city staff prioritize modular housing proposals by identifying ways to expedite the necessary building and planning approvals, and to develop design guidelines for subsequent phases of the modular housing initiative. The City Council Decision can be found here:

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2020.CC20.6>

At its meeting of February 26, 2020, City Council adopted PH13.5 - Plan to Create Supportive Housing Opportunities, outlining plans to develop 600 supportive housing opportunities in 2020 and requested the Federal and Provincial Governments, as part of their 2020 Budgets, to commit capital and operating funding to support the creation of

1,800 new units of supportive housing annually, in order to reduce homelessness in Toronto. The City Council Decision can be found here:

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2020.PH13.5>

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

<http://app.toronto.ca/tmmis/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 called for interdivisional coordination to identify potential sites and to expedite the development of supporting housing. The City Council Decision can be found here:

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

At its meeting of January 30 and 31, 2019 City Council adopted MM2.9 - Expanding Supportive Housing in Toronto. This report called for an aggressive plan for building supportive and transitional housing. The City Council Decision can be found here:

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2019.MM2.9>

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

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2018.CD26.5>

Site Location and Proposal

The site at 20 Bracebridge Avenue is a lot with frontage on three public streets: Trenton Avenue to the north; Bracebridge Avenue to the south; and Cedarvale Avenue to the east. The site is currently developed with a 75 space surface parking lot that serves Stan Wadlow Park across Cedarvale Avenue.

The site and surrounding area to the north, south and west are developed primarily with single and semi-detached residences one and two storeys in height. There is also a two-and-a-half storey apartment building almost opposite the site to the southwest. Parkside Public School is located opposite the site at the corner of Trenton and Cedarvale Avenues. Stan Wadlow Park is across Cedarvale Avenue to the east and includes the Kiwanis outdoor pool, East York Memorial Arena, Stan Wadlow Clubhouse, baseball diamonds, skatepark, dog off-leash area and other facilities. There is also a 40 space parking lot fronting the Arena on Cedarvale Avenue.

In addition to the park and recreation facilities across the street, the Earl Beatty, Terry Fox, Secord and Main Square community and recreation centres are located in the

surrounding community, as are the S. Walter Steward and Danforth/Coxwell public libraries. Community agencies in the area include Neighbourhood Link, Access Alliance Multicultural Health and Community Services, as well as the Salvation Army Community and Family Services. Transit access for the site is provided by bus service along Woodbine Avenue one block to the west. Both the #92 Woodbine and #93 Parkview Hills routes provide service directly to Woodbine subway station. The varied retail and services of Danforth Avenue, including a major grocery store, pharmacies, cafes and banks, are approximately a 20 minute walk away. A cluster of retail and services exists along Coxwell Avenue south of O'Connor Drive, including a supermarket, which is closer at an estimated 15 minute walk away.

The modular housing building is proposed to be oriented north-south on the site facing Cedarvale Avenue. The building will be three storeys (approximately 10.5 metres) in height. The building is proposed to contain 64 units with communal dining and meeting space on the ground floor, as well as administrative offices and counselling rooms. An outdoor amenity area will be located in the southwest portion of the site with seating areas, a pergola and a combination of hard and soft landscaped areas. Bicycle parking is proposed to be located along the west property line. Details of landscaping, materials, the location of garbage storage, among other items will be resolved through the site plan application. No vehicle parking is proposed, although the site plan is being reviewed to accommodate two parking spaces for staff onsite.

Planning Framework

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 modular housing proposals have regard to the following matters of provincial interest:

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

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

Official 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 for all three sites support the City's vision as a place where all people have housing choice and can have access to a good quality of life.

Official Plan Section 4.1 *Neighbourhoods* considers lands designated *Neighbourhoods* as physically stable areas made up of residential uses with lower scale buildings, including interspersed walk-up apartments no higher than four storeys. Policy 4.1.1 recognizes the range of residential uses permitted as well as other uses such as low scale institutional. The Plan states that physical changes to Neighbourhoods must be

sensitive and fit the existing physical character, but also recognizes that there are properties within Neighbourhoods that differ from prevailing lot patterns, size, configuration and orientation. In such instances, it is often not possible, or desirable, to replicate these same site characteristics and lot pattern within infill developments. Policy 4.1.9 contains development criteria for dealing with the integration of new development for these types of sites.

Policy 4.1.9 is applicable to development on sites in *Neighbourhoods* that vary from their context in terms of lot size, configuration and/or orientation. This policy provides development criteria for infill development on such sites, focussed on ensuring design that produces a good living environment that is compatible with its neighbourhood context. The development criteria require that infill development:

- have heights, massing and scale that are respectful of those permitted by zoning for nearby residential properties, while taking into account the existing form of development on the infill property;
- have setbacks from adjacent residential properties and public streets that are proportionate to those permitted by zoning on adjacent residential properties, again while taking into account the existing form of development on the infill property;
- provide adequate privacy, sunlight and sky views by ensuring adequate distance and separation between buildings and using landscaping, planting and fencing to enhance privacy;
- front onto existing or new public streets and provide safe, accessible walkways from public streets; and
- locate, screen and wherever possible enclose service areas and garbage storage and parking.

Zoning

The 20 Bracebridge site is zoned RD (f6.0, a185, d0.75) under Zoning By-law 569-2013 which is a residential zone category, with building type limited to detached residential. The maximum permitted height is 8.5 metres.

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/>

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

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.

COMMENTS

Community Consultation

City staff initiated a multi-channel community engagement process on February 23, 2021, coinciding with the announcement of the first two proposed sites for Phase Two of the Modular Housing Initiative. This process has included a website, phone line, email inbox, mailed meeting notices, mailed discussion guides, on-site signage, an online feedback form and virtual engagement sessions to provide residents with a number of engagement channels and opportunities to learn more about the modular housing proposals and provide feedback on:

- Certain building and site design elements, such as lighting, pathways, and landscaping;
- Ongoing community engagement;
- Concerns they would like the City to address; and
- Ideas for how to support and integrate the new residents into the neighbourhood.

The community engagement process took into consideration the expert advice of Toronto's Medical Officer of Health to practice physical distancing to help reduce the spread of COVID-19 and protect the health and safety of Toronto residents and staff. The City hosted two virtual community engagement meetings, on March 17 and May 3. Councillor Bradford also held a virtual meeting on March 8. Three more stakeholder meetings were held with the Parkside school staff and community, with sports convenors, and with those interested in discussing the loss of parking. A safety walkabout was also held with 55 Division officials, the principal of the Parkside School, and staff from the City's Parks, Forestry and Recreation division.

At a high level, comments and concerns raised through engagement were related primarily to issues in the wider community, or about operations and maintenance of the facility, rather than about the zoning or site plan. For example, there were concerns raised about parking for users of nearby recreation facilities and about security personnel being present on-site, but there were no concerns raised about the height of the building. However, where concerns were raised regarding the zoning or site plan, staff considered this feedback in making changes to the proposal. A summary of engagement activities and the feedback received through the City's engagement consultant is included in Attachment 7. This summary can also be accessed at www.toronto.ca/trentoncedarvale.

Revisions to the Proposal

Based on the review of the proposal and feedback received through community engagement for this site, and lessons learned from consultation on other modular housing sites, the proposal has been modified to:

- Increase the setback from the house at 17 Trenton Avenue;
- Improve the north and south facing elevations of the building by upgrading the treatment of these facades through variations in cladding to break up the building face;
- Relocate the waste storage area from being in an ancillary building, to being integrated into the main building;
- Relocate the bicycle storage from the Bracebridge Avenue frontage to a location interior to the site;
- Minimize the extent of exterior ramps, stairs and retaining walls along street frontages;
- Add 2 on-site parking spaces for staff;
- Ensure the material colours are appropriate for the context; and
- Minimize conflicts with existing mature trees in order to reduce tree removals.

Staff have heard from the community and recognize that the existing parking lot on site is well used, particularly for users of nearby recreation facilities. A parking assessment was conducted by BA Group, a consultant hired by the City, which included an evaluation of existing demand and identified some potential parking solutions. The potential solutions identified include additional on-street parking, redesign and/or expansion of nearby public parking lots and shared use of nearby school parking lots off-hours. Staff are evaluating those potential solutions; a component of which includes conducting public consultations. A report will be brought forward to Council in the near future which is anticipated to include recommendations regarding the adequate provision of parking spaces in the community.

Collectively these refinements respond to comments provided by City Staff, the Ward Councillor, and members of the public, address commentary raised regarding the site, public realm and building design, and are sensitive to the surrounding context and uses. Further modifications are anticipated to be made through a site plan application, including an increase to the size of the amenity area, and improvements to landscaping, main entrancement enhancements, and pedestrian circulation. Further modifications through the site plan application may result in a reduction in the total number of units on site.

Community members also expressed a desire to see families accommodated in the proposed building. However, a 2018 Streets Needs Assessment found that single adults were most likely to be chronically homeless (compared to families and youth) among the sheltered population. The Shelter Flow Data for January 2021 showed that 84% of actively homeless people were singles and youth. Staff recommend that the building be developed to accommodate the need to house single adults.

Provincial Policy Statement and Growth Plan

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

Official Plan Conformity

The 20 Bracebridge Avenue site is a large irregularly shaped lot one block east of Woodbine Avenue and across from Stan Wadlow Park. The site is used as a parking lot for the Park and has public street frontage on three sides, with the longest frontage (approximately 68 metres) along Cedarvale Avenue. The surrounding residential properties are oriented facing the east-west streets between Woodbine Avenue and Cedarvale Avenue, with the exception of four properties directly south of the site between Bracebridge and Savoy Avenues which are oriented to face Cedarvale Avenue which is a north-south street. Because the size and orientation of the site vary from the pattern of the neighbourhood, the infill modular housing proposal is being reviewed under Neighbourhoods Policy 4.1.9.

The proposed building will be 3 storeys or approximately 10 metres in height. This height is greater than the 8.5 metre height permission of the zoning for the nearby residential properties but is within the four storey maximum height permission for *Neighbourhoods* designated sites established by the Official Plan and is relatable to the scale and massing of the school and arena across and the down the street.

The site and building design provides contextually appropriate setbacks to the adjacent residential properties on the west side of the site, at 5.0 metres (north end of site) and 18.7 metres (south end of site) as well as to Trenton and Bracebridge Avenues. This site layout and design provides sunlight and privacy for the abutting residential properties, provides for generously sized outdoor amenity and landscaped areas and extends street facing development to Cedarvale Avenue.

The development is being built to Tier 2 of the Toronto Green Standard which is a higher level of sustainability than the mandated Tier 1 mandated across the City. Components of the building design, including requirements for reduced greenhouse gas intensity, exceed Tier 2 and are close to Tier 4 (Passive House) design levels.

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. As proposed, the development would meet the intent of Policy 4.1.9 to achieve infill development in accordance with the development criteria in order to achieve a good living environment and appropriate fit in the context.

Parking Assessment

The City retained BA Group consultants to undertake a vehicle parking assessment given the proposed redevelopment of the existing 75 space parking lot. This study assessed the existing parking demand generated by the Park and provided an assessment of potential alternative locations and methods to accommodate that parking demand.

Overall, the Study found that there are opportunities and options to address parking demand that could result from the loss of the Trenton Avenue parking lot. These include:

- Introducing additional on-street parking permissions where they do not currently exist on streets adjacent to the Park;
- Securing weekday evening and weekend access to existing parking lots on school sites in the area: Parkside Public School and D.A. Morrison Middle School;
- Addressing parking demand by implementing Transportation Demand Management strategies such as: outreach to leagues that utilize the park and facilities to identify and encourage transportation alternatives such as cycling and public transit; increasing bicycle parking; and implementing a charge for parking;
- Improving utilization and access to the Taylor Creek trail parking lot to the north of the Park.

Staff will bring forward a report to Council with recommendations regarding the replacement of parking spaces in the community via additional on-street parking, which considers the results of the BA Group Study, internal technical assessment, and public input through community engagement. This report is anticipated to be delivered by the summer. In addition, Staff are working with the TDSB regarding an agreement for access to school parking lots.

Site Plan Application

A revised submission is anticipated to be submitted, reflecting the revisions and refinements summarized above for review by City staff. The recommended zoning relief sought through the Minister's Zoning Order will reflect the revised site plan submission. Site Plan approval is delegated, as is the City's standard practice, to the Chief Planner and Executive Director, City Planning. Zoning compliance is required in order to issue Site Plan Approval.

Minister's Zoning Order

This report recommends that City Council request the Minister of Municipal Affairs and Housing to make a Minister's Zoning Order for 20 Bracebridge Avenue in order to provide the zoning relief necessary to advance the modular housing proposal at this location. This will allow the City to achieve its objective of providing new affordable housing by the 2021 year-end target date.

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 on any lands throughout the Province. A Minister's Zoning Order would amend the current zoning regulations in order to implement the modular housing proposals. The 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.

Staff considered advancing these modular housing proposals through the Zoning By-law and Minor Variance application processes, but determined that with a 2021 occupancy date the fastest way of achieving the 2021 target would be via a Minister's Zoning Order. This determination is also informed by the Phase One modular housing experience with timelines for construction through to occupancy.

CONCLUSIONS

In response to City Council's request to prioritize the approval process in order to quickly add more affordable housing units throughout the City, this report recommends that City Council request the Minister of Municipal Affairs and Housing to make a Minister's Zoning Order pursuant to Section 47 of the *Planning Act*. This request is for the purpose of obtaining the zoning by-law relief to implement the modular housing proposal located at 20 Bracebridge Avenue.

The proposal was subject to an introductory report to Planning and Housing Committee in March 2021 to describe the site and proposal, present the relevant planning framework and identify the intent to recommend that zoning relief be provided through a Minister's Zoning Order. The proposal underwent a multi-faceted community engagement process, including virtual community meetings, and meetings with key stakeholders. The community engagement process resulted in refinements to the proposal that are reflected in the draft Minister's Zoning Order.

The City's modular housing webpage will be updated regularly to provide information on construction status, the future operator and occupancy, and the Community Liaison Committee has been established to provide an ongoing structure for community information and engagement. A forthcoming Staff Report will identify recommendations to address impacts to parking supply resulting from the development. The proposal conforms to the provincial policy framework and the Official Plan.

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

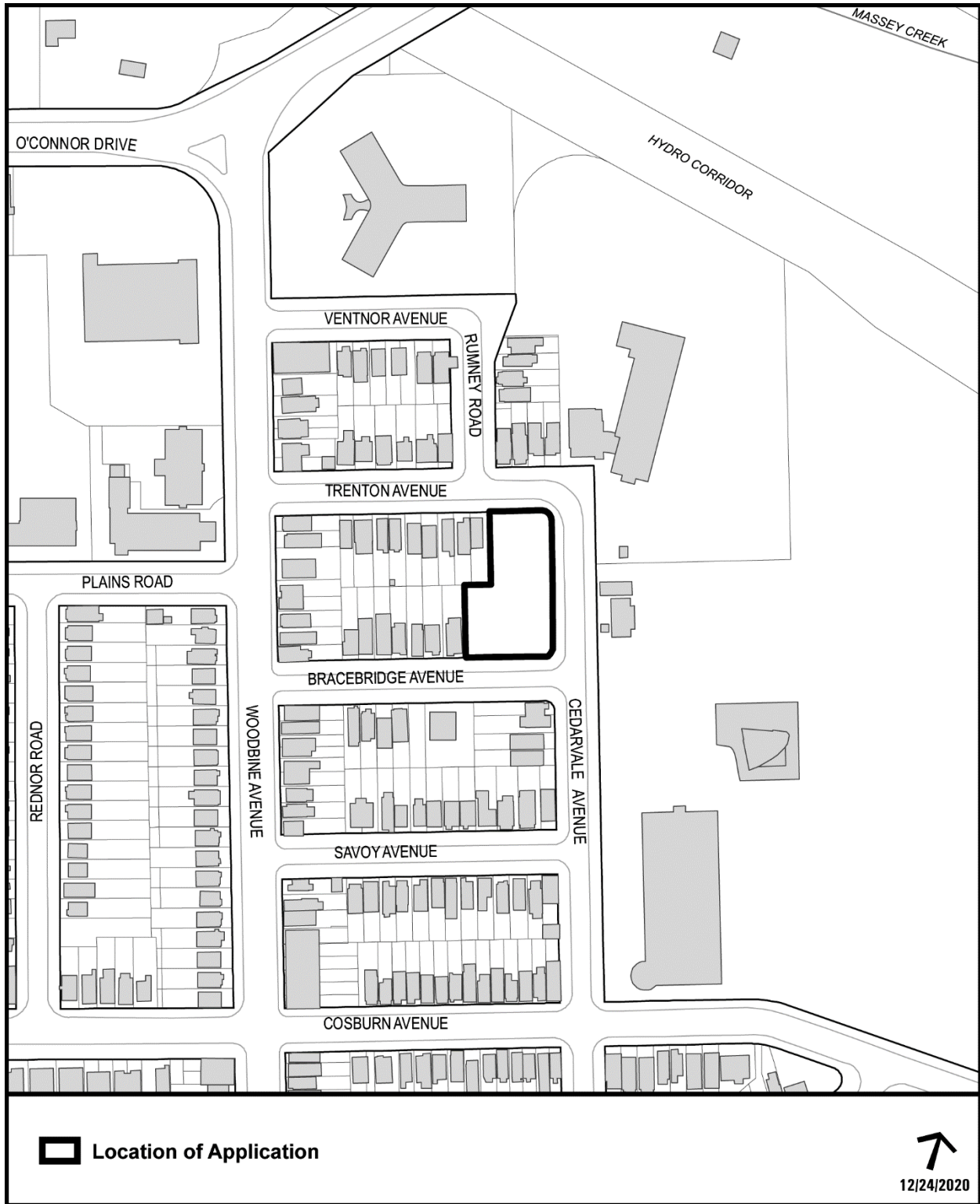
Gregg Lintern, MCIP, RPP
Chief Planner and Executive Director,
City Planning Division

Abigail Bond,
Executive Director,
Housing Secretariat

ATTACHMENTS

Attachment 1: Location Map - 20 Bracebridge Avenue
Attachment 2: Official Plan Land Use Designation Map - 20 Bracebridge Avenue
Attachment 3: Zoning Map - 20 Bracebridge Avenue
Attachment 4: Site Plan Map - 20 Bracebridge Avenue
Attachment 5: Renderings and Elevations - 20 Bracebridge Avenue
Attachment 6: 3D Massing - 20 Bracebridge Avenue
Attachment 7: Community Engagement Report (provided separately)
Attachment 8: Draft Minister's Zoning Order

Attachment 1: Location Map - 20 Bracebridge



Attachment 2: Official Plan Land Use Designation Map - 20 Bracebridge



20 Bracebridge Avenue

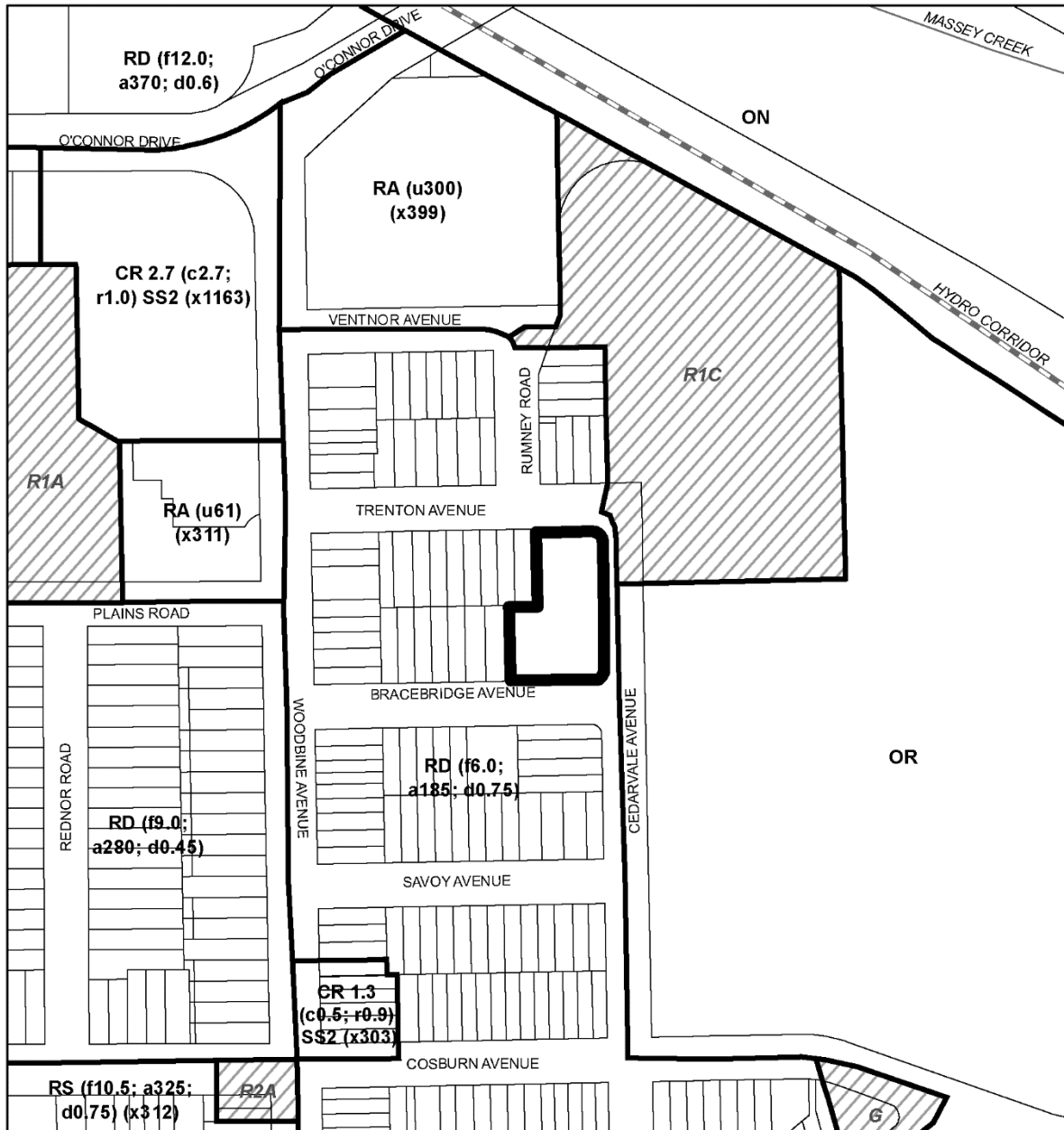
Official Plan Land Use Map #20

File # 21 130074 STE 19 SA

 Location of Application	 Parks & Open Space Areas
 Neighbourhoods	 Natural Areas
 Mixed Use Areas	 Parks

↑
Not to Scale
12/24/2020

Attachment 3: Zoning Map - 20 Bracebridge



Zoning By-law 569-2013

20 Bracebridge Avenue

File # 21 130074 STE 19 SA

Location of Application

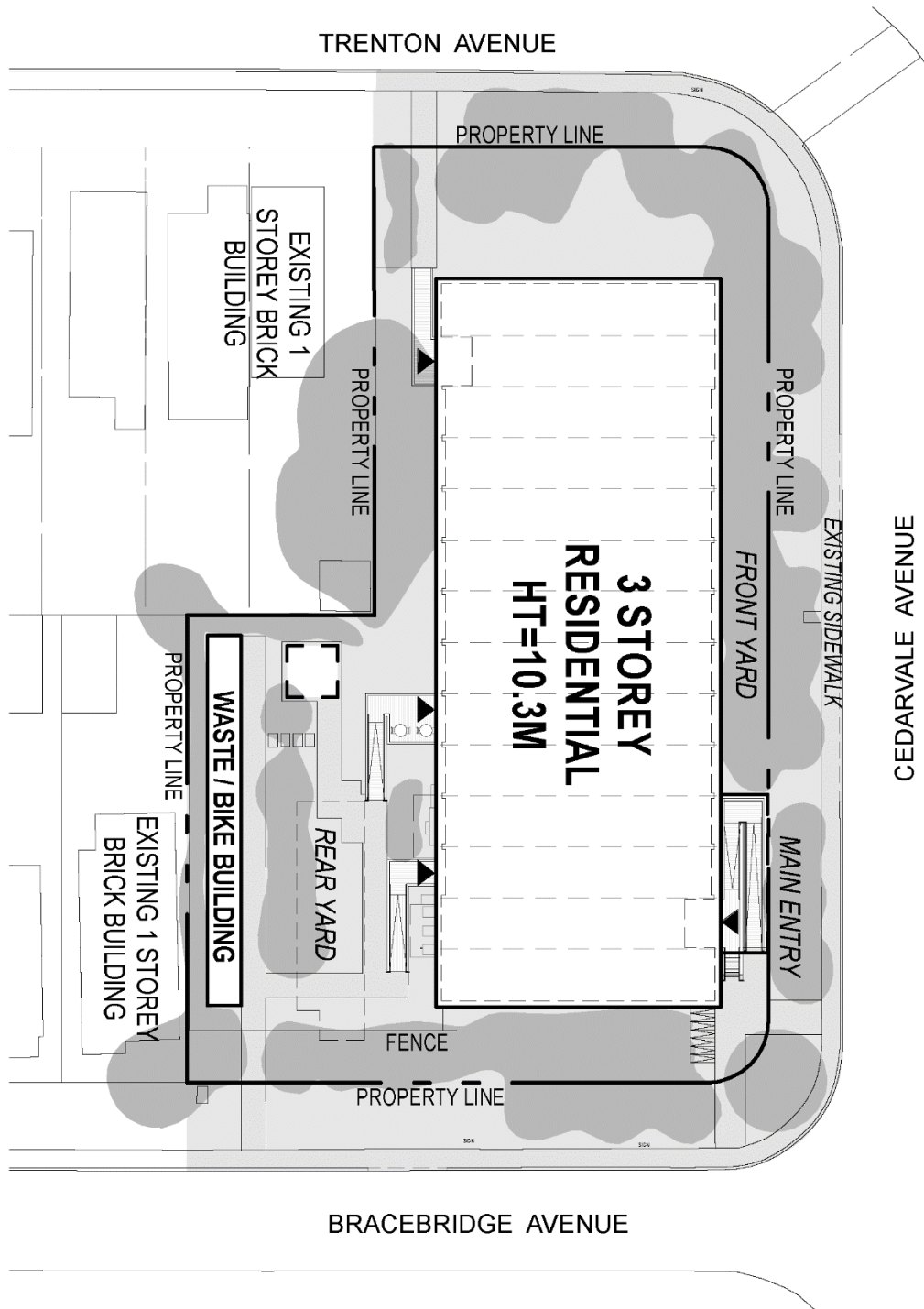
See Former Borough of East York By-law No. 6752

- RD Residential Detached
- RS Residential Semi-Detached
- RA Residential Apartment
- CR Commercial Residential
- ON Open Space Natural
- OR Open Space Recreation

- R1A Residential
- R1C Residential
- R2A Residential
- G Open Space

Not to Scale
Extracted: 12/24/2020

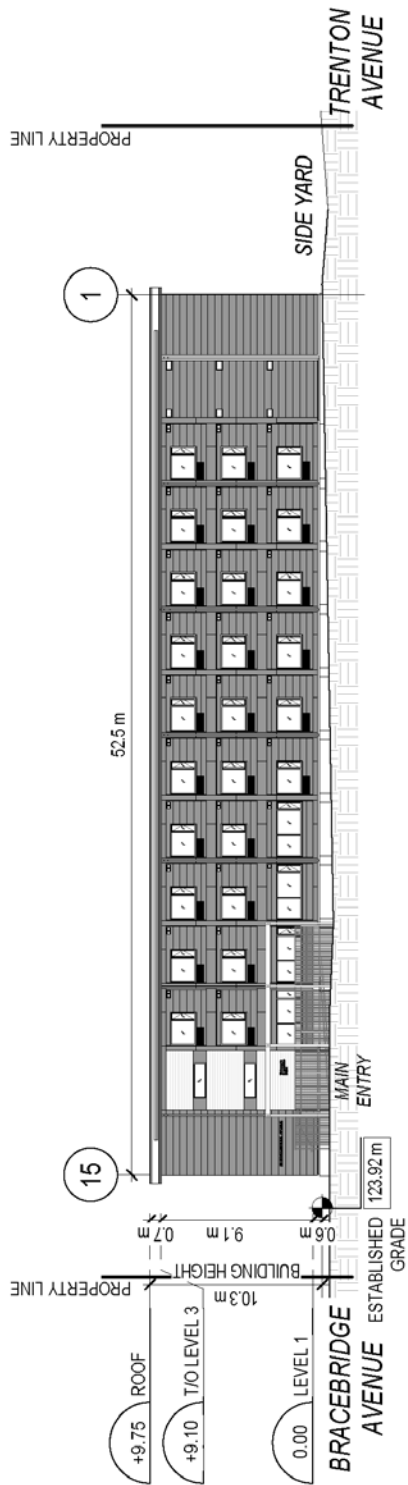
Attachment 4: Site Plan Map - 20 Bracebridge



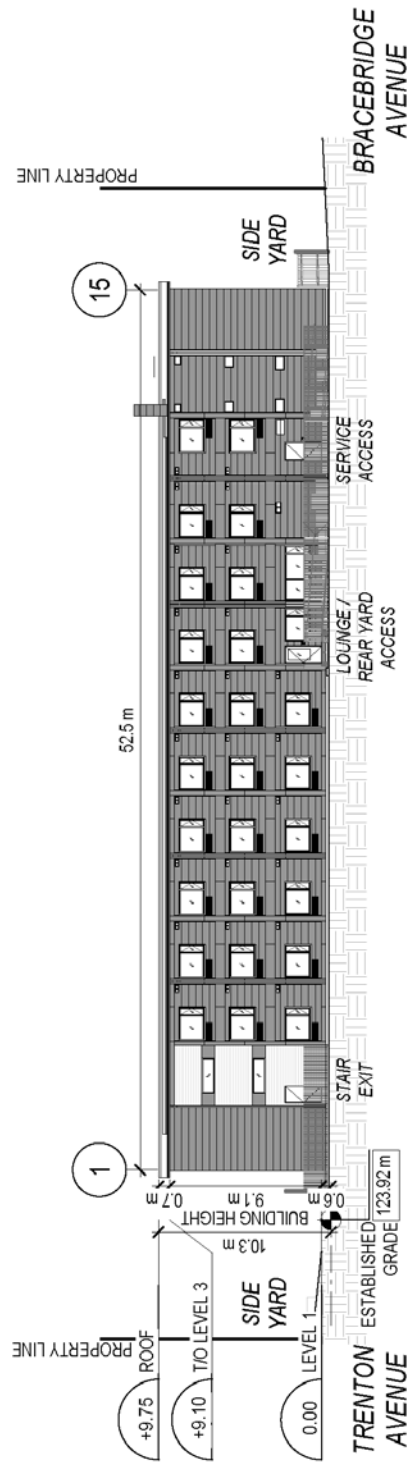
Site Plan



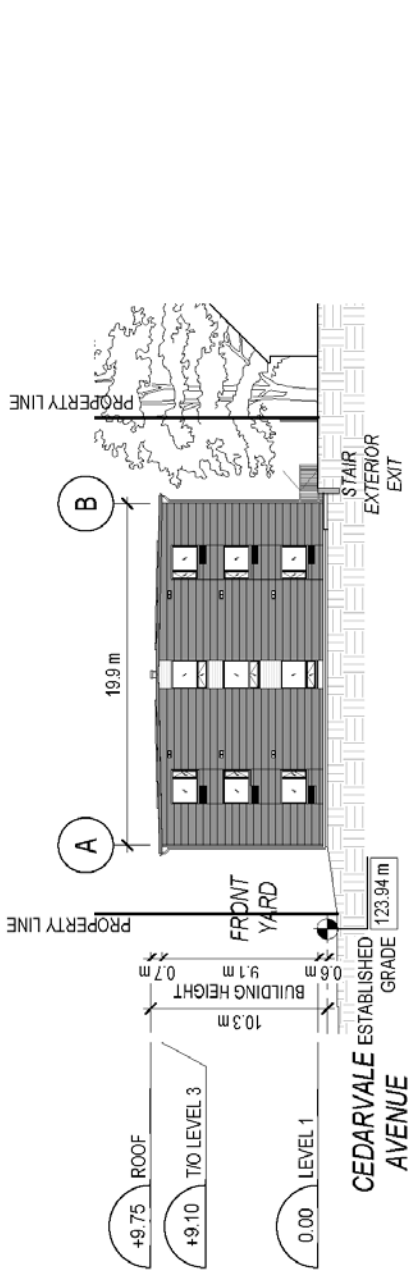
Attachment 5: Renderings and Elevations - 20 Bracebridge Avenue



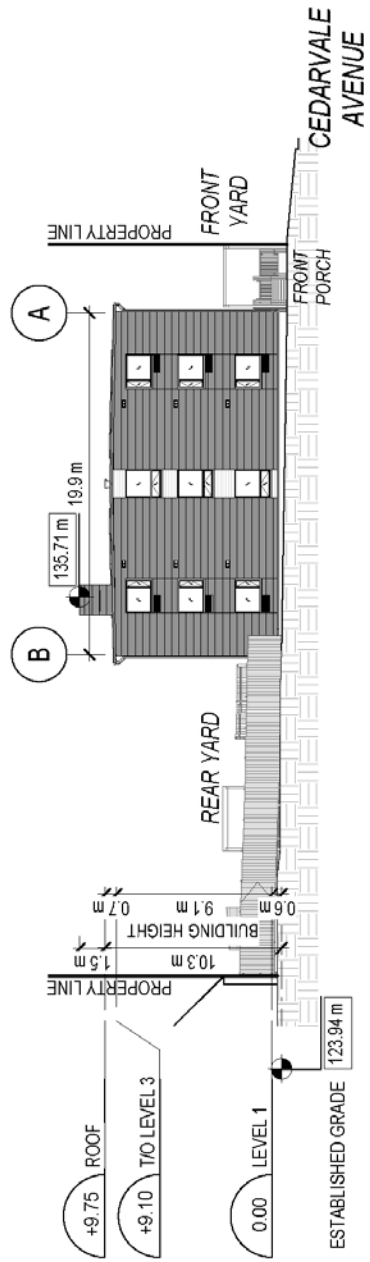
East Elevation



West Elevation

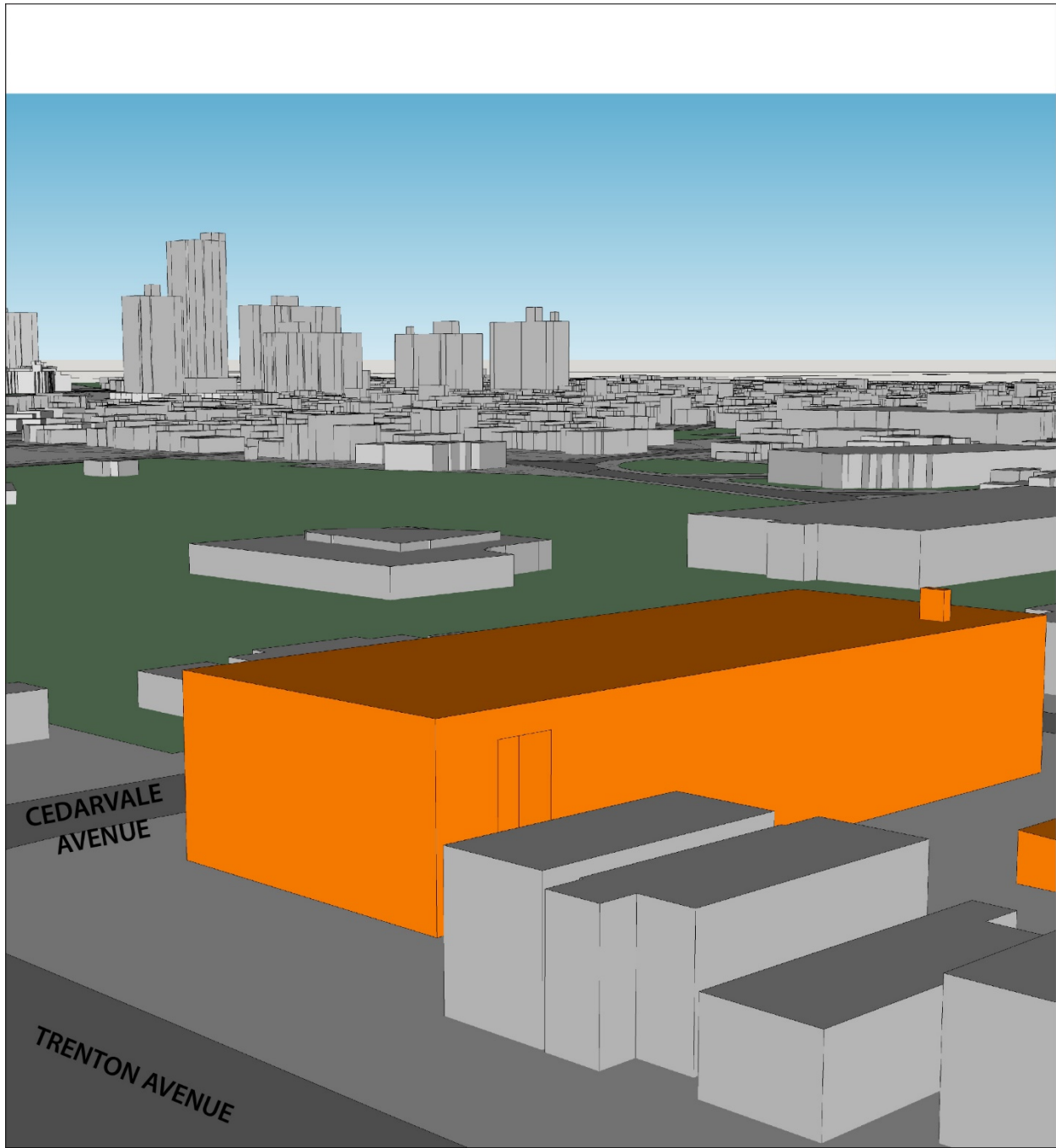


North Elevation



South Elevation

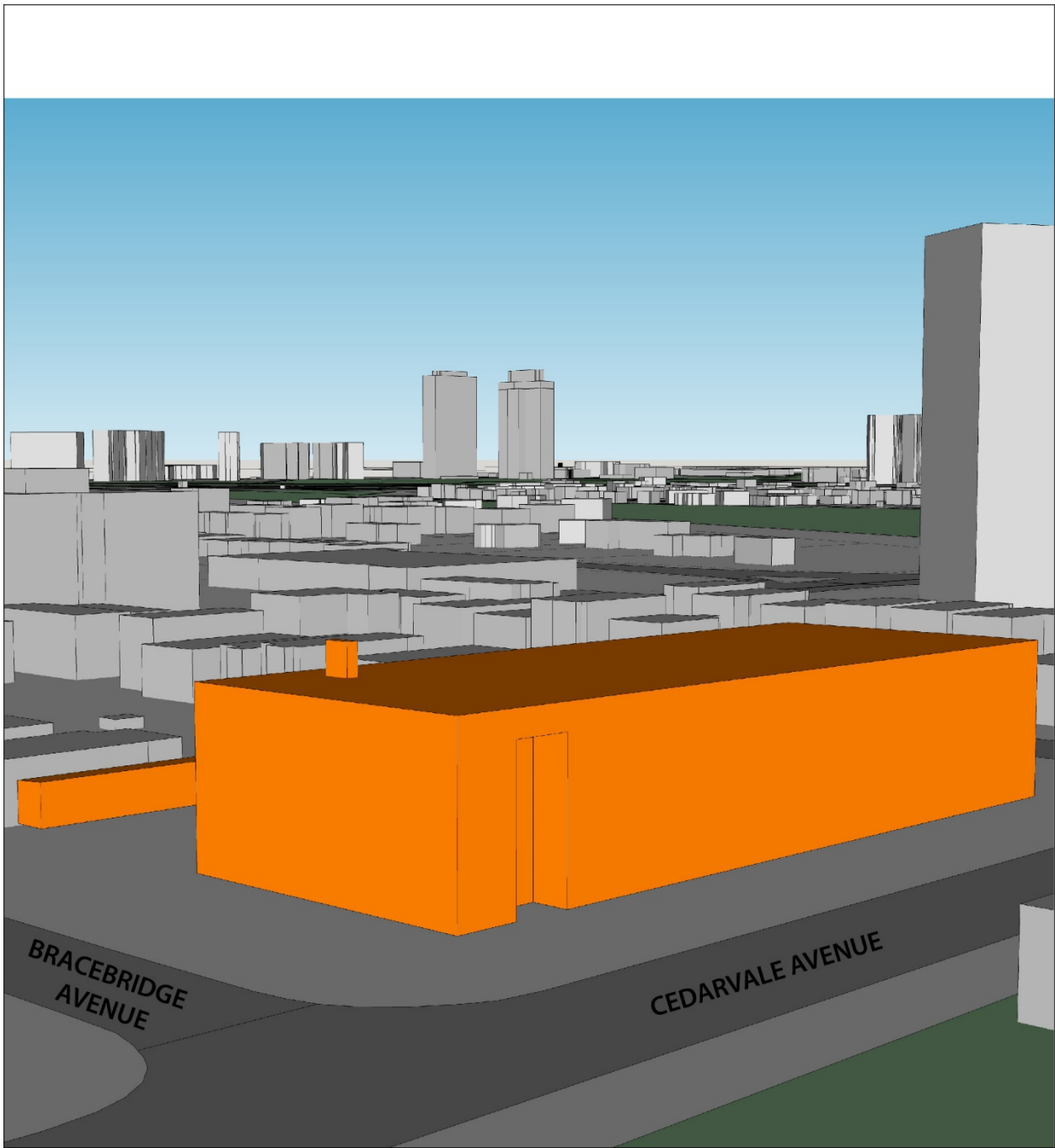
Attachment 6: 3D Massing - 20 Bracebridge



View of Applicant's Proposal Looking Southeast



04/29/2021



View of Applicant's Proposal Looking Northwest



04/29/2021

Attachment 7: Community Engagement Summary Report

Provided separately

Attachment 8: Draft Minister's Zoning Order

Definitions

1. In this Order,

"Ancillary" means a use, building or structure that is naturally and normally incidental, subordinate in purpose or floor area, and exclusively devoted to the apartment building on the same land, including but not limited to,

- (a) administrative offices,
- (b) kitchen and dining facilities, and
- (c) activity rooms and lounges

"Apartment building" means a building that has five or more dwelling units, with at least one dwelling unit entirely or partially above another, and each dwelling unit has a separate entrance directly from outside or through a common inside area.

"Zoning By-law" means City of Toronto Zoning By-law No. 569-2013, and East York Zoning By-law 6752, as amended.

Application

2.(1) This Order applies to lands in the City of Toronto in the Province of Ontario, being Plan of Survey of Part of Lot 442 and Lot 468 all of Lots 440, Lot 441, Lot 469 and Lot 470 Registered Plan 1696 and all of Lot 1, Lot 2 and Lot 3 Registered Plan 4221.

Permitted Uses

3.(1) Every use of land and every erection, location or use of any building or structure is prohibited on the lands described in subsection 2(1), except for an apartment building and ancillary uses, buildings or structures;

Zoning Requirements

4.(1) Despite the zoning by-law, the requirements for the lands described in section 2 and to which subsection 3(1) applies are as follows:

A maximum of 64 dwelling units are permitted.

The permitted maximum building height is 3 storeys and 11.5 metres where the height of the building is measured as the distance between a Canadian Geodetic Datum elevation of 123.92 metres and the elevation of the highest point of the building.

The permitted maximum lot coverage is 60%.

The permitted maximum floor space index is 1.4 times the area of the lot.

The gross floor area may be reduced by the area in the building used for waste and recyclable material storage.

The minimum setbacks for an apartment building are:

North (side yard) – 6.0 metres

South (side yard) – 6.0 metres

west (rear yard)) – 5.0 metres

east (front yard) – 4.0 metres

A canopy, awning or similar structure may encroach into the east (front) yard setback.

Ancillary buildings are permitted in the west (rear) yard provided that the combined total area of all ancillary buildings is a maximum of 85 square metres.

An ancillary building or structure with a height greater than 2.5 metres, or a gross floor area greater than 10 square metres, must be at least 0 metres from a residential building on the same lot.

A minimum of 55 square metres of indoor amenity area and a minimum of 150 square metres of outdoor amenity area shall be provided.

Exterior stairs providing pedestrian access to the apartment building are permitted to encroach into the required east (front) yard setback.

An uncovered ramp providing pedestrian access to the apartment building is permitted to encroach into the required east (front) yard setback if the ramp is no wider than 3.5 metres for each sloped ramp segment and is no longer than 15 horizontal units for each 1.0 vertical unit above grade at the point where the ramp meets the building or structure.

A minimum of 40 percent of the area of the lot must be landscaping. A minimum of 40% of the required landscaping must be soft landscaping.

No parking spaces are required.

Two parking spaces are permitted on site, and may be located in a front yard, rear yard or side yard abutting a street.

Two parking spaces are permitted on site, and may be accessed directly from Bracebridge Avenue, Trenton Avenue, or Cedarvale Avenue.

An unobstructed vehicle access is not required to be provided between the street and principal pedestrian entrance to the building.

No accessible parking spaces are required.

No loading spaces are required.

A minimum of 7 short-term and 58 long-term bicycle parking spaces shall be provided.

(2) Except as provided in subsection (1), the provisions of the zoning by-law continue to apply.

Terms of use

5.(1) Every use of land and every erection, location or use of any building or structure shall be in accordance with this Order.

(2) Nothing in this Order prevents the use of any land, building or structure for any use prohibited by this Order if the land, building or structure is lawfully used on the day this Order comes into force.

(3) Nothing in this Order prevents the reconstruction of any building or structure that is damaged or destroyed by causes beyond the control of the owner if the dimensions of the original building or structure are not increased or its original use altered.

(4) Nothing in this Order prevents the strengthening or restoration to a safe condition of any building or structure.

Deemed by-law

6. This Order is deemed for all purposes, except the purposes of section 24 of the Planning Act, to be and to always have been a by-law passed by the council of the City of Toronto.