

Expanding Housing Options in Neighbourhoods – Update Report

Date: February 1, 2022

To: Planning and Housing Committee

From: Chief Planner and Executive Director, City Planning

Wards: All

SUMMARY

On July 28, 2020, City Council endorsed the Expanding Housing Options in Neighbourhoods (EHON) Work Plan Report and endorsed City Planning proceeding with several priority initiatives in 2020. The EHON Work Plan established a framework of strategies at various scales to increase housing options within areas designated as Neighbourhoods.

Since Council adopted the Work Plan in 2020, City Planning staff, collaborating with staff from other City divisions, have initiated and advanced many of the original 19 action items in the plan, in some cases, combining them, and in other cases implementing them as part of other work in City Planning's work program.

This report summarizes the progress of the EHON work plan, discusses the various consultation methods employed, forecasts future reports and consultation, and discusses themes emerging through consultation and advancement of the work plan initiatives.

RECOMMENDATIONS

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

1. The Planning and Housing Committee endorse the contents of the report (February 1, 2022) from the Chief Planner and Executive Director, City Planning titled Expanding Housing options in Neighbourhoods - Update Report, as the basis for ongoing public consultation.

FINANCIAL IMPACT

The City Planning Division confirms that there are no financial implications resulting from the recommendations included in this report in the current budget year or in future years.

EQUITY IMPACT

The City of Toronto recognizes that housing is essential to the inherent dignity and well-being of the person and to building sustainable and inclusive communities. Access to safe, good quality and affordable housing is an important determinant of physical and mental health, and a fundamental goal of the City's Housing TO 2020-2030 Action Plan. Adequate and affordable housing is also a cornerstone of inclusive neighbourhoods, supports the environment, and improves the socio-economic status of individuals, families, and communities as a whole. The Toronto Seniors Strategy identifies the need to create housing to facilitate aging in place across the City as part of the Housing TO Action Plan.

As Toronto looks to rebuild and recovery after COVID-19, the Expanding Housing Options in Neighbourhoods initiative can directly advance recommendations laid out in the Towards Recovery and Building a Renewed Toronto report. Specifically, Recommendation 68 of the report calls on the City to apply the principle of “build back better” to land use planning and to improve the city's overall built form by prioritizing gentle density that places greater emphasis on a mix of building types and uses, including low-rise residential, retail and services, that support transit use.

Expanding housing options in neighbourhoods is an important step towards increasing and accelerating the creation of a diverse range and mix of housing options, including additional units and affordable housing, to accommodate people at all stages of life, and to accommodate the needs of all household sizes and incomes. The initiative will broaden access to parks, schools, local institutions and small-scale stores and shops within the city's low-rise neighborhoods.

City Planning recognizes that traditional engagement practices, and the ways in which we choose to define “community” can burden or marginalize the voices of Indigenous peoples, women, persons with disabilities, low-income households, Black and racialized groups, renters, and vulnerable seniors and youth. The EHON Engagement Strategy adopts an equity, Anti-Black racism, and Anti-Indigenous racism approach, and will continue to center the voices of those who have been most impacted by the lack of housing choices in the city.

CLIMATE IMPACT

On October 2, 2019, City Council voted unanimously to declare a climate emergency and accelerate efforts to mitigate and adapt to climate change, adopting a stronger emissions reduction target of net zero by 2050 or sooner. In December 2021, City Council adopted a new goal of net zero emissions by 2040. Climate and resilience considerations and recommendations are also included in the September 2020 report from the Toronto Office of Recovery & Rebuild.

Permitting additional infill missing middle housing helps reduce GHG emissions through the efficient use of land and resources. Density within the built-up area enables low carbon transportation choices, such as walking, cycling, and public transit. Housing built in Toronto also reduces sprawl and reduces transportation-driven GHG emissions regionally. Density enables the use of existing infrastructure, which avoids carbon-

intensive infrastructure built elsewhere. Smaller buildings and buildings with multiplex units, such as garden suites, laneway suites, multiplex housing, and low-rise apartments, can more easily achieve net zero operational emissions, and low carbon materials are readily available at this scale. These buildings are also more easily deconstructed and much of the existing material can be salvaged and reused.

The City Planning Division will continue to consider missing middle housing approaches as part of the Expanding Housing Options in Neighbourhoods work plan through a climate impact lens, specifically working towards more efficient land use and walkable communities, and mitigating impacts on the City's soft landscaping and water permeable areas and tree canopy.

RELEVANT DECISION HISTORY

On July 16, 2019, City Council adopted Member Motion MM9.36 entitled "Expanding Housing Options in Toronto - Tackling the Missing Middle and the Yellowbelt". The motion directed City Planning to report on options and a timeline to increase housing options and planning permissions in areas of Toronto designated as Neighbourhoods in Toronto's Official Plan.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2019.MM9.36>

On July 28, 2020, City Council endorsed the Expanding Housing Options in Neighbourhoods (EHON) Work Plan Report and endorsed City Planning proceeding with several priority initiatives in 2020.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2020.PH15.6>

On December 8, 2020, Planning and Housing Committee endorsed the Expanding Housing Options in Neighbourhoods – Garden Suites Review Report and requested City Planning to prepare recommendations to permit garden suites.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2020.PH19.4>

On June 28, 2021, Planning and Housing Committee endorsed the Expanding Housing Options in Neighbourhoods – Garden Suites Proposals Report and requested City Planning consult further on the proposed draft Garden Suite regulations.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2021.PH25.15>

On November 25, 2021, Planning and Housing Committee endorsed the Neighbourhood Change and Intensification Bulletin.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2021.PH29.8>

On November 25, 2021, Planning and Housing Committee endorsed the Expanding Housing Options in Neighbourhoods - Multiplex Study - Interim Report.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2021.PH29.9>

On December 15, 2021, City Council adopted Zoning By-law amendments to remove parking minimums for most low-rise housing forms, including the missing middle housing forms being considered through the EHON work plan.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2021.PH29.3>

While not specifically identified within the EHON work plan report, the Laneway Suite Monitoring and Review process was undertaken simultaneously with, and has helped inform, various EHON initiatives. On December 15, 2021, City Council adopted Zoning By-law amendments related to the Laneway Suites review and monitoring work.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2021.PH29.2>

On January 12, 2022, Planning and Housing Committee endorsed the Expanding Housing Options in Neighbourhoods – Garden Suites – Final Report

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2022.PH30.2>

AGENCY CIRCULATION

This report has been circulated to all appropriate agencies and City Divisions, including: Parks Forestry and Recreation, Concept 2 Keys, The Housing Secretariat, Toronto Building, City Legal, and others. The responses received have been used to assist in the drafting of this report.

EHON WORK PLAN IMPLEMENTATION

The Expanding Housing Options in Neighbourhoods (EHON) Work Plan established a framework of strategies at various scales to increase the housing options within designated Neighbourhoods. Since Council adopted the Work Plan in 2020, City Planning staff, in consultation with staff across the City, have operationalized most of the original 19 work plan items in the plan. The original work plan items are as follows:

- Citywide engagement
- Design workshops
- Garden suites / Through lots / Corner lots*
- Additional unit permissions*
- Major street zoning*
- Facilitate Parking review
- Low-rise multi-unit zoning review
- Financial barriers pro forma study
- Review municipal financial tools
- Identify and resolve process barriers
- Study Official Plan Amendment(s)
- Gentle density toolkit/best practice manual
- Infrastructure capacity review
- Locally serving retail and services review
- Resilient low carbon development
- Neighbourhood change research
- Pilot Demonstration projects*
- Test new permissions (Ward 19 and others)
- Monitor Establish metrics and monitor outcomes

* Denotes items City Council directed that staff prioritize.

In some cases where appropriate, work plan items have been combined into one initiative. Other items such as the Parking Review, were undertaken as part of other work already underway within City Planning, and items such as “infrastructure capacity review” are occurring as a component of other work that may result in amended land use permissions, such as the Garden Suites initiative.

The Work Plan items are being advanced by a series of multidisciplinary teams comprising City Planning Staff from a variety of roles across the Division. In some cases, city divisions such as the Environment and Energy Division and city agencies such as CreateTO are participating directly on staff teams working to deliver these action items. A Steering Committee, comprising staff from a variety of disciplines from across the City Planning Division, provides advice and input to the staff teams undertaking the work plan items and ensures coordination of the priority EHON projects with the broader City Planning work program.

The following summarizes the progress of each action item from the July 2020 EHON work plan.

Neighbourhood Change Research

As part of the Work Plan, staff undertook Neighbourhood Change research, comprising a series of case studies and citywide analysis to better understand the relationship of zoning to demographic, population, income and other trends. The intent of this work was to, in part, inform long term forecasted outcomes of proposed zoning amendments to allow more missing middle housing types in the City’s Neighbourhoods.

On November 25, 2021, Planning and Housing Committee endorsed the Neighbourhood Change and Intensification Bulletin.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2021.PH29.8>

The Bulletin examines growth and change within lands designated as Neighbourhoods. The results of this research provide a broad understanding of demographic characteristics across Toronto’s low rise neighbourhoods to help inform the Expanding Housing Options in Neighbourhoods initiative. Some of the key findings of the report include:

- Citywide, more permissive zones (R, RM, RT) had higher population and dwelling unit densities than less permissive zones (RD, RS);
- More permissive zones experienced more intensification activity through as-of-right Building Permits and Planning applications than less permissive zones;
- Case study areas illustrate that zoning is an important factor, but not the only factor, in determining existing conditions, change in built form, and differences in population density in Neighbourhoods;
- Case study areas with more permissive zoning were less likely to have experienced population declines between 2001 and 2016, and have greater housing and population diversity, on average, than less permissive areas; and,
- While some degree of "missing middle" development is already occurring in Neighbourhoods through both as-of-right building permits and Planning applications,

this represents only a small percentage of overall activity in the Development Pipeline.

A further report on Neighbourhood Change research is not planned as part of the EHON work plan. Staff from Planning Research and Analytics will however continue to support various EHON initiatives and City Planning will continue to monitor trends in as-of-right housing completions and intensification through Building Permits.

Garden Suites

One priority item in the Work Plan as approved by City Council was the consideration of Garden Suites. Garden Suites are sometimes referred to by other names such as coach houses, however, they all refer to an ancillary building with a self-contained residential unit located in the back yard of a detached house, semi-detached house, townhouse, or other low-rise residential building. They are generally smaller in scale than the main house and may function as a separate rental housing unit or accommodation for extended family, or both, over time.

The Garden Suites Study, occurring from December 2020 to Jan 2022 benefited from a robust consultation program that included a range of consultation methods to engage with residents and other stakeholders. The following reports were produced by staff undertaking the Garden Suites initiative.

On December 8, 2020, Planning and Housing Committee endorsed the Expanding Housing Options in Neighbourhoods – Garden Suites Review Report and requested City Planning to prepare recommendations to permit garden suites.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2020.PH19.4>

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<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2022.PH30.2>

City Council will consider the proposed Official Plan and Zoning By-law Amendments to permit Garden Suites on February 2, 2022. Should the Garden Suite Amendments be approved at City Council, the Planning Act does not allow appeals of the decision, except by the Minister of Municipal Affairs and Housing.

Multiplex Housing

The work plan includes a review of zoning standards for multi-unit building types and expansion of additional unit permissions in residential zones, in both new and existing buildings. The Work Plan report recommended, as a priority project, increasing permissions for additional dwelling units generally within currently permitted building

envelopes in residential zones. The Multiplex Study encompasses these work plan items.

On November 25, 2021, Planning and Housing Committee endorsed the Expanding Housing Options in Neighbourhoods - Multiplex Study - Interim Report for the purpose of further consultation.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2021.PH29.9>

The report presents research to date on the expansion of multiplex permissions in Toronto's Neighbourhoods, initial consultation outcomes, and ideas for further consultation in the fourth quarter of 2021 and first quarter of 2022.

Permitting multiplex housing across the city will create more opportunities for communities to evolve incrementally with additional low-rise housing options, at a scale that is generally consistent with existing structures in low-rise neighbourhoods across Toronto. Consultation on Multiplex Housing will continue in the first half of 2022. A final report on Multiplex Housing permissions is targeted for Q2 2022.

The Beaches-East York Pilot Project

The Beaches-East York Pilot Project (the "BEY Pilot") is a priority EHON initiative. It builds on the consultation undertaken within Ward 19 as part of the development of the EHON work plan report. On January 19 2021, Planning and Housing Committee endorsed the Expanding Housing Options in Neighbourhoods - Beaches-East York Pilot Project Report.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2021.PH20.3>

The Pilot Project is intended to review appropriate City-owned sites in the Beaches-East York Ward and work with the development industry and in consultation with the community to build "missing middle" demonstration projects. The processes and approaches developed through this initiative can help inform approaches to missing middle projects on other sites, both publicly and privately owned, within the City.

As part of this work, staff have assessed the feasibility of building missing middle housing, ranging from duplexes to low-rise walk-up apartments, on selected City-owned sites that are designated Neighbourhoods in the City's Official Plan. As part of the due diligence phase of the Pilot Project, City Planning and Environment & Energy Division staff have worked with CreateTO to hire an architect, cost consultant and sustainability consultant to create and analyze preliminary architectural designs and project parameters that will help determine the financial feasibility of providing a low-rise (i.e. up to a maximum of four storeys) residential built-form typology on a City-owned site. This includes a study of building envelope and mechanical systems that achieve net zero operational emissions or better, and use low embodied carbon materials. Through a competitive Request for Proposals process, a consultant team consisting of Dumbledam Inc. Architecture + Design, RDH Building Science, and Altus Group were chosen.

City Planning and Environment & Energy Division staff will continue working with CreateTO and the consultant team over Q1 and Q2 2022 to design options for a

selected site, and recommend a feasible building design, energy modelling scenario and construction costing to achieve the following principles of the Pilot:

- sustainability and resiliency;
- replicability;
- accessibility;
- compatibility; and,
- cost-effective design.

The work will also explore design solutions working with current regulatory requirements to optimize missing middle projects on small sites (e.g. single stair access for building greater than 3 storeys vs. the required dual means of egress). Other necessary City Divisions will be consulted as design options are developed.

The detailed work done by the consultants will help identify opportunities to facilitate missing middle development, inform the feasibility of developing a missing middle project on the chosen site, and considerations for changes to the development approval process and disposition of the site and future development. This work will also inform the selection of a development partner as part of the subsequent phase for construction of the missing middle project.

Major Street Rezoning

The rezoning of properties on the City's 250 kilometres of Neighbourhoods designated properties on Major Streets to support more missing middle housing is an EHON Work Plan priority project identified by City Council.

In 2021 staff working on the Major Street Rezoning initiative have undertaken a detailed review of the variety of contexts found along the city's Neighbourhood Major Streets, held internal working sessions, and engaged a variety of staff in different City Divisions to inform their research. This work expands upon current Official Plan policies which distinguish Neighbourhood lots on Major Streets from lots within the "interior" of Neighbourhoods designated areas. Informed by an understanding of the variety of lot characteristics along Major Streets and the capacity of adjacent transit and cycling networks and proximity to other amenities and services, this work will consider among other policies whether the current 4-storey limit for buildings in Neighbourhoods remains appropriate on Major Streets. This initiative will explore and identify how additional height and density may be contemplated on Major Streets.

Consultation on Major Street Rezoning will commence in 2022. An interim report is targeted for Q2 2022 and a Final Report is targeted for Q1 2023.

Local Neighbourhood Retail and Services

In addition to the many housing-focused initiatives, the EHON work plan addresses the important role that local retail and service uses play in Neighbourhoods to support current and growing populations in walkable complete communities. Through the Local Neighbourhood Retail and Services EHON initiative, staff are assessing a potential approach to permit locally serving retail, service, and office uses more easily in and

around the City's Neighbourhoods to support daily life and walkability in Neighbourhoods as housing options increase. This recognizes the historic role walkable services have played in urban life and the need to better support the daily life of residents and workers within local communities.

This work, which was initiated in fall 2021, is exploring potential policy and zoning changes related to retail services and other local amenities that would:

- Address needs such as quality, quantity, diversity and access to services and amenities;
- Improve services to existing residents;
- Support neighbourhood growth and new residents;
- Provide good jobs and economic opportunities to existing and future business people;
- Leverage physical changes in and around neighbourhoods (e.g. facilitating retail options in new low-rise buildings); and
- Contribute to the economic and cultural vitality and diversity of the City of Toronto.

This work will consider lessons learned from previous local neighbourhood commercial initiatives including the RAC zoning. As Neighbourhood Major Streets may support opportunities for neighbourhood retail and service uses, staff advancing this initiative are working collaboratively with staff engaged on the Major Street Rezoning initiative.

Consultation on this initiative, which will include outreach to a range of stakeholders including residents and the small business community, will continue in the first half of 2022. A report with recommended Official Plan Amendments is targeted for Q2 2022.

Amending the Official Plan

As part of the EHON work plan, staff are exploring and consulting on changes to the Official Plan necessary to enable increased missing middle housing options in Neighbourhoods. This work includes revisiting policies regarding prevailing building types and "neighbourhood character", considering more permissive approaches for certain development requirements where applications meet defined housing goals, evaluating opportunities to intensify properties in designated Neighbourhoods on existing and planned higher order transit corridors and assessing other priority areas where intensification may be directed.

Amendments to the Official Plan are necessary and are being considered both on a project-specific basis – through the Garden Suites, Multiplex Housing, Major Street Rezoning, and Local Commercial Use initiatives – as well as on a broader basis through the Municipal Comprehensive Review and Our Plan Toronto process (www.toronto.ca/ourplan).

Review of Parking Standards

The work plan includes the review and, where appropriate, reduction or elimination of minimum parking requirements for low-rise apartment buildings, multi-unit dwellings and other missing middle housing options. This analysis was undertaken as part of the larger “Review of Parking Requirements for New Development” Study. Staff involved in the EHON initiative provided comment and input on this process and participated in Technical Advisory Committee meetings.

On December 15, 2021, City Council adopted the Review of Parking Requirements for New Development report along with Zoning By-law amendments to remove parking minimums for most low-rise housing forms, including the missing middle housing forms being considered through the EHON work plan. Parking minimums in low-rise multi-unit housing can create a barrier to their construction through increased cost and potential zoning variances required. The parking amendments made through the Review of Parking Requirements for New Development facilitate the creation of new missing middle housing.

Financial Barriers, Municipal Financial Tools, and Other Challenges

The Work Plan report includes a review of financial barriers, municipal financial tools, and process barriers. Many of the EHON work streams have identified barriers and opportunities in these areas, specifically the BEY Pilot work.

Development Charges

Planning Staff are working with staff in Corporate Finance to ensure any proposed changes to the City’s development charge framework are consistent with both the City’s overall objectives, and missing middle housing objectives.

Parkland Dedication

Section 42 of the Planning Act allows the City of Toronto to require new development to contribute to the expansion and enhancement of the city’s parks and open space system. Planning Staff are working with Staff in Parks, Forestry, and Recreation to ensure any proposed changes to Chapter 415 of the Municipal Code are consistent with both the City’s parkland and housing objectives.

Ontario Building Code

Toronto Building and City Planning are working in collaboration with Toronto Fire Services to identify design and code-related challenges with Missing Middle Housing forms and developing generic alternative solutions to facilitate their approval while maintaining public health and safety.

Missing Middle Site Plan Control Fee / Amended Requirements

Some forms of missing middle housing are subject to Site Plan Control. In ascertaining the appropriate form of development on City sites as part of the Beaches East York Pilot Project, the City identified the site plan control application cost as being a barrier to the creation of smaller missing middle housing types.

In consultation with Concept to Keys staff, who are undertaking the current application fee review, City Planning staff are proposing a reduced fee for residential development at a height of up to four (4) storeys, containing more than (4) units and fewer than (20), that is subject to Site Plan Control. The current Site Plan Control base fee is \$23,090.74 with additional fees for proposals that exceed 500 square metres in floor area on a per square metre basis. Staff are proposing to reduce the base fee for site plan control by 50% and eliminate the per square meter fee in instances when it would apply, which is infrequent given that the small scale of most missing middle development does not currently require site plan approval.

A reduced fee is appropriate both to support and encourage the development of this scale of housing, and to align the fee with the level of review needed for such applications. These applications typically require less staff time than larger developments, are subject to fewer circulations, and are generally assigned to junior staff. This proposed fee change will be recommended as part of the Development Application Fee Review report from the Deputy City Manager, Infrastructure and Development Services to Planning and Housing Committee targeted for late Q1 2022.

A review of the site plan process and the submission requirements for these types of applications will also be undertaken to ensure the number and scope of required submission items aligns with the nature of missing middle housing forms.

Develop a Missing Middle Toolkit

Staff are initiating work on a Missing Middle Toolkit to support the planning, approvals, and development of new housing options such as Secondary Suites and Laneway Suites. Should City Council adopt recommendations to permit missing middle housing types being proposed through the EHON work plan, such as Garden Suites and Multiplex Housing, staff will expand the toolkit to help guide residents, builders and staff through the application process and requirements to build missing middle housing and communicate new policies and best practices. This toolkit would also serve as a helpful training tool for staff and Committee of Adjustment panel members.

Design Competition and Preapproved Drawings

City Planning intends to advance work on an approach to pre-approved permit drawings for missing middle housing, in collaboration with Toronto Building and other City Divisions. Several cities in the United States currently support pre-approved building permit plans as part of their efforts to support missing middle housing and remove process and cost barriers to its creation.

City Planning is also considering the feasibility of developing a design competition for missing middle housing to promote design excellence and sustainable building practices including Passive House Design, Net Zero emissions, applicable Toronto Green Standard performance measures, incorporation of accessible design standards, and general architectural best practices. This competition may help support the catalogue of pre-approved missing middle housing form designs.

Considering approaches to Resilient low carbon development in Neighbourhoods

City Planning and the Environment and Energy Division are exploring options for encouraging sustainable building practices for missing middle housing, including specifically through the BEY Pilot Project. Strategies include promoting sustainable design and building materials that reduce GHG emissions and increase resilience to heat waves, power outages, and flooding.

Pilot Demonstration Projects

The BEY Pilot Project will deliver a missing middle demonstration project as part of the EHON work plan. The City will explore and consider other opportunities to develop missing middle housing on City-owned properties in the future based on experiences and lessons learned from the BEY Pilot Project process.

Assess Infrastructure Capacity in Neighbourhoods

Staff in Engineering and Construction Services, Transportation Services, Toronto Water, and others are actively consulted in the preparation of reports and recommendations to City Council for their input regarding infrastructure capacity.

Establish Metrics and Monitor Outcomes

As part of the Garden Suites initiative, staff have recommended a monitoring program with a series of metrics to consider once a sufficient number of applications for suites have been processed. Similar monitoring programs may be recommended as part of other EHON initiatives.

CITYWIDE ENGAGEMENT

City Planning staff have developed and continue to execute an inclusive and representative engagement strategy to facilitate meaningful discussions on Neighbourhoods to support the EHON initiative. Thousands of Toronto residents and other stakeholders have been engaged in a wide variety of ways as part of in the EHON work undertaken to date. Many more will be engaged as our work on the various EHON initiatives continues.

Over the course of 2021, staff have held numerous virtual meetings with residents associations, the development industry, and other stakeholders. Staff have also attended and presented at citywide meetings as part of Our Plan Toronto and ward-specific meetings hosted by Councillors, General meetings held by Residents Associations, and meetings organized by grassroots resident groups. The focus of these meetings has varied, with some being focused on individual EHON initiatives such as Garden Suites, while others provided an overview of the full EHON work plan.

In early 2021, the City Planning Division hired a Coordinator, Stakeholder Engagement and Special Projects staff person to, among other responsibilities, coordinate and execute a consultation and communication strategy as part of the EHON work.

In spring 2021, a survey on Garden Suites received over 4000 responses from across the City. The survey was promoted online via social media, through email updates, and included targeted promotion to renters. Several virtual community meetings were held to coincide with the survey's launch, which were attended by over 200 people. In fall 2021, a video summarizing the proposed By-law amendments was posted to the City's Garden Suites webpage along with an accompanying comment form. The video has been viewed over 4,000 times and 267 written responses were submitted via the comment form, with additional responses provided through email.

In fall 2021 a survey on Multiplex Housing received 8,000 responses from across the City. Seventy-seven percent of respondents strongly supported multiplexes being built in any neighbourhood across the city. There was a nearly even split of responses from renters (49%) and owners (51%). The survey also identified strong support for incentives for constructing multiplexes in general, higher support for incentives for energy efficient, sustainable construction, and strong support for walkability to groceries, food, community programs, and other retail locations.

In mid-2021, an email update list was established to share updates on community meetings, the publication of planning reports, and project milestones. Several hundred subscribers are currently signed up to receive updates.

Councillor Communications

Staff have been active in ensuring City Council is aware and up to date on the process of the work plan. An EHON briefing session for City Councillor's offices was held in September 2021 and a series of EHON update meetings with individual Councillors were scheduled in January 2022. Throughout the EHON process, email updates were also provided to Councillor's offices.

Partnership with the Canadian Urban Institute

City Planning has partnered with the Canadian Urban Institute to support engagement on the initiative. In December 2021, the Chief Planner and Deputy Mayor Bailao participated in a CityTalk panel on missing middle housing, attended by over 200 people. A further panel discussion is being planned for 2022.

The CUI has also supported City Planning in establishing the EHON Roundtable, comprised of a diverse ranges of voices to provide input on our missing middle housing work. Members include academics, planning professionals, missing middle developers, and community-based agencies serving youth, renters, and urban Indigenous communities. The following organizations are represented on the Roundtable:

- School of Cities, University of Toronto
- X University
- Toronto Region Board of Trade
- More Neighbours Toronto
- Federation of North Toronto Residents Associations
- CP Planning
- R-Hauz
- Smart Density

- Black Health Alliance
- The Black Planning Project
- For Youth Initiative
- North York Community House
- Black Mom's Connection
- Centre for Immigrant and Community Services
- The 519
- Woman Abuse Council Toronto
- Native Women's Resource Centre
- Toronto Indigenous Community Advisory Board

The EHON Roundtable was developed to deliberately include voices who have historically experienced barriers to engagement in the course of the land use planning process, in addition to others who are more commonly part of the planning process. The Roundtable will launch in early February 2022 and will meet monthly throughout the remainder of the EHON process. Starting in April, the City and CUI will provide support to partner organizations on the Roundtable who will be leading facilitated discussions or workshops with their constituencies on behalf of the city. The format of these sessions will differ depending on the targeted participants and the most valuable way to communicate and engage with them. Partner organizations will be compensated for leading these sessions and participating community members will be provided with honoraria, translation services, and other meeting supports as needed.

Partnering with Local Universities

Staff have also partnered with local universities to explore and help inform the EHON work.

The University of Toronto - School of Cities will be undertaking a series of projects related to missing middle housing in the first term of 2022. This work includes modelling examples of missing middle typologies in Don Valley Village, Willowdale, Weston, and Birchcliff areas.

A graduate planning studio class at X University is working to identify obstacles to the development of low-rise apartments in Neighbourhoods and propose solutions to allow them to be built. Their work may include zoning guidance on how and where low-rise apartments should be permitted and design considerations to ensure that they are a good fit within neighbourhoods while being economically feasible to build.

Partnering with Industry

Industry outreach was a common component of the EHON initiatives with engaging architects, builders, planners, and other experts for their input into this process.

In early 2021 staff attended presented the EHON work plan to the Building Industry and Land Development Association Toronto Chapter. City Planning staff are also working with Toronto Buildings staff to present and discuss EHON initiatives with the Chief Building Official Renovator Roundtable.

Staff are currently planning a workshop with industry experts to explore and understand the financial feasibility of missing middle housing in a variety of contexts. The workshop will help inform staff recommendations on Multiplex housing and Major Street missing middle development and identify barriers that exist as well as possible incentives to facilitate the construction of missing middle housing.

Next Steps in Engagement

Starting in February 2022, staff will be hosting city-wide and, when requested by local Councillors, ward-based virtual community meetings to provide a general overview of EHON, and consult on specific policies for multiplexes and local commercial uses. In addition to these meetings, staff will continue to employ a range of consultation approaches to consult on EHON initiatives including virtual events and, if possible, in person consultation.

Upcoming consultation opportunities will be promoted through a range of channels including social media, Councillor's offices, community partners, EHON Roundtable members, e-updates, and the EHON project website www.toronto.ca/EHON.

DISCUSSION

Considerations in Amending The Official Plan

As part of the EHON work plan, staff are exploring and consulting on changes to the Official Plan necessary to support and facilitate increased missing middle housing options in Neighbourhoods. In addition to comments and observations that are raised through further consultation, including input received through the Our Plan Toronto process, staff will consider the following questions in developing these Official Plan amendments. These questions are based in experience interpreting the Neighbourhood policies and their practical application in development review, as well as themes that have consistently been raised in consultation on various EHON initiatives to date:

- How can amended Neighbourhood policies better align with the fundamental principles of the City's Official Plan found in Chapter 1, the emerging revisions to it as part of the Our Plan Toronto process?
- How can the Neighbourhood policies be amended to align with policies directing creation of complete communities and the provision of a full range of housing in terms of form, tenure and affordability, in a form that makes efficient use of land?
- As designated Neighbourhoods occupy about 35% of the City's total land area, how can these areas better support accommodating the needs of a growing city in a manner that addresses inequities experienced by Torontonians and newcomers?
- Should the Official Plan promote other building forms and scales within neighbourhoods, in addition to the current low-rise scale, in certain contexts across the City, such as those neighbourhoods in close proximity to existing and planned mid-rise and tall building contexts?

- Should the City continue excluding non-prevailing building types from Neighbourhoods when all building types permitted within Neighbourhoods are generally of the same low-rise scale?
- Can the inclusion of more dense low-rise housing forms and local commercial uses in Neighbourhoods help address the City's priorities around equity and the environment more effectively?
- Are the current policy terms such as "character", "fit", "prevailing", and "stability" appropriate given the evolution of planning policy, both within the Neighbourhoods section of the plan, but also across the rest of the document, considering the principles of sustainability, access, equity, and inclusion?
- How have policies emphasizing the physical attributes and typologies of buildings in Neighbourhoods limited healthy evolution and gradual change?
- Policies in the plan, including those in the 'Neighbourhoods' and 'Healthy Neighborhoods' sections, influence the form and scale of new development outside of areas designated as Neighbourhoods and can have a disproportionate impact on the ability of targeted growth areas, such as the City's Avenues and Mixed Use Areas, to accommodate growth. How should policies intended to transition and mitigate impacts on Neighbourhoods from buildings located on other land uses, be reconsidered to enable more housing options and better support the City's growth strategy?

The above questions and others will inform discussions and consultation on potential Neighbourhood policy amendments. Staff will also review consistency and conformity of the City's Neighborhoods policies with the 2020 Provincial Policy Statement and the 2020 Growth Plan.

A Form-Based Approach to Residential Zoning

Toronto's Residential zones in By-law 569-2013 are subject to a variety of criteria to guide the height, size, form, and location of a building on a lot. Each lot is also subject to a maximum density requirement, or Floor Space Index (FSI) that quantifies a building's floor area divided by the overall area of the lot. Density requirements vary across the City's Neighbourhoods.

Both Laneway and Garden Suites are excluded from the FSI requirement that otherwise applies to the main house on the lot. This is because the intent of permitting Garden Suites and Laneway Suites is to allow increased floor area to accommodate new residential housing, as-of-right, in Toronto's neighbourhoods. Without either increasing the permitted FSI on lots, or, as is the case with Garden Suites and Laneway Suites, exempting new structures from these requirements, the resulting floor area of new housing would not represent a planned increase beyond that which is already permitted.

Requiring Laneway and Garden suites to meet the current density requirements on a lot would not only conflict with the principal objective of the Expanding Housing Options in Neighbourhoods – to create more as-of-right floorspace for housing – it would also create a significant process barrier. In a number of cases across the City, existing houses meet or exceed the density provisions in many residential zones across the City. Proponents of suites on these lots would have to seek approval at the Committee of Adjustment, even in cases where a suite was designed to meet all other By-law requirements regarding the location, size, height, and setbacks.

Based on staff's experience developing permissions for Laneway and Garden Suites, which follow a more form-based zoning approach, an FSI provision is of very limited use when the maximum building setbacks, width, depth, height, and maximum area relative to the main house are all otherwise prescribed, as is the case with the proposed Garden Suite By-law. Subsequent EHON initiatives, including the Multiplex and Major Street Rezoning initiatives will consider whether or not FSI remains a necessary metric to guide the construction of missing middle housing where form-based standards are utilized.

The Tree/House Working Group

The potential for impacts on growing space and the urban tree canopy resulting from infill housing development was raised as a concern repeatedly through the EHON consultation process, and as part of the City's Changing Lanes initiative. This concern was discussed in detail within the November 2021 Laneway Suite Monitoring and Review report. The report noted that the impact on tree canopy and growing space from laneway suite construction to date was small, though this was also a reflection of a relatively small sample size of applications submitted to date. As recommended by this report, on December 16, 2021, City Council directed City staff to consider strategies to protect and enhance growing space and the City's tree canopy and growing space, while also supporting infill housing growth in the City's Neighbourhoods, and report Planning and Housing Committee in the first quarter of 2023.

In January 2022, staff in City Planning, Urban Forestry, Toronto Building, City Legal, the Environment and Energy Office, and others convened the "Tree/House Working Group" to respond to Council's Direction. This Group will meet throughout 2022 in preparation of recommendations for City Council in 2023, or earlier, to support both the City's tree canopy and opportunities for new urban infill housing. The group will develop and execute a community consultation plan.

Supporting the construction of missing middle housing and protecting and expanding the City's tree canopy are not mutually exclusive objectives. An effective response to the current climate emergency, on both a City and a regional level, must involve both the creation of new infill housing through a more efficient use of the City's Neighbourhoods, to support local living, fewer personal automobile trips, and accommodate a wider range of residents at different stages of life, abilities, and incomes while supporting the retention and expansion of the city's tree canopy.

Affordability

Expanding Housing Options in Neighbourhoods is primarily a market housing initiative. The primary focus of the EHON work is the expansion of market rental housing options, in a range of formats, within the City's Neighbourhoods. While this work will not necessarily result in the creation of deeply affordable rental housing, it will result in permissions for housing forms that support residents with a much broader range of incomes and household compositions at various life stages than does the current housing stock within many of the City's Neighborhoods.

EHON is one part of a broader housing strategy that includes initiatives such as Multi-Tenant Housing permissions, the Municipal Comprehensive Review, Inclusionary Zoning, the Short Term Rental By-law, Housing Now, Rapid Housing, and must also include intergovernmental investments in purpose built affordable housing in a variety of forms across the City.

City Planning staff, in collaboration with the Housing Secretariat, are exploring opportunities to facilitate the creation of affordable missing middle housing where feasible. The City currently offers a forgivable loan of \$50,000 for eligible property owners developing a laneway suite who wish to rent the suite at an affordable rate for a period of 15 years. Staff have recommended this program be extended to Garden Suites as well. At its meeting on January 12, 2022, the Planning and Housing Committee requested that the Executive Director Housing Secretariat to report to the July 5, 2022 meeting of the Planning and Housing Committee on best practices for affordable housing for laneway and garden suites.

Additional Analysis

Through consultation on the EHON initiatives, several matters have been raised which currently lie outside the current work plan as approved by Council. These include opportunities for land division and broader permissions for low-rise apartments. These opportunities merit future consideration in subsequent phases of the City Planning Division's work exploring missing middle housing opportunities.

The EHON work is primarily intended to create new housing opportunities through missing middle housing forms which frequently contain units that are rental in tenure. Certain forms of townhomes and low-rise apartments offer ownership opportunities as well, through the Draft Plan of Condominium process. Land division may create opportunities for additional new low-rise housing by increasing the stock of single detached houses, semi-detached houses, and townhouses. Policy amendments would be necessary to establish criteria to consider the severance of existing lots to utilize land within Neighbourhoods for additional new housing.

Also absent from the EHON work plan is the consideration of low-rise apartment buildings containing more than 4 units in areas other than along Neighbourhood Major Streets. A multiplex and a walk up apartment could differ in terms of the number of units and internal/external access design among other features although they would be similar in overall form and scale. These buildings provide important, contextually

appropriate, neighbourhood scale rental housing and numerous examples of these buildings exist throughout the City's Neighbourhoods. Like most missing middle housing however, the City's land use framework makes them challenging – if possible at all in certain areas - to build. Policy and zoning amendments would be necessary to permit walk-up apartment buildings within Neighbourhoods and further expand the opportunities for missing middle housing construction. A graduate planning studio at X University is currently working with EHON staff to identify obstacles and solutions to the development of low-rise apartments in Neighbourhoods.

Next Steps

City Planning staff will continue to advance the work plan with existing staff resources from across the division. Staff will continue to consult on and develop policy and zoning recommendations through the Multiplex Housing, Neighbourhood Major Street rezoning, and Local Neighbourhood Retail and Service initiatives. Reports with recommended Official Plan and Zoning By-law amendments Q2 2022 related to the Multiplex Housing and Local Neighbourhood Retail and Service initiatives will be presented to Planning and Housing Committee in Q2 2022. Staff will consult on and advance the BEY Pilot Project and seek Council authority when necessary to advance the initiative.

City Planning staff will continue to implement a comprehensive engagement strategy to advance discussions of both specific EHON initiatives and broader themes around Neighborhood change with a broad and inclusive range of stakeholders.

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