

Expanding Housing Options in Neighbourhoods: Major Streets - Interim Report

Date: June 15, 2022

To: Planning and Housing Committee

From: Chief Planner and Executive Director, City Planning

Wards: All

SUMMARY

The Major Streets study is part of the Expanding Housing Options in Neighbourhoods (EHON) initiative, intended to review the opportunity to support the introduction of gentle intensification of residential units in those portions of neighbourhoods that directly abut Major Streets. This study supports a number of City and Provincial policy objectives to provide a full range of housing options to Torontonians, in a form that makes efficient use of land, infrastructure, existing services, and recognizes the influence of these streets, and their transportation opportunities, on existing residential permissions.

Major streets are identified on Map 3 - Right-of-Way Widths Associated with Existing Major Streets. Major streets are those transportation corridors which support surface transportation, shipping and delivery routes, and provide connectivity across the city. The scope of this study includes an examination of road segments of Major Streets that have abutting lands designated Neighbourhoods in the Official Plan, the existing policies in that context, and the opportunities to build on the proposed changes to land use permissions to be proposed by the Multiplex and Neighbourhood Retail and Services studies of EHON.

This report provides an update on the work of the Major Streets stream of the EHON initiative, and requests endorsement for further consultation in Q4 2022 and into 2023.

RECOMMENDATIONS

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

1. The Planning and Housing Committee endorse the contents of this 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 STATEMENT

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. Many initiatives and partnerships of the City are working to spark public discussion to identify the needs of equity deserving groups, recognize the contributions and legacies of established communities, and the ability of these communities to remain in their neighbourhoods through the process of redevelopment and intensification across the city. These initiatives include, but are not limited to the Confronting Anti-Black Racism (CABR) Growing in Place initiative and the Toronto Seniors Strategy.

As Toronto looks to rebuild and recover from the impacts of 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 that 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.

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 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 STATEMENT

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 gentle intensification and infill of missing middle housing helps reduce GHG emissions through the efficient use of land and resources. Housing built in Toronto also reduces sprawl and reduces transportation-driven GHG emissions regionally. 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. Density within the

built-up area enables low carbon transportation choices, such as walking, cycling, and public transit. Density enables the use of existing infrastructure, which avoids carbon-intensive infrastructure built elsewhere.

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.

DECISION HISTORY

On July 23, 2018, City Council adopted Official Plan Amendment (OPA) 418 to encourage the creation of second units to increase the supply and availability of rental housing within neighbourhoods across the city.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2018.PG31.4>

On July 16, 2019, City Council adopted the Official Plan and Zoning By-law amendments permitting Laneway Suites in R, RD, RS, RT and RM zones under Zoning By-law 569-2013 across the city, excepting the residential zones in the Ramsden Park, Asquith-Collier, and Yorkville neighbourhoods.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2019.PH7.1>

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 2020-2021, including developing permissions for new types of accessory housing such as Garden Suites.

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

On January 19, 2021, Planning and Housing Committee endorsed the Expanding Housing Options in Neighbourhoods – Beaches-East York Pilot Project report and requested City Planning to work on the design and construction of projects as part of the Beaches-East York Pilot Project.

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

On June 28, 2021 Planning and Housing Committee requested City Planning to consult on draft Garden Suites regulations and to bring forward a final report detailing Official Plan and Zoning By-law to permit Garden Suites to the Planning and Housing Committee Meeting in the fourth quarter of 2021.

<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>

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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>

On February 15, 2022, Planning and Housing Committee endorsed the Expanding Housing Options in Neighbourhoods - Update report

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2022.PH31.6>

LEGISLATIVE AND POLICY FRAMEWORK

Planning Act

Section 2 of the Planning Act establishes matters of provincial interest to which City Council shall have regard in carrying out its responsibilities, including: the orderly development of safe and healthy communities; the adequate provision of a full range of housing, including affordable housing; the promotion of development that is designed to be sustainable, to support public transit and to be oriented to pedestrians; and the appropriate location of growth and development.

The Planning Act states that Official Plan shall contain policies that authorize the use of an additional residential unit in a detached house, semi-detached house, and row house, and in an ancillary building to those residential building types. These changes provide the opportunity for additional residential density on residential lots to include a main house, an additional residential unit within the house, and an additional residential unit separate from the main house for a total of three units. The Planning Act restricts the ability to appeal policies or by-laws passed by a municipality which give effect to these additional unit permissions, except by the Minister of Municipal Affairs and Housing.

Provincial Policy Statement (2020)

The Provincial Policy Statement (2020) provides policy direction province-wide on land use planning and development to promote strong healthy communities, wise use and management of resources, and the protection of public health and safety. The PPS is issued under Section 3 of the Planning Act and all decisions of Council in respect of the exercise of any authority that affects a planning matter shall be consistent with the PPS. Comments, submissions or advice affecting a planning matter that are provided by Council shall also be consistent with the PPS.

The PPS came into effect on May 1, 2020 and includes enhanced policy direction intended to encourage an increase in the mix and supply of housing. In support of this goal, the PPS identifies in Policy 1.1.1:

"Healthy, liveable and safe communities are sustained by:

b) accommodating an appropriate affordable and market-based range and mix of residential types (including single-detached, additional residential units, multi-unit housing, affordable housing and housing for older persons), employment (including industrial and commercial), institutional (including places of worship, cemeteries and long-term care homes), recreation, park and open space, and other uses to meet long-term needs".

Another addition to the PPS 2020 is the new term housing options. PPS Policy 1.4.3 b), below, directs planning authorities to permit and facilitate all housing options to meet the needs of current and future residents.

Policy 1.4.3 b) of the PPS directs planning authorities to permit and facilitate:

- “1. all housing options required to meet the social, health, economic and well-being requirements of current and future residents, including special needs requirements and needs arising from demographic changes and employment opportunities; and
2. all types of residential intensification, including additional residential units, and redevelopment in accordance with Policy 1.1.3.3.”

Other policies relating to new housing and residential intensification include:

- Policy 1.4.3.d) promoting densities for new housing which efficiently use land, resources, infrastructure and public service facilities, and support the use of active transportation and transit in areas where it exists or is to be developed; and
- Policy 1.4.3 f) establishing development standards for residential intensification which minimize the cost of housing and facilitate compact form, while maintaining appropriate levels of public health and safety.

Policy 4.6 of the PPS recognizes and acknowledges Official Plans as the most important documents for implementing the policies within the PPS.

The PPS contains other supportive policy directions providing for an appropriate range and mix of housing types, to be provided for in consideration of the city's long term economic

prosperity, growth management planning, land use patterns, transit supportive development, and broader housing needs.

A Place to Grow: Growth Plan for the Greater Golden Horseshoe (2020)

A Place to Grow: Growth Plan for the Greater Golden Horseshoe (2020) (the "Growth Plan (2020)") came into effect on August 28, 2020. The Growth Plan (2020) builds upon the policy foundation provided by the PPS and provides more specific land use planning policies to address issues facing the GGH region. The policies of the Growth Plan (2020) take precedence over the policies of the PPS to the extent of any conflict, except where the relevant legislation provides otherwise.

The Growth Plan (2020) establishes policies that require implementation through a Municipal Comprehensive Review (MCR), which is a requirement pursuant to Section 26 of the Planning Act that comprehensively applies the policies and schedules of the Growth Plan (2020). The Growth Plan includes policies which require the establishment of minimum density targets for and the delineation of strategic growth areas (nodes, corridors and other areas that have been identified by municipalities or the Province to be the focus for accommodating intensification and higher density mixed uses in a more compact built form).

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 to the Growth Plan (2020). Comments, submissions, or advice affecting a planning matter that are provided by Council shall also conform to the Growth Plan (2020).

City of Toronto Official Plan

The Official Plan (2006) is founded on a growth management strategy which steers growth and change to some parts of the city while generally limiting other areas to minor changes. The land use designations that distribute most of the increased jobs and population anticipated by this growth strategy are the Mixed Use Areas, Regeneration Areas, Employment Areas and Institutional Areas.

Chapter 1: Making Choices of the Official Plan recognizes the importance of the city having vibrant neighbourhoods that contribute to complete communities, while encouraging affordable housing choices that meet the needs of city residents throughout their lives.

Map 3 - Right-of-Way Widths Associated with Existing Major Streets, introduces and identifies the Major Streets which provide connectivity across the city. Major streets are identified on this map to highlight the significant transportation corridors which support traffic flow planning for surface multi modal transportation, shipping and delivery routes, including planning for public transit. Map 3 also shows the planned widths for these corridors, which demonstrate the possible future width of each major street through their planned right-of-way. These streets, and their planned rights-of-way, are referenced throughout the Official Plan, but are not the direct subject of policies. For example, Major Streets Rights-of-Way provide the point of reference for permitted heights for mid-rise

development in the Mid-Rise Building Performance Standards on those portions of major streets which have been identified as Avenues.

Chapter 2: Shaping the City builds on these intentions and sets the foundation for directing growth and the urban structure of the city. In Section 2.2 structuring Growth in the City, growth is directed to the Centres, Avenues, Employment Areas and the Downtown to, while among other matters, reinforcing prevailing building types within Neighbourhoods. The goal of protecting neighbourhoods from significant change is further augmented in 2.2.2 Centres, 2.2.3 Avenues. The urban structure established in Chapter 2, is shown on Map 2 Urban Structure. The map shows the locations of the identified areas for growth across the city, including identification of Avenues along major streets.

Section 2.2.3 Avenues recognizes that Avenues are important corridors along Major Streets where reurbanization is anticipated and encouraged. The Official Plan clarifies that where a portion of an Avenue is designated as Neighbourhood, that neighbourhood protection takes priority to respect and reinforce the general physical character of established neighbourhoods. The extent to which it may be desirable to better align Neighbourhood policies 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 was discussed in the EHON Update Report of February 1, 2022.

Section 2.3.1 Healthy Neighbourhoods recognizes the areas where a transition in density or built form may occur, between neighbourhoods and growth areas, such as Avenues. The policies direct development in the growth areas to demonstrate a transition to ensure the stability of adjacent neighbourhood areas. This section also recognizes that not all neighbourhoods have developed in the same way, or received the same investments over time. Priority neighbourhoods are recognized as those needing specific consideration to improve access to services and transportation options, upgrade buildings, and address issues related to social vulnerability or integration.

Chapter 3: Building a Successful City sets out the priorities and considerations necessary to guide growth through integrating social, economic and environmental perspectives in our decision making to create an attractive Toronto with a strong economy and complete communities. The built environment is the subject of Section 3.2, which focusses on the importance of providing a full range of housing form, tenure and affordability, and housing that makes efficient use of existing housing stock, to be provided and maintained to meet the current and future needs of residents.

Policies that address and direct development in neighbourhood designated areas, and their relationship to adjacent growth areas and major streets are established throughout Chapter 4: Land Use Designations. The general Neighbourhoods policies establish the intended scale of development in neighbourhoods -- lower scale buildings (houses, duplexes, triplexes and townhouses), as well as walk apartments no higher than four stories.

Policy 3 identifies major streets as providing a distinct context where additional development may be permitted, such as the general policy support for new small scale commercial and office uses which may be permitted, on parcels on a major street, through a zoning by-law amendment.

Development criteria in Neighbourhoods are set out in a series of policies which further clarify the relationship between those portions of Neighbourhood areas located along major streets, but outside of identified growth areas. Policy 5 differentiates lots fronting onto a major street from those in the interior, recognizing the potential for a more intensified form of development along major streets. Policy 6 builds on this, to limit the influence on prevailing neighbourhood character of more intense forms of development along major streets from encouraging intensification within the interior of neighbourhoods.

The neighbourhood policies leave less opportunity to consider introducing change into existing neighbourhoods or to create opportunities to introduce gradual, transitional intensification, even along the boundaries generated by major streets. Neighbourhood areas along major streets between growth areas could, over time, become areas where a ridge of moderate intensification, such as walk up apartments, could be built as of right, while greater densities and more intensive built form continue to be developed along Avenues or in MTSAs with even greater proximity to transit. These policies will be revisited, to consider more permissive approaches for certain development requirements to assist in introducing additional housing options.

City-wide Zoning By-law 569-2013

On May 9, 2013, City Council enacted City-wide Zoning By-law 569-2013. The purpose of the new city-wide zoning by-law was to harmonize 43 former municipal by-laws from the pre-amalgamated City into one zoning by-law. The city-wide zoning by-law comprehensively regulates all land uses, buildings and structures. Although much of Zoning By-law 569-2013 is in force, some regulations are not in effect due to unresolved appeals at the Ontario Land Tribunal (OLT).

Zoning By-law 569-2013 is the relevant by-law to examine the zoning context for properties that abut Major Streets in Neighbourhoods, even though certain residential regulations remain under appeal. In a decision issued by the Ontario Land Tribunal on October 12, 2021, amended regulations regarding maximum permitted height, main wall height, basements, first floor height, amongst others, were approved in principle, thereby resolving the majority of outstanding appeals for the residential zone category.

Zoning By-law 569-2013 generally carries forward the land use permissions and residential development standards that were in place under the former municipal zoning by-laws of the pre-amalgamation municipalities. As a result, residential zoning in Zoning By-law 569-2013 largely reflects the planned vision for neighbourhoods that was implemented decades ago, when single detached housing was often the dominant built form in developing neighbourhood subdivisions in the former municipalities. These differences in development pattern, due to the time period of historic development and the related priorities for land use separations as well as the role of private vehicle transportation, have been largely maintained through existing zoning.

COMMENTS

Major Streets Study Approach

Four Guiding Principles established for the Major Streets stream of EHON are Equitable Access to Housing, Equitable Access to Community, Sustainability and Environment, and Equitable Participation in Redevelopment. These principles have influenced the approach to research and review as follows:

- **Policy:** review and analysis of the existing planning framework governing residential land use permissions in neighbourhoods in Toronto, including Provincial legislation, Official Plan policies, and the City-wide Zoning By-law;
- **Design:** consideration of opportunities to expand existing permissions for low-rise residential development on Major Streets while maintaining liveability of units and responding to neighbourhood character and scale;
- **Financial:** analysis of redevelopment opportunities and barriers to individual property/home owners (retrofit or new development) of Neighbourhood designated parcels fronting directly onto major streets; and
- **Opportunity Areas:** identification of Neighbourhood designated road segments of Major Streets and development of recommendations for policy approaches, and potential future study as Avenues.

Major Streets in the EHON Context

The examination of the Neighbourhood policies and residential zoning permissions through the EHON study has been separated into three streams which are interrelated, Multiplex, Neighbourhood Retail and Services, and Major Streets. These work streams look for opportunities to integrate their research work, undertake consultation jointly where ever possible, and ensure that the recommendations from each stream are considered in the work of the other streams.

Neighbourhood policies in the Official Plan provide permission for additional intensification under specific circumstances along Major Streets, and due to this difference, provide an opportunity to consider additional built form permissions which would build upon those proposed by the Multiplex and Neighbourhood Retail and Services streams.

The work being undertaken by the Major Streets study is focused on the specific context provided by the existing policies that direct residential permissions for neighbourhoods, along major streets, while recognizing the complexity of other policies that apply to major streets, such as those addressing Avenues. In addition to the existing Official Plan policy context, the Major Streets study is considering the impact and influence of recommendations emerging from the Multiplex and Neighbourhood Retail and Services work streams.

Major Streets and Neighbourhoods

Neighbourhood designated portions of major streets form a small proportion of the lands fronting onto major streets across the city. Major streets represent approximately 1,217.5 km of roadway (Map 3 of the Official Plan), equal to 2,435 km of frontage. Approximately

10% of this frontage comprises properties designated Neighbourhood (250 km). Despite the relatively small amount of Neighbourhood designated major street frontage, the policy context can be complex.

Neighbourhood designated areas along major streets may provide help to balance intensification options with other strategies by broadening the City's housing "tool kit" while taking into account the more limiting policy context in the interior of neighbourhoods. Proximity to transportation and services has been a defining aspect of policy that has directed intensification to Major Streets. It is consistent from a planning point of view to look at the opportunity and suitability of intensification on all Major Streets, not just those designated for growth. As discussed below, existing Official Plan policy already permits greater residential intensification along major streets and the opportunity to introduce new local commercial. However, intensification along major streets is not consistently permitted through the applicable zoning.

Official Plan

Growth in Toronto is directed through policies in the Official Plan. The Official Plan establishes different land use designations which identify areas where distinct types of growth, and intensification, are intended to occur. Lands designated as Neighbourhood account for approximately 35% of the city's land area. These areas are intended to be made up of low density residential uses in low-scale building types, where new proposals to rezone or alter existing land use permissions through minor variances, are intended to be made within the context of the character and existing built form of the established neighbourhood. This approach has limited the built form largely to the existing scale, permitting only gradual intensification change, sensitive to the physical character and patterns of each Neighbourhood.

Official Plan policies which reference major streets are woven through many sections of the Plan. In the Official Plan, major streets are considered to be:

- transportation corridors that link different land uses;
- location of Avenues identified as growth areas;
- part of Neighbourhood designation areas;
- boundaries of Neighbourhood designated areas where additional permissions may be considered; and
- corridors transecting Major Transit Station Areas.

While major streets in the Official Plan are referenced through multiple policies, these corridors are not directly defined, nor their role explained. As well, these policy areas often have competing objectives, such as encouraging intensification by requiring development to respect the existing Neighbourhood character and scale. There is an opportunity to clarify the role of major streets in the growth management policies of the Official Plan in order to develop an approach to introducing gentle residential intensification on those segments of major streets which are designated Neighbourhood.

The network of transportation corridors, including Major Streets, link neighbourhoods to areas with differing land use designations, such as Mixed Use Areas and Employment Areas, and those identified for targeted growth, such as Centres and Avenues. Major

streets are identified on Map 3 of the Official Plan, and discussed in relation to transportation initiatives and connectivity across the city, as well as supporting intensification through secondary plans or other planning initiatives.

Identification of Major Streets, and along these streets, specific areas of anticipated growth, the Avenues, was undertaken as part of the development of the City's Urban Structure policies (Chapter 2) and Urban Structure Map (Map 2). The identification of Avenues, as described in Section 2.2.3 of the Official Plan, provides the opportunity to redevelop those portions of Major Streets that had been urbanized as main streets previously, to maintain the mix of uses and introduce incremental intensification. These areas generally have long standing local commercial activity and existing small-scale, low-rise mixed use buildings, and provide a defined boundary to the Neighbourhoods. While Major Streets are identified on Map 3 - Right-of-Way Widths Associated with Existing Major Streets of the Official Plan, and referenced in the text of the Official Plan, no other direct discussion of their role or significance in the growth of the City is provided.

As part of the Official Plan review process initiated in 2011, Council adopted Official Plan policies related to the Neighbourhoods and Apartment Neighbourhoods designations through Official Plan Amendment 320 (OPA 320) on December 9, 2015. These policies were approved by the OLT on December 7, 2018. Modified policies related to Neighbourhoods in OPA 320 contemplate more intense development on major streets, and provide more flexible criteria for infill development on atypical lots such as school sites.

This is not to say that intensification along major streets in Neighbourhoods is "encouraged" in the Official Plan. It is the Avenues (as segments of Major Streets), where the focus of intended intensification is encouraged. Avenues are recognized as distinct from their adjacent neighbourhoods, both in character and through policy direction. Each identified Avenue requires a separate planning study process to establish densities, built form, urban design, transportation considerations and implementing policies.

The Avenues have largely been studied, and while most were already designated as mixed use areas, these studies assisted in rezoning Avenues, and identifying area specific growth permissions. However, on those portions of major streets identified as Avenues, where lands are designated Neighbourhood, neighbourhood protection policies prevail to direct proposed development to respect and reinforce general physical character of adjacent low density residential uses of adjacent Neighbourhood lands.

Major Transit Station Areas are another consideration with respect to the place of Major Streets in Toronto's planning policy framework. Through the City's Municipal Comprehensive Review, the City is required to delineate the boundaries for each of its Major Transit Station Areas (MTSAs) and to demonstrate that each MTSA is planned for the established minimum target. The City's MTSAs are centred around, or bisected by, at least one major street, and include significant portions of those streets which are designated Neighbourhood in the Official Plan. MTSAs are new growth areas, further building on existing areas of planned intensification along the City's major streets. The relationship between areas of directed growth, important transportation corridors and hubs, and the pressure to expand on existing housing permissions in Neighbourhoods, policies in Chapters 3 and 4 which may limit the ability of introducing low scale intensification, townhouses or small scale walk up apartments, along those portions of major streets

which are not in identified growth areas, will need to be considered for amendment to support the EHON initiative.

An examination of how to balance pressures to intensify development along the entire length of major streets, with the policies that protect the character and form of existing neighbourhoods, needs to be undertaken. As part of this analysis, the relationship between Avenues, MTSAs, and Neighbourhood protection policies will be considered in different ways across the city when considering opportunities for intensification on major streets. The nature of established neighbourhoods has evolved starting with development patterns set in decades past, as well as the distances between growth areas, the proximity of transportation options, and housing tenure types which have influenced who and how residents participate and are supported in their daily life in different neighbourhoods.

Ongoing population growth and demand for housing in the city supports the need for consideration of additional land use permissions in the major streets setting to consider additional opportunities to undertake gentle intensification. Given the interrelated nature of the work to enhance housing options in neighbourhoods undertaken by the different streams of EHON, as well as those growth policies which will support MTSAs, policy amendments will need to work in concert to achieve provincial minimum growth targets, meet the growth needs of the city which vary geographically and by housing type, address local context, and provide opportunities for more access to a range of housing form and tenure. As such, the Major Streets stream of EHON is reviewing the Official Plan policies as discussed above, to consider how to support intensification along the Neighbourhood designated segments of major streets.

Zoning By-law 569-2013

Neighbourhood policies in the Official Plan are implemented through the residential zone category in City-wide Zoning By-law 569-2013. This zone category includes a full range of low-rise residential building types contained within different zones. The residential zone category contains 5 zones: Residential Detached (RD), Residential Semi-Detached (RS), Residential Townhouse (RT), Residential Multiple (RM), and Residential (R). The residential building types are permitted in these zones in the following way:

- Residential Detached (RD): detached houses;
- Residential Semi-Detached (RS): detached houses and semi-detached houses;
- Residential Townhouse (RT): detached houses, semi-detached houses, and townhouses;
- Residential Multiple (RM): detached houses, semi-detached houses, duplexes, triplexes, fourplexes and apartment buildings; and
- Residential (R): low-rise residential building types, including detached houses, semi-detached houses, townhouses, duplexes, triplexes, fourplexes and apartment buildings

The Residential zones within Zoning By-law 569-2013 were modelled after the residential zone categories of the pre-amalgamation municipalities, and differ by permitted building types.

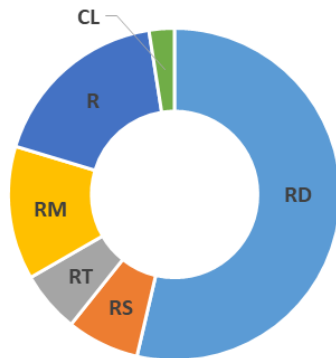
Zoning in most neighbourhoods in the former municipalities limited built form permissions to single detached housing, and in the districts of North York, Etobicoke and Scarborough,

the majority of residential properties were zoned RD when brought into Zoning By-law 569-2013. In the pre-amalgamation municipalities of Etobicoke, York, and Toronto-East York, neighbourhood land use permissions in some areas included a broader range of low-rise, multi-unit buildings, including multiplexes, corresponding to the RM and R zones of By-law 569-2013. The residential zones in Zoning By-law 569-2013 also now contain permissions for secondary suites, laneway suites, and garden suites, which contribute to the range of housing options within neighbourhoods.

In addition to residential zones, the Commercial Local zone generally applies to Neighbourhood designated lands, and most commonly along major streets, outside of the former City of Toronto. The Commercial Local zone recognizes existing local commercial uses along major streets, such as small scale shopping plazas and vehicle fuel stations. This zone is reflective of commercial zoning permissions in the former general zoning by-laws, and did not permit residential development in combination with the commercial permissions. These uses were maintained through the creation of this zone during the development of the city-wide harmonized by-law.

Analysis on the detailed distribution of zones along neighbourhood designated major streets will continue. The following is an estimate of the composition of zones in these areas:

Approximate Proportion of Neighbourhood Designated Parcels by Zone



Major Streets Road Segment Analysis

Of the approximately 250 km of Neighbourhood designated frontage along major streets, the length of each portion of these designated parcels varies in different parts of Toronto. Each length of designated parcels comprises a road segment for the purpose of the major streets analysis. These segments vary by development history, neighbourhood character, local planning policy context, and zoning permissions.

City Council adopted By-laws 89-2022 and 125-2022 which removed parking minimum requirements from the City-wide Zoning By-law. The Major Streets Team will include transportation considerations in the segment analysis, such as the influence of the elimination of on-site parking minimums for development, and encouraging active transportation and transit as the major transportation modes within the City. These considerations include, but are not limited to: the proximity to MTSAs, distance to planned and existing rapid transit, and service levels of surface transit on Major Streets.

In addition to the analysis of Official Plan policies and Zoning By-law permissions, metrics that capture the socio-economic conditions of Toronto's neighbourhoods will be considered. The Major Streets study will identify representative segments for analysis, to permit identification of opportunities for expanding residential and local commercial permissions. The review of representative segments of major streets may result in recommended amendments to the residential zone category of the City-wide Zoning By-law and to the Neighbourhood policies of the Official Plan related to major streets to permit a greater residential intensification, and/or the identification of segments of major streets to be studied as Avenues in future work programs.

Integrating Equity

Through the EHON initiative, Neighbourhood designated segments along Major Streets offers the City an opportunity to investigate policies and programs that are targeted at increasing the creation of a diverse range and mix of housing options in lower density ground related formats. Included in this are additional units to accommodate people at all stages of life, and to accommodate the needs of all household sizes and incomes and address reducing core housing needs amongst various equity deserving groups.

Core housing need, as defined by the Canadian Mortgage and Housing Corporation (CMHC), is an indicator of housing need where housing is deemed unaffordable (where more than 30% of household income is spent on housing), deeply unaffordable (where more than 50% of household income is spent on housing), unsuitable (whether the dwelling has enough bedrooms for the size and composition of the household) and/or inadequate (in need of major repairs) and the household cannot afford alternative housing in the community that meets all three standards. These indicators at a high level are integrated with the City's Neighbourhood profiles and are important in understanding where housing inequities in Toronto exist.

A Social Planning Toronto report from November 2020 titled "Spaces and Places of Exclusion: Mapping Rental Housing Disparities for Toronto's Racialized and Immigrant Communities" highlights some of the current realities of the City's housing crisis as it relates to numerous equity-deserving groups. Recommendation 9 of this report suggests that the City develop and adopt housing policies and programs that address spatial exclusion and segregation through equitable access to affordable and suitable rental in Toronto neighbourhoods.

Drawing on analyses of micro data from the long-form 2016 Canadian Census of Population, some highlights of this report include high instances of unsuitable housing for newcomers and racialized persons and high instances of unaffordable housing across numerous equity deserving groups.

	Core Housing Need	Unaffordable Housing	Deep Unaffordable Housing	Unsuitable Housing	Inadequate Housing
Newcomers	39%	45%	23%	51%	11%

Long-Term Immigrants	38%	40%	16%	29%	10%
Non-Immigrants	31%	38%	16%	26%	7%
Racialized	39%	41%	19%	45%	10%
Non-Racialized	27%	43%	20%	16%	9%

The data shown in the table above speaks to conditions across all forms of housing, in recognition of the principles of this study, namely Equitable Access to Housing, Equitable Access to Community and Equitable Participation in Redevelopment. It is important to have an initial understanding of core housing instances among equity deserving groups. This data serves as a starting point for developing a framework that identifies Opportunity Areas as discussed above.

The City's 158 social planning neighbourhoods provide a foundation for the segment analysis to be undertaken through the Major Streets stream of EHON. The boundaries of these neighbourhoods change very infrequently over time, allowing for consideration of socio-economic analysis to be undertaken in tandem with policy and zoning by-law analysis that is consistent with the layered history of planning permissions in Toronto and the variable context of the City's Major Streets ahead of determining Opportunity Areas where design scenarios and pro-forma analysis will be conducted.

As part of integrating equity into the analysis of EHON, including along Major Streets, consideration of housing conditions needs to extend beyond an understanding of traditional planning such as zoning, massing, built form and prevailing character. Demographic, socio-economic and infrastructure conditions as they relate to housing, and more broadly, livability should also be considered. While it is recognized that housing tenure cannot be regulated through zoning, an equitable approach to including opportunities to develop housing of many tenure types could be considered through implementation of the final amendments resulting from the EHON initiative.

Ultimately, the benefit of making 35% of the City's land area more inclusive has the potential to have far reaching benefits for existing and future generations of Torontonians. Prioritizing equitable distribution of this beneficial change across the city is an important part of integrating equity. Recognizing that parts of the city have been the focus of intensification initiatives for many years, while other areas have not, needs to be part of the analysis. This review, when combined with consideration of existing and planned transportation options, on a social planning neighbourhood basis, as part of the Major Streets analysis will assist in building the planning landscape to demonstrate where there is, and will be, capacity to support intensification over time.

Consultation

The EHON project teams have conducted 19 community and stakeholder consultation events between February 7 and May 9, 2022, all of which have provided opportunity for participants to comment on the Major Streets study stream. These consultation events consisted of the following:

February 7	EHON Roundtable Launch event
February 22	Scarborough-Rouge Park Ward Meeting
February 24	Scarborough Centre ward meeting attended by over 40 residents
February 24	EHON Roundtable Session #2 on Neighbourhood Policies.
March 1	Etobicoke-Lakeshore Ward Meeting
March 4	School of Cities Mid-term Presentations: Analysing missing middle typologies in Don Valley Village, Willowdale, Weston, and Birchcliff areas
March 24	EHON Roundtable Session #3 on Multiplex permissions.
April 5	EHON Public Meeting – North York
April 6	Reddit Ask Me Anything (AMA) Event
April 7	EHON Public Meeting - Scarborough
April 12	EHON Public Meeting - Etobicoke
April 13	EHON Public Meeting - Toronto East York
April 14	Design Review Panel
April 26	EHON Roundtable Event – Major Streets
April 27	Twitter Spaces Event
May 7	Jane's Walk Events: 2 Walks and 1 Panel Event
May 9	Confronting Anti Black Racism Advisory Committee

This consultation has provided the Major Streets study with useful input as refinement of this portion of the EHON project has been undertaken. Participants highlighted the importance of continuing to look for opportunities to expand the number of housing types, work on finding ways to enhance equity of access to neighbourhood housing, encouraging new units to be designed for accessibility, and to support small scale commercial whenever possible.

Consultation and engagement across Toronto will continue for the entire EHON project through the remainder of 2022 into 2023, and is anticipated to include both in person and virtual community consultation opportunities. In addition to these events, the Major Streets study will be finalizing a survey to be posted to the EHON webpage, and circulated to stakeholders and interested parties, in Q4 2022 and into 2023.

Reporting

A report providing the outcome of our next round of consultation, as well as recommendations for proposed amendments to the Neighbourhood policies in the Official Plan, and to Zoning By-law 569-2013 is anticipated to be brought forward in Q1 of 2023.

CONTACT

EHON Major Streets Co-Leads:

Brooke Marshall, Senior Planner, Zoning and Committee of Adjustment
City Planning Division, Tel: 416-397-4075, brooke.marshall@toronto.ca

Samuel Baptiste, Senior Planner, Transportation Planning
City Planning Division, Tel: 416-394-8232, Email: samuel.baptiste@toronto.ca

SIGNATURE

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

ATTACHMENTS

- Attachment 1: EHON: Major Streets Map Toronto and East York
- Attachment 2: EHON: Major Streets Map North York
- Attachment 3: EHON: Major Streets Map Etobicoke
- Attachment 4: EHON: Major Streets Map Scarborough