

Expanding Housing Options in Neighbourhoods – Beaches-East York Pilot Project: Status Update & Directions Report

Date: June 26, 2023

To: Executive Committee

From: Deputy City Manager, Corporate Services and Chief Planner and Executive
Director, City Planning

Wards: Ward 19 - Beaches East York

REASON FOR CONFIDENTIAL INFORMATION

This report deals with a proposed or pending acquisition or disposition of land by the City of Toronto (the "City").

SUMMARY

The Beaches-East York Pilot Project is part of the Expanding Housing Options in Neighbourhoods (EHON) initiative. The purpose of the Pilot Project is to review appropriate City-owned sites in Beaches-East York (Ward 19) and work with the development industry and in consultation with the community to build a "missing middle" demonstration project. The processes and approaches developed through this initiative will inform how missing middle projects may be built on other sites, both publicly- and privately-owned, within the city.

The purpose of this report is to seek City Council authority for the transfer of the City-owned property at 72 Amroth Avenue ("the Property") from the City to a CreateTO managed corporation, Build Toronto Inc., or an affiliate of Build Toronto Inc. This report responds to direction received in Item PH.20.3 "Expanding Housing Options in Neighbourhoods: Beaches-East York Pilot Project" to facilitate, through an appropriate development procurement process, the design and construction of demonstration projects, as part of the Beaches-East York Pilot Project. This report further seeks City Council authority for city-initiated Official Plan and Zoning By-law Amendments on the property to address policy and zoning barriers in the development of missing middle housing types.

RECOMMENDATIONS

The Deputy City Manager, Corporate Services and Chief Planner and Executive Director, City Planning recommend that:

1. City Council direct that the City-owned property at 72 Amroth Avenue be allocated to the Beaches-East York Pilot Project for the purposes of developing missing middle housing solutions on City-owned, transit-oriented properties.
2. City Council grant authority to the Executive Director, Corporate Real Estate Management to approve an agreement to transfer 72 Amroth Avenue, and agreements related thereto, to a CreateTO managed corporation, Build Toronto Inc. or an affiliate of Build Toronto Inc., substantially on the major terms and conditions set out in Confidential Attachment 1 and including such other terms and conditions that are acceptable to the Executive Director, Corporate Real Estate Management and in a form satisfactory to the City Solicitor.
3. City Council authorize (severally each of) the Executive Director, Corporate Real Estate Management and Director, Transaction Services to execute the documents required to complete the transfer transaction upon notice from CreateTO of a closing date for the disposal of 72 Amroth Avenue for redevelopment purposes.
4. City Council request the Chief Planner and Executive Director, City Planning, to advance any Official Plan Amendments and Zoning By-law Amendments required to provide permissions for missing middle housing opportunities on the property at 72 Amroth Avenue, to prepare the property at 72 Amroth Avenue for marketing missing middle housing opportunities on the lands.
5. City Council request the CreateTO Board to approve a market offering process for 72 Amroth Avenue following approval of a business case from the Chief Executive Officer, CreateTO, and direct the Chief Executive Officer, CreateTO to administer the market offering process utilizing its pre-qualified Broker roster to expedite marketing.
6. City Council direct that the City-owned property at 72 Amroth Avenue be de-designated as a municipal parking facility and cease to be managed by the Toronto Parking Authority and the City of Toronto Municipal Code Chapter 950, Traffic and Parking, Schedule XXXIV: Municipal Parking Facilities be amended to reflect such de-designation.
7. City Council authorize the City Solicitor to introduce the necessary Bills and make any necessary minor modifications, technical amendments, or by-law amendments as may be identified by them, or by the Executive Director, Corporate Real Estate Management, in order to give effect to Recommendation 6 above.

8. City Council request the Executive Director, Environment and Climate, and the General Manager, Transportation Services, in consultation with the Chief Executive Officer, CreateTO and the President, Toronto Parking Authority, to explore the feasibility of electrifying the existing Bikeshare station on Amroth Avenue and integrating it with a new on-street EV charging station.

9. City Council authorize the public release of Confidential Attachment 1 to this report following the closing of the transactions contemplated in Confidential Attachment 1.

FINANCIAL IMPACT

An estimated investment of \$900,000 for the stated purpose of preparing 72 Amroth Avenue for marketing, including undertaking necessary environmental studies and remediation, market analyses, planning and other consultant studies is to be made by CreateTO [or one of its managed entities] and will be recovered from the proceeds from this property's future sale.

The Chief Financial Officer and Treasurer has reviewed this report and agrees with the financial implications as identified in the Financial Impact Section.

EQUITY 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, which was developed after the Government of Canada recognized that the right to adequate housing is a fundamental right affirmed in international law. 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 HousingTO Action Plan.

As Toronto looks to rebuild and recover after COVID-19, the EHON 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.

EHON is an important step towards increasing and accelerating the creation of a diverse range and mix of housing options, including opportunities for additional units

across the city, to accommodate people at all stages of life, and to accommodate the needs of all household sizes and incomes. Broadening the types and sizes of units available in low-rise neighbourhoods makes them more accessible to a diverse range of people and needs, leading to a more equitable and inclusive community. By extension, the initiative will broaden access to parks, schools, local institutions and small-scale stores and shops within the city's neighbourhoods. The Beaches-East York Pilot Project will be used to identify the opportunities and constraints to building at the missing middle scale in Toronto, inform necessary policy and process changes to facilitate missing middle development, and work with a development partner to help increase access to housing units in the City using a city-owned property.

CLIMATE IMPACT

The City has ambitious goals to cut greenhouse gas emissions to avoid disastrous climate change, as well as become resilient and adapt to the impacts that climate change will have on the city and its residents.

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, and accelerated implementation of the Toronto Green Standard net zero emissions requirements. 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 multiple units, such as garden suites, laneway suites, multiplex housing, and low-rise apartment buildings, 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.

City-initiated projects should demonstrate leadership in pursuing low carbon developments, particularly on City-owned properties. All development agreements executed by City agencies, corporations and divisions are required to meet higher tiers of the Toronto Green Standard Version 4.

The City Planning Division will continue to consider missing middle housing approaches as part of the EHON 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 October 2, 2019, City Council adopted a Member Motion to declare a Climate Emergency and endorsed a net zero greenhouse gas emissions target to strengthen the City's goal of becoming net zero before 2050.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2019.MM10.3>

On July 28, 2020, City Council endorsed the Expanding Housing Options in Neighbourhoods (EHON) Work Plan Report and approved the recommended approach and work plan, including to review policies on locally serving retail and services in Neighbourhoods.

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

On January 19, 2021, Planning and Housing Committee considered the EHON - Beaches-East York Pilot Project report, which outlined the intended scope of the Pilot Project.

<https://secure.toronto.ca/council/agenda-item.do?item=2021.PH20.3>

On December 14, 2022, City Council directed the City Manager to develop a 2023 Housing Action Plan for the 2022-2026 term of Council in order to achieve or exceed the provincial housing target of 285,000 new homes over the next 10 years.

<https://secure.toronto.ca/council/agenda-item.do?item=2023.CC2.1>

On March 21, 2023, Executive Committee requested that the Executive Director, Housing Secretariat and the Chief Planner and Executive Director, City Planning report annually to the Planning and Housing Committee on the progress of the Housing Action Plans' implementation, with the first report to be brought forward by the end of 2023.

<https://secure.toronto.ca/council/agenda-item.do?item=2023.EX3.1>

On May 10, 2023, Toronto City Council adopted the multiplex study report recommending policy and zoning changes to permit more housing options city-wide. The adopted recommendations will result in amendments to the City's Official Plan and city-wide Zoning Bylaw to enable the development of multiplexes - low-rise housing with two, three or four units in a single building - in all neighbourhoods throughout Toronto.

<https://secure.toronto.ca/council/agenda-item.do?item=2023.PH3.16>

PROPOSAL

The inception of the Beaches-East York Pilot Project stems from the July 13, 2020 meeting of Planning and Housing Committee, requesting that City Planning, in consultation with CreateTO, prepare a missing middle pilot project within Ward 19. City Planning and Environment & Climate Division staff have been working with CreateTO, which manages the City of Toronto's real estate portfolio, to advance the EHON: Beaches-East York Pilot Project since 2020.

As part of this work, staff are assessing the feasibility of building missing middle housing, ranging from duplexes to low-rise walk-up apartments, on a City-owned site

designated *Neighbourhoods* in the City's Official Plan that achieves the following principles:

- sustainability and resilience;
- replicability;
- accessibility;
- compatibility; and
- cost-effective design.

City staff, along with CreateTO, have been working with a consultant team consisting of Dubbeldam Architecture + Design, RDH Building Science, and Altus Group on project parameters, preliminary architectural design options, energy modelling scenarios and construction costing. The work undertaken by City staff and the consultant team will help determine the development approval process required, and the feasibility of building at the missing middle scale, on the selected City-owned site based on specific criteria detailed in this report. The feasibility and due diligence information collected from this work and the direction requested in this report will inform staff for the next phase of the Pilot Project, which is intended to involve hiring the necessary consultants to undertake a City-initiated Official Plan Amendment and Zoning By-Law Amendment process to ensure that a feasible missing middle project can be developed on the City-owned site.

The Beaches-East York Pilot Project is part of the larger EHON work, which 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 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 *Neighbourhoods*.

EHON is part of a broader housing strategy that includes initiatives such as Multi-Tenant Housing permissions, the Short-Term Rental By-law, Housing Now, Rapid Housing, and the Housing Action Plan.

Pilot Site Selection - 72 Amroth Avenue:

City staff worked with CreateTO to identify City-owned properties within Ward 19 (Beaches-East York) to undertake high-level due diligence to find an appropriate site for the Pilot. The key selection criteria included the review of:

- Sites designated *Neighbourhoods* in the Official Plan;
- Any applicable site and area specific policies;
- In-effect zoning permissions;
- Appropriate lot size, configuration, and grading;
- Proximity to public transit and cycling infrastructure;
- Compatibility with the surrounding built and future planned context;
- Presence of any underground infrastructure or encumbrances;

- Other development constraints (e.g., proximity to a rail corridor); and
- Former and existing uses on the site.

In 2021, a site was selected based on high-level due diligence, and staff began studying the feasibility of missing middle building types on this site. However, in 2022, additional information was obtained detailing underground constraints on the site, and it was determined that the full missing middle development potential of the site would be significantly limited. The findings from studying this site were published and shared on the Beaches-East York Pilot Project website: <https://www.toronto.ca/city-government/planning-development/planning-studies-initiatives/beaches-east-york-missing-middle-pilot-project/>

Shortly thereafter, City Staff and CreateTO identified a new site at 72 Amroth Avenue (the "Property") as the preferred property for further consideration as part of the Pilot Project based on the selection criteria noted above.

The Property is designated *Neighbourhoods* in the Official Plan and is zoned Residential (R) under city-wide Zoning By-law 569-2013. It is located to the southeast of Danforth Avenue and Woodbine Avenue (please see Attachment 1 for a map of the site, Attachment 2 for an Official Plan designation map, and Attachment 3 for the zoning map). It is an irregular, "T"-shaped lot with a lot area of 1,293.65 square metres, has a lot frontage of approximately 17 metres on Amroth Avenue, and borders a public lane that connects it to Woodbine Avenue to the west.

The physical characteristics of the Property allow for various forms of missing middle housing to be considered and explored through the Pilot Project. Providing a mix and range of housing options, is a priority highlighted by several City and Provincial policy objectives. The Property provides a good opportunity to highlight the regulatory barriers that limit missing middle housing opportunities on properties that differ from prevailing patterns of lot size, configuration, and orientation in established neighbourhoods.

The existing context immediately surrounding the Property is defined by low-rise residential buildings to the east, south and west, and a number of one- to three-storey mixed-use (commercial-residential) buildings to the north, fronting Danforth Avenue. The Property presents an opportunity to test new development permissions being considered by other City initiatives, including an opportunity to create a transition between development along Avenues (Danforth Avenue) and the low-rise neighbourhoods to the south, while enabling more housing.

It is anticipated that the intersection of Danforth Avenue and Woodbine Avenue will experience significant growth in the near term. The lands north of the Property fronting Danforth Avenue are designated as *Mixed Use Areas* in the Official Plan. The Official Plan establishes that *Mixed Use Areas* are areas for growth, intended to absorb most of the increase in retail, office and housing. This segment of Danforth Avenue is also an *Avenue* on Map 2 in the Official Plan. The Official Plan establishes that *Avenues* are important corridors on major streets where development is to create new housing and

job opportunities that are served by transit, while improving the pedestrian environment, and offer opportunities for people of all means to be affordably housed.

Woodbine Avenue to the west of the Property is a *Major Street* on Map 3 of the Official Plan. *Major Streets* are currently being studied as part of the EHON Major Streets work, with the intention to review the opportunity for gentle intensification of residential units on lands abutting *Major Streets*. The work done by the Major Streets team will inform the Pilot Project and the outcomes of the work done by the Pilot Project team will help to further inform the EHON Major Streets work.

This segment of Danforth Avenue is also subject to Segment 1 (Coxwell Avenue to Victoria Park Avenue) of the Danforth Avenue Planning Study. The study resulted in Official Plan Amendment 420 (OPA 420). OPA 420 establishes this segment of Danforth Avenue as having a built form character that will be comprised of mid-rise buildings. It further establishes the area north of and adjacent to the Property as being an Office Priority Area allowing buildings up to a height of 33 metres.

More recently, this segment of Danforth Avenue was subject to the Danforth Avenue Complete Street study, implemented as the Destination Danforth pilot project, the purpose of which was to support local business by providing expanded outdoor patio areas and street beautification, improve safety and comfort for all road users, and enable people to use all modes of transportation along the corridor. In December 2021, City Council approved Destination Danforth as a permanent installation. Destination Danforth was, in part, a response to the current and anticipated need to apply a complete streets approach to an active and intensifying Danforth Avenue.

The Property is well served by both transit and active transportation options with the TTC's Woodbine Station located just north of Danforth Avenue and bicycle lanes along both Danforth Avenue and Woodbine Avenue. The Property is within the Woodbine Major Transit Station Area ("MTSA"). The 2020 Growth Plan establishes that MTSA's are areas generally within a 500 to 800 metre radius of a transit station, representing about a 10-minute walk, and directs municipalities to plan for transit-oriented development to achieve minimum density targets around planned and existing higher-order transit stations. City Council adopted OPA 540 on July 19, 2022, which created SASP 620 for the Woodbine Protected Major Transit Station Area ("PMTSA") as part of the ongoing Municipal Comprehensive Review. However, the Minister of Municipal Affairs and Housing has not yet approved the PMTSA. A map of the lands within the adopted PMTSA can be seen on Attachment 4.

The Property provides an opportunity to contribute to the transit-oriented development 250 metres (approximately 3-minute walk) from Woodbine Station to help create complete communities that are compact, walkable areas with a diverse mix of uses, and for people with different incomes, at densities that support transit ridership. This allows people to access public transit quickly and conveniently from the places they live, work, learn, shop, and play.

The Property is currently occupied by a Green P surface parking lot operated by the Toronto Parking Authority. The current 54 space, commercial parking facility generated \$92,000 in annual revenue with a net operating loss of \$2,000 in 2022. The net book value as of December 31, 2022 is \$145,256 comprised on land and \$46,000 for equipment. The disposition of the Property, which is currently occupied by an existing Green P surface parking lot operated by the Toronto Parking Authority (TPA Carpark 21), will be required to fulfil the objective of the Pilot Project. The disposition of a surface parking lot for the purpose of facilitating missing middle development supports several City and Provincial policy objectives to provide a full range of housing options to current and future residents in a form that makes efficient use of land, infrastructure, and existing services, and provides an opportunity to use a transit-oriented site more effectively.

Preliminary Development Option for 72 Amroth Avenue

As part of the due diligence phase of the Pilot Project, City Staff, CreateTO, and the consultant team, consisting of Dubbeldam Architecture + Design, RDH Building Science, and Altus Group, have been studying the Property to understand how missing middle forms of development may be developed within its context. As part of this work, the Pilot Team analyzed project parameters and created preliminary architectural designs to determine the feasibility of providing low-rise residential typologies on the Property. The preliminary concepts considered building design, energy modelling scenarios, and construction costing, as well as the existing and planned context for the area, to achieve the five principles of the Pilot Project.

Through this work, preliminary massing options being considered for a demonstration project consist of a low-rise apartment building along Amroth Avenue and a lower-scale building in the rear. It is proposed that any preliminary design be further refined through the City-initiated Official Plan and Zoning By-law Amendment processes. The characteristics of the Property provide an opportunity to explore multiple low-rise residential built-form typologies that are compatible with the scale of the surrounding neighbourhood.

The preliminary massing option provides solutions to optimize the Property for missing middle housing, while considering the current regulatory requirements. The current regulatory framework limits residential development to four storeys; however, the Pilot Team is exploring how additional height and density (four to six or more storeys) may be contemplated at a scale that is compatible with the existing and planned neighbourhood, while also creating an appropriate transition from planned intensification along the *Avenues*, *Major Streets*, and *Mixed Use Areas*. Attachment 5 to this report shows perspectives of planned future context along Danforth and Woodbine Avenues and an elevation of preliminary massing for 72 Amroth Avenue.

The preliminary massing options consider the replicability of the missing middle buildings by exploring how to maintain the long-term livability of units on the Property and any possible development on neighbouring properties. The cumulative effect of multiple infill missing middle buildings located in close proximity with one another is a

part of the analysis and will inform refinements to the design. This will address the exceptions for setbacks and separation patterns that maintain reasonable levels of daylight access and a comfortable living environment for residents of the proposed and future infill buildings.

The images and description of the preliminary massing option included in this report illustrate a design that is preliminary in nature and subject to change; they do not represent an approved development. Any proposal on the Property would be required to go through the necessary development review processes, including public consultation. Changes to all or portions of the design and massing may result due to the need to address issues, including but not limited to, the accommodation of further sustainability measures, the provision of other site-related amenities, and/or reflecting emerging policy direction.

POLICY CONSIDERATIONS

Provincial Land Use Policies

All decisions of Council in respect of the exercise of any authority that affects a planning matter shall be consistent with the Provincial Policy Statement ("PPS"), and shall conform to A Place to Grow: Growth Plan for the Greater Golden Horseshoe (2020) (the "Growth Plan (2020)")

The PPS and the Growth Plan (2020) includes policies on key issues affecting communities, such as making more efficient use of land, resources, and infrastructure to reduce sprawl, contribute to environmental sustainability and provide for a more compact built form and a vibrant public realm; achieving complete communities with access to a diverse range of housing options, protected employment zones, public service facilities, recreation and green space that better connect transit to where people live and work; and supporting energy conservation, air quality improvements, reduced greenhouse gas emissions and preparation for climate change impacts.

Official Plan

The Property is designated *Neighbourhoods*, which comprise 35.4% of the city's land area, are described as "stable but not static," with some physical change expected over time.

Through the due diligence phase of the Pilot Project, staff have identified that an Official Plan Amendment (OPA) is required to build the proposed missing middle housing concept on the Property. The proposed future OPA will provide the opportunity to increase the viability of building missing middle housing on the Property, which will inform projects on other City- and privately-owned sites within the *Neighbourhoods* designation.

Zoning

The lands are zoned R (d0.6)(x736) under Zoning By-law 569-2013 with a height limit of 11 metres and a density limit of 0.6 times the area of the lot. The R-Residential Zone permits a full range of residential building types including detached houses, semi-

detached houses, townhouses, duplexes, triplexes, fourplexes and apartment buildings. In all Residential Zone categories, a maximum of one residential building is permitted on the lot.

The permitted maximum depth of an apartment building is 14 metres. An apartment building with 20 or more units must provide amenity space at a rate of 4.0 square metres for each dwelling unit, further delineated as a minimum 2.0 square metres for each dwelling unit as indoor amenity space and at least 40 square metres of outdoor amenity space which must be connected to the required indoor amenity space. The required front yard setback is the same as the existing detached house located at 66 Amroth Avenue, the required rear yard setback is 7.5 metres, and the required side yard setback is 7.5 metres. In all residential zone categories, a lot with an apartment building is required to provide 50% of the lot for landscaping of which 50% of the required landscaping area must be comprised of soft landscaping.

As such, through the preliminary due diligence phase of the Pilot Project, it has been identified that a Zoning By-law Amendment (ZBA) would be required to build missing middle housing on the Property. The future ZBA would facilitate compatible low-rise residential building typologies for the purpose of maximizing the Property for missing middle housing. It would also inform future missing middle projects on other City- and privately-owned sites within established residential areas.

COMMENTS

2023 Housing Action Plan

On December 14, 2022, City Council adopted [Item 2023 CC2.1](#), which directed the City Manager to develop a 2023 Housing Action Plan for the 2022-2026 term of Council in order to achieve or exceed the provincial housing target of 285,000 new homes over the next 10 years.

On March 21, 2023, the Chief Planner and Executive Director, City Planning Division and the Executive Director, Housing Secretariat presented [Item - 2023.EX3.1](#), the Housing Action Plan priorities and work plan for the 2022-2026 term of Council. The work plan includes targeted timelines for the approval and implementation of a wide range of actions, policies and programs to increase the supply of housing within complete, inclusive and sustainable communities with the critical infrastructure to support growth.

The Housing Action Plan items to be advanced across City Divisions fall within five priority streams, including 1) Official Plan, Zoning and Guideline Amendments; 2) Advancing Housing System Policy and Program Initiatives; 3) Leveraging Public Land to Increase the Supply of Housing; 4) Preserving the existing Rental Housing Stock; and 5) Public Accountability and Reporting on Progress.

The Pilot Project and increasing density on the selected site at 72 Amroth Avenue will provide insights that may help advance the direction on the "Transition Zones" and "Increasing Permissions for Housing and Addressing Exclusionary Zoning" items, which are both found under the Official Plan, Zoning and Guideline Amendments streams.

Transition Zones

Transition Zones provide an opportunity to enable additional housing in areas located between areas of different scale, typically between the *Neighbourhood* and *Mixed Use Area* land use designations.

Direction in the Housing Action Plan as it relates to Transition Zones includes the review of the Townhouse and Low-Rise Apartment Guidelines to align with the emerging direction on the Mid-Rise Performance Standards and a review of the relevant zoning by-laws to increase opportunities for as-of-right permissions in areas of transition.

The Property is a larger *Neighbourhoods* site, located in between *Mixed Use Areas* to the north and smaller *Neighbourhoods* lots to the south. It can be considered as a transition site to provide a buffer between additional density to the north and lower density to the south. The Property is an ideal test-case for informing how transition zones can be designed to provide the appropriate transition between different scales of development, while providing opportunities for increased density and housing units within the *Neighbourhoods*. Given the Property's scale and configuration, there are good opportunities to test the design and feasibility of transition zones.

Increasing Permissions for Housing and Addressing Exclusionary Zoning

The vision for Toronto's future and key principles for growth in the Official Plan will be reframed to better reflect the city's current challenges and priorities through changes to Chapter 1 of the Official Plan. Planning and Housing Committee considered draft directions for a revised Chapter 1 in 2022 (PH33.13) centred on inclusive growth which outlined that the Official Plan should: seek to eliminate disparities experienced by Torontonians; challenge orthodoxies and systemic impacts of land use planning; achieve complete communities and all its requisite components; prioritize climate change action and sustainability towards net zero by 2040; and be the road map for Toronto to become the most inclusive city in the world. The final report and recommended Official Plan amendments to Chapter 1 will be advanced to Planning and Housing Committee in the third quarter of 2023.

Direction in the Housing Action Plan regarding increasing permissions for housing and addressing exclusionary zoning includes a review of *Neighbourhoods* and *Apartment Neighbourhoods* policies in Chapter 4 of the Official Plan to align these policies with the equity, access, and inclusion updates to the Chapter 1 vision and principles for growth. This policy review will identify opportunities for refreshing these policies and mapping on both an area-specific and city-wide basis.

Proposed changes to Chapter 1 of the Official Plan and direction in the Housing Action Plan provide an opportunity to look at the Property with a different lens to determine how additional density could be delivered to make housing in *Neighbourhoods* more equitable and accessible. Changes to the existing policy framework are needed to explore additional density on the Property.

Official Plan Policy Opportunities

The Official Plan's *Neighbourhoods* policies allow for a range of residential housing options; however, the existing policy framework does not fully accommodate new missing middle building typologies. As a demonstration project, the Pilot Project is an opportunity for the City to have a better understanding of the implementation challenges and how best to apply the Official Plan policies and policy intent on suitable sites.

As it relates to the preliminary massing option being considered for the Property, there is language in the City's *Neighbourhoods* policies that do not accommodate a development of this scale and would therefore require an OPA. In particular, the Pilot Project would need relief from following elements of the in-effect policies:

- Official Plan policies note that Toronto's *Neighbourhoods* are stable but not static, which acknowledges that our neighbourhoods will evolve over time. However, some policies, such as, Policy 2.3.1.1, state that “neighbourhoods are low rise and low-density residential areas that are considered to be physically stable” and will “respect and reinforce the existing physical character of buildings, streetscapes and open space patterns in these areas”.
- Official Plan Policy 4.1.5 directs that development in “established Neighbourhoods will respect and reinforce the existing physical character of each geographic neighbourhood” based on several factors including “prevailing” heights, massing, scale and building types, among other matters.
 - The *Neighbourhoods* around the Property are predominantly made up of lower-scale detached and semi-detached houses. Missing middle building typologies with more density, such as proposed in this pilot project, greatly differ from the “prevailing” building type and physical character of the existing buildings within the surrounding neighbourhood, and may not be accepted as respecting and reinforcing the prevailing character of *Neighbourhoods*.
- Policy 4.1.9 provides some flexibility for infill development on *Neighbourhoods* designated sites that vary from the surrounding lot pattern.
 - While the Property fits this description, the policy directs that infill development should have a site organization that is ‘respectful’, and ‘proportionate’ to the permitted zoning of adjacent residential properties with regards to built form and setbacks from adjacent properties and residential streets. Achieving site organization that is ‘proportionate’ to the permitted zoning of adjacent properties may be challenging given the configuration of the Property, and the ability to design a feasible missing middle massing.

- Policy 3.1.3.1 directs that development will be located and organized to fit with its existing and planned context, and directs the need to locate main building entrances " so that they front onto a public street, park or open spaces, are clearly visible and directly accessible from a public street".
 - The irregular shape of the Property, with a narrow frontage on Amroth Avenue and a larger rear section located behind the adjacent properties, requires exploring alternative built form configurations that can provide a main entrance from Amroth Avenue, while allowing for appropriate side and rear setbacks and separation to the adjacent properties.
- Policy 4.1.1 limits building heights to a maximum of four-storeys in the *Neighbourhoods*, and subject to the development respecting and reinforcing the existing physical character of each geographic neighbourhood as described above.
 - The preliminary massing explored for the Property is predominantly three to five storeys, but may include additional storeys along Amroth Avenue on the northern portion of the site if it is determined that the site can reasonably accommodate this built form within its context adjacent to *Mixed Use Areas*.

The EHON initiative aims to facilitate more low-rise housing in residential neighbourhoods to meet the needs of a growing city. One of the goals of the Pilot Project is to use lessons learned from this process to inform changes to the missing middle policy and regulatory frameworks and outline ways to streamline the approvals process, including the ongoing EHON Major Street works, and future initiatives including informing the Housing Action Plan Transition Zones work, and updates to the *Neighbourhoods* policies in the Official Plan (Chapter 4).

Sustainability & Resilience

The property at 72 Amroth provides opportunities to demonstrate sustainability and resilience in "missing middle" building practices.

The Property is 250 metres from the Woodbine TTC subway station and is approximately one kilometre from the Danforth GO station. The Property provides easy access to bike lanes on Woodbine and Danforth avenues, and there is an existing Bikeshare station adjacent to the Property. Future residents would have access to employment opportunities and amenities by way of public transit and active transportation.

Future development of the Property would also make use of existing infrastructure. Although infill development can require servicing upgrades, it offers an alternative to greenfield development, which requires carbon-intensive infrastructure and can jeopardize the health of valuable natural areas.

Design and construction choices also affect greenhouse gas emissions. The design considerations for the Property would consider adaptability to the changing climate and best practices in low carbon construction, including avoiding any on-site fossil fuel consumption, generating renewable energy, and using low embodied carbon materials.

The design will be required to meet Tier 2 of the Toronto Green Standard (TGS) Version 4 and it will strive to achieve net zero emissions. To fulfill these objectives, the preliminary designs contemplate several key principles, with their feasibility to be further considered through the next phase of the Pilot Project, including:

- Slab on-grade construction to minimize concrete use associated with basements, which are one of the major drivers of embodied carbon in low-rise housing.
- Using building orientation to maximize passive heating and cooling, while improving energy efficiency and reducing greenhouse gas emissions.
- Minimizing heat loss through compact built form, low window-to-wall ratio, high-performance building envelopes, and allowing for thicker exterior walls to minimize heat loss.
- Adequate space for high performance heating, cooling, and ventilation equipment in suites and on rooftops.
- Rooftops that allow for solar panels and amenity/green space.
- High-quality, low carbon materials such as locally-sourced cladding, wood framing, and biogenic insulation.
- Green infrastructure, soft landscaping, including adequate soil volume for tree planting to manage the impacts of extreme heat, and permeable surfaces to help manage stormwater on-site.

Following selection of the preferred design for the Property, the consultant team will undertake energy modelling to demonstrate compliance with the TGS energy and emissions targets, and whole building life cycle analysis to quantify the embodied carbon footprint. Finally, construction cost estimates and a net present value analysis will be prepared.

Property Transfer to CreateTO

Upon notice from CreateTO of a closing date for the disposal of 72 Amroth Avenue for redevelopment purposes, the property at 72 Amroth Avenue is recommended for transfer to CreateTO in order to provide a direct funding source for the project.

At this time, there is no funding available within City budgets for marketing, consultants, due diligence studies and other resources, estimated at \$900,000. CreateTO has agreed to fund and manage the project through its corporate entity, leveraging its development expertise and marketing capabilities to accelerate directed outcomes for the Beaches-East York Pilot Project and developing missing middle housing solutions on City-owned, transit-oriented land. Based on preliminary business case assumptions, it is anticipated that proceeds from the sale of the Property will recover investment costs for CreateTO. The transfer of the Property provides the most efficient approach to fund, project manage, sell and manage proceeds for the project overall.

Where proceeds from the disposal of the Property are realized by CreateTO's corporate entity, it will pay a dividend of 20 percent of the net proceeds from the sale or redevelopment of 72 Amroth Avenue to the City of Toronto to be deposited into the Land Acquisition Reserve Fund (LARF), as directed by Council through the Strategic

Property Acquisitions framework. Full details of the terms and conditions of the proposed transfer to CreateTO are outlined in Confidential Attachment 1.

NEXT STEPS

To continue to move the Pilot Project forward, City Planning and Corporate Real Estate Management staff are recommending that Council direct the City-owned property at 72 Amroth Avenue be declared surplus and allocated to the Beaches-East York Pilot Project for the purposes of developing missing middle housing and to help achieve the strategic direction outlined in the Housing Action Plan.

To address policy and regulatory barriers to building missing middle housing on a site like 72 Amroth Avenue and to facilitate the development of an appropriate missing middle project on the Property, City Planning staff believe it is appropriate to undertake a city-initiated Official Plan Amendment and Zoning By-law Amendments process, including public engagement. City Planning and CreateTO will work together to undertake this city-initiated process.

This report further seeks City Council authority to transfer the Property from the City to CreateTO in order to fulfill the objectives of the Pilot Project, including procurement for development of the Property, necessary negotiations and the sale of the property at 72 Amroth Avenue after the city-initiated Official Plan Amendment and Zoning By-law Amendment process is complete. The transfer of the Property from the City to CreateTO (Build Toronto Inc.) is consistent with historical practice, where certain City-owned properties are transferred to CreateTO for city-building/development purposes.

If directed, the intent is for CreateTO to prepare 72 Amroth Avenue for marketing, including undertaking necessary environmental studies and remediation, market analyses, planning and other consultant studies.

As the Property is currently operated and used as a TPA lot, Transportation Services, CreateTO, the Toronto Parking Authority and the Environment and Climate Division should explore the feasibility of electrifying the existing Bikeshare station on Amroth Avenue and integrating it with a new on-street EV charging station to further support the active transportation options in the area, and transit-supportive character of the neighbourhood.

CONTACT

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SIGNATURE

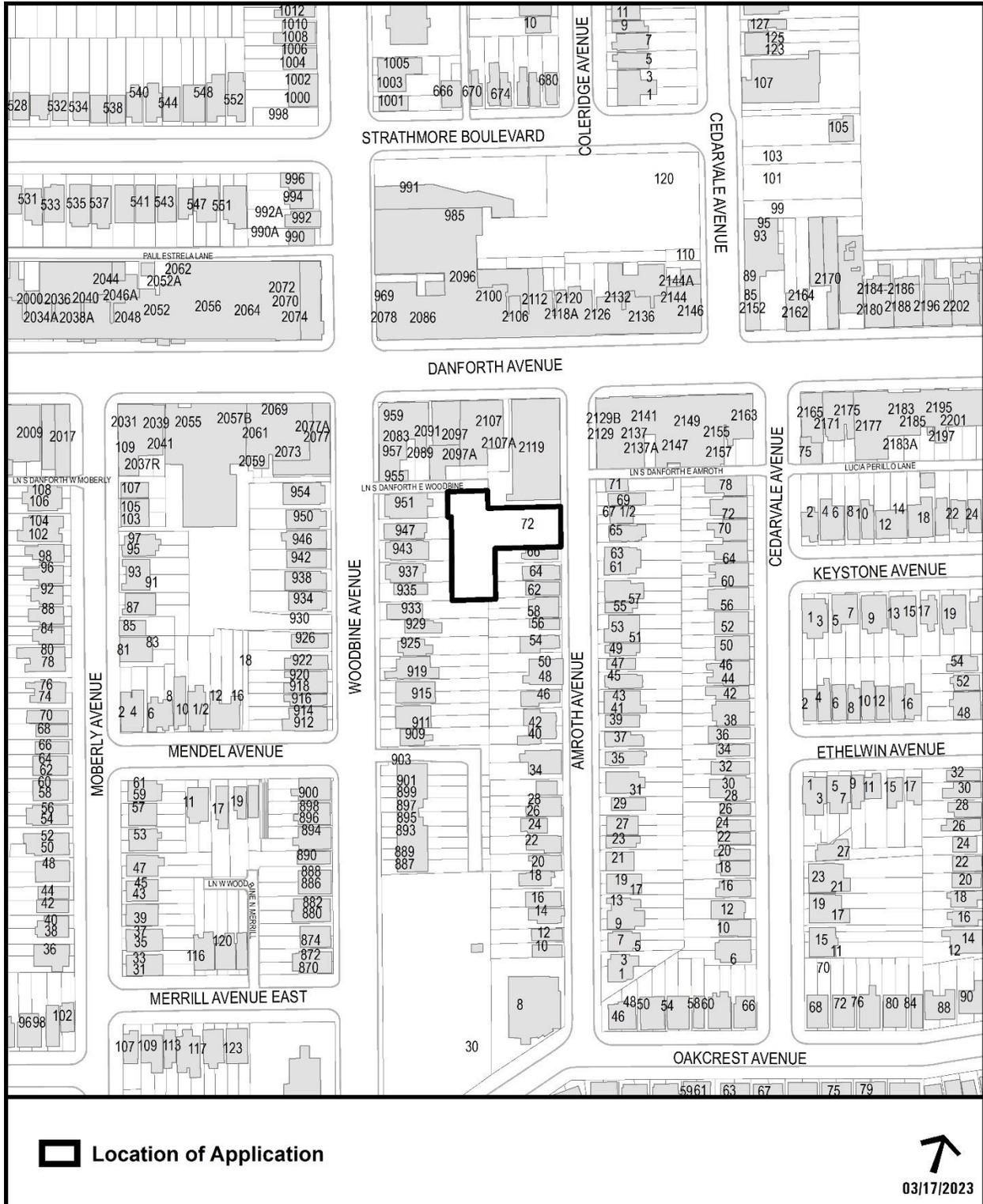
Josie Scioli
Deputy City Manager
Corporate Services

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

ATTACHMENTS

Attachment 1: Site Context Map
Attachment 2: Official Plan Map
Attachment 3: Zoning Map
Attachment 4: Site Context with the Adopted Woodbine Protected Major Transit Station Area
Attachment 5: Perspective of planned future context along Danforth and Woodbine Avenues and Elevation of preliminary massing for 72 Amroth Avenue
Confidential Attachment 1: Details of the Proposed Transfer of 72 Amroth Avenue to Build Toronto Inc. (CreateTO)

Attachment 1: Site Context Map



Attachment 2: Official Plan Map



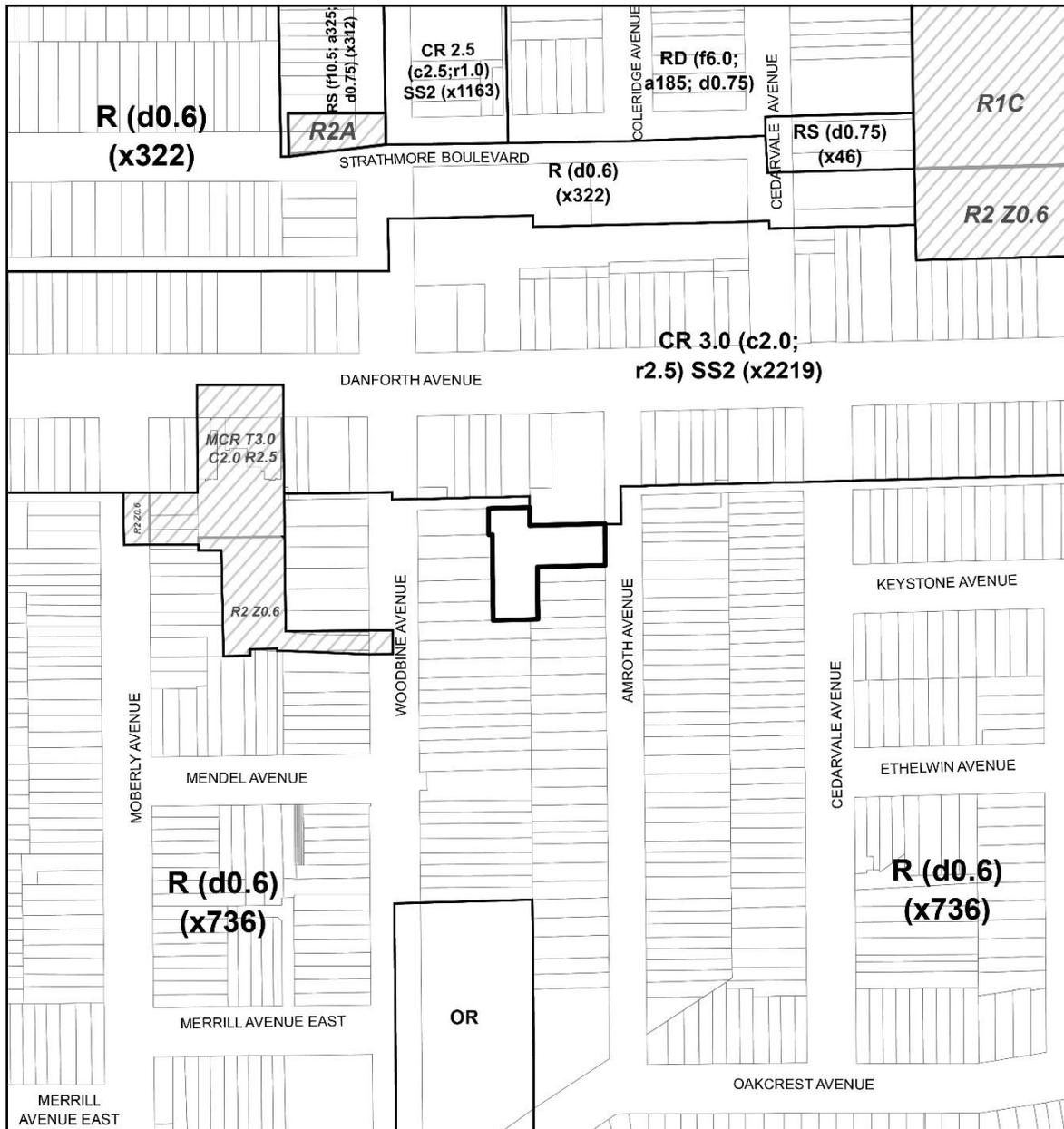
Official Plan Land Use Map #21

72 Amroth Avenue
File # 20 175353 STE 10 TM

-  Location of Application
-  Neighbourhoods
-  Mixed Use Areas
-  Parks


Not to Scale
Extracted: 05/04/2023

Attachment 3: Zoning Map



Zoning By-law 569-2013

72 Amroth Avenue

File # 23 175353 STE 10 TM

Location of Application

R Residential
RD Residential Detached
RS Residential Semi-Detached
CR Commercial Residential
OR Open Space Recreation

See Former City of Toronto By-law No. 438-86

R2 Residential District
MCR Mixed-Use District

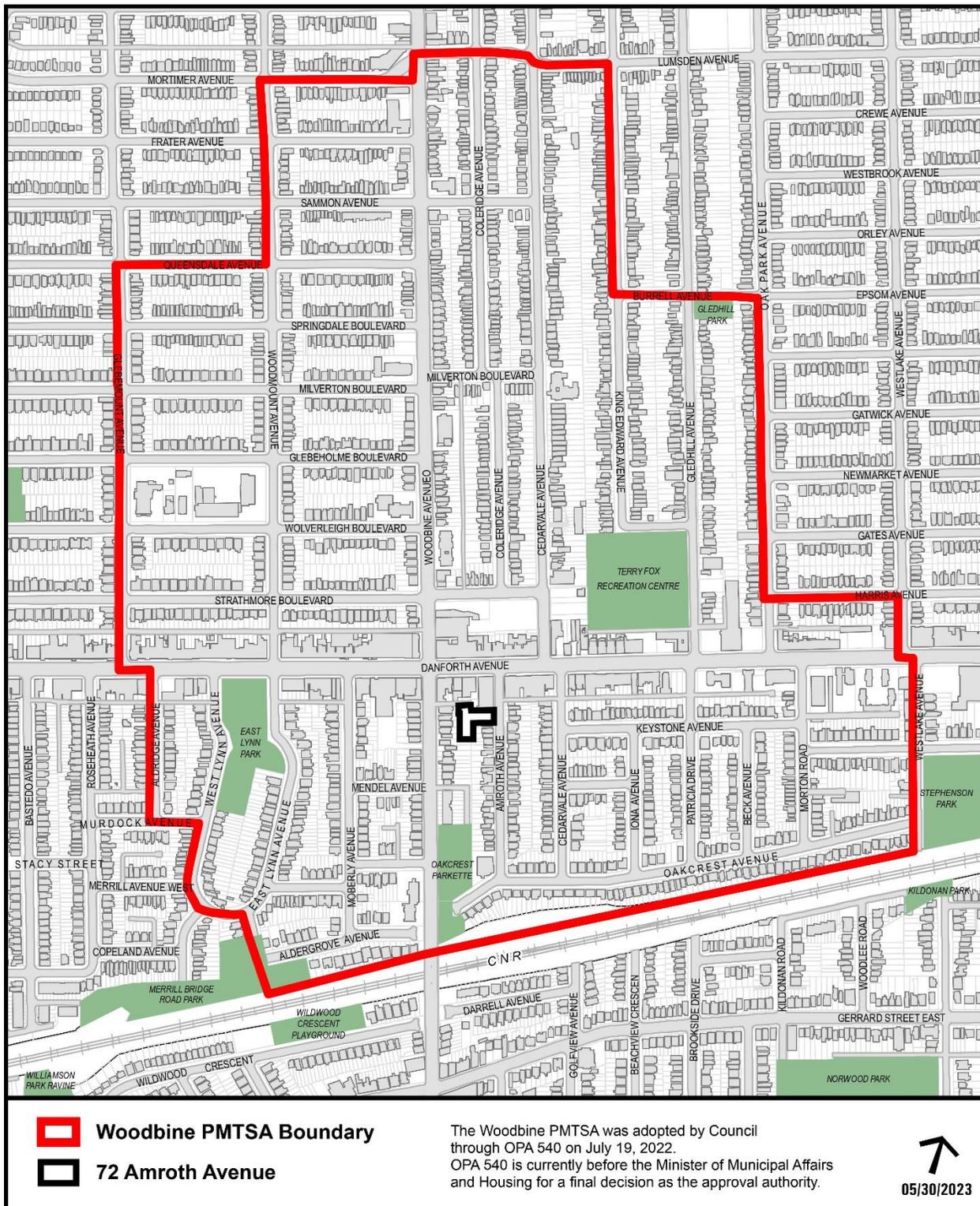
See Former Borough of East York By-law No. 6752

R1C Residential
R2A Residential

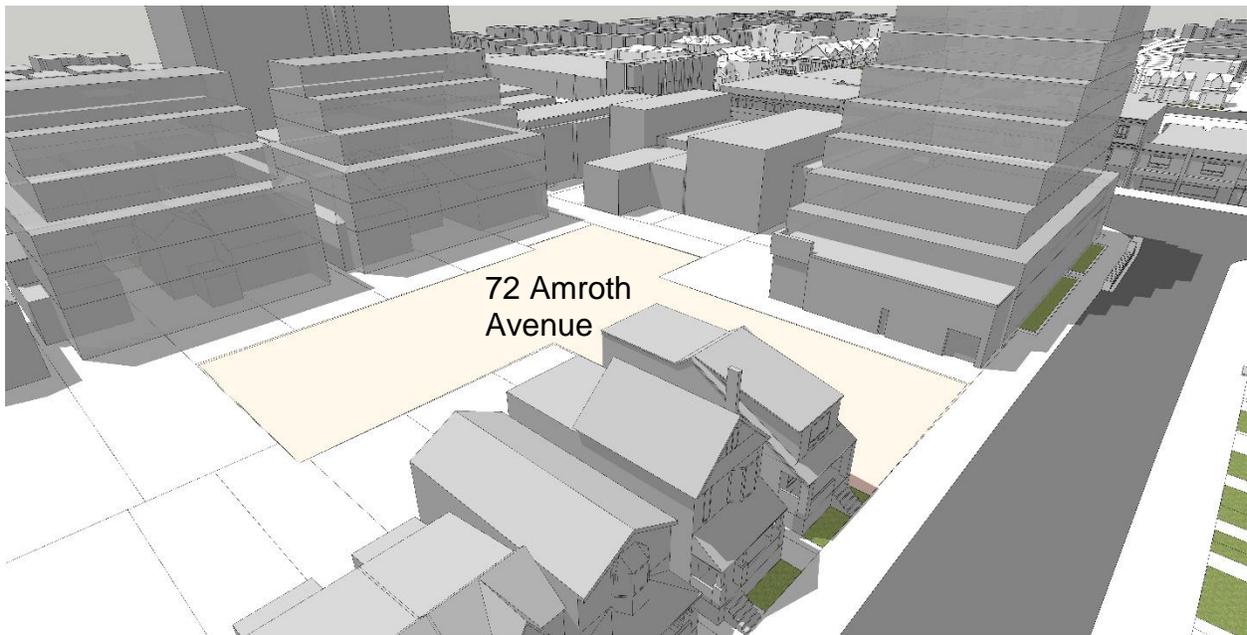


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 Extracted: 03/17/2023

Attachment 4: Site Context with the Adopted Woodbine Protected Major Transit Station Area



Attachment 5: Perspective of planned future context along Danforth and Woodbine Avenues* and Elevation of preliminary massing for 72 Amroth Avenue



*Planned future context illustrated above is indicative of mid-rise building envelope permission for Office Priority Areas as shown in Danforth Avenue Planning Study (Coxwell Avenue to Victoria Park Avenue) along Danforth Avenue, and massing envelope contemplated for major streets by the EHON Major Streets team study work.



Images included in this report illustrate a design that is preliminary in nature and subject to change and does not represent an approved development. Any proposal on the Property would be required to go through the necessary development review processes, including public consultation.