

Expanding Housing Options in Neighbourhoods: Major Streets Study - Proposals Report

Date: September 14, 2023

To: Planning and Housing Committee

From: Chief Planner and Executive Director, City Planning

Wards: All

SUMMARY

The purpose of this report is to present a proposal to permit townhouses and small-scale apartment buildings (up to 6 storeys and 30 units) on properties that are located along major streets and designated *Neighbourhoods* in the Official Plan. The report seeks endorsement of Planning and Housing Committee to undertake consultation on the proposed Official Plan amendments and zoning approach.

Major streets are an opportunity for gentle intensification in Toronto's *Neighbourhoods*. These streets are identified on Official Plan Map 3. The major streets are important thoroughfares that cross long distances within Toronto. Some of the major streets are identified as Avenues in the Official Plan, and benefit from a policy framework that encourages intensification of both non-residential and residential uses in mid-rise built form. However, the majority are major street segments located within *Neighbourhoods*, are not identified as Avenues. These non-Avenues portions of the major streets provide the opportunity to increase residential densities and height through the introduction of townhouses and small scale apartments that contextually transition to the *Neighbourhoods* by permitting a generally a low-rise scale and building type

Expanding Housing Options in Neighbourhoods (EHON) is a set of planning initiatives and strategies to introduce land use permissions and low rise "missing middle" buildings within designated *Neighbourhoods* that increase housing options in areas where land use permissions have limited intensification.

The EHON Major Streets study is examining opportunities to add permissions such as townhouses and small scale apartment buildings along the City's major streets, as identified on Map 3 of the Official Plan. This study responds to 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, and existing services, continuing to contribute to increasing variety of housing permissions in *Neighbourhoods* city-wide.

Toronto is predicted to continue to grow rapidly, with the anticipated addition of a minimum of 700,000 people by 2051. Nonetheless, many neighbourhoods across Toronto have experienced population decline. The majority of population growth has been directed to the Downtown, Centres, and Avenues, creating areas of high residential density and infrastructure challenges, while *Neighbourhoods* exhibit increasingly low density by comparison. Expanding permissions for a wider variety of residential buildings to be constructed in Toronto's *Neighbourhoods* is intended to diminish the difference between these two extremes of residential growth across the city. This expansion will add more people into neighbourhoods where existing infrastructure and services can be used more efficiently, and to give more Torontonians access to live in low-rise neighbourhoods.

Allowing a broader variety of built form such as townhouses and small-scale apartment buildings, along major streets is generally consistent with the Official Plan, which recognizes that while physical change within *Neighbourhoods* will be sensitive, gradual, and fit the existing context, major streets provide opportunities for additional density along the boundaries of these neighbourhoods. Providing land use permissions for these building types will provide a degree of height and density transition from growth areas to the interior of the *Neighbourhoods*, while maintaining a generally low rise scale and aligning the additional density with transportation corridors and transit routes.

This report presents a draft Official Plan Amendment to permit townhouses and small scale apartment buildings in residential zones, along the Map 3 major streets, and designated *Neighbourhoods* across the city. The report also presents a draft amendment to Zoning By-law 569-2013 to implement the proposed policy changes. The zoning by-law amendment maintains existing permissions for building types as currently permitted in the Residential Zones, while adding permissions, for parcels along major streets, for townhouses and small scale apartment buildings. Consultation is proposed for October 2023, after which both the Official Plan and Zoning By-Law Amendments will be brought together to Planning and Housing Committee for consideration early in 2024.

RECOMMENDATIONS

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

1. Planning and Housing Committee direct the Chief Planner and Executive Director, City Planning Division, to continue consultation on the draft Official Plan Amendment and proposed zoning by-law framework, with outreach to residents' associations, industry, city divisions, and other stakeholders, and report back with recommended Official Plan and Zoning By-law amendments in the first quarter of 2024.

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.

The Chief Financial Officer and Treasurer has reviewed this report and agrees with the financial implications

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. 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.

At its meeting of December 14, 2022, City Council adopted Item CC2.1 and directed staff to develop a "2023 Housing Action Plan" for the 2022-2026 term of Council to enable both market, non-market, and mixed housing production in order to achieve or exceed the provincial housing target of 285,000 new homes over the next 10 years. This report responds to Council's request for a Housing Action Plan and outlines a strong 'made-in-Toronto' multi-pronged approach to increasing housing supply, housing choice and affordability for current and future residents.

Expanding housing options in neighbourhoods is an important step towards increasing and accelerating the creation of a diverse range and mix of housing options, including additional units and more affordable housing, 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 need, leading to a more equitable and inclusive community. By extension, the initiative will broaden access to parks, schools, local institutions and small-scale stores within the city's neighborhoods.

CLIMATE IMPACT

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

Permitting additional gentle intensification and infill low-rise building types helps to reduce GHG emissions through the efficient use of land and resources. Housing built in Toronto also serves to reduce the potential for sprawl and reduces transportation driven GHG emissions regionally. Smaller buildings, 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 through a climate impact lens as part of the Expanding Housing Options in Neighbourhoods work plan, 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>

Expanding Housing Options in Neighbourhoods – Update Report (Page 4 of 19). 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 February 2, 2022, City Council adopted the Expanding Housing Options in Neighbourhoods – Garden Suites – Final Report

<https://secure.toronto.ca/council/agenda-item.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>

On May 11 and 12, 2022, City Council adopted Member Motion 43.23 requesting staff to report to Planning and Housing Committee on a strategy to support the conversion of single-unit residences into multiple units, through such measures as eliminating the Condominium application fee, introducing a loan program and standardizing the permit framework.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2022.MM43.23>

On July 5, 2022, Planning and Housing Committee endorsed the Major Streets – Interim Report.

<https://secure.toronto.ca/council/agenda-item.do?item=2022.PH35.2>

On July 5, 2022, Planning and Housing Committee received the Multiplex Study: Proposals Report and directed staff to continue consultation on the draft Official Plan Amendment and proposed zoning by-law directions, including residents' associations, industry, technical divisions, and other stakeholders, including Ward 15 residents and stakeholders, and report back with proposed amendments by the first quarter of 2023.

<https://secure.toronto.ca/council/agenda-item.do?item=2022.PH35.3>

On July 21, 2022, City Council received the Neighbourhood Retail and Services Final Report Phase One, and adopted Official Plan Amendment 612, and Zoning By-law Amendment 820-2022 with respect to home occupation permissions in residential zones.

<https://secure.toronto.ca/council/agenda-item.do?item=2022.PH35.1#>

On December 13, 2022, City Council received the 2023 Housing Action Plan Report which directed the City Manager to develop a housing action plan for the 2022 – 2026 term of Council to enable both market, non-market and hybrid housing production to achieve or exceed the provincial housing target.

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

On March 21, 2023, Executive Committee received the Housing Action Plan 2022-26: Priorities and Work Plan Report, including the EHON Major Streets study, and directed staff to report annually on its implementation.

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

On May 10, 2023, City Council adopted OPA 649 and Zoning By-law 569-2013 Amendment 474-2023, to update permissions and performance standards for duplexes, triplexes, fourplexes and secondary suites as part of the EHON Multiplex Study, and direct the Chief Planner and Executive Director, City Planning to monitor the implementation and effectiveness of OPA 649 and ZBLA 474– 2023.

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

On July 19, 2023, Executive Committee received the Expanding Housing Options in Neighbourhoods – Beaches-East York Pilot Project: Status Update and Directions Report, and directed that the 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.

<https://secure.toronto.ca/council/agenda-item.do?item=2023.EX6.14>

COMMENTS

PROPOSAL:

Study Scope

The EHON Major Streets Study builds on the permissions for gentle intensification through the Laneway suites, Garden suites and Multiplex Studies. This study is examining opportunities to add permissions for townhouses and small scale apartment buildings along the City's major streets, as identified on Map 3 of the Official Plan, to expand housing opportunities along the edges of Toronto's low rise neighbourhoods. The Major Streets study is scoped to specifically consider the policy and development context of *Neighbourhoods* designated parcels along Map 3 major streets. This has resulted in the development of draft proposals for townhouses and small scale apartment buildings in this specific context.

The Major Streets study responds to several City and Provincial policy objectives to provide a full range of housing options for existing and future Torontonians, in a form that makes efficient use of land, infrastructure, and existing services. These low rise and small scale housing forms are generally consistent with the Official Plan's objective that physical change to *Neighbourhoods* will be sensitive, gradual, and fit the existing context.

On July 5, 2022, the EHON Major Streets Interim Report was received by the Planning and Housing Committee as an update on the Study. The report presented initial research, as well as current policy context and land use permissions, and set out a study approach to review the opportunity for additional gentle density along major streets, including recognition of the need for policy and zoning amendments to support the study outcomes. This report presents the results of that research and analysis, and sets out a draft Official Plan Amendment and draft zoning by-law amendment for further consultation. The intent of these amendments is to permit townhouses and small-scale apartments along Map 3 Major Streets, in all *Neighbourhoods*, city-wide.

Official Plan Amendment

Earlier streams of the Expanding Housing Options in Neighbourhoods initiative for the Laneway and Garden Suites Studies, as well as the Multiplex Study, have amended the Official Plan through the introduction of Site and Area Specific Policies. As amendments to the policies in Chapter 4 continue to be developed, the Major Streets amendment is conceived as an addition to the Chapter 4 *Neighbourhoods* policies. This approach serves to specifically address the context and scope of the major streets study - policies applicable only to those parcels that are along the Map 3 major streets and are designated *Neighbourhoods* - without amending the policies that apply to the interior of the *Neighbourhoods* areas.

The Official Plan identifies major streets on Map 3, which serves to provide a reference for the planned right-of-way widths of these specific major and minor arterial roadways.

The major streets are a structural element in the Official Plan, providing identification of streets that connect growth areas, such as Avenues and Urban Growth Centres (Map 2 – Urban Structure), that certain policies refer to. While major streets often coincide with transportation or mixed-use Avenues, no policy exists to establish how land use and built form are intended to correspond to these roadways and their various contexts that have evolved over time.

The major streets act as thoroughfares and transportation corridors, as well as the edges and boundaries of land uses, including *Neighbourhoods*. The Official Plan has recognized that additional densities can be considered along these corridors, but this intensification has required re-zoning to be undertaken. It is in this context that these roadways are being reviewed, along with built form and land use permissions to implement and expand existing density permissions along the major streets. New permissions would avoid additional application processes to be undertaken to build additional housing.

The Official Plan Amendment to be considered for the Major Streets Study proposes the following: amendment of policy 4.1.7 which currently discourages intensification of land on major streets in *Neighbourhoods*; the addition of a new side bar to address the specific context of Major Streets in *Neighbourhoods*; and the addition of a new policy sub-section to Chapter 4, Land Use Designations, *Neighbourhoods*, through the introduction of non-policy text and development criteria policies specifically applicable to Properties along Major Streets In *Neighbourhoods*.

Zoning By-law Amendment

Along with Official Plan Amendments, each of the previous stages of the EHON Initiative have brought forward zoning by-law amendments to implement permissions for housing options in Toronto's Neighbourhoods. Before the EHON Initiative began, residential zoning in Toronto has generally been divided between zones which identified neighbourhoods by permitted housing type. In the former City of Toronto, the Residential Zone (the R Zone) has permitted the broadest range of housing types (Single Detached, Semi-Detached, Townhouse, Apartment Buildings), while the majority of Toronto's Neighbourhoods have been zoned RD (Residential Detached) where only detached homes were permitted, RS (Residential Semi-Detached) where detached and semi-detached homes were permitted, RT (Residential Townhouse) where detached, semi-detached, and townhouses were permitted, and RM (Residential Multiple) where detached, semi-detached and apartment buildings have been permitted.

The Multiplex Study resulted in amendments to By-law 569-2013, adding built form permissions and land use regulations for multiplex housing (duplexes, three-plexes and four-plexes) into all of the Residential Zones. The EHON Major Streets Study is taking the same approach as that used by Multiplex. This approach permits the new built form permissions to be read as part of each specific zone, and provides the opportunity for the zone specific land use regulations, such as setbacks, to be based on the existing standards in each zone. This is the approach being proposed as part of the Major Streets study, which would introduce built form and land use regulations for townhouses

and small scale apartment buildings in all of the Residential Zones, for those parcels which line the Map 3 major streets.

More detailed discussion of these proposed policy and zoning amendments are provided in this report.

BACKGROUND

The EHON Major Streets Study is one component of the broader Expanding Housing Options in Neighbourhoods (EHON) work program. The EHON initiative responds to several 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, and existing services. Additionally, this study aims to introduce gradual, gentle intensification along these important corridors to transition between designated growth areas and the interior of neighbourhoods.

An interim report on the EHON Major Streets Study was heard at Planning and Housing Committee on July 5, 2022, which set out guiding principles for the Major Streets Study, a study approach, and an analysis of the relationship between the interior of neighbourhoods and those neighbourhood parcels that line the city's major streets. The interim report set out how the opportunities along the major streets corridors to expand neighbourhood housing options would be considered.

2023 Housing Action Plan

City Council adopted Housing Action Plan (HAP) priorities for the 2022-2026 term of Council in December 2022. In March 2023, the Planning and Housing Committee endorsed a work plan recommended by staff. HAP 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 HAP actions focus on: removing policy and zoning barriers to building housing; leveraging public lands to increase housing supply; preserving existing rental homes; supporting the development of a range of purpose-built rental homes (including market and non-market) through new and strengthened housing policies and programs; and supporting the community sector (including non-profit and co-op housing providers) to modernize and grow their stock.

The EHON Major Street Study, including the proposed Official Plan policy and zoning changes, comprises one of the 54 actions that form the Housing Action Plan. It will support the City's goal of accelerating the supply of housing within complete, inclusive and sustainable communities, by removing policy and zoning barriers to building housing. The new homes enabled by this strategy will contribute to the provincial housing target of 285,000 new homes in Toronto by 2031, and increase opportunities for ground-related homes across the city.

POLICY AND PLANNING 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 (“PPS”)

At the time of writing this report, the Provincial Policy Statement (2020) is in effect, and 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 came into effect on May 1, 2020 and includes enhanced policy direction intended to encourage an increase in the mix and supply of housing; promote opportunities for transit-supportive development; as well as the new term ‘housing options’; and directs planning authorities to permit and facilitate all housing options to meet the needs of current and future residents.

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 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.

The PPS includes policies affecting communities, such as:

- managing and directing land use to achieve efficient and resilient development and land use patterns;
- providing for an appropriate range and mix of housing options and densities to meet projected requirements of current and future residents;

- planning public spaces, recreation, parks, trails and open space to promote healthy, active communities;
- providing infrastructure and public service facilities in an efficient manner that prepares for climate change impacts and projected needs;
- supporting long-term economic prosperity; and
- supporting energy conservation, air quality improvements, reduced greenhouse gas emissions and preparation for climate change impacts.

The Ministry of Municipal Affairs and Housing has introduced a proposed change to the Growth Plan (2020) and the Provincial Policy Statement (2020), to combine these provincial policy documents into a single policy instrument, the Provincial Planning Statement. The outcome and policy implications of this initiative will not be known until later in 2023 at the earliest.

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) continues to provide a strategic framework for managing growth and environmental protection in the Greater Golden Horseshoe region, of which the City of Toronto forms an integral part.

Among the policies and objectives of the Growth Plan (2020) are:

- directing municipalities to make more efficient use of land, resources, and infrastructure to reduce sprawl, contribute to environmental sustainability and provide for a more compact built form and a vibrant public realm;
- directing municipalities to engage in an integrated approach to infrastructure planning and investment optimization as part of the land use planning process; and
- 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.

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. 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).

At the time of drafting this report, the Growth Plan (2020) remains as a relevant provincial plan, to which it is necessary to have Official Plan policies and Zoning By-law regulations conform. The Ministry of Municipal Affairs and Housing has introduced a proposed change to the Growth Plan (2020) and the Provincial Policy Statement (2020), to combine these provincial policy documents into a single policy instrument, the Provincial Planning Statement.

City of Toronto Official Plan

The City's Official Plan is founded on a growth management strategy which steers growth and change to some parts of the city, while generally limiting significant change in other areas. The Centres, Avenues, Mixed Use Areas, Regeneration Areas, Employment Areas and Institutional Areas absorb most of the anticipated increase in jobs and population.

The *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. A key objective of the Plan is that new development be sensitive, gradual and "fit" the existing physical character to respect and reinforce the general physical patterns in a *Neighbourhood*. Policy 4.1.5 further specifies that proposed development within a *Neighbourhood* will be materially consistent with the prevailing physical character of properties in both the broader and immediate contexts.

Neighbourhoods are primarily made up of low-density residential uses in low scale building types, including detached houses, semi-detached houses, duplexes, triplexes and various forms of townhouses, as well as interspersed apartment buildings that are no higher than four storeys. Parks, low scale local institutions, home occupations, cultural and recreational facilities and small-scale retail, service and office uses are also provided for in *Neighbourhoods*. The potential for additional density along major streets is included in Policy 3 of the *Neighbourhoods* policies, requiring a Zoning By-law Amendment to be able to develop beyond the prevailing physical character of the geographic neighbourhood.

As part of the Official Plan review process initiated in 2011 and in consultation with the public, Council adopted revised Official Plan policies related to the *Neighbourhoods and Apartment Neighbourhoods* designations through Official Plan Amendment 320 (OPA 320). These policies were adopted by Council on December 9, 2015, and modified and approved by the LPAT on December 7, 2018, following several appeals.

Modified policies related to *Neighbourhoods* in OPA 320 require development proposals respect and reinforce the existing physical character of each geographic neighbourhood, with reference to characteristics including prevailing heights, massing, scale, densities, and dwelling types of nearby residential properties. The policies also contemplate more intense development on major streets, and provide more flexible criteria for infill development on atypical lots such as school sites, among other policies.

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 although not directly subject of policy. Instead, Major Streets a reference point in a number of other 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.

Section 2.3.1 Healthy Neighbourhoods recognizes 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. These neighbourhoods are recognized as those needing specific consideration to improve access to services and transportation options, or upgrade buildings.

Housing policies in Section 3.2 of the Official Plan state that "a full range of housing, in terms of form, tenure and affordability, across the City and within neighbourhoods, will be provided and maintained to meet the current and future needs of residents." This includes ownership and rental housing, affordable and mid-range rental and ownership housing, social housing, shared and/or congregate-living housing arrangements, supportive housing, emergency and transitional housing for homeless people and at-risk groups, housing that meets the needs of people with disabilities and housing that makes more efficient use of the existing building stock.

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-up apartments no higher than four stories. The policies for neighbourhoods seek to maintain their existing scale, character and built form and encourage new development to reflect and respect the established lot fabric and densities in these areas.

Most policies in Chapter 4 discourage the overall intensification of housing in *Neighbourhoods*. Policy 4.1.7 discourages intensification of land on major streets in *Neighbourhoods*, except when having regard to the form of development and the relationship to adjacent development in the *Neighborhood* as outlined in policy 4.1.5. This restrictive policy hinders opportunities to add gentle density along the boundaries of the *Neighbourhoods*, and does not support change in built form. Despite this, policy 4.1.5 does recognize that there is a contextual difference between properties in the interior of *Neighbourhoods* and those along major streets.

Policies 4.1.6 and 4.1.7 address the circumstances in which additional intensification may be considered along major streets in *Neighbourhoods*. Policy 4.1.6 distinguishes *Neighbourhoods*-designated properties on major streets from those properties within the interior of *Neighbourhoods*. This policy directs consideration of prevailing building types when assessing development applications in the interior of the *Neighborhood*, to not include those established developments that are of a more intense scale along major streets. Additionally, policy 4.1.7 states that "Proposals for intensification of land on major streets in *Neighbourhoods* are not encouraged by the policies of this Plan" but concedes that more intense built forms may be considered, in the context of policy 4.1.5.

The EHON studies completed to date (laneway and garden suites, and multi-plexes) now permit these uses in the Official Plan and zoning. These additional residential permissions have been added through Site and Area Specific Policies, adding these permissions to the policies of Chapter 4 of the Official Plan. On May 10, 2023, City Council adopted the Official Plan amendment to permit multi-plexes in *Neighbourhoods* citywide. On February 2, 2022, City Council adopted the Garden Suites Official Plan amendment, and on July 16, 2019, City Council adopted the Official Plan amendment to permit Laneway Suites across the city.

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 and applies to most of the City of Toronto. A final order issued by the Ontario Land Tribunal on November 30, 2022, concluded outstanding appeals to the regulations in the by-law's Residential Zone Category.

Chapter 10 of the city-wide Zoning By-law, the Residential Zone Category implements the policies of the *Neighbourhoods* designation of the Official Plan. This zone category applies to all lands, uses, buildings and structures in the Residential Zone category. The Residential Zone category permits uses generally associated with the *Neighbourhoods* designation in the Official Plan. This zone category includes a range of residential zones including the Residential (R) Zone, Residential Detached (RD) Zone, Residential Semi-Detached (RS) Zone, Residential Townhouse (RT) Zone, and the Residential Multiple (RM) Zone. Each zone is categorized by residential building type permissions:

- Residential (R) Zone permits a broad range of low-rise residential building types, including detached houses, semi-detached houses, townhouses, duplexes, triplexes, fourplexes and apartment buildings.
- Residential Multiple (RM) Zone permits detached houses, semi-detached houses, duplexes, triplexes, fourplexes and apartment buildings, however, townhouses are not permitted.
- Residential Townhouse (RT) Zone permits townhouses, duplexes, triplexes, and fourplexes, as well as detached and semi-detached homes.
- Residential Semi-Detached (RS) Zone permits duplexes, triplexes, fourplexes, semi-detached and detached houses.
- Residential Detached (RD) Zone permits duplexes, triplexes, fourplexes, and detached houses.

The Residential zones in Zoning By-law 569-2013 were introduced to create a consistently applied zoning by-law that maintained as many of the existing permissions from the former municipalities that amalgamated into the City of Toronto. The residential zones generally include standard regulations that address permitted uses, permitted building types, permitted number of dwelling units, lot size, density, lot coverage, and a range of built-form standards that include height, setbacks, building depth, building length, and soft landscaping.

The EHON initiative is providing an opportunity to prioritize built form of residential buildings rather than distinguishing neighbourhoods based on building type. The Major Streets study is contributing to this change to permit equitably applicable housing options to be built across Toronto's Neighbourhoods.

Urban Design Guidelines

The Townhouse and Low-Rise Apartment Guidelines were adopted by City Council on March 26, 2018. These guidelines were developed to provide clear direction, with a degree of flexibility, on urban design considerations to support implementation of Official Plan policy, to assist in achieving good design outcomes for townhouses and low rise apartment development applications across the city. Townhouse and low-rise apartment buildings have been a common building type in Toronto for most of the city's history. While the approach to designing and developing these different building types has changed over time, these building types continue to provide housing options between single detached and semi-detached homes and more intensive building types in Mixed Use and Growth Centres of the city.

The Guidelines apply to the specific building types, and can be applied in the Neighborhoods and Mixed Use land use contexts of the Official Plan. The flexible applicability of the Guidelines has promoted a consistent approach to design issues, while also allowing for flexibility in their application across Toronto, the described building types, as well as across lot size and surrounding contexts. The Guidelines are to be read together with, and help implement the relevant Official Plan policies, including Secondary Plans and Site and Area Specific Policies, as well as other applicable regulations, policies and guidelines.

The Mid-Rise Building Performance Standards were adopted by City Council on July 6, 2010. These guidelines introduced urban design guidance for mid-rise buildings on Avenues. The Mid-Rise Building Performance Standards Addendum adopted by City Council on April 20, 2016, expanded the applicability. The Addendum introduced additional performance standards applicable to Mixed Use, Employment, Institutional or some Apartment Neighbourhoods where the existing built form context supports mid-rise development, among other criteria.

Unlike the Townhouse and Low-Rise Apartment Guidelines, the Mid-Rise Building Performance Standards are not intended to apply to *Neighbourhoods* areas. Instead, these guidelines address building typologies for Mixed-Use areas and those portions of major streets that have been identified as Avenues as part of the Urban Structure of the Official Plan. These guidelines provide an important reference point to frame the scale, built form and design considerations which have guided many of the EHON Major Streets Study recommendations.

MAJOR STREETS STUDY AND ANALYSIS

Research and analysis for the Major Streets Study has required in depth consideration of many topics, ranging from policy analysis to physical analysis of the major streets, and including review of tree planning requirements and financial feasibility analysis of

the proposed building types across Toronto. A summary of this work is found below, with the details of the research and findings included in Attachments 3 and 4 of this report.

Opportunity Areas

Opportunity Areas -- representative segments of the *Neighbourhoods* designated major streets -- were selected as part of the physical analysis of the overall city. Each Opportunity Area (OA) was analysed for its length, the range of planned right-of-way widths, existing zoning and area zoning permissions, lot sizes and depth, residential building types, potential heritage assets, transit service levels, and current parking permissions along these portions of the major streets. Additional information about this review is found in Attachment 3. A map of the Opportunity Areas can be found as Attachment 6.

Major Streets and Neighbourhoods

The *Neighbourhoods* designated parcels along Map 3 major streets, which are the focus of this stream of the EHON initiative, are as much a part of the geographic neighbourhood that surround them as they often form the boundary of their neighbourhoods. These portions of the *Neighbourhoods* have been considered for providing transition between the centre of the neighbourhood and nearby growth areas, such as Avenues, reflecting the local development pattern and often different lot fabric while being recognized as having more opportunity for density. Additional information about this review is found in Attachment 3.

Residential Zoning along Major Streets in Neighbourhoods

A review of the residential zoning along major streets in *Neighbourhoods* has been completed as part of this study. The location, frequency, and existing land use permissions in each of the Residential Zones have been reviewed, as has the relationship of the residential zones to the major streets and their planned right-of-way widths. The result of this review can be found in detail in Attachment 3.

Major Streets Planned Right-of-Way Analysis

As a part of the research, review of the relationship between land use policies and transportation considerations, including transit service and right-of-way build out, has been central to the development of the proposals in this report. For the purpose of the EHON Major Streets study, major streets analysis has included a review of the Planned Right-of-Way values both city-wide and by Planning District, as well as the proportion of *Neighbourhoods* designated parcels that line these streets, and at which planned widths. Additional information about this review is found in Attachment 3.

Townhouse and Low-Rise Guidelines Monitoring

At its meeting of June 11, 2021, Planning and Housing Committee received the Townhouse and Low-Rise Apartment Guidelines Monitoring report for information. The monitoring report provided early insight into the potential opportunities for introducing townhouse and small-scale apartment buildings permissions into the *Neighbourhoods* along major streets. The Townhouse and Low-Rise Apartment Guidelines have provided the design foundation for the EHON Major Streets Study Urban Design work, described below. Additional information about this review is found in Attachment 3.

Sustainability and Tree Canopy Protection

As part of the EHON Major Streets Study internal consultation, meetings with the SIPA Environment Section, as well as staff from Parks, Forestry and Recreation, to discuss the issues of sustainable building practices, tree canopy protection, spatial requirements for green infrastructure and other climate change and sustainability considerations.

Research and design work has been undertaken to inform zoning regulations for soft landscaping, canopy protection, as well as how to achieve lower carbon townhouse and small scale apartment building development. Tree protection and support for tree planting is proposed to be undertaken through the use of minimum setbacks and landscaping standards based on required soil volumes, as determined through discussions with Urban Forestry and the Environment Section of SIPA. Setback requirements will be supported through site plan approvals, and the requirement for submission of Soil Volume Plans as part of a complete application.

Building Height Permissions

Review of permitted building heights has been central to exploring opportunities for expanding housing options in the *Neighbourhoods*. The Mid-Rise Building Performance Standards (Mid-Rise Guidelines) introduced a context appropriate height regime that was tied to the Planned Right-of Way (PROW) widths of those major streets on Map 3 that are Avenues. Planned Right-of-Way widths have been a consideration for proposed height permissions within the Major Streets study in addition to *Neighbourhoods* context. Additional information about this review is found in Attachment 3.

Urban Design

The Urban Design component of the EHON Major Street Study has been undertaken in three phases: background research, physical analysis, and rear facing lot condition analysis. This aspect of the study ensures that the proposed developments contribute positively to the neighborhood's identity, sustainability, and overall appeal and fit within the larger vision of the EHON Major Streets Study. Additional information about this review is found in Attachment 4.

Financial Feasibility Analysis

A Financial Feasibility Analysis is being undertaken as part of the Major Streets Study to review the potential for townhouse and small-scale apartments to be introduced on parcels along major streets (Map 3 of the Official Plan). This analysis will assist in evaluating the proposed residential built form to determine current and future viability of the proposed changes along major streets in *Neighbourhoods*. Additional information about this review is found in Attachment 3.

Housing Opportunities on Major Streets

The City's growth pattern and physical structure will continue to evolve generally around a city of three scales of development – low, mid and tall – along with consideration of such matters as transition between these areas, the design and amenity of the public realm, an increasingly mixed land use, and enhancement of hard and soft infrastructure to achieve complete communities that support local and daily living.

Toronto's major streets offer an opportunity for intensification and housing provision that is different from other opportunities for gentle intensification that EHON initiatives have investigated. These streets have been recognized in the Official Plan in Policy 4.1.3 (*Neighbourhoods* policies) as a location where development distinct from the prevailing physical character of the geographic neighbourhood could be permitted. It is clear, however, that *Neighbourhoods* intensification is not intended to reach the level in Growth Areas, or other areas of the city designated for more growth. The Major Streets study has addressed those parcels of land which line the major streets corridors, as shown on Map 3 of the Official Plan.

Recent permissions for laneway suites, garden suites, and multiplex buildings have reflected a low-scale built form generally compatible with the existing built form context of detached and semi detached houses in many of Toronto's neighbourhoods. In comparison, the intensification opportunity on major streets is for townhouses and for small-scale apartment buildings up to 6 storeys in height and containing up to 30 dwelling units. This built form exceeds the prevailing building types of the interior of Toronto neighbourhoods, but is compatible with the physical context created by the major road infrastructure, the services more directly available, and the enhanced connectivity major roads offer.

To accommodate growth in Toronto, the majority of the development has been in Urban Growth Centres and along Avenues, built as mid-rise and tall towers, and most often developed for condominium ownership. Low-rise or ground-oriented dwelling units have been developed, or introduced through re-development of neighbourhoods, but at a slower rate, producing fewer new units over the same time. Through consideration of additional height, massing, and density in *Neighbourhoods* along major streets, that have locally oriented retail or service component (small store, local service), townhouses and small-scale apartment buildings may be introduced into the neighbourhoods of Toronto, providing an additional range of housing opportunities.

Proposed Official Plan Amendment

The draft amendment is included as Attachment 1. The proposed changes to the Official Plan are intended to introduce policies, and non-policy text, that will:

- Apply to those portions of the *Neighbourhoods* that line the Map 3 major streets;
- Recognize the relationship of major streets to *Neighbourhoods* through a new sidebar;
- Permit intensification on major streets beyond the prevailing building types and lot patterns of the immediate geographic neighbourhood;
- Permit townhouse and small scale apartment buildings along major streets;
- Permit increased height for these built forms;
- Permit limited lot assembly to facilitate this new built form;
- Encourage improvements to the pedestrian connectivity;
- Limit and consolidate vehicle access (i.e., the number of driveways) from new development;
- Introduce a new approach, and related development criteria, to permit redevelopment, and reorientation, of rear facing lots; and
- Limit the size and location of small scale neighbourhood retail and local services when redeveloping rear-facing lots.

By amending the Official Plan through the addition of a series of new, geographically limited, policies, those policies that apply to the interior of neighbourhoods remain unaltered.

Through the Major Streets OPA, a new sidebar is proposed to be introduced to Chapter 4. The proposed sidebar provides an explanation of the context of major streets in the *Neighbourhoods* context. As noted above, major streets are not the direct subject of any policy; the proposed sidebar introduces the major streets into the Official Plan.

New non-policy text is proposed as the introduction to a new section of the Official Plan, titled “Properties along Major Streets in *Neighbourhoods*”. This non-policy text speaks to the specific context and intended intensification provided by the properties located along the major streets. This text also recognizes the 2022 EHON Local Commercial OPA which introduced neighbourhood retail and local commercial permissions, and provides some context for these uses in relation to the new major streets policies to follow.

Four new policies are proposed for Chapter 4 to permit gentle intensification along the major streets:

- The proposed new policy 7 replaces a policy that discourages intensification on *Neighbourhoods* major streets.
- Policy 12 is proposed to introduce direct permission for buildings that differ from the building types and density of the established, interior of the adjacent geographic neighbourhood. By permitting the parcels along the major streets to have greater density, and vary the lot pattern, townhouses and small scale apartment buildings will be enabled on major streets. This policy creates a clear differentiation between

the physical character of those parcels along the boundaries of geographic neighbourhoods and those in the interiors of the neighbourhoods.

- Policy 13 proposes development criteria that are intended to apply only to those parcels that line the major streets of the *Neighbourhoods*. This policy recognizes the need to establish expectations for setbacks and privacy, as well as encourage screening of service, garbage and parking areas, and generally respect and reflect the neighbourhood as much as possible. This policy is focused on the development of parcels fronting onto and flanking the major streets.
- Policy 14 proposes development criteria in relation to rear facing lots, and provides new permissions for these parcels to be reoriented, assembled and intensified. This policy also recognizes and reflects the established neighbourhood heights, active residential frontages along the local street, establishes expectations for setbacks, neighbourhood scale retail and services, and improvements to pedestrian connectivity with the major street. As discussed earlier, the Major Streets Study has explored the policies, regulations, servicing requirements, parking requirements, transit service levels and development criteria related to the *Neighbourhoods* reverse frontage lots. Additional information about rear facing lots and their analysis is in Attachments 3 and 4.

Implementation of these policies is proposed to be undertaken through a zoning by-law amendment to Zoning By-law 569-2013, to be introduced concurrently with the OPA. Additional information related to these policies and the proposed change to the boundaries of the *Neighbourhoods* may also be supported through the revision of the Low-Rise Guidelines to include the major streets permissions resulting from this Study.

Proposed Zoning By-law Amendment

The proposed Zoning By-law Amendment (Attachment 2) is a draft by-law amendment that contains a range of requirements and criteria to guide development of townhouse and small scale apartment buildings along major streets in the *Neighbourhoods*. The draft amendment includes regulations to address the location, form, and scale of townhouse and small scale apartment buildings in this context. The proposed amendment introduces townhouses and small scale apartment buildings into all Residential zones where these building types are not currently permitted, while applying many of the current built form standards to promote a neighbourhood scale and fit within the existing context.

The following sections describe the elements of the proposed zoning by-law amendment, with summaries of the rationale to create the regulations, based on existing zoning regulations for these building types, and urban design work. The proposed regulations allow for the expansion of permissions for townhouses and small scale apartment buildings along major streets in the *Neighbourhoods* of Toronto.

While the following identifies townhouse and small scale apartment buildings by type, experience has shown that the actual designs of these building types will continue to

evolve. The use of these terms is for zoning convenience, not to imply a specified design solution.

Townhouse Permissions

Zoning By-law 569-2013 permits townhouse buildings to be developed in Residential (R) and Residential Townhouse (RT) zones. This building type has been part of the Toronto housing landscape for generations, providing a ground oriented housing option throughout the Former City of Toronto, through permissions continued in the R zone, and in all other Planning Districts on a more limited basis through the introduction of the RT zone. These distinctions are part of the practice of separating *Neighbourhoods* areas by built form permissions, limiting where more dense, ground oriented development, such as townhouses, can be built.

The proposed zoning by-law amendment is adding permissions for townhouses to the RD, RS and RM zones across the city. Permissions for townhouses are being added in Chapter 1, by adding townhouse permissions specific to lots abutting a major street, in Regulations 1.40.10.(3)(B), (C), (D), and (E). Additionally, permissions for this building type, on those lots abutting a major street, is also being added into each zone in the Residential Zone Category in Sections 10.20.20.40 (RD zone), 10.40.20.40 (RS zone), and 10.80.20.40 (RM zone). None of these additional permissions modify existing permissions in these zones, only serving to expand the types of buildings that can be built in these portions of the *Neighbourhoods*.

Small Scale Apartment Buildings Permissions

Zoning By-law 569-2013 permits residential scale apartment buildings to be developed in Residential (R) and Residential Multiple (RM) zones. Small apartment buildings are permitted in the *Neighbourhoods* of the Former City of Toronto, in the R zone. The RM zone applies to many fewer lots across the city, in small clusters, in the areas outside of the Former City of Toronto, limiting where this building type could be developed. As with townhouse permissions, these moderate density building types have been restricted to specific built form based zoning, which is proposed to be changed through the EHON Major Street Study.

The proposed zoning by-law amendment is adding permissions for small scale apartment buildings to the RD, RS and RT zones across the city. Permissions for small scale apartment buildings are being added in Chapter 1, by adding apartment building permissions specific to lots abutting a major street, in Regulations 1.40.10.(3)(B), (C), (D), and (E). Additionally, permissions for this building type, on those lots abutting a major street, is also being added into each zone in the Residential Zone Category in Sections 10.20.20.40 (RD zone), 10.40.20.40 (RS zone), and 10.60.20.40 (RT zone). None of these additional permissions modify existing permissions in these zones, only serving to expand the types of buildings that can be built in these portions of the *Neighbourhoods*.

Built Form Standards

To add built form standards for townhouses and small scale apartment buildings consistently across the Residential Zones, the proposed regulations draw from existing regulations for each built form in the Residential zones in which they are currently permitted, as well as from the Townhouse and Low-Rise Apartment Guidelines, the Midrise Buildings Performance Standards, and the Bayview Townhouse Design Guidelines. The built form standards that are found in the R, RT and RM zones were reviewed and generally introduced, as needed, to provide built form standards for townhouses and small scale apartment buildings in the RD and RS zones, and made consistent through the introduction of otherwise not-permitted townhouses or apartment buildings in the RT and RM zones.

Lot Frontage, Lot Area and Dwelling Unit Width

Existing minimum lot frontage and lot area requirements are proposed to remain the same apart from townhouses in zones that do not currently permit this building type (RD, RS and RM zones). The same permissions that regulate the lot frontage, lot area and dwelling unit width of townhouses in the R and RT Zone will generally be applied to townhouses on lots abutting major streets across all zones.

These permissions include a minimum 6 metre individual frontage and townhouse dwelling unit width of 6 metres for townhouses with a front driveway, and 5 metres for townhouses without a driveway. The intent of this regulation is to support the provision of front yard soft landscaping and active ground floor uses for townhouse units that typically have narrower frontages than other residential building types.

Building Height Permissions

The proposed zoning by-law amendment introduces regulations in relation to building heights in a consistent way across the residential zones. Townhouse building heights as found in the RT zone are proposed to be introduced into the RD, RS and RM zones. This harmonizes the townhouse height permissions in *Neighbourhoods*, along major streets, city-wide.

Apartment building height permissions are proposed to be added that set a maximum height of 6 storeys on the subject *Neighbourhoods* lots. This approach is based on the building height analysis and Urban Design modelling work that has been described in other sections of this report. Additional information about this review is found in Attachment 3.

Dwelling Unit Count

The proposed zoning by-law amendment would allow apartment buildings abutting major streets to contain a maximum of 30 dwelling units across all residential zones. This number was supported by modelling an apartment building with the proposed built-form performance standards set out in this report and accommodating the arrangement

of a double-loaded corridor. Additionally, buildings with 30 dwelling units or less are not subject to loading requirements.

Harmonizing amendments for dwelling unit count are also proposed. Some neighbourhoods within the R and RM zones are subject to a limit on the maximum number of units on a lot denoted through a “u” value on the Zoning By-law Map. The proposed amendments will remove this restriction for apartment buildings on lots abutting major streets in such neighbourhoods so that regulations are consistent across the city.

Building Length, Depth and FSI

Taken together, building length and depth provisions regulate the length and location of a residential building on a lot. Building length encompasses the entire length of a building and is measured from the front main wall, whereas building depth is measured from the minimum required front yard setback. These regulations complement other built-form performance standards by ensuring that new development within a neighbourhood maintains consistency in terms of scale and alignment and the provision of ample rear yard open space to support amenity areas, soft landscaping, tree planting and separation distances between adjacent buildings.

The zoning by-law amendment proposes apartment buildings abutting lots on major streets will generally have a maximum permitted building length and depth of 25 metres and 27 metres, respectively. These permissions will accommodate the arrangement of a double-loaded corridor and are supported by modeling that incorporates the other proposed built-form standards, particularly minimum front and rear yard setbacks, to ensure adequate open space and separation distances are maintained.

Staff are also proposing to permit additional building length and depth beyond 25 metres and 27 metres, respectively, provided the additional building footprint is setback a minimum of 7.5 metres from each of the side lot lines. This approach is similar to an existing regulation in the RD Zone that does not regulate building length and depth of residential buildings on lots with wider frontages, provided larger side yard setbacks are maintained.

The amendment also proposes exempting floor space index (FSI) regulations for townhouses and apartment buildings on lots abutting major streets. FSI is used to regulate the density of a building relative to lot size and is expressed as a ratio of a building’s gross floor area to the lot area. FSI was carried over from former zoning by-laws and does not apply to many parts of the city. Exempting the use of FSI and taking a more form-based approach to regulating buildings through other key performance standards was adopted through the Multiplex Zoning By-law on the basis that it will be more responsive to individual contexts and provide greater consistency in built form.

Setbacks and Landscaping

With the introduction of new building types—townhouses and apartment buildings—new setback and landscaping regulations will be introduced to lots abutting major streets across all zones. Front, rear and side yard setback provisions, in conjunction with building height, are the key performance standards that regulate the overall mass a building to ensure that, scale, separation distances between buildings and patterns of open space within neighbourhoods are maintained.

Existing front and rear yard setback zoning standards will largely remain the same. New apartment buildings and townhouses will be subject to existing front yard setback averaging, that is, taking the average front yard setback of the abutting properties to determine the minimum required front yard setback for a new building. The intent of this regulation is to ensure that new buildings are relatively aligned with one another to maintain a consistent streetscape and patterns of front yard open space. A proposed rear yard setback of 7.5 metres will also be applied. This is a standard regulation that exists across most residential zones and the Townhouse and Low-Rise Apartment Building Guidelines.

The proposed amendment will introduce new side yard setback regulations to accommodate a scale of apartment building up to 6-storeys. These regulations are informed by modelling and existing regulations in the R zone that already permits apartment buildings. The standard minimum side yard setback will be 5.5 metres with permissions to reduce the setback to 3 metres on corner lots 1.8 metres if the side main wall only contains secondary windows.

With the introduction of more intensive building types in neighbourhoods situated along major streets, soft landscaping provisions are vital in achieving a healthy balance between the built and natural environment. Ample soft landscaping requirements will support on-site stormwater management, tree preservation and robust planting, and provide an opportunity for outdoor amenity area that may serve the residents of the building. Existing low-rise residential zones regulate front and rear yard landscaping separately, whereas the amendment proposes soft landscaping be regulated on an entire lot basis for apartment buildings as is currently done in the Residential Apartment zones.

Dropoff, Pick-Up and Delivery Areas, Driveways and Parking

The introduction of more intensified built form such as townhouses and apartment buildings on major streets may increase the need for short-term parking of vehicles to accommodate passenger pick-up and drop-off or food and package delivery. The proposed amendment introduces the requirements for these spaces to be provided, on site, as part of the development of small scale apartment buildings in *Neighbourhoods* along major streets.

To further address considerations of vehicle access onto these lots and to encourage a condition that minimizes vehicle and pedestrian conflicts in the major street public realm, the proposed zoning by-law amendment includes a regulation to require vehicle access to be from a laneway, if one exists. Additionally, for those lots that are on a

corner, and do not abut a lane, or for reverse frontage lots, that the driveway access be provided from abutting streets which are not the major street. The amendment does not otherwise propose to alter existing driveway standards in the residential zones.

No change is being proposed to existing zoning requirements for parking, and all Urban Design modelling has been done to include parking to ensure that it can be included onsite, should a development proposed include it.

CONSULTATION

The EHON project teams conducted 17 community and stakeholder consultation events between February 7 and May 9, 2022, (as shown in the EHON Major Streets Interim Report, July 5, 2022) all of which provided opportunity for participants to comment on the EHON Major Streets Study. This early consultation provided the Major Streets study with useful input during study refinement, and the initial stages of research and analysis. 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.

Following a period of analysis of existing land use permissions, built form analysis, and lot fabric review, discussion of the Major Streets Study and the work being undertaken began a series of ongoing collaboration with commenting divisions of City Planning, Engineering and Construction Services, Transportation Services, Toronto Water, among others. This internal consultation has contributed to the Major Streets Study, providing advice about opportunities and challenges to introducing a change to the permitted building types in the city's *Neighbourhoods*.

Consultation with City staff in Engineering & Construction Services, Toronto Water, as well as Transportation Services, have assisted in providing the major Streets study team with information on infrastructure and servicing opportunities and constraints in the *Neighbourhoods* of the city. Questions of infrastructure capacity of services like water, sewers, parks, recreation programs, and schools have been raised throughout the EHON engagement. Coordination with these groups will continue to maintain communication about this study.

Prior to reporting on the recommended Official Plan and zoning by-law amendments, staff will continue to consult with divisional partners such as Toronto Water and Parks, Forestry, and Recreation to ensure that the potential incremental growth resulting from these policies can be accommodated.

Proposed 2023 Consultation and Engagement Program

Staff are proposing to undertake community and industry consultation through the month of October 2023. This consultation program will consist of the following events, and opportunities for the public, local stakeholders, development industry representatives, and equity deserving groups to provide their input:

In-person Consultation Events:

Four in-person, drop in events are proposed to be held in each Planning District, at City Hall as well as in the Etobicoke, North York and Scarborough Civic Centres, and at City Hall. These sessions will provide an opportunity for the EHON Major Streets Team to be available to present the project and answer questions in person. These events will include background information, information about and drafts of the Official Plan and Zoning By-law Amendments, demonstration of the Urban Design modelling, and the ability to respond to the Major Streets Survey and provide comments.

Toronto-wide Virtual Events

Two webinars are proposed to be held, on October 25, 2023. These virtual consultation events will provide an opportunity for a project overview, and introduction to the EHON Major Streets Study, provide a project overview, introduce the Official Plan and Zoning By-law Amendments, discuss and demonstrate the urban design modelling, and provide an opportunity for Q&A.

Webpage and Online Survey

Additionally, the EHON Major Streets webpage is to be updated with all of the materials necessary for those that are interested but that may not be able to attend on of the 5 consultation events, to be able to review all of the materials, and provide input through an online survey.

The webpage will have summary documents outlining the key considerations, the draft amendments and provide enough information for informed input to be provided by participants. The survey is intended to be live, and available for use to provide input on the proposals, from October 1 to November 10, 2023. A summary of the consultation events is Attachment 6.

CONCLUSION

The EHON Major Streets study addresses a relatively small proportion of the city's *Neighbourhoods* area. Despite this, the benefit to the city's neighbourhoods, and the opportunity this initiative will provide to those wishing to live in a small scale neighbourhood home, is an important addition to the mosaic of increased housing land use permissions that are being facilitated by the EHON and other Housing Action Plan initiatives. The proposed amendments will open up over 31,000 lots to further potential for housing along major streets in *Neighbourhoods*.

The proposed Official Plan and Zoning By-law 569-2013 Amendments discussed and included in this report will be consulted on, and developed further to arrive at a planning policy framework that supports the introduction of townhouses and small-scale apartments in *Neighbourhoods* along major streets in Toronto. Based on direction from the Planning and Housing Committee, the Major Streets team will continue its analysis

and consultation through Q3-Q4 2023, based on direction provided by the Planning and Housing Committee, targeting final recommendations in early 2024.

CONTACT

EHON Major Streets Project Co-Leads:

Brooke Marshall, Senior Planner, Zoning Section

Tel: 416-397-4075; Email: brooke.marshall@toronto.ca

Samuel Baptiste, Senior Planner, Transportation Planning,

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: Proposed Official Plan Amendment
Attachment 2: Proposed Zoning By-law 569-2013 Amendment
Attachment 3: EHON Major Streets Study and Analysis
Attachment 4: EHON Major Streets Urban Design
Attachment 5: Major Streets Maps (Planning Districts)
Attachment 6: Opportunity Areas Map
Attachment 7: Residential Zoning Changes
Attachment 8: Consultation Events Summary