

Study Approach

The EHON Major Street Study is a land use study, focusing on the introduction of new housing options on properties that abut the Official Plan Map 3 Major Streets, and that are located in *Neighbourhoods* designated areas.

The following is a description of the approach taken to analysis of the outcomes of a review of the areas subject to this study, including analysis of the physical context of all *Neighbourhoods* properties along the Map 3 Major Streets which are found outside of growth promoting policy areas (Urban Centres, Avenues, MTSAs, PMTSAs, and Secondary Plans). The findings are being provided to clearly establish the physical context of the study, the planned right-of-way widths of the major streets, as well as descriptions of the 12 Opportunity Areas used to act as the basis of the urban design analysis and modeling shown in Attachment 4.

The study has included analysis of the following physical and policy contexts of those lots abutting the Map 3 major streets:

Opportunity Areas to permit area specific reviews and to provide context for Urban Design modelling. These areas have provided opportunities for close review of representative sections of major streets in *Neighbourhoods*;

Major Streets and Neighbourhoods to review the relationship between the *Neighbourhoods* designated areas and major streets. This section describes the policy context of this part of the major streets and provides an overview of the relationship of *Neighbourhoods* land use permissions to major streets

Residential Zoning along Major Streets in Neighbourhoods to analyse the Residential Zones, their distribution, the frequency of applicability, and the permissions relevant to the major streets. The analysis has shown that the majority of the properties along major streets in *Neighbourhoods* are zoned either Residential (R) or Residential Detached (RD);

Major Streets Planned Right-of-Way Analysis to review the physical and planned characteristics and scale of the roads that are the major streets. The analysis undertaken shows the distribution of *Neighbourhoods* properties by Planned Right-of-Way (PROW) widths, by planning district, as well as the relationship of the PROW to general transportation road classifications for context;

Townhouse and Low-Rise Apartment Guidelines Monitoring Report Review to understand work that has been completed and informs the EHON Major Street study. This previous monitoring work provides information and context about the impact of the Guidelines on applications for low-rise developments in *Neighbourhoods*;

Building Height Review to review existing height permissions in use for new development along major streets. The review provides a discussion of proposed maximum heights for townhouses and small-scale apartment buildings, as well as analysis of a potential building height to Map 3 planned right-of-way widths in *Neighbourhoods* along major streets;

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Sustainability and Tree Canopy Protection to review sustainable building practices, tree protection, spatial requirements for green infrastructure and other climate change and sustainability considerations;

Urban Design Study to review the design considerations, zoning regulations, applicable and relevant Urban Design Guidelines and develop proposed built form guidance for the Major Street study. The details of the demonstration modeling and recommendations are found in Attachment 4.

Financial Feasibility Analysis to undertake analysis of the proposed building types and zoning permissions in relation to the financial opportunities and limitations associated with this form of development in Toronto. The results of this analysis will be provided as part of the Final Report on the EHON Major Streets Study.

Opportunity Areas

The study has reviewed 12 Opportunity Areas (OAs), three from each Community Planning District. The Opportunity Areas are representative segments of the *Neighbourhoods* designated major streets, They provide case study areas for the planning analysis and urban design modeling to inform the development of the proposed Official Plan and Zoning By-law amendments and built form proposals.

The opportunity areas were chosen to provide a representative collection of major streets that have a range of right-of-way widths, proportion of parcels with varying lot orientations (fronting, flanking, reverse lot), and a variety of adjacent land use permissions as influencing factors. The map of the Opportunity Areas is attached to this report as Attachment 6.

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.

Major Streets and Neighbourhoods

The *Neighbourhoods* designated parcels along the major streets that are shown on Map 3 are a part of the geographic neighbourhoods that surround them and also typically form the boundary of their neighbourhoods. These portions of the *Neighbourhoods* may provide an area of transition between the centre of the neighbourhood and nearby growth areas, such as *Avenues* and *Mixed Use areas*.

Neighbourhood designated portions of major streets form a small proportion of the lands fronting onto major streets across the city. Major streets represent approximately 1,217.5 km of roadway (Map 3 of the Official Plan), equal to 2,435 km of frontage. Approximately 10% of this frontage comprises properties designated Neighbourhood (250 km).

The major streets of Map 3 are a collection of streets in Toronto that both serve as points of orientation for policy and land use permissions, and as the main transportation

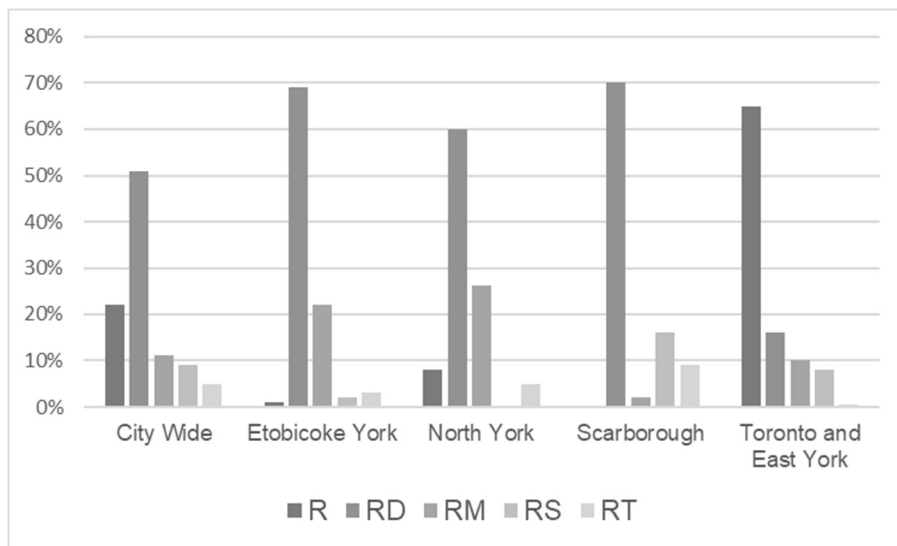
corridors through the city. These corridors provide access, facilitate movement of people and goods, and connect all of the land use types and permissions across the city and beyond. The lands that comprise these roads do not have a specific, applicable land use designation and no applicable zoning.

Neighbourhoods policies in the Official Plan provide permission for additional intensification under specific circumstances along Major Streets. In contrast to *Neighbourhoods* properties in the interior of a neighbourhood, major streets provide an opportunity to consider additional built form permissions which would build upon the new Multiplex permissions. *Neighbourhoods* designated areas along major streets may help balance intensification options with other strategies by broadening the City's housing "tool kit" while taking into account the more limiting policy context in the interior of neighbourhoods. Proximity to transportation and services has been a defining aspect of policy that has directed intensification to Major Streets.

Residential Zoning along Major Streets in *Neighbourhoods*

The study examined and analyzed the distribution of various residential zones along major streets. 73% of *Neighbourhoods* parcels with Residential zoning along major streets city-wide have either R (Residential) or RD (Residential Detached) zoning. The distribution of applicable residential zones varies by Planning District. Both Etobicoke York and North York have a mix of the RD and RM (Residential Multiple) zones as the largest proportion of these parcels. By contrast, the large majority (70%) of subject properties in Scarborough District are zoned R, and the large majority (65%) in Toronto and East York District are zoned R.

Chart 1: Percent Applicable Residential Zoned Properties in *Neighbourhoods* along Map 3 major streets by Planning District



This analysis demonstrates that while each of the five residential zones are applicable city-wide, the majority of the properties to which this study applies are zoned either R or RD. This appears to be due to the significant number of R zoned properties in Toronto & East York Planning District. The other planning districts are all predominantly zoned RD

along the major streets. By permitting a greater variety of building types in all residential zones, the majority of properties in *Neighbourhoods* along major streets will be open to the development of a wider variety of housing options in these areas.

Major Streets Planned Right-of-Way Analysis

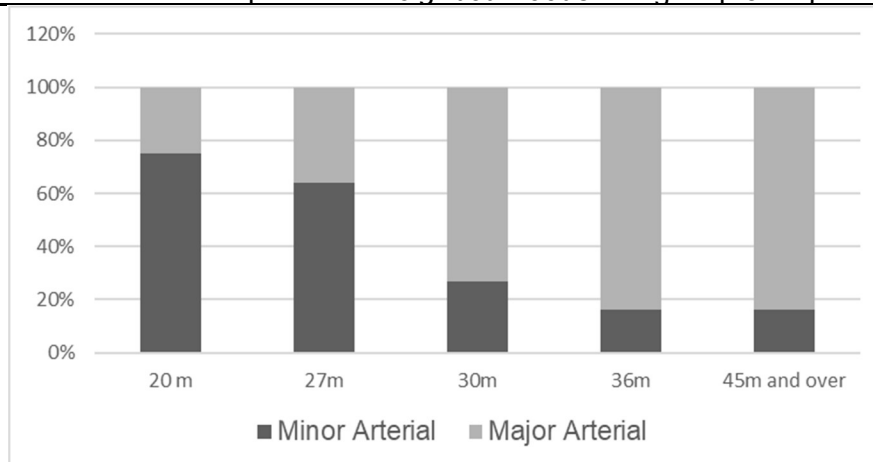
Map 3 identifies the major streets and provides the planned Right-of-Way widths of the major streets. The roads identified as major streets on Map 3 are generally classified under the road classification system as Major and Minor Arterials, although there are a small number that are classified as collector roads. For the purpose of the EHON Major Streets study, major streets analysis was undertaken to explore the long term physical context of the *Neighbourhoods* properties, as well as to gain an understanding of the anticipated physical change to the streets.

This analysis included a review of the Planned Right-of-Way widths (PROW) 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. These planned Right of way widths (PROWs) are the widths of the entire right-of-way including the travel lanes, bike lanes, and any other exclusive transportation areas, sidewalks, and the public realm. As such, these PROWs are the widths to which each street is intended to be built over time. Currently, many of the streets are not yet as wide as their PROW, and along the length of any of the major streets the existing right-of-way widths vary.

For context, for the lengths of major streets that are the subject of the EHON Major Streets study, the PROWs from Map 3 were compared to the road classifications of major and minor arterials to develop an understanding of the size, primary function, and access control considerations.

Chart 2 shows the relationship between the PROWs and the major streets classified as either minor or major arterials.

Chart 2: Map 3 Planned Right-of-Way Widths in Relation to Arterial Road Classification (Residential Zoned Properties in *Neighbourhoods* along Map 3 major streets)



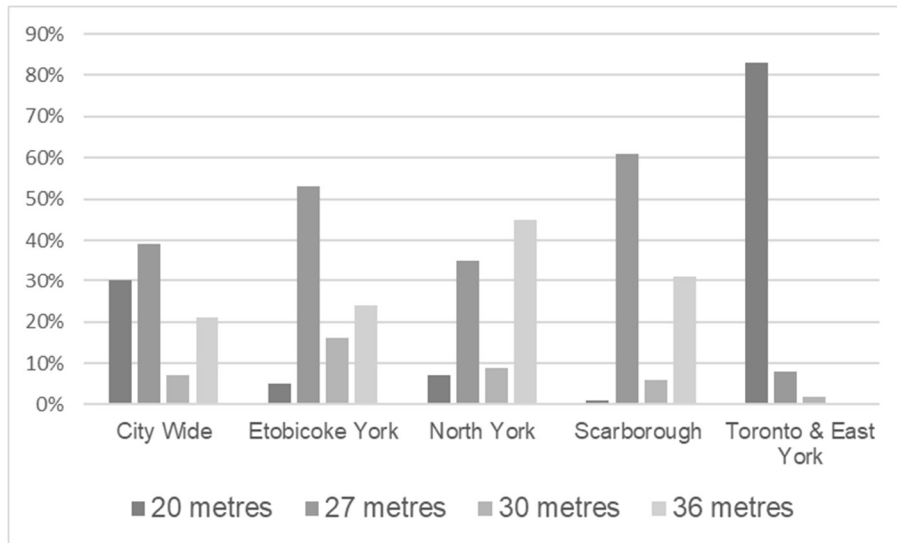
The planned right-of-way widths of the major streets are shown to be generally related to the road classification of these streets. Major streets planned to 20 and 27-metre ROWs tend to be classified as Minor Arterials, whereas those planned to be 30-metre

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ROW and larger tend to be classified as Major Arterials. There are many exceptions, however. As such, consideration of the PROWs in context will be important when considering the physical context of the major street in each neighbourhood.

Chart 3 shows the distribution of the PROWs city-wide and by Community Planning district, to assist in understanding the planned rights-of-way across Toronto.

Chart 3: Map 3 Planned Right-of-Way Widths in Relation to Planning District (Residential Zoned Properties in *Neighbourhoods* along Map 3 major streets)



The distribution of *Neighbourhoods* designated parcels in relation to the PROWs city-wide varies by Community Planning district in some interesting ways. City-wide, *Neighbourhoods* designated parcels along major streets are distributed roughly in thirds between major streets with planned ROWs of 20 metres, 27 metres and 36 metres. City-wide 90% of all *Neighbourhoods* parcels are found along major streets with PROWs of 20, 27 and 36 metres, but when the data is split into Community Planning Districts, a snapshot of the differences between those districts begin to emerge.

In the Toronto & East York District, nearly all (93%) of *Neighbourhoods* parcels are located on 20-metre PROW. In Etobicoke York, however, the PROWs are more varied. There are few PROWs of 20 metres, but nearly half of the major streets in *Neighbourhoods* have a PROW of 27 metres, with 30-metre and 36-metre PROWs making up another third.

In the North York planning district, over 70% of the major streets of this study have PROWs of 36 and 45 metres. Scarborough planning district has approximately 60% of their *Neighbourhoods* parcels along major streets with a 27-metre PROW, and approximately 30% with a 36-metre PROW.

Major streets analysis has also included review of the relationship of land use permissions through residential zoning in relation to the Map 3 PROWs. Table 1 show the residential zones that are most represented along the segments of major streets that are part of this study.

Table 1: Primary Residential Zones in Relation to the Map 3 Planned Right-of-Way Widths (Residential Zoned Properties in *Neighbourhoods* along Map 3 major streets)

Major Streets Planned Rights-of-Way	Neighbourhoods Lots Along Major Streets	
	Primary Applicable Zone	% Properties
20 metres	R	70%
27 metres	RD	75%
30 metres	RD	63%
36 metres	RD	61%

The relationship between residential zones and PROWs demonstrates the overall distribution of residential zones across the city. As discussed in the Residential Zoning along Major Streets in *Neighbourhoods* analysis, the majority of *Neighbourhoods* properties along major streets are zoned Residential Detached (RD), regardless of the PROW of the adjacent major street. Only those areas of the city where a 20 metre planned right-of-way is common have been found to have a primary residential zone of Residential (R). This generally occurs in the Toronto & East York Community Planning district, where over 80% of the major streets have a 20 metre PROW.

This physical context helps to develop an understanding of the scale of the road to that of the existing housing in each area. The physical context, illustrated through consideration of the Map 3 planned rights-of-way and road classifications, acts as a proxy for levels of traffic, number of vehicle lanes, opportunities for active transportation (buses, bike lanes), and public realm enhancements.

Understanding the relationship of the *Neighbourhoods* parcels to the PROW, and their distribution across the city is an important part of considering how to propose policy and regulations to encourage the introduction of gentle intensification in these areas. This analysis provides a starting point for considering height limits, driveway access and other design considerations that are in relation to local street conditions.

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. This report provided a summary of the development applications received between March 2018 and December 2020 for townhouses and low-rise apartment buildings for which the Guidelines were used as part of the application review process (Official Plan Amendment, Zoning By-law Amendment, and/or Site Plan Approval). During this time the Guidelines were applied to 107 planning applications in both *Mixed Use* and *Neighbourhoods* areas of Toronto.

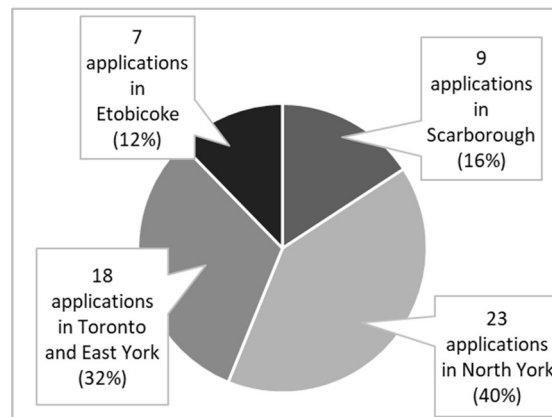
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The Guidelines have been in use for approximately five years, and as reported in the 2021 monitoring report, have been successfully applied to developments across the city. As the EHON Initiative was beginning in 2019, the Guidelines provided an early reference point for the approach to expanding *Neighbourhoods* housing options.

The monitoring report did not distinguish between applications in *Mixed Use* areas and those in *Neighbourhoods* areas. In the 2021 monitoring report, it was found that most applications in Toronto and East York District were on small, infill sites, but those in Etobicoke, North York, and Scarborough Districts were generally on larger lots, and the majority of the applications were located along major streets.

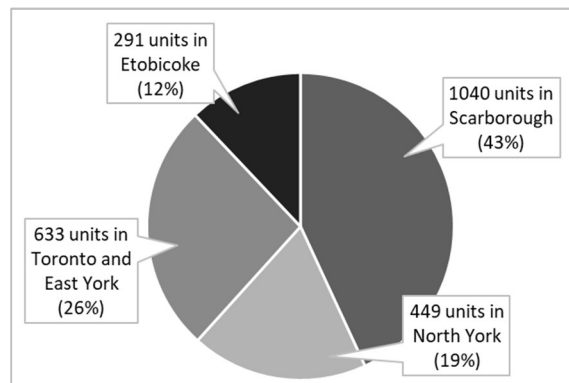
To better understand the implications of this monitoring work with respect to the EHON Major Streets Study, staff refined the data from the 2021 Monitoring Report to review the outcomes of the monitoring report specific to the *Neighbourhoods* areas across the city. The Guidelines monitoring showed that 57 of the 107 applications received were in *Neighbourhoods*. Of these 57 applications, 40% were in North York District and 32% were in Toronto and East York (Chart 4).

Chart 4: Applications in *Neighbourhoods* by Planning District



From these 57 applications, a total of 2413 units were proposed to be developed. The largest number of proposed units were in Scarborough, with 43% (1040 units) with Toronto and East York with the second most proposed units at 26% (633 units). (Chart 5).

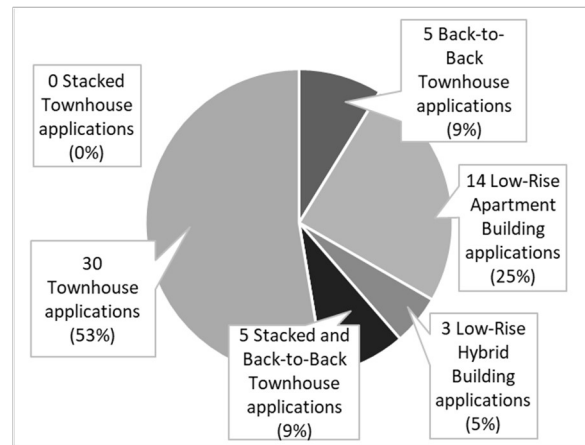
Chart 5: Proposed Units in *Neighbourhoods* by Planning District



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Across the city, the Monitoring report addressed the distribution of building types proposed by Planning District. In this case, of the 57 applications in *Neighbourhoods*, 30 applications (53%) were for townhouses, with low-rise apartment buildings proposed in 14 applications (25%). The following chart shows the distribution of building types applied for in *Neighbourhoods*.

Chart 6: Applications in *Neighbourhoods* by Built Form (Building Type)



Although these findings do not specifically reflect the EHON Major Streets study proposals, they do suggest that there is interest in and of these building types in neighbourhoods in all Community Planning districts.

Building Height Permissions

The potential for increased height permissions along major streets in *Neighbourhoods* is fundamental to determining the scale of future development and the opportunity for intensification. Analysis of potential height permissions has included review of maximum permitted heights from the Official Plan, residential zoning in By-law 569-2013, and the height guidance found in the Low-rise and Townhouse Guidelines and the Mid-rise Performance Standards.

The Official Plan established a maximum height for walk up apartments in *Neighbourhoods* of no more than four storeys. The recent Multiplex Study resulted in similar height permissions for multiplex buildings. The EHON Major Streets analysis has examined the potential for additional height permissions above four storeys to enable townhouses and small scale apartment buildings along major streets.

Urban design analysis and modelling reviewed the opportunities for additional housing within buildings having 5- and 6-storey heights. These building heights sit between a common low-rise height of 10 metres and the lowest typical mid-rise height of 20 metres. The modeling and proposed zoning by-law amendment have proposed maximum height permissions of 12 metres for townhouses and 19 metres for small scale apartment buildings. The urban design analysis summarized in Attachment 4 includes modeling of these heights and building types, as well as demonstration diagrams showing the proposed heights in the context of a Toronto neighbourhood.

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This additional height reflects contextual considerations – the low-rise built form of nearby properties in the interior of neighbourhoods, the Planned Right-of-Way widths of major streets, and circumstances where there are other nearby land use designations with more intense built form permissions.

The urban design analysis also explored an option of tying height permissions along major streets in *Neighbourhoods* specifically to the Planned Right-of Way width. Conceptually, the option is a similar approach to the Mid-rise Guidelines. The Mid-Rise Guidelines introduced a height regime for mid-rise buildings that is tied to the physical context established by the Planned Right-of Way (PROW) widths of the adjacent major street. The Mid-Rise Guidelines sets a maximum height as a 1:1 ratio to the PROW from Map 3. This means that the maximum height recommended in the Mid-Rise Guidelines for new buildings on the Avenues is equivalent to the PROW of the major street it abuts. For example, if a new building is proposed along a major street with a PROW of 30 metres, then the maximum height recommended by the guidelines is approximately 30 metres as well. In Character Areas, the ratio is adjusted to 0.8:1.0, resulting in somewhat lower height permissions.

Based on this experience, the Major Streets Study has considered whether a similar approach to height is desirable in the *Neighbourhoods* context. *Neighbourhoods* height permissions for properties in the interior of a neighbourhood are generally three storeys (or four storeys for multiplex buildings). An appropriate ratio of ratio of height to Planned Right-of-Width in the *Neighbourhoods* would be 0.6:1.0 for properties along major streets, recognizing that these portions of the major streets have a smaller existing built form context that should be considered while introducing additional height permissions in these areas. The outcome of the analysis demonstrated that a 0.6:1.0 ratio of height permission to PROW would result in height limits ranging up to nine storeys on the widest major streets; however, the majority (70%) of *Neighbourhoods*-designate properties along Major Streets would be limited to a height of 4 or 5 storeys. This scale of development may not achieve the objective of providing meaningful opportunities for intensification. Staff have not brought this option forward as part of the recommended proposal.

Sustainability and Tree Canopy Protection

Staff from both City Planning and Parks, Forestry, and Recreation are engaged to review intensification on major streets through a lens of sustainable building practices, tree canopy protection, spatial requirements for green infrastructure and other climate change and sustainability considerations.

Staff have undertaken research and design work to inform zoning regulations for soft landscaping and tree canopy protection, as well as how to achieve lower carbon development. Tree protection and support for tree planting is accommodated 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 and landscaping and tree planting will be further supported through site plan approval requirement, including submission of Soil Volume Plans.

Financial Feasibility Analysis

A Financial Feasibility Analysis is being undertaken as part of the Major Streets Study. This analysis will assist in evaluating the proposed residential built form to determine current and future viability of the proposed amendments.

The scope of the analysis involves a baseline financial feasibility assessment of pre-defined building designs of townhouses and small-scale apartment buildings. Three built form typologies are being assessed in the Etobicoke York, North York and Scarborough planning districts, in areas identified in the Opportunity Areas discussed earlier. The following are to be considered as part of the analysis:

- sensitivity analyses to evaluate the impact potential changes in economic drivers (e.g. interest rates, property values);
- evaluation and related sensitivity analyses associated with the viability of delivering affordable housing; and
- a targeted evaluation and related sensitivity analyses associated with the viability of higher tiers of the Toronto Green Standard (TGS).

The built form designs that provide the basis of the analysis are ‘anonymized’ versions of townhouse and small scale apartment buildings that have been brought to the Committee of Adjustment for consideration for a Minor Variance. The variances sought were due to applications seeking additional height beyond current *Neighbourhoods* and Residential zone permissions, lot coverage or other variances that coincide with many of the amendments being considered as part of the Major Streets Study.

These designs are based on those that have been prepared for the purpose of development applications, and as such, are assumed to have been considered by their proponents to be viable in the locations in which they were proposed. The financial feasibility analysis will permit the differences in location, land values, and value add additions to the proposed design such as the inclusion of Affordable and family sized units, as well as Toronto Green Standard Tiers higher than required, to be assessed for its impact on project viability and potential uptake of the proposed built forms.