

Housing Action Plan: Avenues Policy Review Phase Two: Initial Study of Wards 9 and 11

Date: November 19, 2025

To: Planning and Housing Committee

From: Chief Planner and Executive Director, City Planning

Wards: 9-Davenport and 11-University-Rosedale

SUMMARY

On March 21, 2023, the Executive Committee adopted [Item 2023.EX3.1](#), "Housing Action Plan 2022-2026- Priorities and Work Plan". Through the Housing Action Plan (HAP) 2022–2026, City Council directed City Planning to update the Official Plan and establish as-of-right zoning permissions to expand housing opportunities across the city. Building on that direction, the Avenues Policy Review modernizes policies and zoning to enable mid-rise buildings along Avenues. In the Official Plan, "Avenues" are designated major streets that serve as corridors for growth and intensification supporting new housing, services, and local businesses close to transit.

On February 5, 2025, Council adopted Official Plan Amendment 778 (OPA 778), which comprehensively updated the Avenues policies, expanded the network of Avenues by 283 kilometres, and directed growth along Avenues generally to the height and scale of mid-rise buildings. Following appeals, the Ontario Land Tribunal brought OPA 778 into effect city-wide on July 24, 2025, except for site-specific matters still before the Tribunal.

Phase Two of the Avenues Policy Review now moves from policy to implementation. It studies new and previously unexamined Avenues to determine where redesignation to *Mixed Use Areas* or *Apartment Neighbourhoods*—with corresponding zoning—is appropriate to enable mid-rise development.

On June 25, 2025, Council adopted the Phase Two Work Plan, launching an initial study of Ward 9 (Davenport) and Ward 11 (University-Rosedale) with final reporting in the fourth quarter of 2025. This report presents the findings and recommendations of that study, which considered the local context as well as extensive community consultation. The recommended redesignation of approximately 1,900 parcels along Avenues in these wards along with updates to the accompanying zoning advances Council's goal of enabling mid-rise housing and complete communities.

RECOMMENDATIONS

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

1. City Council adopt Official Plan Amendment 861 for lands on Avenues within Wards 9 and 11 within PMTSAs in accordance with Attachment 5.
2. City Council adopt Official Plan Amendment 862 for lands on Avenues within Wards 9 and 11 outside of PMTSAs in accordance with Attachment 6.
3. City Council authorize the Chief Planner and Executive Director, City Planning to seek approval of the Minister of Municipal Affairs and Housing of Official Plan Amendment 861, under Section 17 of the *Planning Act* for Protected Major Transit Station Areas pursuant to Section 16(15) of the Planning Act.
4. City Council amend Zoning By-law 569-2013, as amended, substantially in accordance with the proposed Zoning By-law Amendment for lands on Avenues within Wards 9 and 11 within PMTSAs in accordance with Attachment 7.
5. City Council amend Zoning By-law 569-2013, as amended, substantially in accordance with the proposed Zoning By-law Amendment for lands on Avenues within Wards 9 and 11 outside of PMTSAs in accordance with Attachment 8.
6. City Council request the Chief Planner and Executive Director, City Planning, to develop a new Zone in the residential zone category of Zoning By-law 569-2013 to apply to lands along Avenues designated *Apartment Neighbourhoods* in the Official Plan and report back as part of the next stage of the Avenues review.
7. City Council authorize the City Solicitor to make such stylistic and technical changes to the recommended Official Plan Amendments and Zoning By-law Amendments as may be required.

FINANCIAL IMPACT

City Planning 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 information as presented in the Financial Impact Statement.

EQUITY IMPACT STATEMENT

The City recognizes that housing is essential to the inherent dignity and well-being of a person and access to housing is a foundation for sustainable and inclusive communities. Access to safe, good quality, and affordable housing is an important

determinant of physical and mental health. This report advances the priorities of the City's Housing Action Plan which takes a holistic approach to increasing housing supply, housing choice, and affordability for current and future residents.

The Avenues Policy Review Phase Two is intended to expand housing options by delivering policy updates and as-of-right zoning in support of more market, non-market, and mixed housing across Toronto. This initiative aims to accelerate the availability of housing options to accommodate the diverse needs of people at all stages of life, of all household sizes and incomes. This expansion of housing options will lead to more equitable and inclusive communities.

CLIMATE IMPACT STATEMENT

On October 2, 2019, City Council voted unanimously to declare a climate emergency and accelerate efforts to mitigate and adapt to climate change by adopting a stronger emissions reduction target of net zero by 2050 or sooner. As part of the Carbon Budget Accountability System, City Council has implemented a Carbon Budget which aims to identify and prioritize greenhouse gas (GHG) emissions reduction actions. In December 2024, Council adopted a new goal of net zero emissions by 2040.

Facilitating growth along Avenues is aligned with the goals of reducing emissions and creating a climate resilient City. Growth along Avenues helps to reduce GHG emissions by efficiently using land and resources, reducing sprawl and transportation-driven emissions. Mid-rise built form has lower operational emissions and increases density to support low carbon transportation choices. The vision of intensification along the Avenues will maximize the use of existing infrastructure and avoid new carbon-intensive infrastructure.

DECISION HISTORY

On June 25, 2025, City Council adopted item PH22.8 - "Housing Action Plan: Avenues Policy Review - Phase Two Work Plan - Decision Report", outlining a work plan and consultation strategy for bringing forward land use updates and as-of-right zoning for the newly identified and not previously studied Avenues identified in Toronto's Official Plan. As part of the work plan, City Council directed staff to begin Phase Two with an initial study in Ward 9 – Davenport and Ward 11 – University-Rosedale, using the scoping and draft redesignation criteria outlined in the report. The report can be found at:

[Agenda Item History - 2025.PH22.8](#)

Additional Decisions related to the Avenues Policy Review are described in Attachment 1.

BACKGROUND

Planning Act

Section 2 of the Planning Act establishes matters of provincial interest to which City Council shall have regard in carrying out its planning responsibilities. These include: 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.

Provincial Planning Statement, 2024

On October 20, 2024, the Provincial Planning Statement (PPS 2024) came into effect. All decisions of Council regarding planning matters must be consistent with the PPS 2024.

The PPS 2024 directs municipalities to:

- support the achievement of complete communities by accommodating an appropriate range and mix of land uses, housing options, transportation options, and employment to meet long-term needs;
- encourage transit-supportive development and residential intensification in proximity to transit, including corridors and stations, including in major transit station areas;
- promote densities for new housing which efficiently use land, resources, infrastructure, and public service facilities while supporting the use of active transportation;
- identify and focus growth and development in strategic growth areas; and
- identify the appropriate type and scale of development in strategic growth areas.

Official Plan

Chapter One of the Official Plan establishes a vision for how Toronto will grow over the next 30 years. The priorities, vision and principles reflect the shared values of Torontonians and are expressed in a way to guide development, serving as the foundation for updating other chapters of the Official Plan. The vision sets out actionable goals to become:

- a city of complete communities with equitable access to services and amenities;
- a sustainable and climate resilient city;
- the most inclusive city in the world; and
- a city that contributes to a just future for Indigenous peoples.

Chapter Two of the Official Plan integrates land use and transportation policies to guide growth across the city. Chapter Two supports this aim with policies to attract people and jobs to targeted growth areas with good transit services and other infrastructure: the Centres, Avenues, Employment Areas and Downtown.

Avenues policies are part of Chapter Two, in Section 2.2.3. The location of Avenues are shown on [Map 2 – Urban Structure](#). City Council updated the Avenues policies in February 2025 through the adoption of Official Plan Amendment 778 (OPA 778) to provide a new vision and policy direction for Avenues.

OPA 778 is Now in Effect

Following Council approval of OPA 778 on February 5, 2025, it was appealed to the Ontario Land Tribunal (OLT). On July 24, 2025, the OLT approved OPA 778. OPA 778 is now in effect as of March 14, 2025, except for certain site-specific appeals—four appellants, including the Toronto Catholic District School Board and the Archdiocese of Toronto—and one explanatory sidebar (non-policy text) regarding Ground Floor Uses on Avenues.

The new vision for Avenues is to serve as strategic growth areas by aligning growth with transit, creating opportunities for more complete communities, bringing commercial and institutional uses closer to where people live.

The vision articulates different roles for Avenues based on their underlying land use designation. *Mixed Use Areas* on Avenues help play a “main street” role with active ground floor commercial uses. Examples in the study area include Eglinton Avenue West, St. Clair Avenues West, Bloor Street West, and College Street. *Apartment Neighbourhoods* on Avenues play a more “residential” role, encouraging small-scale commercial and institutional uses on the ground floor.

Chapter Two establishes a mid-rise built form for development along Avenues. Development along Avenues may go beyond the height and scale of a mid-rise building in *Mixed Use Areas* when located within a 500 to 800-metre walking distance from an existing or planned subway, light rail transit, or GO rail station. The greatest height and scale should be focused at the station.

As described in the Official Plan, mid-rise buildings are a transit-supportive form of development that provides a level of intensification at a scale between low-rise and tall building forms. The built form policies of the Official Plan say that mid-rise buildings should be no taller than the width of the street they face. The recently updated Mid-rise Building Design Guidelines provide direction regarding how the built form policy objectives of the Official Plan can be implemented.

Protected/Major Transit Station Areas (P/MTSA) and Proposed Bill 60

Major Transit Station Areas and Protected Major Transit Station Areas (P/MTSAs) are defined in the Provincial Planning Statement, 2024 (PPS) as areas within an approximately 500-800 metre radius of a transit station and that maximizes the number of potential transit users that are within walking distance of the station.

On August 15, 2025, the Minister of Municipal Affairs and Housing approved and made modifications to Council-adopted Official Plan Amendments (OPAs) for 25 Major Transit Station Areas (MTSAs) and 95 Protected Major Transit Station Areas (PMTSAs) across the city. The Minister’s decisions made modifications to the height and density

permissions within the boundaries of these approved P/MTSAs. The decisions did not change the Council-adopted boundaries or the Council-adopted minimum densities that are required only in PMTSAs.

The Minister of Municipal Affairs is the approval authority for land use changes within PMTSAs. The recommended land use redesignations and corresponding zoning are separated into two Official Plan Amendments (OPAs) and two Zoning By-law Amendments (ZBLA). The first OPA/ZBLA is to redesignate lands within PMTSAs that will be sent to the Minister of Municipal Affairs for approval. The second OPA/ZBLA is for lands located outside of PMTSAs for which Council is the approval authority.

Bill 60, released by the Province on October 23, 2025, changes this requirement to remove the Minister of Municipal Affairs as the approval authority for land use designations in PMTSAs. Should Bill 60 come into force and effect prior to the adoption of these OPAs, then Council will be the approval authority for both OPAs.

Avenues and P/MTSA Work Programs

The study area overlaps with portions of seven P/MTSAs: Fairbank, Lansdowne, Dufferin, Ossington, Christie, Castle Frank, and Sherbourne. The Avenues Policy Review work program is separate from the work program to implement P/MTSA policies. The Avenues Policy Review does not implement P/MTSA policies. The P/MTSA zoning work program is targeting a final report to Council with zoning by-law recommendations to implement the P/MTSA policies in Q2 2026.

Current Zoning in the Study Area

On May 9, 2013, City Council enacted the City-wide Zoning By-law 569-2013 ("ZBL 569-2013") to harmonize 43 former municipal by-laws into a single zoning framework regulating land uses, buildings, and structures across Toronto. Some lands remain under former municipal by-laws where ZBL 569-2013 does not apply.

Within the study area, about 3% (roughly 100 parcels) remain under the former City of Toronto ZBL 438-86 and former City of York ZBL 1-83. The remainder is subject to ZBL 569-2013, primarily zoned Residential (R) or Residential Multiple (RM). These zones permit a range of dwelling types—from detached and semi-detached houses to townhouses, multiplexes, and six-storey apartment buildings.

Some parcels are zoned Commercial Residential (CR), which allows a mix of residential and non-residential uses in building forms such as apartment, mixed-use, and townhouse developments. The CR zone includes development standard sets (SS) such as downtown (SS1), main streets (SS4), and suburban areas (SS5)—which regulate maximum heights, setbacks, and other built form standards. Recent updates replaced a required 45-degree rear angular plane with a consistent 7.5-metre rear setback to guide mid-rise development.

In 2024, Council amended ZBL 569-2013 to permit six-storey apartment buildings on Major Streets (as identified on Map 3 of the Official Plan) in lands designated *Neighbourhoods*. As a result of the zoning changes, properties that are zoned

Residential (R), Residential Detached (RD), Residential Semi-Detached (RS), Residential Townhouse (RT), and Residential Multiple (RM) have permissions and built form standards for six-storey apartment buildings on Major Streets.

Mid-Rise Building Design Guidelines

The recently updated [Mid-rise Building Design Guidelines](#) encourage a mid-rise form that supports intensification through flexible massing, while allowing for access to sunlight, sky view and pedestrian comfort along adjacent sidewalks and public spaces. The Guidelines incorporate findings from mid-rise monitoring, public and stakeholder consultation, and analysis.

The Guidelines recognize that mid-rise building heights are contextual and are informed by the width of the right-of-way onto which they front. For example, on a street with a 20-metre wide right-of-way, a mid-rise building consisting of commercial uses at grade and residential uses above, can be generally up to 20 metres in height, or approximately 6 storeys.

COMMENTS

Avenues Policy Review Phase One

Phase One of the Avenues Policy review (OPA 778) was approved by City Council on February 5, 2025. OPA 778 comprehensively updates the Avenues policies of the Official Plan. The amendment directs growth along Avenues to be up to the height and scale of mid-rise buildings, with the potential for more height within 500-800 metres of subway, light rail transit, and GO transit stations in *Mixed Use Areas*. The amendment also added 283 kilometres of Avenues to Map 2.

Avenues Policy Review Phase Two Work Plan

Phase Two of the Avenues Policy Review consists of three stages:

- Stage One consists of two studies for Toronto and East York (TEY): an initial study (target completion Q4 2025), followed by a separate study for all remaining TEY wards with Avenues.
- Stage Two will examine wards with significant Major Transit Station Areas (MTSAs), prioritizing subway and LRT stations.
- Stage Three will examine remaining wards with fewer MTSAs.

Study Area - Ward 9 (Davenport) and Ward 11 (University-Rosedale)

Phase Two begins with an initial study of Ward 11 (University-Rosedale) and Ward 9 (Davenport). These neighbouring wards share continuous stretches of Avenues such as Ossington Avenue and College Street. Both contain a high number of Protected Major Transit Station Areas (PMTSAs), consistent with Council's directive to prioritize studying Avenues within a 500- to 800-metre walking distance of an MTSA. Attachment 2 shows the Official Plan Urban Structure Map with the Council-adopted Avenues for both wards.

Staff identified lands for further study using the scoping criteria approved by Council in the Phase 2 Work Plan Report, enabling an examination of approximately 3,500 candidate parcels for this study area. The study area is illustrated in Attachment 3.

Certain parcels outside of wards 9 and 11 were included to ensure a complete analysis of those streets. These include:

- the east side of Dufferin Street (Eglinton to Rogers);
- Ossington Avenue (Davenport Road to the CP Rail corridor north of Dupont Street);
- the northeast corner of Oakwood Avenue and Rogers/Holland Park Avenue in Ward 12; and
- the south side of Dundas Street West (Bellwoods Avenue to Roxton Road) in Ward 10.

These parcels will be addressed in future reviews of their respective wards and are not subject to the recommended Official Plan or Zoning By-law Amendments contained within this report.

Consultation Framework for the Initial Study of Wards 9 and 11

Comprehensive consultation is prioritized for all stages of The Avenues Policy Review. Consultation began in Spring 2025 with the introduction of the Phase Two Work Plan report and will continue throughout the remaining Stages.

Stakeholder and public consultation for the initial study of wards 9 and 11 occurred throughout Q2 to Q4 of 2025 and included:

- Mailed postcards to 40,000+ addresses along and near Avenues in wards 9 and 11;
- Posters at over 30 locations across wards 9 and 11 in libraries, community centres, and transit shelters, sharing upcoming meetings and information.
- Early and regular touch points with local Councillors and their offices on the consultation approach in their wards;
- Plain-language outreach to subscribers and direct mail to 923 Interested Parties;
- A survey posted for 74 days with 1,800+ respondents to-date;
- Consultation material that including clear mapping of major streets, Avenues, and recommended redesignations;
- A dedicated website www.toronto.ca/Avenues and email HAPAvenues@toronto.ca;
- An online public meeting on September 18, 2025, to solicit feedback on the draft redesignations. There were approximately 40 participants.
- An in-person Community Open House on October 22, 2025, to present updated draft land use and zoning changes. Approximately 8 members of the public attended.
- Outreach to Residents Associations and BIAs in wards 9 and 11 with invitations to meet, information on upcoming community meetings, and survey link;
- Stakeholder meetings with BILD, Toronto Association of Business Improvement Areas (TABIA), and others to provide an update and seek feedback;
- Posts to the City corporate and divisional social media channels on Instagram, Bluesky and LinkedIn;

- Introductions to First Nations, traditional caretakers, and Indigenous-serving agencies; and
- A virtual meeting with the Mississaugas of the Credit First Nation.

Staff used the feedback received from the consultation meetings and online survey to inform the recommended Official Plan Amendments and Zoning By-law Amendments.

Highlights of Consultation Feedback

Dillon Consulting was retained to support consultation by the City in this initial study and provide a summary of consultation (Attachment 11). Overall feedback has been supportive of introducing mid-rise buildings along the Avenues and support the creation of more "main street" mixed use areas that are walkable and vibrant. Survey questions focused on both specific geographies and city-wide preferences for types of uses, characteristics of Avenues, and built form that respondents preferred for those areas. While many were supportive of the proposed height, there was also concern that applications may seek heights beyond six storeys. There were also concerns about infrastructure capacity related to growth and about displacement of existing affordable housing in these areas.

Existing Conditions in the Study Area

The portions of Avenues identified for further study represent 20 km of the length of Avenues in wards 9 and 11, which is approximately 57% of the length of all Avenues in these wards. The remaining 43% of Avenues were excluded from the analysis as per the scoping criteria as they included Avenues that were already part of an existing site and area specific policy or secondary plan area, were already studied for mid-rise permissions as part of the As-of-Right Zoning for Mid-rise Buildings on Avenues study, or were within open space areas.

The studied Avenues are generally characterized by low-rise residential uses, including single and semi-detached houses, with intermittent taller buildings, commercial, and institutional uses (such as schools and places of worship).

All Avenues within the study area have a planned right-of-way (ROW) of at least 20 metres, consistent with Map 3 of the Official Plan.

- Most have a 20-metre ROW, supporting a 6-storey (20-metre) building height and an ideal lot depth of 30 metres to accommodate required setbacks and step-backs.
- A short segment of Dufferin Street has an uneven ROW width, with one portion planned at 23 metres.
- Bloor Street East (between Parliament Street and the Don Valley Parkway) has a 27-metre ROW, which can support an 8-storey (27-metre) building with an ideal lot depth of 34 metres.

Except for Bloor Street East, staff analyzed parcel conditions and development opportunities at the block level to confirm suitability for six-storey mid-rise buildings (20 metres in height, 30-metre lot depth). Where lots were too shallow, additional discussion is provided in the section "Shallow Lots with Frontage on Avenues."

Avenue Lands Near Employment Areas

The Phase 2 Work Plan Report scoping criteria excludes from further analysis lands generally within 300 metres of *General Employment Areas*, *Core Employment Areas*, or Major Facilities (e.g. manufacturing uses, rail facilities, etc.). Some of these areas were reviewed further to determine whether there were opportunities for redesignation based on unique conditions. Approximately 26.5% of the lands studied are within 300 metres of lands designated *General Employment Areas*, *Core Employment Areas*, or Major Facilities and are not considered for redesignation, as further study would be needed to determine land use compatibility.

Lands Near Employment Areas Along Dupont Avenue

The south side of Dupont is within 300 metres of lands designated *General Employment Areas*, *Core Employment Areas*, or Major Facilities and is recommended to be redesignated to *Mixed Use Areas* and *Apartment Neighbourhoods*. The north side of Dupont has lands designated both *Mixed Use Areas* and *General Employment Areas* and *Core Employment Areas* and is part of the Dupont Street Regeneration Area. This study put in place a Site and Area Specific policy to ensure that only uses compatible with residential uses are permitted on these lands. As a result, only lands on the south side of Dupont Street were considered for redesignation.

Enabling Mid-Rise Buildings on Avenues

The [Phase 2 Work Plan report](#) adopted by Council on June 25, 2025, provided a guide to help determine what land use designation and zoning standards would be appropriate along Avenues to enable mid-rise development. Generally, consideration is given if there is a possibility for a mid-rise building to be constructed. The full guide from the Phase 2 Work Plan report is attached to this report (Attachment 4).

Based on this, staff studied new and previously unexamined Avenues to determine generally where redesignation from *Neighbourhoods* to *Mixed Use Areas* or *Apartment Neighbourhoods* is appropriate, accompanied by corresponding zoning. The Official Plan describes *Neighbourhoods* as areas made up of mostly low-rise residential buildings such as detached and semi-detached houses, townhouses, duplexes, multiplexes, and small-scale apartment buildings with permissions for small-scale neighbourhood businesses. *Apartment Neighbourhoods* are distinguished from low-rise *Neighbourhoods* with taller heights of buildings permitted. *Mixed Use Areas* are made up of a broad range of commercial, residential and institutional uses at varying scales of height and density.

Staff have recommended retaining the existing land use designation if there is limited possibility of a mid-rise building to be constructed based on parcel dimensions, parcel fabric of the block, fixed physical features (such as roads and public laneways), and performance standards for mid-rise buildings.

Redesignation to *Mixed Use Areas*

Redesignation to *Mixed Use Areas* was considered where existing or emerging commercial activity contributes to a generally mixed use character along the Avenue. This includes situations where:

- There are existing commercial or service establishments on the block;
- The block forms part of an existing commercial strip or main street;
- Are in close proximity to a transit station; and
- Extending the designation would create a logical and continuous land use pattern.

The extent of each redesignation follows planning boundaries such as roads, parks, or laneways.

Overview of Recommended Designations

Within wards 11 and 9, a total of 3,251 parcels were studied, representing approximately 100 hectares. Attachment 10 summarizes the recommendations by both the number of parcels and total land area. In summary:

- 43% are recommended to be redesignated to *Apartment Neighbourhoods*;
- 17% are recommended to be redesignated to *Mixed Use Areas*;

Overview of Areas to Remain in Existing Designations

Of the parcels studied, 13% are already designated *Mixed Use Areas* and do not require redesignation. Approximately 1% of parcels in the study area were considered unsuitable for redesignation for other purposes. This includes lands within the South Rosedale Heritage Conservation District Plan which conflicts with permitting as-of-right mid-rise buildings. Other parcels not suitable for redesignation included those with existing applications. An additional 0.3% of parcels are associated with appellants of OPA 778 and were not considered at this stage.

Shallow Lots with Frontage onto Avenues

Some parcels with frontage on Avenues may be too shallow to accommodate a mid-rise building based on the Mid-Rise Building Design Guidelines performance standards. These parcels have been assessed to determine whether they could be feasibly assembled with rear neighbouring lots currently designated as *Neighbourhoods*, *Apartment Neighbourhoods*, or *Mixed Use Areas*.

In instances where a lot depth is shallower than the ideal lot depth in the Midrise Guidelines, staff recommend extending the redesignation and rezoning to parcels behind the shallow parcel to enable a mid-rise building in accordance with the Mid-rise Building Design Guidelines.

In cases where parcels are not as deep as the prevailing depth of parcels along the rest of the block, staff propose redesignating and rezoning them to create a consistent lot depth for the block. The most prevalent example of this are corner lots where a corner property fronts onto the side street but could be assembled with lots facing the *Avenue*.

Zoning for Mid-rise Buildings on Avenues

In support of the recommended redesignations described above and shown in Attachments 5 and 6 a zoning analysis was conducted to enable zoning permissions for mid-rise buildings along Avenues for each recommended redesignation.

Commercial Residential Zoning

For all *Mixed Use Areas* along Avenues, the CR zoning SS4 standard set is recommended. It permits the maximum density introduced in the November 2024 updates to the Mid-rise Zoning Standards and implements the intent of the Avenues policies and updated Mid-Rise Building Design Guidelines.

Approximately 309 parcels in the study area have existing *Mixed Use Areas* designations and older CR zoning development standard sets which include maximum heights and densities that may not support mid-rise buildings. These parcels are recommended to be updated to the new CR zoning standard set to implement the updated Mid-Rise Building Design Guidelines.

Parcels that are recommended to be redesignated to *Mixed Use Areas* are also recommended to be rezoned to the same new CR zoning SS4 standard set. This approach is described in more detail in Attachment 9.

The recommended rezoning of parcels from the Residential zone category to the Commercial Residential zone category would expand the range of permitted uses and provide performance standards for mixed-use and apartment buildings on properties that are historically zoned for low-rise residential uses.

Apartment Neighbourhoods Zoning

Lands designated *Apartment Neighbourhoods* are typically zoned Residential Apartment (RA), Residential Apartment Commercial (RAC), Residential Multiple (RM), or Residential (R). Within the former City of Toronto, the R Zone commonly implements this designation.

For parcels recommended for redesignation from *Neighbourhoods* to *Apartment Neighbourhoods*, staff recommend retaining the existing R zone which already includes the Expanding Housing Options in Neighbourhoods (EHON) Major Streets permissions adopted by Council on May 23, 2024. These permissions allow apartment buildings up to six storeys. In the study area, where the existing and planned rights-of-way are generally 20 metres, the current zoning already provides for a building scale similar to a mid-rise building.

No additional non-residential use permissions or performance standards are proposed through this report. The EHON Neighbourhood Retail amendments, adopted by Council on November 13, 2025, also apply to the same Residentially-zoned lands. These amendments expand permitted non-residential uses and introduce standards for small-scale retail and service uses along certain major streets in Residential zones.

Under the EHON Neighbourhood Retail standards, the range of permitted uses remains more limited than in the CR zone, encouraging smaller, local-serving spaces that are more attainable for small businesses to rent or own. Non-residential uses in apartment buildings are permitted with a minimum first-storey height of 3.8 metres (compared to 4.5 metres in the CR zone) and smaller maximum floor areas—up to 150 square metres per individual use and 400 square metres total for all non-residential uses, compared to density-based limits in the CR zone.

New Apartment Neighbourhoods Zoning for Future Study Areas

On new Avenues with wider rights-of-way or different lot conditions, existing zoning may not allow buildings that fit the mid-rise form envisioned by Official Plan policy. As part of the next stage of the Avenues Phase 2 study, staff will explore a new Residential Apartment (RA) zone to establish performance standards for mid-rise apartment buildings - generally 20-45 metres (6 to 14 storeys) in height - on lands designated *Apartment Neighbourhoods* along the Avenues. This will also allow for a review of non-residential uses and associated performance standards to encourage smaller, local-serving spaces.

Prevailing Zoning By-laws

Nearly 80 percent of parcels in the study area are regulated by exceptions that apply property- or area-specific rules that maintain previous zoning rules, in some cases from as early as the 1950s. These "prevailing by-laws and prevailing sections" present a challenge in implementing the current vision for Avenues.

There are dozens of exceptions that contain restrictive regulations and override general zone provisions in ZBL 569-2013 through use restrictions, density limits, or more onerous performance standards than ZBL 569-2013. The draft by-laws retain site and area specific exceptions that implement the intent of the Avenues vision or do not conflict with the Avenues vision. The draft by-laws remove exceptions that include more restrictive permissions (e.g. limitations on residential building types) and restrictive performance standards (e.g. minimum lot frontage or minimum parking), or which regulate uses that are not permitted in the draft by-laws. For lands that are recommended to be rezoned to the CR Zone, a lawfully existing detached house, semi-detached house, duplex, triplex, fourplex, or townhouse continue to be permitted.

Water and Wastewater Servicing

Recent amendments to ZBL 569-2013, through initiatives such as the EHON Major Streets ZBLA and the As-of-Right Zoning for Mid-rise Buildings on Avenues require confirmation of adequate local servicing capacity before a building permit is issued for development applications proposing more than 10 dwelling units. This requirement applies to the lands recommended for redesignation and rezoning along the Avenues in wards 9 and 11. The applicable regulations align with the threshold at which Site Plan Control approval is required and address the potential for any challenges related to ensuring adequate municipal servicing capacity for development proceeding under as-of-right zoning permissions. City Planning will continue to work with Toronto Water to monitor impacts on timelines for new development applications.

Mobility

To consider mobility impacts of the proposal, staff reviewed 28 development applications at various stages of the review process within the study area along Avenues and engaged with City transportation and transit teams. Analysis shows these corridors are generally well-served by existing transit and active transportation infrastructure, with future projects like the Eglinton Crosstown, Ontario Line, and SmartTrack further improving connectivity. TTC advised that individual developments at a mid-rise scale are not generally expected to significantly affect service capacity in the study area. Coordination through their 5-Year Service Plan and 10-Year Outlook will continue to inform site-specific comments on development applications and consideration of related infrastructure needs, including bus stops and signal priority. Overall, traffic impacts are being addressed through Transportation Demand Management measures and ongoing inter-divisional coordination to align growth with transit service planning.

School Sites

Schools are permitted in the *Neighbourhood*, *Apartment Neighbourhood*, and *Mixed Use Areas* designations and were included in the analysis. Within the study area there are two Toronto District School Board school sites that fit within the scoping and redesignation criteria. Staff recommend Official Plan redesignation to *Apartment Neighbourhoods*, but not a corresponding rezoning for these sites, consistent with other recommended redesignations to *Apartment Neighbourhoods*. In addition, the Toronto Catholic District School Board has two sites in the study area and is an appellant to OPA 778. As such, the policy framework introduced by OPA 778 does not apply to their lands at this time.

Only one French and French Catholic School Board site is in the initial study area. It is in proximity to *Core Employment Areas* and not recommended for redesignation.

Next Steps

The initial study of Wards 9 and 11 has resulted in recommended Official Plan and Zoning By-law Amendments that implement the vision of the new Avenues policies and refined the analysis and consultation strategy for Phase Two.

Staff will undertake research and consultation to develop a new Residential Apartment Avenue Zone for lands designated *Apartment Neighbourhood* along the Avenues. This will be applied where a Right-of-Way width is greater than 20 metres and provide new residential apartment zone permissions for height, density, and other built form standards to implement the Avenues policies.

Staff will begin consultation in the remaining Toronto and East York wards in 2026 and will continue to collect survey responses from the public. Studies for all remaining Toronto and East York (TEY) wards will follow the completion of this initial study.

CONTACT

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ATTACHMENTS

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Attachment 1: Additional Decision History

On December 14 and 15, 2022, City Council adopted Item CC2.1 - 2023 Housing Action Plan, which directed the City Manager to develop a Housing Action Plan for the 2022-2026 term of Council. The Housing Action Plan is to include targeted timelines for the approval and implementation of a range of policy, program, zoning and regulatory actions to increase the supply of affordable housing in support of complete communities. Specifically, direction was given to complete the review of the City's Official Plan to ensure that it aligns with the need for more housing in areas of the city identified for residential opportunities. The report can be found at: <https://secure.toronto.ca/council/agenda-item.do?item=2023.CC2.1>

On March 21, 2023, Executive Committee endorsed Item EX3.1 - "Housing Action Plan 2022-2026- Priorities and Work Plan" which included direction to City Planning to explore opportunities to streamline study requirements for building new housing along Avenues, extend and potentially introduce new Avenues, update the vision and policy direction for how Avenues will develop, and consider opportunities to create areas of transition between Avenues and *Neighbourhoods* to enable more housing. The report can be found at: <https://secure.toronto.ca/council/agenda-item.do?item=2023.EX3.1>

On February 28, 2024, Planning and Housing Committee adopted Item PH10.3 – "Housing Action Plan: Avenues Policy Review – Proposals Report", and requested the Chief Planner and Executive Director, City Planning to: undertake broad public and stakeholder consultation and report back with recommended Official Plan Amendments in Q4 2024; to explore policy and mapping changes for certain City-owned sites with the potential to support the delivery of housing; and to consider redesignation of lands identified as areas of transition from *Neighbourhoods* to *Mixed Use Areas*. The report can be found at: <https://secure.toronto.ca/council/agenda-item.do?item=2024.PH10.3>

On May 22 and 23, 2024, City Council adopted OPA 727 and amendments to Zoning By-law 569-2013 to permit townhouse and small-scale apartment buildings on major streets along the edges of *Neighbourhoods* throughout the city. City Council further directed that the Interim Chief Planner and Executive Director, City Planning report back to Planning and Housing Committee as part of a monitoring program, and to undertake area specific consultation programs in identified areas and consider any feedback as part of the Expanding Housing Options in Neighbourhoods: Neighbourhood Retail and Services study and the proposed major streets monitoring program. The report can be found at: <https://secure.toronto.ca/council/agenda-item.do?item=2024.PH12.3>

On November 13 and 14, 2024, City Council adopted Item PH16.1 - "Housing Action Plan: As-of-Right Zoning for Mid-rise Buildings on Avenues and Updated Rear Transition Performance Standards - Final Report", adopting zoning amendments to permit as-of-right heights and densities for mid-rise buildings on lands identified as Avenues and designated *Mixed Use Areas* in the Official Plan. The zoning by-law amendment implements urban design performance standards, including updated standards for rear transition alongside the increases to height and density permissions. Council's decision has been appealed to the OLT. The report can be found at: [Agenda Item History - 2024.PH16.1](#)

On December 5, 2024, Planning and Housing Committee adopted item PH17.1 - "Housing Action Plan: Mid-Rise Building Design Guidelines" which further updated and consolidated the Mid-Rise Building Design Guidelines to consider taller buildings on deep sites and on streets with 45 metre planned right-of-way widths, eliminate angular planes, and allow increased flexibility in building massing in order to simplify construction, make buildings more economical to construct, and enhance sustainability in mid-rise developments. The report can be found at:

[Agenda Item History - 2024.PH17.10](#)

On December 5, 2024, Planning and Housing Committee adopted PH17.14 - "Our Plan Toronto: Draft Delineations – Protected Major Transit Station Areas and Major Transit Station Areas (9 stations) – Proposals Report". This report recommended that staff use the draft delineation of 2 Protected Major Transit Station Areas and 7 Major Transit Station Areas as the basis of consultation to inform a final Official Plan Amendment. The report also considered the merits of the British Columbia approach of Transit Oriented Areas (TOAs) and concluded that the provincial Major Transit Station Area policy framework provides a more flexible approach to determining the appropriate density and scale of development while still achieving the same policy objectives of TOAs. The report can be found at:

<https://secure.toronto.ca/council/agenda-item.do?item=2024.PH17.14>

On December 17 and 18, 2024, City Council referred item PH17.2 "Expanding Housing Options in Neighbourhoods - Neighbourhood Retail and Services Study Phase Two Final Report" back and directed staff to conduct further consultation on the proposed ZBLAs with the public and residents' associations, in concert with coordinating a professional communications campaign through mainstream media channels to continue explaining the proposal and gather additional opinions. The report can be found at: <https://secure.toronto.ca/council/agenda-item.do?item=2024.PH17.2>

On February 5, 2025, Council adopted Item PH18.5 – "Housing Action Plan: Avenues Policy Review – Decision Report", removing the requirement for Avenue Segment Reviews and City-initiated Avenue Studies and adopting Official Plan Amendment No. 778 ("OPA 778"). Council also directed the Chief Planner and Executive Director, City Planning to undertake a comprehensive review and consultation process for newly identified and not previously studied Avenues prior to bringing forward potential amendments to land use designations and zoning, prioritizing lands identified within Major Transit Station Areas. OPA 778 has been appealed to the Ontario Land Tribunal (Case Number: [OLT-25-000221](#)). The Tribunal approved OPA 778 and it is in full force and effect as of March 14, 2025, with the exception of certain lands that are under appeal and one explanatory sidebar (non-policy text) regarding Ground Floor Uses on Avenues. The report can be found at:

<https://secure.toronto.ca/council/agenda-item.do?item=2025.PH18.5>

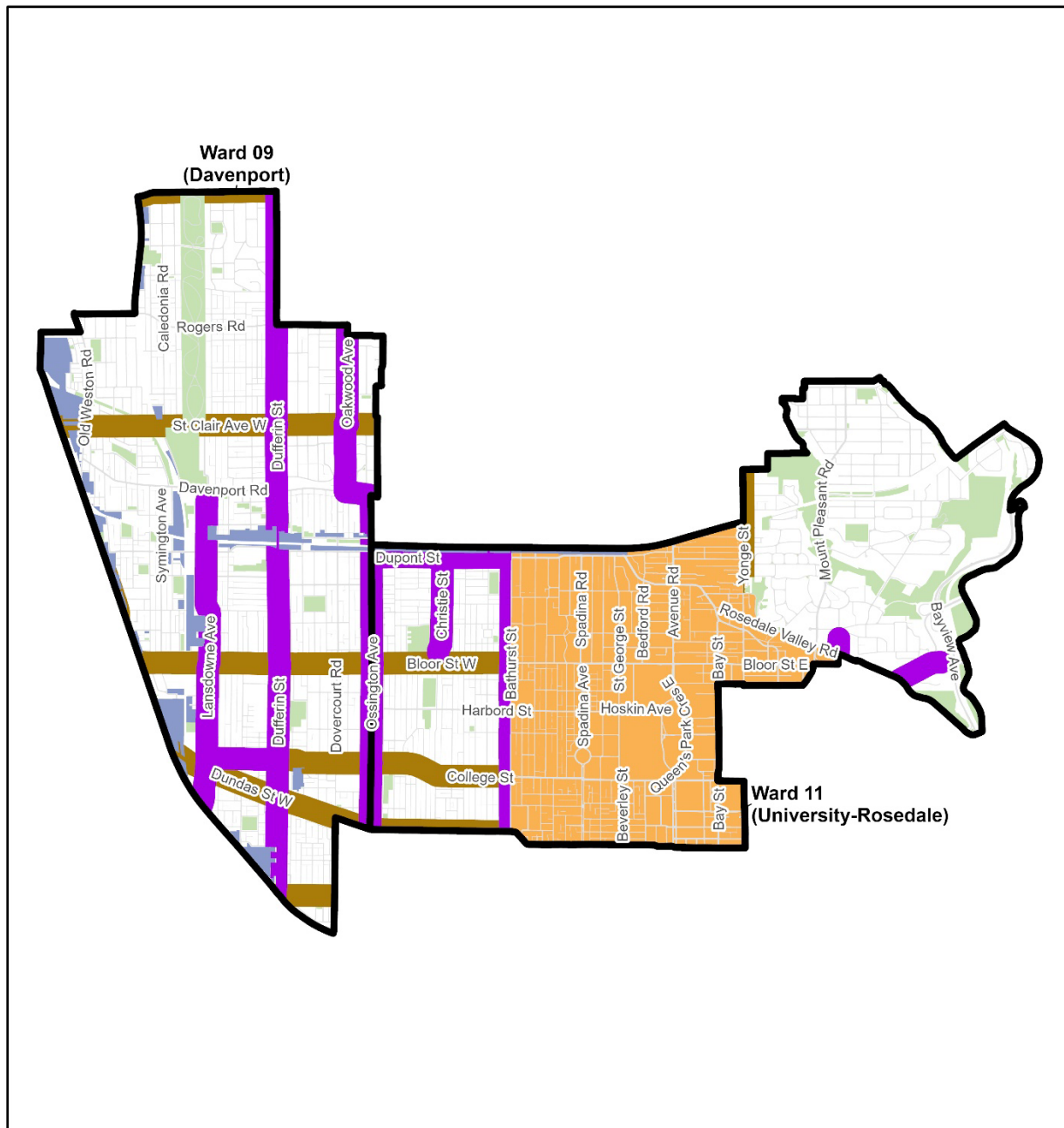
On July 23 and 24 2025, City Council adopted Item PH23.6 - "Missing Middle and Midrise Housing Implementation Initiative", directing the Chief Planner and Executive Director, City Planning, to report back by the end of the second quarter of 2026 with updates on the progress of the Missing Middle and Mid-rise Housing Implementation Initiative. The initiative is focused on addressing development feasibility and

encouraging uptake in these new forms of housing across the city. The report can be found at: [Agenda Item History - 2025.PH23.6](#)

On September 25, 2025, the Planning and Housing Committee adopted Item PH24.3 "Major Transit Station Areas and Protected Major Transit Stations Areas and Inclusionary Zoning Implementation - Status Update and Work Plan", receiving the item for information and requesting the Chief Planner and Executive Director City Planning, and the Executive Director, Development Review to report back in the second quarter of 2026 regarding the City's current policies related to matters such as transition, urban design, heritage, and built form for tall buildings adjacent to lands designated as Neighbourhoods, including any recommendations for possible future review or update to these policies within Major Transit Station Areas. The report summarizes the modifications to the Council-adopted P/MTSA policies by the Minister of Municipal Affairs and Housing and includes a workplan for zoning implementation. The report can be found at: [Agenda Item History - 2025.PH24.3](#)

On November 13, 2025, City Council adopted Item PH25.3 "Community Within Reach: Expanding Housing Options in Neighbourhoods (EHON) Neighbourhood Retail and Services Study - Phase Three Final Report" with amendments, amending Zoning By-law 569-2013 to introduce additional permissions for non-residential uses in Residentially zoned areas. The report can be found at: [Agenda Item History - 2025.PH25.3](#)

Attachment 2: Official Plan Map 2 Urban Structure for the Initial Study Area



Official Plan Map 2

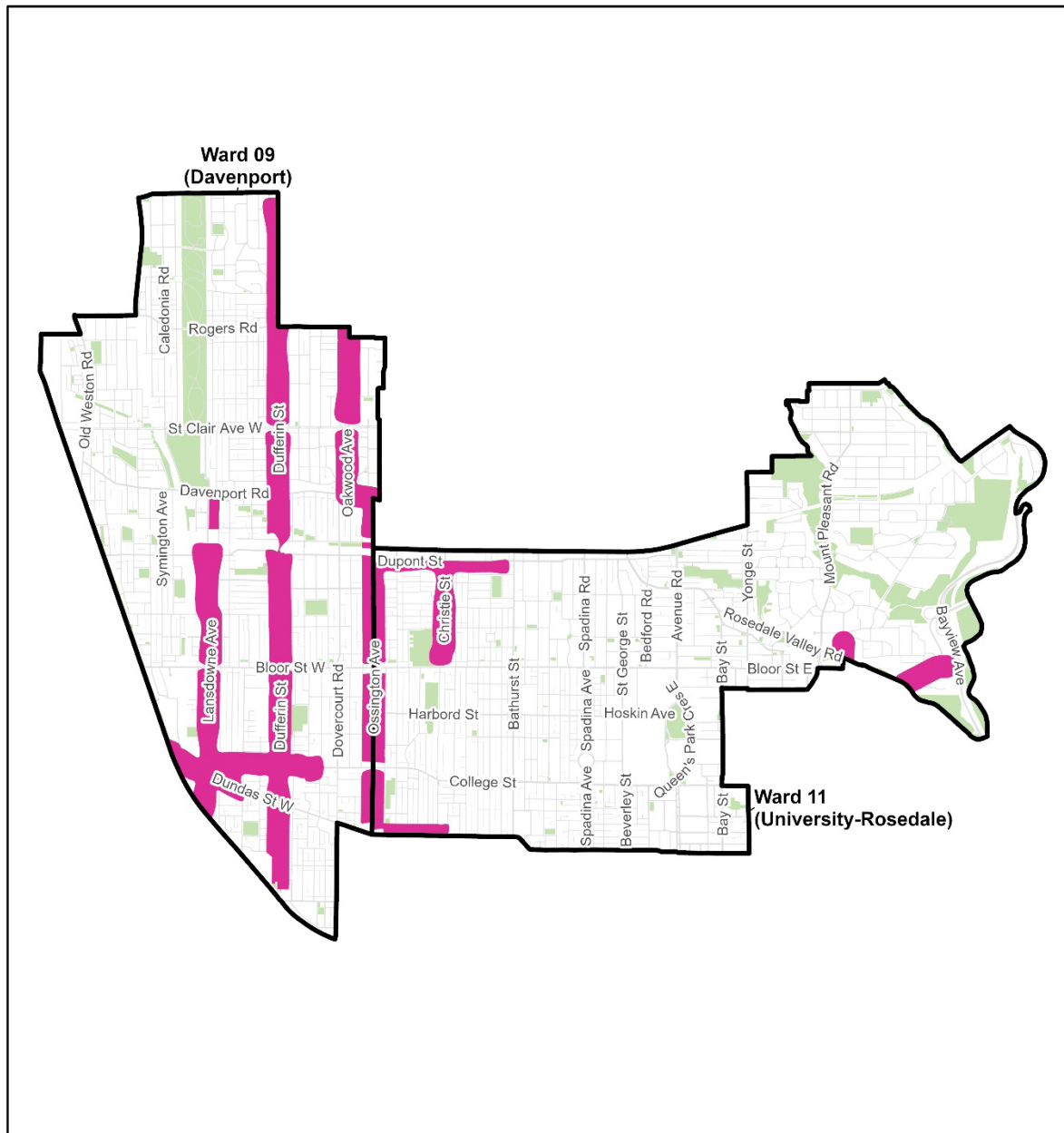
Urban Structure in Wards 9 and 11

- | | |
|--|--|
| New Avenues | Employment Areas |
| Existing Avenues | Downtown and Central Waterfront |
| | Green Space System |



Not to Scale
Extracted: 11/04/2025

Attachment 3: Initial Study Map - Areas Subject to Initial Study



Initial Study Area Avenues

Initial Study Areas


 Not to Scale
 Extracted: 11/03/2025

Attachment 4: Redesignation and Rezoning Guide (Version 1) as Shown in the Phase Two Work Plan Report Adopted by Council on June 25, 2025

Guide for Redesignation and Rezoning

Once lands have been scoped for further study, a guide will help determine what land use designation and zoning standards should be applied. Based on preliminary work completed for the initial study of wards 9 and 11, staff have developed a draft guide below for redesignation and rezoning.

The following guide is not exhaustive and may change based on lessons learned in the initial study, feedback from the public and stakeholders, and may differ based on the context of the area being studied:

Guide: Existing *Neighbourhoods*

Consideration will be given to retaining lands as *Neighbourhoods* if there is no possibility of a mid-rise building to be constructed based on parcel dimensions, parcel fabric of the block, fixed physical features (such as roads and public laneways), and performance standards for mid-rise buildings.

Consideration will be given to redesignating lands to *Apartment Neighbourhoods* with the appropriate zoning category if all of the following apply:

- There is a possibility for a mid-rise building to be constructed based on parcel dimensions, parcel fabric of the block, fixed physical features (such as roads and public laneways), and performance standards for mid-rise buildings;
- There is no existing commercial establishment(s); and
- The block is not part of an existing commercial strip (e.g., main street).

Consideration will be given to redesignating lands to *Mixed Use Areas* with the appropriate zoning category if all of the following apply:

- There is a possibility for a mid-rise building to be constructed based on parcel dimensions, parcel fabric of the block, fixed physical features (such as roads and public laneways), and performance standards for mid-rise buildings; and
- There is an existing commercial establishment(s), or the block is part of an existing commercial strip (e.g., main street).

Guide: Existing *Apartment Neighbourhoods*

Consideration will be given to retaining lands as *Apartment Neighbourhoods with existing zoning* if there is no possibility of a mid-rise building to be constructed based on parcel dimensions, parcel fabric of the block, fixed physical features (such as roads and public laneways), and the performance standards for mid-rise buildings.

Consideration will be given to rezoning *Apartment Neighbourhoods* parcels with no redesignation if all of the following apply:

- There is a possibility for a mid-rise building to be constructed based on parcel dimensions, parcel fabric of the block, fixed physical features (such as roads and public laneways), and performance standards for mid-rise buildings;
- There is no existing commercial establishment(s); and
- The block is not part of an existing commercial strip (e.g., main street).

Consideration will be given to redesignating parcels to *Mixed Use Areas* with the appropriate zoning if all of the following apply:

- There is a possibility for a mid-rise building to be constructed based on parcel dimensions, parcel fabric of the block, fixed physical features (such as roads and public laneways), and performance standards for mid-rise buildings; and
- There is an existing commercial establishment(s), or the block is part of an existing commercial strip (e.g., main street).

Guide: Existing *Mixed Use Areas*

- Consideration will be given to rezoning *Mixed Use Areas* parcels if there is a possibility for a mid-rise building to be constructed based on parcel dimensions, parcel fabric of the block, fixed physical features (such as roads and public laneways), and current performance standards for mid-rise buildings.

Guide: Shallow Lots with Frontage onto Avenues

Some parcels with frontage onto an *Avenue* may be too shallow to accommodate a mid-rise building based on the performance standards in the [Mid-Rise Building Design Guidelines](#). These parcels are considered to be "shallow" and not have an "ideal lot depth". Ideal lot depth is defined in Table 1 of the Mid-Rise Building Design Guidelines and corresponds to the adjacent right-of-way width which informs the height of a mid-rise building.

In such cases, staff will assess whether "shallow" parcels with frontage onto an *Avenue* could be feasibly assembled with rear neighbouring lots currently designated as *Neighbourhoods*, *Apartment Neighbourhoods*, or *Mixed Use Areas*. The number of parcels to be considered for redesignation and/or rezoning will be informed by the number of parcels that would allow the ideal lot depth to be achieved based on Table 1 of the Mid-Rise Design Guidelines.

Attachment 9: Height and Density Permissions for Commercial Residential Zoning

The recommended zoning by-law amendment assigns new height and density values to existing and proposed CR zoned parcels in the following manner

Maximum Permitted Building Height

- Maximum Permitted Building Height in metres: 20
- Maximum Permitted Building Height (storeys): 6

Maximum Permitted Floor Space Index (FSI) by Context in Wards 9 and 11

Site Context	Maximum Permitted Floor Space Index (FSI) by Type		
	Total FSI	Non-Residential FSI ("c")	Residential FSI ("r")
Existing Public Lane at Rear	5.0	1.0	4.5
No Existing Public Lane at Rear	4.0	1.0	3.5
Abutting Park or O, ON, OR Zone	4.0	1.0	3.5
Located south of a Park or O, ON, OR Zone	4.0	1.0	3.5

Based on the information above the resulting zone labels for the recommended CR zone are the following:

- CR 4.0 (c1.0; r3.5) SS4
- CR 5.0 (c1.0; r4.5) SS4

Attachment 10: Summary of Redesignation Analysis

Land Use Designation	Number of Parcels	Percent of Total Parcels	Total Area (sqm)	Percent of total Area
Recommended Apartment Neighbourhoods	1,384	43%	362,344	36%
Recommended Mixed Use	565	17%	129,712	13%
Keep Existing Designation - Under Appeal	8	0.3%	33,864	3%
Keep Existing Designation - Lands within 300m of Employment	854	26%	246,788	25%
Keep Existing Designation - Already designated Mixed Use	408	13%	146,739	14%
Keep Existing Designation - Other	32	1%	80,744	8%
Grand Total	3,251	100%	997,190	100%