

Zoning By-law Amendment for Garden Suites on Parkmount Road Facing Craven Road – Final Report

Date: October 3, 2025

To: Toronto and East York Community Council

From: Director, Zoning and Secretary-Treasurer, Committee of Adjustment, City Planning Division and Director, Community Planning, Toronto and East York District, Development Review Division

Ward: 14 - Toronto Danforth

Planning Application Number: 24 198104 SPS 00 OZ

SUMMARY

On October 9 and 10, 2024, City Council directed City Planning staff through Item “TE16.75 - Council Direction on PH14.13 - Allowing Time for a Thorough Review”, to review garden suite zoning permissions for homes on Parkmount Road that back onto Craven Road between Danforth Avenue and Hanson Street, and to allow more time for the review that Council had previously requested. The Council decision directed staff to consider matters such as provincial planning changes, previous consultation, and modifications to the zoning by-law for better integration of garden suites in the area including appropriate setbacks from Craven Road for garden suites.

Garden suites have been permitted in Toronto’s *Neighbourhoods* since early 2022, when City Council adopted city-wide permissions. As a priority project of the Expanding Housing Options in Neighbourhoods (EHON) initiative, garden suites contribute to Toronto’s housing goals and targets, including the 2023 Housing Action Plan, and the Province’s housing target of 285,000 new homes in Toronto by 2031. The garden suite permissions provide opportunities through gentle intensification for a variety of living arrangements, providing flexibility for existing homeowners looking to rent a unit to tenants, creating additional units for multigenerational living, or those looking to downsize and age in place. To date, the City has received over 900 building permit applications for garden suites. In July 2025, Council adopted additional amendments to further support the effective implementation of garden suites in Toronto based on the findings from the Garden Suites Monitoring Program and to align Zoning By-law 569-2013 with recent provincial regulatory changes.

This report presents the findings from the review, feedback from public consultation, and staff’s recommended approach to reflect the distinct context of Craven Road, including recommended amendments to the zoning by-law. The recommended zoning by-law amendment would continue to permit garden suites on Parkmount Road while providing minor modifications to performance standards that reflect and address several unique characteristics on Craven Road, notably the narrowness of the street, and the through-lot character of Parkmount Road versus the facing condition of the homes

fronting onto Craven Road. Staff are aware of only one other street in the City that exhibits the same characteristics.

RECOMMENDATIONS

The Director, Zoning and Secretary-Treasurer, Committee of Adjustment, City Planning Division and the Director, Community Planning, Toronto and East York District, Development Review Division recommend that:

1. City Council amend City of Toronto Zoning By-law 569-2013 substantially in accordance with the draft Zoning By-law Amendment included as Attachment 1 to this Report.
2. City Council authorize the City Solicitor to make such stylistic and technical changes to the draft Zoning By-law Amendment as may be required.

FINANCIAL IMPACT

The City Planning and Development Review Divisions confirm 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 impact information.

DECISION HISTORY

On February 2 and 3, 2022, City Council adopted Official Plan Amendment 554 and Zoning By-law 101-2022 which amended the Official Plan and Zoning By-law 569-2013 to permit garden suites within Neighbourhoods across the City of Toronto. City Council also directed City Planning to monitor the implementation of Official Plan Amendment 554 and Zoning By-law 101-2022, and report to Planning and Housing Committee following the earlier of two years following the date of the Official Plan and zoning by-law amendments come into full force and effect, or following the issuance of the 200th building permit for the construction of new garden suites. The decision at City Council can be found here:

<https://secure.toronto.ca/council/agenda-item.do?item=2022.PH30.2>

Official Plan Amendment 554 and Zoning By-law Amendment 101-2022 were appealed to the Ontario Land Tribunal shortly after Council's adoption. On July 4, 2022, the Ontario Land Tribunal dismissed the appeals, citing its lack of jurisdiction to hear the appeals, and ordered that the Official Plan and zoning by-law amendment were in-force and effect:

<https://www.toronto.ca/wp-content/uploads/2022/07/9860-cityplanning-garden-suites-olt-decision.pdf>

On February 28, 2024, Planning and Housing Committee adopted Item “PH10.4 - Expanding Housing Options in Neighbourhoods - Garden Suites Monitoring Program - Update Report”, which included direction for City Planning staff to report on measures to scale up and expedite approval and construction of a range of housing types, including garden suites, Ward 19 - Beaches – East York height permissions city-wide, removal of all angular plane requirements for garden suites, and to report back in the first quarter of 2025 on the garden suite monitoring program with final recommendations on any proposed policy changes or zoning by-law amendments. The Planning and Housing Committee decision on the Update Report can be found here:

<https://secure.toronto.ca/council/agenda-item.do?item=2024.PH10.4>

On June 13, 2024, the Planning and Housing Committee requested the Chief Planner and Executive Director, City Planning and the City Solicitor to report to the appropriate committee on the history and classification of Craven Road, and options to remove Craven Road from as-of-right planning permissions for garden suites due to the nature of the road. The decision document can be found here:

<https://secure.toronto.ca/council/agenda-item.do?item=2024.PH13.4>

On July 24 and 25, 2024, City Council adopted Item "PH14.13 - Expanding Permitted Uses in Laneway and Garden Suites", which included direction for City Planning to bring forward a zoning by-law amendment for consideration at a statutory public meeting at Toronto and East York Community Council no later than October 24, 2024, with the effect of removing zoning permissions for garden suites from properties that back onto the portion of Craven Road from Danforth Avenue to Hanson Street. The decision at City Council can be found here:

<https://secure.toronto.ca/council/agenda-item.do?item=2024.PH14.13>

On October 9 and 10, 2024, City Council adopted the Item “TE16.75 - Council Direction on PH14.13 - Allowing Time for a Thorough Review”, which directed the Chief Planner and Executive Director, City Planning to allow more time for a “thorough review” of Garden Suite zoning permissions for Parkmount Road homes that back onto Craven Road between Danforth Avenue and Hanson Street including consideration of: provincial planning changes, previous consultations, and potential impacts to other areas of the city. City Planning was also directed to report back to the Toronto and East York Community Council once that additional work was completed, which report may include a recommendation to amend the zoning permissions for garden suites for properties that back onto the portion of Craven Road from Danforth Avenue to Hanson Street. The decision at City Council can be found here:

<https://secure.toronto.ca/council/agenda-item.do?item=2024.TE16.75>

On November 20, 2024, the Minister of Municipal Affairs and Housing made O. Reg. 462/24 regarding Additional Dwelling Units (ARUs) made under the *Planning Act*. The Regulation affects zoning performance standards for some additional residential units including garden suites with respect to angular planes, minimum separation distances, maximum lot coverage, maximum floor space index, and minimum lot area. The Regulation came into force on November 20, 2024. More information about O. Reg. 462/24 can be found on the City's Expanding Housing Options in Neighbourhoods

website: <https://www.toronto.ca/city-government/planning-development/planning-studiesinitiatives/expanding-housing-options/>

On July 23 and 24, 2025, City Council adopted Official Plan Amendment 824 and Zoning By-law 849-2025 which amended the Official Plan and Zoning By-law 569-2013 to further support the effective implementation of garden suites in Toronto based on the findings from the Garden Suites Monitoring Program and to align Zoning By-law 569-2013 O. Reg. 462/24. Zoning By-law 849-2025 was appealed and is now before the Ontario Land Tribunal (OLT).
<https://secure.toronto.ca/council/agenda-item.do?item=2025.PH23.1>

STUDY AREA

Description

The study area is generally bound by Parkmount Road to the west, Hanson Street to the south, properties fronting onto Craven Road to the east, and Danforth Avenue to the north. The study area includes 56 residentially zoned properties on the east side of Parkmount Road, and 48 residentially zoned properties on the east side of Craven Road.

The Parkmount Road properties are through lots with rear lot lines that abut the west side of Craven Road and are mostly developed with existing single and semi-detached houses. The Craven Road properties are also developed with existing single and semi-detached houses, albeit on smaller lots. More recently, 3- to 4-storey infill townhouses have been constructed in the northern-most portion of the study area, just south of Danforth Avenue.

Craven Road is a north-south street that runs from Danforth Avenue to the north and Queen Street East to the south. The street is divided by the Lakeshore East Metrolinx Rail Corridor, Monarch Park Collegiate Institute and Hanson Street. In accordance with Council direction regarding the proposed by-law amendment, staff's review has focused only on the portion of Craven Road located north of Hanson Street.

The section of Craven Road within the study area is approximately 375 metres long and has a narrow right-of-way width of 6.1 metres which includes 4.9 metres for the asphalt roadway portion of the right-of-way and a sidewalk of 1.2 metres on the east side. There is no sidewalk on the west side of Craven Road. The street operates one way north-bound and on-street parking is not permitted. Despite its narrow width, Craven Road is classified as a local street, and not a lane.

The portion of Craven Road within the study area is distinct when compared to other streets city-wide: it has a very narrow right-of-way width with residential through lots on one side and houses fronting onto the other side of the street. Based on staff's review of streets in Toronto, there is only one other street like Craven Road. This is discussed further in the Comments section below.

A detailed history of Craven Road can be found in Attachment 2, which also responds to direction to staff from Planning and Housing Committee on June 13, 2024, to report on the history of Craven Road. See Attachment 3 for a map of the study area.

Surrounding Uses

North: Townhouses at 1131-1185 and 1164-1170 Craven Road, townhouses at 211-217 Parkmount Road, and mixed-use area along Danforth Avenue;
South: Monarch Park and Monarch Park Collegiate Institute;
East: Neighborhoods mostly made up of single and semi-detached houses;
West: Neighborhoods mostly made up of single and semi-detached houses.

The study area is also in close proximity to transit, with both Coxwell and Greenwood subway stations nearby.

BACKGROUND

Expanding Housing Options in Neighbourhoods

Expanding Housing Options in Neighbourhoods (“EHON”) is a City initiative ongoing since 2020 to plan, permit, and facilitate more low-rise housing in residential neighbourhoods and meet the needs of a growing city. The EHON work program responds to several City and Provincial policy objectives to provide a full range of housing options for Torontonians, in a form that makes efficient use of land, infrastructure, and existing services. These low-rise housing forms, commonly referred to as the “missing middle”, can range from garden suites to low-rise walk-up apartment buildings. All of these housing types can be found in Toronto today but have historically been limited in where they are allowed to be built.

On February 2, 2022, Toronto City Council adopted the Garden Suites Official Plan Amendment and Zoning By-law Amendment which permitted garden suites on properties in most residential zones across Toronto. As one of several EHON initiatives, garden suites are self-contained living accommodation located within an ancillary building, usually located in the rear yard, but not on a public lane, and separate or detached from the primary dwelling on the lot. With the guiding principles of both “garden” and “suite”, garden suites are intended to provide an additional form of low-rise housing and increase housing supply within *Neighbourhoods*, while maintaining the natural environment, urban forest tree canopy, and soft landscaped character in rear yards.

The Zoning By-law does not regulate the tenure of a property. As such, a garden suite can be used as a rental or owner-occupied unit. The garden suite permissions provide opportunities for a variety of living arrangements, providing flexibility for existing homeowners looking to rent a unit to tenants, creating additional units for multigenerational living, or those looking to downsize and age in place. As a priority project of the EHON initiative, garden suites contribute to Toronto’s housing goals and targets, including the 2023 Housing Action Plan, and the Province’s housing target of 285,000 new homes in Toronto by 2031.

Garden Suites Monitoring Program

With the adoption of city-wide permissions for garden suites in February 2022, City Council also directed City Planning staff to monitor the implementation of garden suite permissions and report to Planning and Housing Committee recommending any necessary revisions to policy, zoning, and other changes to improve implementation.

As part of the Garden Suites Monitoring Program, the City retained Gladki Planning Associates (“GPA”) to assist in reviewing garden suite implementation and facilitating consultation. GPA’s review found that garden suite permissions have enabled meaningful infill housing across Toronto, and though the garden suites zoning by-law is generally effective, opportunities were identified to address some implementation challenges through modifications to the zoning by-law, as well as process improvements.

In addition to the analysis conducted by GPA, City staff conducted a detailed review of garden suite applications and performance standards, including a jurisdictional scan of garden suite permissions in other cities; a detailed review of minor variances, building permits, and tree permits; and consultation with residents, resident associations and grassroots organizations, City staff and industry professionals. The monitoring team considered topics directed by Council such as the number and location of related tree removal permit applications, accessibility and affordability, and coordinated with other City work related to garden suites.

The monitoring team also conducted site visits across Toronto to view garden suites that are completed or under construction, to understand the outcomes of current permissions, investigate concerns raised via consultation, and to ensure any recommended changes to the By-law were well-informed. The Garden Suites Monitoring Program and its key findings informed the Official Plan and zoning by-law amendments which were adopted by City Council on July 23-24, 2025, which further support improvements to garden suite implementation in Toronto.

Further details are provided in the [Garden Suites Monitoring Program - Final Report](#) (dated June 27, 2025), and in the Decision History Section above.

POLICY AND REGULATION CONSIDERATIONS

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.

Subsection 16(3) of the *Planning Act* requires Official Plans to include policies, and for Zoning By-laws to give effect to those policies, to permit additional residential units in

detached, semi-detached, and rowhouses, and in buildings ancillary to those residential building types.

Provincial Planning Statement, 2024

On October 20, 2024, the Provincial Planning Statement (PPS 2024) came into effect and combined the previous Provincial Policy Statement 2020 and the Growth Plan 2019 into a single policy document. All decisions of Council in respect of the exercise of any authority that affects a planning matter shall be consistent with the Provincial Planning Statement, 2024 (“PPS 2024”) and shall conform to provincial plans, including the Greenbelt Plan (2017) and others.

The PPS 2024 provides policy direction province-wide on land use planning and development and speaks to building homes while sustaining strong and competitive communities, making wise use of and managing resources, and protecting public health and safety. More specifically, the PPS includes policies that direct planning authorities to:

- provide for an appropriate range and mix of housing options and densities to meet projected requirements of current and future residents;
- promote densities for new housing which efficiently use land, resources, infrastructure and public service facilities, and support the use of active transportation; and,
- support general intensification and redevelopment to support the achievement of complete communities.

Ontario Regulation 462/24: Additional Residential Units

On November 20, 2024, the Minister of Municipal Affairs and Housing made Ontario Regulation 462/24 (“O. Reg. 462/24” or the “Regulation”) under the *Planning Act*, which amends Ontario Regulation 299/19: Additional Residential Units (“ARUs”). The Province stated that the regulation “could facilitate the creation of additional residential units, such as basement suites and garden suites, by eliminating barriers. Removing these requirements could potentially reduce or eliminate the need for rezoning or minor variances, saving time and money and helping to build more homes.”

O. Reg. 462/24 includes five standards that prevail over municipal zoning by-laws where there is a conflict. Where applicable, the new standards include:

- permission to penetrate required angular planes;
- maximum lot coverage of 45 percent, and where the zoning by-law permits a lot coverage greater than 45 percent, the more permissive by-law would prevail;
- removal of floor space index (FSI) maximum;
- minimum lot area requirements for a building with an ARU cannot be more onerous than the minimum lot area for the same building without an ARU; and
- minimum building separation distance of 4 metres between the building containing an ARU and another building on the lot with a residential unit.

The Regulation came into effect on November 20, 2024. Given the timing of the issuance of the Regulation, and the impact on garden suite zoning requirements related to angular planes, minimum separation distance, and maximum lot coverage, the

Garden Suites Monitoring Program included consideration of the impacts of the Regulation. By-law 849-2025, the Garden Suites Monitoring By-law, adopted by Council in July 2025, was intended to ensure alignment between City-wide Zoning By-law 569-2013 and the Regulation, and to provide clarity for implementation with respect to garden suites standards. This included removal of angular plane requirements, updating maximum lot coverage, and adjusting the minimum separation distance.

Official Plan

The Official Plan should be read as a whole to understand its comprehensive and integrative intent as a policy framework for priority-setting and decision-making.

Toronto's Official Plan is founded on a growth management strategy which steers more significant growth and change to some parts of the city, while generally directing more gradual change to other areas. The Official Plan designates the lands within the study area as *Neighbourhoods* (see Attachment 4). As stated in Chapter 4 policies, lands designated *Neighbourhoods* in the Official Plan (which comprise 35.4 percent of the city's land area), are described as "stable but not static", with some physical change expected over time. *Neighbourhoods* are primarily composed of low-density residential uses in low scale building types, including detached houses, semi-detached houses, duplexes, triplexes, fourplexes, various forms of townhouses, ancillary buildings like laneway and garden suites, and apartment buildings that are no higher than four storeys, or six storeys on Major Streets. A key objective of the Plan is 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.

Chapter 8 of the Official Plan sets out policies related to Major Transit Station Areas (MTSAs) and Protected Major Transit Station Areas (PMTSAs). The study area is located within both the Greenwood PMTSA and the Coxwell PMTSA.

Official Plan Site and Area Specific Policy 670

On February 2, 2022, City Council adopted Official Plan Amendment 554 (OPA 554). OPA 554 amended Chapter 7 of the Official Plan and introduced Site and Area Specific Policy 670 (SASP 670) which created permissions for garden suites within all *Neighbourhoods* across the city, subject to a range of criteria.

The lands within the study area are subject to SASP 670, as amended by City Council in July 2025 via the adoption of Official Plan Amendment 824 (OPA 824). OPA 824 amends SASP 670 by removing the policy language requiring a garden suite to have an interior floor area less than the gross floor area of the primary building on the lot to align with Zoning By-law changes related to gross floor area. The existing policy that a garden suite be subordinate to the primary dwelling on the lot is maintained.

Zoning

City-wide Zoning By-law 569-2013 applies to most of Toronto, including the lands within the study area. Chapter 10 of Zoning By-law 569-2013, Residential Zone Category, implements the policies of the *Neighbourhoods* designation from the Official Plan. In

February 2022, By-law 101-2022 was adopted by City Council. This amendment included new permissions for garden suites in all residential zones city-wide. The permissions include specific use regulations for garden suites such as height, setbacks, separation distance, and landscaping to ensure a consistency of scale and fit within the existing neighbourhood context. As a result of the Garden Suites Monitoring Program, the garden suite zoning permissions were further amended through the adoption of By-law 849-2025 in July 2025, which has been appealed to the Ontario Land Tribunal (OLT). Included in this most recent amendment were modifications to align garden suite permissions in By-law 569-2013 with O. Reg. 462/24.

The study area is zoned R (d0.6) (x736) under Zoning By-law 569-2013 (see Attachment 5). The maximum permitted height on the Height Overlay Map is 11.0 metres. The Residential (R) Zone permits garden suites subject to the requirements in Specific Use Regulation Section 150.7 Garden Suites. By-law 849-2025, the Garden Suites Monitoring By-law, amends Section 150.7 and is under appeal to the OLT.

Rear Yard Setback Requirements (Existing Regulation in Section 150.7)

On through lots and where no parking is provided within the garden suite, the minimum required rear yard setback is 1.5 metres. On through lots where parking is provided within the garden suite and accessed from an existing vehicle access on the rear lot line, the minimum setback is 6.0 metres. The purpose of this increased setback is to ensure adequate space for safe access and egress for vehicles between the garden suite and the right-of-way.

PUBLIC ENGAGEMENT

Community Consultation from June 2024 Direction – Removal of Garden Suites Permissions within Study Area

On September 19, 2024, a virtual community consultation meeting took place to gather feedback on City Council direction from June 2024 regarding removal of zoning permissions for garden suites from properties that back onto the portion of Craven Road from Danforth Avenue to Hanson Street. Approximately 134 members of the public attended along with the Ward Councillor. A presentation was given by City staff, and members of the public asked questions and provided feedback. Staff also received written feedback by email before and after the meeting. The following is a summary of the feedback received:

- The removal of garden suite permissions was not in alignment with Provincial legislation or City of Toronto housing policies and goals.
- Concerns over the removal of garden suite development rights for properties on Parkmount Road.
- Garden suites are a good housing option which adds gentle density in neighbourhoods and can provide multigenerational accommodations.
- Garden suites facing Craven Road would reinforce the existing unique street character in a positive way. The existing garages, townhouses, and dwellings on Craven offer precedent for garden suites as a small-scale form of development.

- Some residents shared comments stating that garden suite development as permitted by the City-wide zoning by-law is appropriate for Craven Road due to similarities to other streets and lanes in the city. Other residents stated that Craven Road is unique and not suitable for garden suite development due to the narrow right-of-way and through lot condition from Parkmount Road.
- The potential impacts of the zoning by-law brought forward would lack adequate study from staff.
- Suggestion that the City-wide by-law did not contemplate a unique condition such as Craven Road, with through lots abutting a narrow street.
- Concerns that garden suites are not an affordable housing option.
- Concern that the scale of garden suites permitted will be too large, not fitting well into the neighbourhood and diminishing sky views and creating stormwater management issues.
- Shadow and privacy issues could result from small setbacks of garden suites from Craven Road where the existing dwellings on the east side have small setbacks from the street.
- Development of garden suites could result in the premature removal of privately-owned trees.

Community Consultation from October 2024 Direction – Consideration of Modified Zoning Performance Standards within Study Area

Following previous public consultation in 2024, staff were directed to review garden suite zoning permissions for Parkmount Road homes that back onto Craven Road between Danforth Avenue and Hanson Street. An in-person community consultation meeting was held on September 9, 2025, at the East End Food Hub, to present the findings of staff's review, including recommended amendments to the zoning by-law to introduce area-specific performance standards for garden suites. There were approximately 35 members of the public in attendance along with the Ward Councillor. Following a presentation by City staff, there was a question and discussion period. The following comments are a summary of the feedback that was received:

- Parkmount Road through lots should not receive area-specific permissions and should stay aligned with the existing performance standards for garden suites in the City-wide Zoning By-law.
- The proposed amendments will create a barrier for the feasibility of the development of garden suites in the study area.
- The proposed zoning by-law amendment strikes a good balance between ensuring garden suites can be built and creating appropriate separation between Parkmount Road garden suites and homes on Craven Road.
- The small separation distance between the garden suites on Parkmount Road and the homes on Craven Road will result in privacy issues.
- Stormwater management needs to be studied in the study area to ensure that there is adequate servicing capacity, and that flood risk is minimized with the development of garden suites.

- Concerns related to adequate on-site or street parking, garbage storage, and traffic and pedestrian management when accessing new garden suites from Craven Road.
- Garden suite permission encourages the removal of private trees. The trees in the rear yards of properties on Parkmount Road should be protected.

The issues raised through both community consultation processes have been considered through the review of the application and commented on as necessary in the body of this Report.

Statutory Public Meeting Comments

In making their decision with regard to this application, Council members have an opportunity to hear the oral submissions made at the statutory public meeting held by the Toronto and East York Community Council for this proposal, as these submissions are broadcast live over the internet and recorded for review.

COMMENTS

Lot Analysis

As part of the review, staff conducted a lot analysis of the properties on both Parkmount Road and Craven Road. The study area includes 56 residentially zoned through lot properties on the east side of Parkmount Road, and 48 residentially zoned properties on the east side of Craven Road.

Parkmount Road

The Parkmount Road properties have an average lot frontage of 5.5 metres, and an average lot depth of 37.7 metres.

Craven Road

The Craven Road properties have an average lot frontage of 5.4 metres, and an average lot depth of 24.3 metres. Staff also measured the front yard setbacks of the existing houses on Craven Road to arrive at an average front yard setback of 2.6 metres.

Analysis of Other Through Lot Streets

In addition to the lot analysis within the study area, staff also conducted an analysis of streets with through lots city-wide. There were many streets identified that had some through lots.

In order to identify other potential streets that have a similar right-of-way/lot fabric/built form condition as Craven Road, staff narrowed the list of streets with through lots to those that had contiguous blocks of entirely through lots on one side *and* where the adjacent street was narrow (10 metres or less). Using this approach, staff identified five streets city-wide (including Craven Road) that have all through lots on one side, houses fronting on the other side, and a narrow right-of-way width of less than 10 metres.

Staff conducted site visits of all five streets identified, in order to assess the width of the right-of-way, observe the existing built form and any recent garden suite development, and review the lot dimensions. Based on this review, staff determined that only one other street is like Craven Road with very narrow right-of-way (6.1 metres), and where the residential through lots on one side of the street are of a size that can accommodate garden suites, while the other side had residential properties fronting onto the street. The street identified as most similar to Craven Road is O'Leary Avenue in Ward 9 Davenport. The other streets were eliminated due to a combination of the following: the right-of-way was significantly wider, garden suites already exist as part of the built form, and/or the residential through lots were too shallow to accommodate garden suites.

A review of O'Leary Avenue and resulting recommendations may form part of future work and reporting, if needed.

Impacts and Issues Raised

Garden suites are intended to provide additional residential units through gentle density and gradual uptake. Through the EHON Garden Suites Monitoring Program, impacts of garden suites including on tree protection and stormwater management, were considered. The most common issues raised during consultation for Parkmount Road/Craven Road are addressed below.

Stormwater Management and Sewer Capacity

The existing soft landscaping requirement for garden suites is the same as the existing zoning by-law standards for lots without garden suites, which requires 50 percent of the rear yard to be soft landscaping, or 25 percent when the frontage is less than 6.0 metres in width.

The proposed zoning by-law amendment further requires that a specific part of the rear yard, between the garden suite and Craven Road, be landscaped open space.

Item 2022.PH30.2 "Expanding Housing Options in Neighbourhoods - Garden Suites - Final Report indicated that: "it is estimated that the yearly construction of garden suites in Toronto will be a modest addition to the City's housing starts. This additional housing will also be distributed across the City's many neighbourhoods. Toronto Water staff anticipate that the impact on piped services over the study area as a whole, and within local areas, will be negligible...Despite the difficulty in forecasting the overall uptake of garden suites, or the amount of construction in any given area, the year over year construction of garden suites is anticipated to be within the current capacity of the City's sanitary sewer system."

Toronto Water staff are evaluating the cumulative impacts of residential infill projects in *Neighbourhoods* on stormwater management and will report back through that process.

Solid Waste

Solid waste from garden suites is collected from the front yard of the lot on which the suite is located. Storage of waste and bins from the garden suite must be on private property, and may be accommodated in the rear yard, provided they do not obstruct access, but should be screened or enclosed in either case. There would be no impact to

collection for houses on the east side of Craven Road which have curbside waste collection.

Parking

City Council adopted new zoning regulations for parking in 2021, removing minimum parking requirements for new residential development. The Official Plan encourages decreasing the reliance on personal automobiles and acknowledges that the City will work to develop strategies which reduce automobile dependency and directs the City to pursue measures which increase the proportion of trips made by active transportation and transit.

The Zoning By-law does not require a parking space for a garden suite. Designing a garden suite around a parking space can create significant limitations on the structure, diminishing the ability to create accessible, ground floor housing. Requiring parking on site may also place added pressure on permeable surfaces and the extent of available tree planting areas. If a property owner decides to provide an exterior parking space for the garden suite, the proposal must continue to meet the prescribed soft landscaping requirements. A total of two bicycle parking spaces are also required to be provided for all new garden suites.

Based on the average width and depth of lots on Parkmount Road, a garden suite on these properties would likely be limited in size in order to include a parking space. The study area's proximity to both Coxwell and Greenwood subway stations could support a reduced reliance on personal vehicles and encourage more trips using transit.

There is no street parking currently permitted on Craven Road. Should the owner of a property elect to construct a garden suite and choose to remove onsite parking from their lot, they could apply for an on-street parking permit to utilize parking on other nearby streets, if there is space available in the area.”.

Fire Access

The Ontario Building Code (“OBC”) requires that fire department access be provided to each building via a street, private roadway, or yard. This access is essential for life safety and fire containment.

Garden suites must have acceptable emergency access, which is especially critical given their typical location at the rear of interior lots. Unlike laneway suites, which may meet the required fire access through a public laneway or via the property itself, garden suites typically rely on a single access route through the property to satisfy fire access requirements. For more details, please refer to the City of Toronto’s guidelines on [Fire Access to Garden Suites](#).

Garden Suites located on through lots, such as the Parkmount Road properties, fire access may be achievable from either the front or rear street. This dual access can help meet fire access requirements more easily.

Additionally, since fire hydrants are located on Craven Road, properties on the east side of Parkmount Road may be serviced directly from there. This could allow fire truck

access to garden suites from Craven Road, provided all other access path requirements are met.

Tree Protection

Municipal Code Chapters 813 Article II (City street trees), III (private trees), and 658 (ravine trees) regulate tree injury and removal. A tree permit is required prior to removing or injuring a by-law regulated tree.

Urban Forestry is a commenting partner to the City's development review processes, including the Committee of Adjustment. Urban Forestry is implementing specific and restrictive Official Plan Policy and Council direction regarding protection of healthy by-law regulated trees as part of garden suite development. Included in this direction is the ability to refuse, at the Executive Director's discretion, a permit to injure or destroy a protected tree in relation to a building permit application to construct a garden suite.

The Garden Suites Monitoring Program analysis included a review of the number and location of tree removal permit applications related to the development of garden suites. The analysis conducted by Environment, Climate and Forestry included permits to the end of 2024, and the data indicates that 15 percent, or 88 of 568 sites have resulted in approved construction-related permits for tree impacts. Of the 568 sites, 143 included a submission of construction-related tree permit applications requesting tree injury and/or removal. This includes sites that have submitted multiple permits at one location. Of the approved applications, a total of 76 tree removals and 108 tree injuries were authorized across 88 different sites. The remaining tree permit applications are still being reviewed or revised, have been withdrawn, or the permit has been refused.

Staff identified the importance of applicants considering tree protection early in the process. Urban Forestry is undertaking a review of the City's tree by-laws. The review aims to: strengthen tree protection, enhance enforcement, support climate and housing goals, promote equity and engagement and improve cost recovery.

Recommendations

Staff developed recommendations with consideration given to the lot analysis for the study area, a review of similar streets, site visits, findings from the Garden Suites Monitoring Program, previous public consultations, recent Provincial planning regulations impacting garden suites, and input from other City Divisions such as Toronto Building. Staff's recommendations present a unique solution to achieve a balance between enabling garden suite development on Parkmount Road, and addressing the distinctiveness of Craven Road. The recommended Zoning By-law Amendment is found in Attachment 1, and Attachment 6 provides an explanatory graphic to illustrate the recommended zoning requirements.

Rear Yard Setback

Setbacks are intended to create space between buildings and structures, where appropriate and necessary, and also acknowledge the amenity of adjacent yards. In the case of garden suites, in particular, rear yard setbacks are intended to address privacy issues, and to provide adequate space for soft landscaping, maintenance and repairs, drainage and grading.

On through lots and where no parking is provided within the garden suite, the existing minimum required rear yard setback is 1.5 metres. This would apply to garden suites on the Parkmount Road properties.

To better address the unique context, the recommended zoning by-law amendment would increase the required rear yard setback to 2.6 metres. This increased setback would provide additional space to support the creation of a softer interface between the garden suite and Craven Road, creating a “front yard” for the garden suites facing Craven Road. This additional space would improve the integration of garden suites onto this very narrow street by providing an increased facing distance between buildings. Adequate facing distances between buildings assist in achieving desirable public/private spaces and appropriate relationships to adjacent properties. The reasons for the specific numeric requirement are:

- 2.6 metres is equal to the average front yard setback of existing houses on the east side of Craven Road;
- 2.6 metres results in a facing distance of slightly more than 11.0 metres between the rear walls of the garden suites on Parkmount Road and the front walls of the existing houses on Craven Road. This is consistent with the minimum facing distance in the City’s Townhouse and Low-rise Apartment design guidelines, which is 11.0 metres; and
- An 11.0 metre facing distance is also consistent with other narrow streets in Toronto that have houses fronting on both sides, such as Gore Street, Andrews Avenue and Plymouth Avenue.

Given the depth of the Parkmount Road properties, and that the recommended increase for the rear yard setback represents an additional 1.1 metres to the 1.5 metres that is currently required, it would still be possible to accommodate garden suites on the Parkmount Road lots while complying with the proposed 2.6 metre setback.

Landscaping

Similar to the existing requirement for garden suites on through lots, a minimum 1.5-metre setback from the rear property line is required for a laneway suite. However, laneway suites have an additional requirement for a minimum of 75 percent of the area within the setback from the laneway that is located on private property to be soft landscaping. Exempted from the requirement are areas required for a pedestrian access/walkway to a maximum width of 1.5 metres, and a driveway.

The requirement for landscaping between the suite and the lane was a direct result of input received through consultation on the initial Changing Lanes study in 2018 where the City was encouraged to find opportunities to green laneways as part of the construction of laneway suites. The remaining 25 percent is to allow for hard surfacing, such as pavers, to access a doorway on the lane side.

Staff are recommending a landscaping requirement for garden suites on Parkmount Road, consistent with what is required for laneway suites. This will provide better integration of garden suites onto Craven Road by encouraging the appearance of a

front yard, instead of areas which are entirely paved, and will contribute to the provision of additional greenspace.

Landscaped “front yards” for garden suites on Craven Road can:

- provide environmental benefits such as reducing the heat island effect, and improve surface permeability for stormwater;
- contribute to aesthetic enjoyment, and the character of the area; and
- provide privacy and assist with the transition from public to private areas.

Similar to the proposed increased rear yard setback requirement and given the average lot width of the Parkmount Road lots and the exemptions for pedestrian walkways, the proposed landscaping requirements would still enable garden suites on Parkmount Road properties.

Required Openings

Staff are also recommending a minimum 10 percent of the rear wall of the garden suite include openings such as windows and doors. This will provide better integration of garden suites onto Craven Road by encouraging the appearance of a front facade and front yard to help activate the public realm on Craven Road.

It is likely that most garden suite proposals on the Parkmount Road properties would choose to provide some form of windows or doors on the rear wall to take advantage of the unique context provided by these through lots. Potential garden suites here could benefit from having the option of direct access to a street, as well as having more convenient access to the existing fire hydrants on Craven Road. For the average Parkmount Road lot, the 10 percent requirement would be the equivalent of a standard door and a small window. For these reasons, this requirement would not be difficult to achieve for most garden suite proposals.

Provincial Planning Statement and Provincial Plans

Staff's review of garden suite permissions for the Parkmount Road properties in the study area has had regard for the relevant matters of provincial interest set out in the *Planning Act*. Staff has reviewed the current proposal for consistency with the PPS (2024).

Garden suites contribute to the direction in the PPS to provide for an appropriate range and mix of housing options and densities to meet projected requirements of current and future residents. The proposed zoning by-law amendment maintains additional residential unit permissions within an ancillary building for the Parkmount Road properties, while including modest amendments to better integrate them into the unique context on Craven Road.

Official Plan Policies

This application has been reviewed against the Official Plan policies, described in the Policy and Regulation Considerations Section of this Report.

The recommended zoning by-law amendment conforms with the Official Plan policies related to limiting impacts from new development on adjacent properties, and supporting and enhancing the public realm, while still maintaining permissions for garden suites that contribute to a full range of housing options.

Conclusion

The recommendations in this report were developed following careful consideration of detailed lot analysis, site visits, city-wide review of through lots, public consultations and comments, provincial planning changes, and findings from the Garden Suite Monitoring Program.

The zoning by-law amendment recommended in this report has appropriate regard for matters of Provincial interest under Section 2 of the *Planning Act* and the zoning by-law amendment conforms with the Official Plan. Staff find the proposal consistent with the PPS (2024). The proposed modifications to the Zoning By-law realize a balance between permitting garden suite development on Parkmount Road, while better integrating garden suites into the distinct context on Craven Road.

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ATTACHMENTS

- Attachment 1: Draft Zoning By-law Amendment
- Attachment 2: History of Craven Road
- Attachment 3: Study Area Map
- Attachment 4: Official Plan Land Use Map
- Attachment 5: Existing Zoning By-law Map
- Attachment 6: Explanatory Graphic

Attachment 1: Draft Zoning By-law Amendment

Authority: Toronto and East York Community Council Item [-], as adopted by City of Toronto Council on ~, 20~

CITY OF TORONTO

BY-LAW [Clerks to insert By-law number]

To amend Zoning By-law 569-2013, as amended, by adding area specific garden suite regulations for the lands municipally known in the year 2024 as the odd numbered addresses of 91-209 Parkmount Road, and 160 Mountjoy Avenue

Whereas Council of the City of Toronto has the authority pursuant to Section 34 of the Planning Act, R.S.O. 1990, c. P. 13, as amended, to pass this By-law; and

Whereas Council of the City of Toronto has provided adequate information to the public and has held at least one public meeting in accordance with the Planning Act, as amended; and

The Council of the City of Toronto enacts:

1. The words highlighted in bold type in this By-law have the meaning provided in Zoning By-law 569-2013, as amended, Chapter 800 Definitions.
2. Zoning By-law 569-2013, as amended, is further amended by adding a new Site Specific Provision (A) to Article 900.2.10 Exception Number 736 so that it reads:

(736) Exception R 736

The lands, or a portion thereof as noted below, are subject to the following Site Specific Provisions, Prevailing By-laws and Prevailing Sections:

Site Specific Provisions:

- (1) On lands municipally known as the odd numbered addresses of 91-209 Parkmount Road and 160 Mountjoy Avenue, in addition to the requirements of Section 150.7, a **garden suite** must comply with Regulations (i) to (iii) below:
 - (i) Despite regulation 150.7.60.20(3)(B), the required minimum **rear yard setback** for an **ancillary building** containing a **garden suite** is 2.6 metres;
 - (ii) The area between the **ancillary building** containing a **garden suite** and the **lot line** abutting Craven Road, excluding a permitted **driveway**, and a pedestrian walkway which may have a maximum

width of 1.5 metres, must be **landscaping**, of which a minimum of 75 percent of the required **landscaping** must be **soft landscaping**; and

- (iii) At least 10 percent of the rear **main wall** of an **ancillary building** containing a **garden suite** facing Craven Road, must contain openings such as doors or windows.

Prevailing By-laws and Prevailing Sections:

- (A) On 50 Bain Ave., former City of Toronto by-law 372-78;
- (B) On or between the odd numbered addresses of 71-117 Blake St., City of Toronto by-law 136-78;
- (C) On 10 Boulton Ave., former City of Toronto by-law 22936;
- (D) On 66 Boulton Ave., former City of Toronto by-laws 370-77, 458-83 and 742-83;
- (E) On 655 Broadview Ave., former City of Toronto by-law 54-67;
- (F) On 60 Cavell Ave., 97 Cavell Ave., former City of Toronto by-law 299-75;
- (G) On 39 Harcourt Ave., former City of Toronto by-law 356-75;
- (H) On 148 Hazelwood Ave., former City of Toronto by-law 94-0737;
- (I) On 10 Hogarth Ave., former City of Toronto by-law 54-67;
- (J) On 885 Logan Ave., City of Toronto by-law 686-01;
- (K) On 24 Mountjoy Ave., former City of Toronto by-law 226-69;
- (L) On 369 Pape Ave., former City of Toronto by-law 414-78; 555-78;
- (M) On 660 Pape Ave., former City of Toronto by-law 356-75;
- (N) On 662 Pape Ave., City of Toronto by-law 533-01;
- (O) On 720 Rhodes Ave., former City of Toronto by-law 22876;
- (P) On 355 Riverdale Ave., former City of Toronto by-law 154-80;
- (Q) On or between the even numbered addresses of 100-110 Unity Rd., former City of Toronto by-laws 118-82; 474-82, 595-82, 80-84 and 229-84; and

(R) On or between the odd numbered addresses of 887-903 Woodbine Ave.,
former City of Toronto by-law 273-93.

Enacted and passed on [Clerks to insert date].

[full name],
Speaker

[full name],
City Clerk

(Seal of the City)

Attachment 2: History of Craven Road

Quickly following the establishment of Toronto (then the Town of York) in 1793, a new population of settlers spread out from the shores of Lake Ontario to clear and farm the land. Early surveys and land subdivisions fundamentally shaped the subsequent pattern of development in the area south of Danforth Avenue from Broadview Avenue to Coxwell Avenue. Then known as the Second Concession Road, present-day Danforth Avenue ran between two-hundred acre farm lots north and south of the road.

George Tremaine's 1860s Map of the County of York, Canada West, illustrates the Don and Danforth Plank Road and demonstrates several land subdivisions had been made during the 1850s and early-1860s on the south side of present-day Danforth Avenue. Despite the registration of several subdivision plans, very little had actually been built along the road from Leslie Street to Coxwell Avenue. The 1889 Goad's Atlas Map illustrates that the land where Craven Road would eventually be located was owned by Edmund Henry Duggan. Duggan owned five lots immediately east of the Ashbridges Estate, all of which were located outside of the city limits. He had already subdivided the plot of land west of Coxwell Avenue into small lots, but they were not built upon. Reid Avenue, west of the subdivided lots, would later become Rhodes Avenue while the lane on the west side of the adjacent lot would become Craven Road.

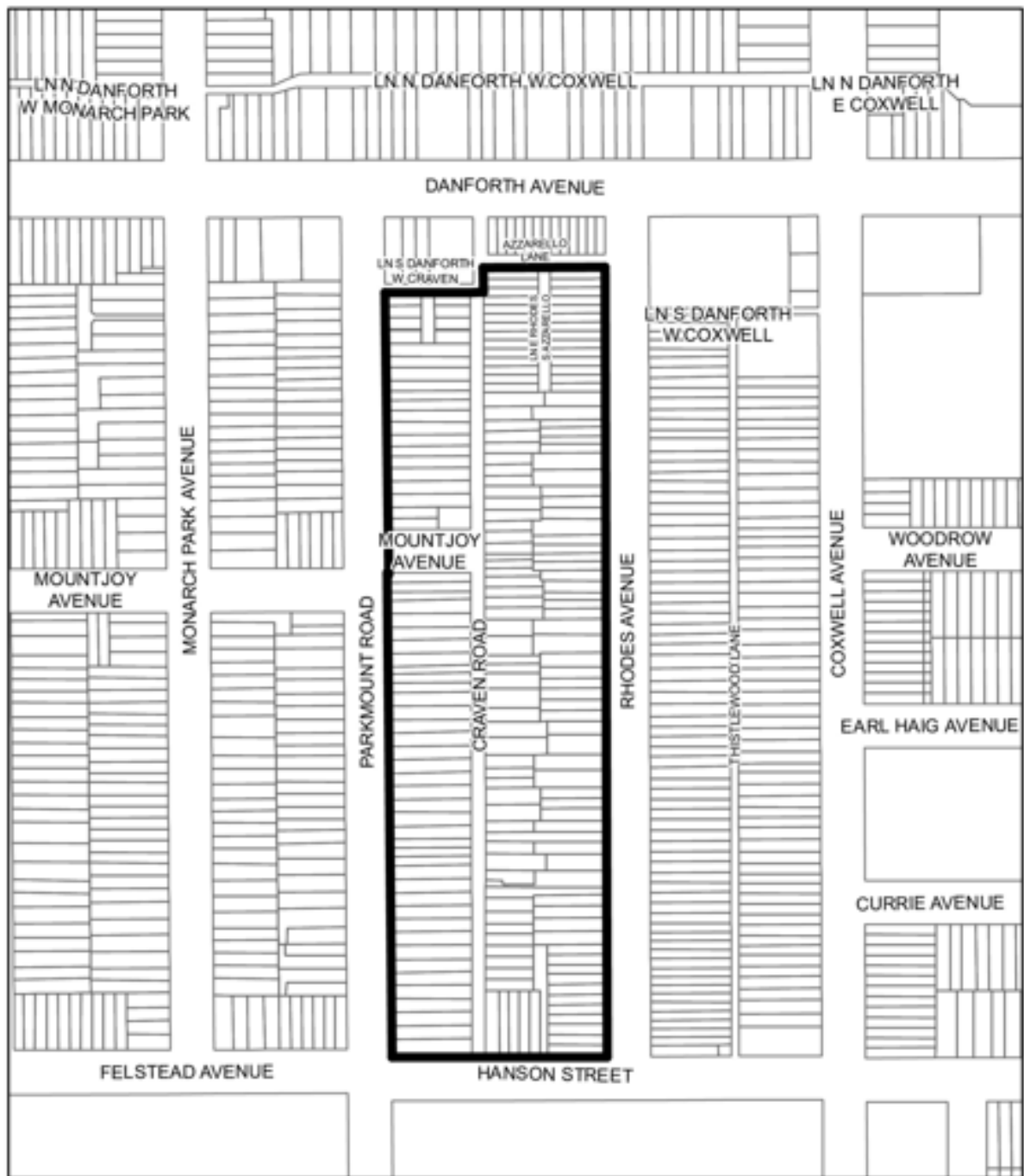
By 1906, Craven Road had emerged as a narrow street that ran from Queen Street to Danforth Avenue. Originally known as Erie Terrace, it developed as a "Shacktown" and slum outside of Toronto. Shacktowns developed outside of the City limits where municipal regulations did not reach, taxes were low, and services were scarce. As a result, they came to house various immigrants as they provided people a place to build homes at a low cost. In April of the same year, brothers Jesse and Wellington Ashbridge opened up Ashdale Avenue (present-day Parkmount Road) and subsequently decided to sell most of their family's estate, which was located immediately west of Erie Terrace. While the lots along the east side of Erie Terrace were small and sold at a low cost, those along Ashdale Avenue were larger and were sold to slightly more affluent buyers. The latter backed onto the west side of Erie Terrace, which resulted in properties only being constructed on the east side of Erie Terrace. This unique feature continues to be present along Craven Road today. In 1909, Erie Terrace was annexed to the City of Toronto.

By 1916, the City of Toronto moved forward with a plan they had devised in 1911 to widen Erie Terrace from Queen Street to the Grant Trunk Railway tracks and improve the road bed. The City would retain a small sliver of land on the west side of the street to erect a fence in perpetuity, which was their solution for mitigating the issues experienced between the groups living on Ashdale Avenue and those on Erie Terrace. The widening of Erie Terrace did not include the portion of the street from Danforth Avenue to Hanson Street.

Although not supported by everyone, by 1924 Erie Terrace had been renamed Craven Road. At this time, many of the empty houses began to be occupied by returning veterans looking for homes. It is evident in the 1924 Goad's Atlas Map that most of the houses along Craven Road were constructed in wood. As the decades progressed,

Craven Road continued to be subdivided, and brick homes began to be constructed in larger quantities. By 1965, the portion of the street from Danforth Avenue to Hansen Street, which had numerous vacant lots in 1924, had been largely built upon. More recently from the early-2000s, Craven Road has seen infill developments being constructed, including in the northern portion of the street near Danforth Avenue.

Attachment 3: Study Area Map

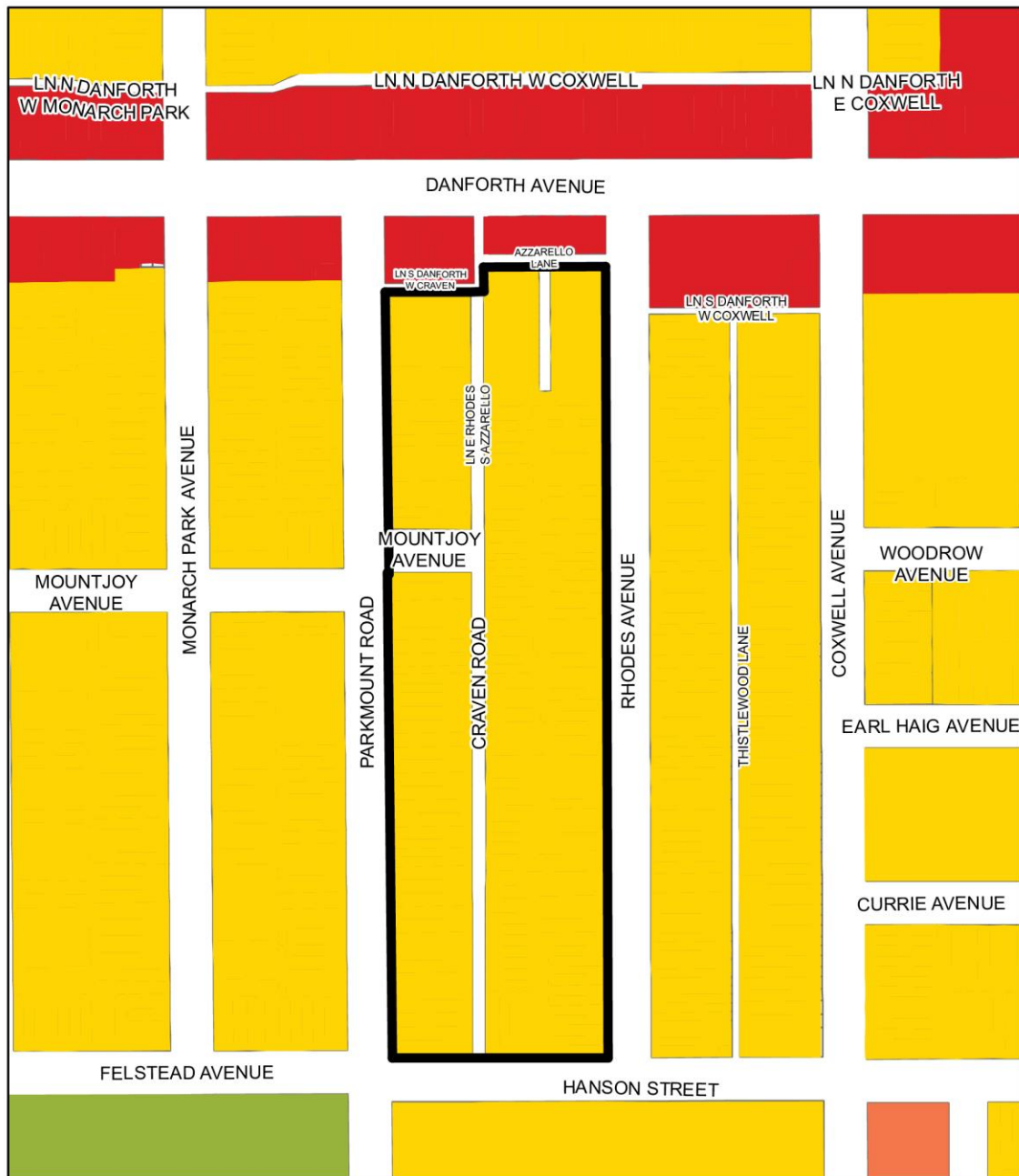


**Craven Road from Danforth Avenue
to Hanson Street**



City of Toronto By-law 569-2013
Not to Scale
09/22/2025

Attachment 4: Official Plan Land Use Map



Official Plan Land Use Map 21

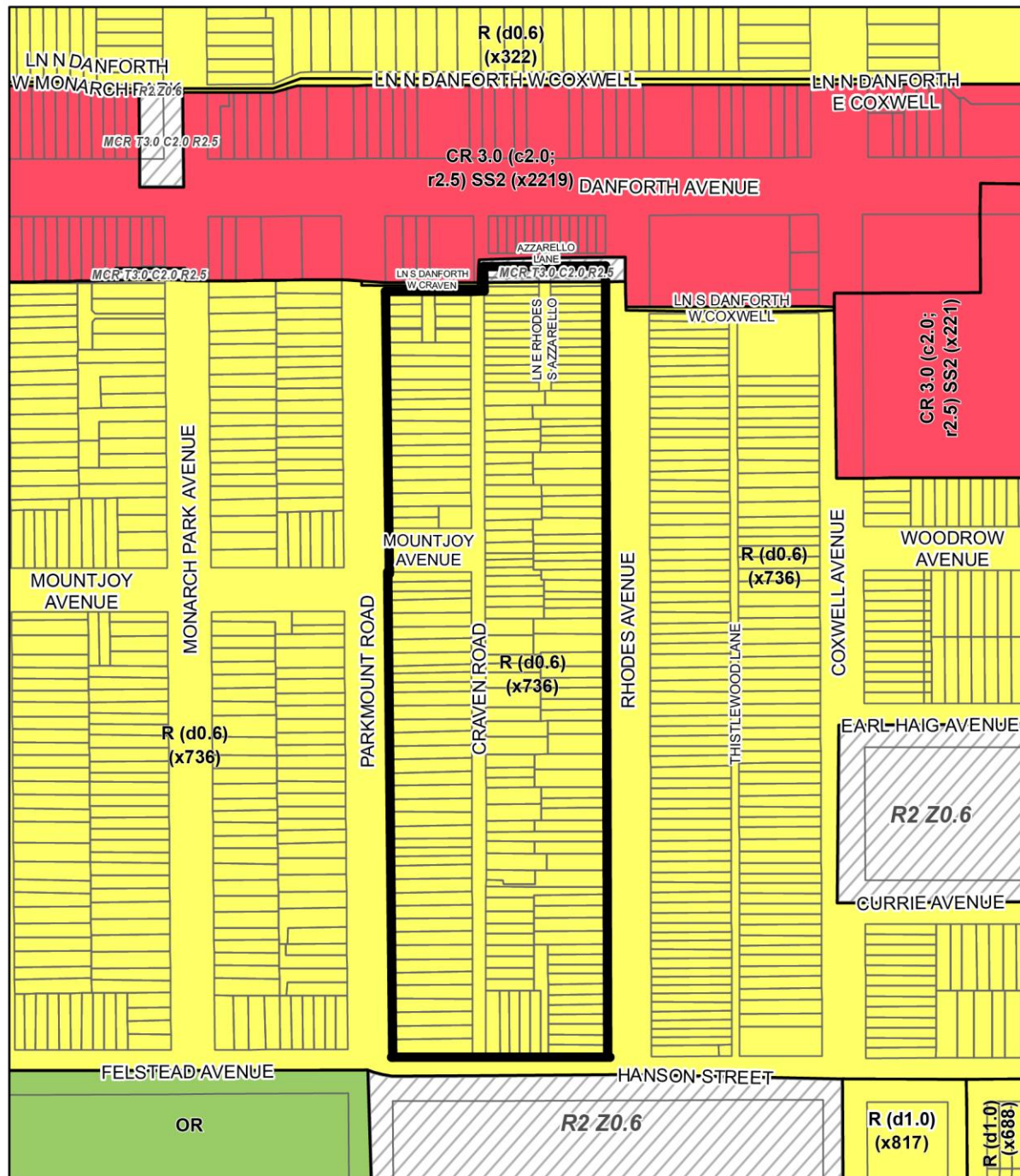
Craven Road from Danforth Avenue to Hanson Street

- | | |
|--------------------------|-----------------|
| Location of Study Area | Mixed Use Areas |
| Neighbourhoods | Parks |
| Apartment Neighbourhoods | |



Not to Scale
09/22/2025

Attachment 5: Existing Zoning By-law Map



Zoning By-law 569-2013

Craven Road from Danforth Avenue to Hanson Street

- Location of Study Area
- R Residential
- CR Commercial Residential
- OR Open Space Recreation

- See Former City of Toronto By-law No. 438-86
- R2 Residential District



City of Toronto By-law 569-2013
Not to Scale
09/23/2025

Attachment 6: Explanatory Graphic



Illustration of a hypothetical garden suite on a Parkmount Road through-lot fronting onto Craven Road. Includes the proposed:

- 2.6 metre rear yard setback
- minimum 10% openings in rear main wall (shown is approximately 20-30%)
- requirement for 75% soft landscaping in the area between the garden suite and Craven Road