Changing Lanes
Toronto’s Laneway Housing Strategy
Community Consultation Meeting
March 29, 2018
Tonight’s Agenda

6:30  Walk around / Chat with Staff / View the Display Boards  
City Staff Team

7:15  Staff Presentation  
Graig Uens, Toronto City Planning Division

8:00  Questions and Comments

8:50  Summary and Next Steps
Changing Lanes
Toronto’s Laneway Network
2,433 Total number of Laneways in the City of Toronto

295 km Of Laneways in the City of Toronto.
Toronto's Laneways

• Some of Toronto’s Laneways are as old as the City itself, dating back into the 1870s, and prior.

• Originally lanes were used as utility access to lots, stables, and, much later, garages.

• Most of the laneways in the Old City predate or coincide with widespread automobile ownership.

• Utilitarian in nature, with form following function.

• They have historically always been subordinate to the main house.
Toronto's Laneways – Celebrations of Toronto's History

Primarily through naming, Toronto's laneways have been utilized in commemorating some of the City's interesting people and historical events.

Boys of Major Lane
Memorializes several young men, some 17 years old, from Major Street who fought in the Second World War, at least four losing their lives.

O'Riordan Lane
Is named after Mary O’Riordan D.V.M. the first female veterinarian licensed to practice in Ireland. In 1963, she immigrated to Canada and lived in Toronto and worked in an animal hospital. O’Riordan was one of the founders of Cabbagetown's annual Forsythia Festival and she was a director of the Toronto Press Club.

Prohibition Lane
It is said that in one single day, during 1920s prohibition era, a Cabbagetown doctor wrote over 700 prescriptions for the use of alcohol giving them to local residents of all socio-economic statuses. Prohibition ended in 1927.
Laneway Suites in Toronto
What are Laneway Suites?

**Laneway Suites** are self-contained dwelling units situated on the same lot as a detached house, semi-detached house or townhouse, generally located in the rear yard abutting a laneway. They are subordinate in scale and completely detached from the main house on the lot which fronts the street. They have outdoor access via both the street and the lane.
Toronto’s Laneways - Under Study

‘Living in a laneway enables you to feel like you are live in a village in the heart of an enormous metropolis. Laneways have the potential to create intimate community clusters which operate at a smaller scale within a large, thriving city.’

- Brigitte Shim, Site Unseen (2003)
Toronto’s Laneways - Under Study

“Laneway Housing ...can offer new, affordable homes which convert underutilized land and make use of existing infrastructure. Laneway Housing can be an alternative to large scale development which may disturb existing neighbourhoods.”


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In light of recent provincial policy mandating permissive regulation for detached secondary suites, the lack of new rental supply, and concrete examples from cities across the country, it is time for Toronto to seriously consider this new building typology.

- Lanescape / Evergreen (2017)
Changing Lanes

Other Types of Auxiliary Housing
Other Types of Auxiliary Housing Units

Laneway Suites are just one form of auxiliary dwelling.

Coach houses, and corner lot auxiliary dwellings are similar in many ways to laneway housing, but still are distinct enough to require their own analysis.

**Coach House**
A separate, smaller house behind the principal house on the same lot, with only street access via the side yard and no abutting laneway.

**Corner Lot Auxiliary house**
A corner lot that has a separate house on the street frontage next to the rear or side yard, whether severed or not.

**Laneway Suite**
A separate, smaller house behind the principal house on the same lot, abutting laneway.
Other Types of Auxiliary Housing Units

Laneway Suites are just one form of auxiliary dwelling.

Coach houses, corner lot auxiliary dwellings, and through-lot houses are similar in many ways to laneway housing, but still are distinct enough to require their own analysis.

Through-Lot Auxiliary House
Two houses on a lot with frontage on two public streets, not on corner lot, whether severed or not.
City’s 2006 Review of Laneway Suites
The City’s 2006 Review of Laneway Housing

In 2006, City Planning Staff prepared “The Housing in Laneways” report which reviewed and considered permitting laneway housing within the City of Toronto.

The report raised three principle concerns with laneway housing:

1. The City’s ‘Neighborhood’ policies only allow new development in Neighbourhoods when it corresponds to what currently exists.

2. Laneway Suites can create privacy, overlook and shadowing issues for the adjacent neighbours.

3. There is generally no municipal infrastructure in rear lanes other than lighting and lane drainage.
The City’s 2006 Review of Laneway Housing

The report advised that laneway housing could be considered, provided issues of overlook, privacy, garbage collection, stormwater management, servicing, could be resolved, through a Zoning By-law amendment, or committee of adjustment application.

On July 25-27, 2006, City Council decided that the City should not permit the construction of housing on existing laneways, except in special circumstances.
Changing Lanes: The City of Toronto's Review of Laneway Suites
Changing Lanes
Origins and Council Direction
May 2017 – Toronto and East York Community Council approve a motion from Councillors Bailao and McMahon titled: Bringing Laneway Suites (LWS) to the Toronto and East York District

Motion Summary – City Staff are requested to:

- Consult with appropriate City Divisions,
- Plan for communication and consultation with RA's,
- Consider an implementation Strategy for Laneway Suites in TEY District,
- Consider potential staff resources required should LWS be approved,
- Align LWS Strategy with laneway animation initiatives,
- Work with AHO to ensure affordable housing is delivered in LWS,
- Analyse the incremental increase in cost to laneway services, and,
Developed by Lanescape and Evergreen
Released May 26, 2017

The Report includes:
• A summary description of Laneway Housing
• A history and description of Toronto’s laneway network
• Current legislation related to LWS
• Examples of LWS from other jurisdictions
• A summary of considerations and performance standards for LWS
• A consultation summary
• Test scenarios
• Summary Toronto Technical Staff Feedback
• A chart summarizing other jurisdictions approaches
Changing Lanes

Study Area
The City’s Network of Laneways

Changing Lanes is only considering laneway suites in Toronto and East York.

1907 Laneways 227 km

Toronto and East York contains the majority of the City’s laneways.
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Guiding Principles
The City’s Guiding Principles for Laneway Suites

The City’s approach to laneway suites in Toronto and East York District is based on the following:

• Laneway Suites are intended as rental units

• Properties with LWS may not be severed to create a new lot exclusively for the laneway suite.

• The scale and form of the laneway suite is intended to be subordinate to the principal house on the property. (2-storey max)

• Laneway housing will be permitted as-of-right.

• Some lots will not be suitable for laneway housing.
Why are we considering Laneway Suites?

**Provincial Policies** Support Laneway Suites

City’s policies intend a **range of housing** form and tenure.

**Neighbourhoods** are often well served by parks, open spaces, schools, piped services, etc, and can accommodate some new growth.

Laneways can evolve as new, interesting, multi-function public spaces

New form of housing for an aging population, large families, downsizing seniors, people of different abilities.
Changing Lanes
Provincial Policy and Laneway Suites
Healthy, liveable and safe communities are sustained by accommodating an appropriate range and mix of residential uses, including second units, affordable housing and housing for older persons. Policy 1.1.1.b)

Planning authorities shall provide a range of housing types and densities to meet projected requirements of current and future residents. Policy 1.4.3

Land use patterns, density and mix of uses should minimize the length and number of vehicle trips and support of transit and active transportation. Policy 1.6.7.4
Complete communities include a diverse range and mix of housing options, including second units and affordable housing, to accommodate people at all stages of life, and to accommodate the needs of all household sizes and incomes. Section 2.2.1.4 c)

Municipalities will prepare a housing strategy to support the achievement of complete communities by considering the range and mix of housing options and planning to diversify their overall housing stock across the municipality. Section 2.2.6.2
Changing Lanes
The Official Plan and Laneway Suites
The City's **Official Plan** is a comprehensive, big picture document that guides the use of land, the scale and form of development, the transportation network, heritage preservation, our parks and natural areas, and many other aspects of the City.

It helps us answer questions such as:

- **Where should the City Grow?**
- **Where should the City remain stable?**
- **Where do we build new streets and transit?**
- **Are there enough parks? Where should we build more?**
- **How should new buildings relate to their surroundings?**
- **How do we protect our heritage resources?**
- **How do we grow the City’s rental housing stock?**
- **What kind of housing should the City support?**
The Official Plan: A Successful Toronto

A successful Toronto is characterized by a city where:

• Housing choices are available for all people in their communities at all stages of their lives;

• Where no person pays more than they can afford for shelter;

• Where the elderly can live comfortably and securely;

• Where individuals and communities actively participate in decisions affecting them; and,

• Where we meet the needs of today without compromising the ability of future generations to meet their needs.
The Official Plan states that a full range of housing in terms of form, tenure, and affordability, be provided across the City and in neighbourhoods, to meet the needs of current and future residents. (Policy 3.2.1.1)
The Official Plan: Housing

Current and future residents must be able to access and maintain adequate, affordable and appropriate housing. The City’s quality of life, economic competitiveness, social cohesion, as well as its balance and diversity depend on it.

(Page 3.21)
The Official Plan: Land Use

The City’s Official Plan guides change and growth differently in different areas of the City.

- Mixed Use Areas (red)
- Regeneration Areas (brown)
- Apartment Neighbourhoods (orange)
- Employment Areas (purple)
- Parks and Open Spaces (green)
- Neighbourhoods (yellow)
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Parks and Open Spaces (green)

Neighbourhoods (yellow)
The Official Plan: Neighbourhoods

**Neighbourhoods** contain a range of housing, parks, community spaces, schools, and local businesses.

Neighbourhoods are intended to remain **stable over time, but not static**.

The City's policies currently allow the construction of new buildings which respect and reinforce the **existing physical character** in neighbourhoods.
The Official Plan: Neighbourhoods

As the current policies are written laneway suites are not permitted in areas where laneway suites do not already make up part of the neighbourhood character.

Through the Changing Lanes initiative, City Planning is proposing to amend the Official Policies to permit laneway suites in Neighbourhoods.
Changing Lanes

City Technical and Design Review
The City’s 2006 Laneway Housing Study, raised the location of services as a challenge to allowing laneways suites.

The Changing Lanes initiative has considered and reviewed the servicing aspects of laneway suites, including consideration of capacity.
Changing Lanes: Design Review

Changing Lanes proposes zoning and guidelines to guide the physical form of laneway suites, to minimize impacts to adjacent property and ensure, subordinate structures that contribute to neighbourhood character.
In addition to the physical form of laneway suites and how they receive City services, the City has also explored the following areas with regard to laneway suites:

- **Opportunities for Affordable Rental**
- **Other Levies and Fees**
- **Development Charges**
Changing Lanes
November 30 Community Meeting
Some questions and comments we heard:

• Will there be incentives for affordable rent?
• Will houses without front yard access be allowed laneway suites?
• Is the City looking at through-lots and laneway corner lots?
• Can laneway suites have basements?
• How is the City approaching parking requirements?
• How are federal / provincial housing policies being considered?
• If you want to sever the lot can you apply to pay to extend the services?
• How can we apply to sever the a laneway lot?
• Several questions about height, coverage, scale of Laneway Suites.
Responses to Comment Form

**What brings you to the meeting tonight?**

- 93% I support
- 4% I am concerned
- 3% Undecided

**How many storeys should a Laneway Suite have?**

- 88% 2-Storey (6 meters)
- 13% 3-Storey
- 6% 1-Storey (4 meters)

**I want to build a Laneway Suite for:**

- 53% Rental Unit
- 40% Extended Family
- 7% Other
Responses to Comment Form

- Laneway suites are a compatible form of development in low-rise neighbourhoods
  - Agree: 90%
  - Disagree: 1%
  - No Opinion: 0%
  - Need more info: 2%
  - No Answer: 7%

- Provision of parking is an issue for laneway suites
  - Agree: 30%
  - Disagree: 48%
  - No Opinion: 5%
  - Need more info: 11%
  - No Answer: 7%

- Laneway suites should be allowed even where a house already contains multiple units
  - Agree: 70%
  - Disagree: 6%
  - No Opinion: 6%
  - Need more info: 10%
  - No Answer: 5%

- Laneway suites should not diminish the amount of green space in the neighbourhood
  - Agree: 35%
  - Disagree: 31%
  - No Opinion: 11%
  - Need more info: 15%
  - No Answer: 7%
Responses to Comment Form

- **Only lots with street access to the backyard should be allowed a laneway suite**
  - Agree: 53%
  - Disagree: 20%
  - No Opinion: 11%
  - Need more info: 9%
  - No Answer: 7%

- **A business may be operate out of a laneway suite**
  - Agree: 57%
  - Disagree: 20%
  - No Opinion: 6%
  - Need more info: 11%
  - No Answer: 7%

- **Laneway suites may have basements**
  - Agree: 79%
  - Disagree: 4%
  - No Opinion: 3%
  - Need more info: 8%
  - No Answer: 7%

- **Laneway suites can improve laneways, making them safer and better utilized**
  - Agree: 90%
  - Disagree: 1%
  - No Opinion: 1%
  - Need more info: 2%
  - No Answer: 6%
Some questions and comments we heard:

- Need for to ensure appropriate design, scale, and access
- Impact on affordability within Neighbourhoods
- Construction and diminishing rear yard landscaped open space
- Emergency access were noted as being too restrictive
- Concerns about permit fees, development charges, parks levies
- Parking is a neighbourhood specific issue
- Concerns about privacy and overlook into adjacent yards
- Questions were raised about the process, and whether the City would be supporting minor variances that would increase the scale of laneway suites
- Laneway suites could make laneways safer, more inviting, and better used
- Questions and concerns regarding MPAC assessments and short term rentals
Changing Lanes

Draft Laneway Suites Design Criteria
Principles for Laneway Suite Design

Three Principles for the design of Laneway Suites:

1. Laneway Suites are subordinate to the main house.

2. The impact of laneway suites on the laneway lot and the adjacent property is limited.

3. Flexibility in design is important in achieving objectives 1 and 2.
Laneway Suite Guidelines

The City is creating a Laneway Suites Guideline Document which will include:

- An Eligibility Checklist for a Laneway Adjacent Lot
- Design Criteria for Laneway Suites
- Information about how to apply to construct a Laneway Suite.
- Key Contact information
- Illustrative Diagrams and Images, and,
- Web links to applications and other info.
A Laneway Suite Needs a Laneway

Laneway Frontage
The first criteria in determining whether a lot can accommodate a laneway suite is, perhaps obviously, frontage on a Public Laneway.

We are proposing minimum 3.0 meters of frontage be required on a laneway for the construction of any new laneway house.
Emergency Access Routes

Emergency Access
As public lanes are not serviced the same way as public streets, and most are too narrow for the City’s emergency vehicles, proximity to public streets is required for adequate emergency access.
Emergency Access Routes

Emergency Access

The City is working with Emergency Services and Fire Services staff to develop several possible emergency access solutions to safely and effectively service laneway suites.
Emergency Access Routes – Side Yards

Side Yard Access
This 1-metre wide access may be provided through the side yard of a private property

OR

Through two combined side yards, where appropriate easements have been secured.
**Side Yard Access**

The one-metre access will be clear of obstructions for at least one-storey in height.

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**Emergency Access Routes – Side Yards**

- **Side Yard Access**
- **The one-metre access will be clear of obstructions for at least one-storey in height.**
Laneway Access
Where a public street intersects a public laneway, emergency access can be provided via the lane, with a maximum travel distance of 45 metres from the public street to the laneway suite entrance.
Emergency Access Routes – Street Access

Street Access
Where a property has frontage on both a public lane and street, access can be taken from the street.
A Limiting Factor
The Emergency Access requirements limit the number of lots that might be able to construct a laneway suite.

On longer laneways and where housing has limited side yard setbacks and/or shallow lots, the opportunity for laneway housing is limited.

On shorter laneways and where there are wider side yards and deeper lots, laneway housing is more likely to be possible.
Changing Lanes

*Draft Laneway Suites Design Criteria*

The Laneway Suite Design Envelope
Design Criteria – Building height

**Maximum Building Height**

Laneway Suites are intended as subordinate to the main house on a lot.

The maximum permitted height of most buildings in Toronto and East York is between 9.0 and 10.0 metres. This allows 3 to 4-storey buildings.
Design Criteria – Building height

**Maximum Building Height**
Laneway Suites are intended as subordinate to the main house on a lot.

The maximum permitted height of most buildings in Toronto and East York is between 8.5 and 10.0 metres. This allows 3 to 4-storey buildings.

The proposed maximum height for a laneway suite is 6.0 metres. This would allow a 2-storey building.
Design Criteria – The Spaces In-between

Main House / Laneway Suite Separation

Rear yards accommodate green space, recreation space, and an important part of the City’s tree canopy.

In order to maintain these areas and limit impacts on their function, a separation distance between the laneway suite and the main house are proposed.

The separation distance increase as the height of the laneway suite increases.
Design Criteria – The Spaces In-between

Main House / Laneway Suite Separation

A 5.0 metre separation distance is required for a 1-storey (4 metres) laneway suite.

The Zoning By-law currently allows for garages to reach a height of 4.0 metres, but only requires a setback of 1.8 metres from the main house.
Design Criteria – The Spaces In-between

Main House / Laneway Suite Separation

A 7.5 metre separation distance is required for a laneway suite at a height above 4.0 metres in height or 2-storeys.

A maximum 4.0 metre rear yard building face height and a 45° angular plane is projected from that height to a maximum of 6.0 metres.
Design Criteria – The Spaces In-between

Main House / Laneway Suite Separation
This approach provides for flexibility in design, acknowledges Toronto’s characteristic rear yard layouts, and limits impacts on adjacent rear yards.

We are also considering whether these separation distances can be combined to where the main wall of a house protrudes, or where a stepped back laneway suite is proposed, as per the diagrams on the right.
Design Criteria – Window Percentage

2nd Floor Window limits

Side yards windows maximum 30% translucent windows with setback.

The side facing the main house can have a maximum of 50% of the façade as windows.

On the side facing the lane, a maximum of 75% can include windows.
Setback from the Lane

Most of the City’s laneways are sub-standard, meaning they are not the required 5 metres wide, in the case of residential laneways, or 6 metres wide, in the case of commercial laneways.

In order to ensure a laneway house is not constructed on land required for an adequately wide lane, a minimum building setback, of 2.5 or 3.0 metres from the centre line of the lane is required for all new laneway suites.

In areas where there is a permitted density of 1.0 times the area of the lot, these setbacks will be greater to allow even more laneway greening.
Design Criteria – Setback from the Laneway

Setback from the Lane
This setback creates opportunities for landscaping, greening, lighting, and other small improvements and enhancements within laneways.

We are working with the City’s Public Realm Staff to explore how these changes can be realized.
Design Criteria – Rear Yard Landscaped Open Space

Landscaped Open Space

In order to maintain adequate soft landscaped area for recreation, stormwater retention, and neighbourhood character, a minimum of 30% of the lot area is required as landscaped open space.

We’re also considering requiring that, where a tree does not exist in the rear yard, one is planted as a requirement of the construction of a laneway suite.

The draft guidelines for laneway suites will also support green roofs.
The maximum depth of a laneway suite is proposed to be 8.0 metres. This will ensure that overly large laneway housing is generally not constructed on the City’s deeper lots, where all other setbacks and separation distances are more easily met. The typical maximum depth for single and semi-detached dwelling is 17.0 metres, and for row houses, it is 14.0 metres. A maximum depth of 8.0 metres, along with the other criteria ensures that the laneway suite remains subordinate in scale to the main house.
Design Criteria – Amenity Space

2nd Floor Amenity Areas

In addition to the rear yard, which can be either shared or partitioned, the City is supportive of limited balcony space on the 2nd floor of a laneway suite provided the space faces only into the laneway itself.
Design Criteria – Bike and Car Parking Space

Parking Requirements
The ground floor of a laneway suite presents an opportunity for living space and/or a parking space.

Zero (0) vehicle parking is required for a Laneway Suite.

Two (2) bike parking spaces are required.

We intend that, if a parking space is current provided within a garage that proposed to be converted to or replaced with a laneway suite, no replacement parking will be required*.

*If a property owner elects to remove a garage parking space to build a laneway suite, they will not be entitled to on-street parking or a new front yard parking pad.
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The Lanes
Laneway Improvements

The condition of lanes varies across the City, but they have enormous potential as new and interesting public spaces.

It’s recommended that:

• Development is monitored on laneways.

• Improvements are made and maintenance requirements be addressed as required.

• Setbacks provide space for lighting, landscaping.
Changing Lanes
Other Matters
Other Matters Related to Laneway Suites

Basement Apartments
Both a laneway suite and a basement apartment would be permitted on a lot. Having one form of units would not preclude construction of the other.

Short Term Rentals
Laneway Suites will adhere to the current rules around short term rentals – Only the occupant of the suite may offer it on Short Term Rental sites.
Other Matters Related to Laneway Suites

Deterring Severances
The Policies, Zoning and Guidelines regarding laneway suites will deter severances. The City is also considering financial disincentives to severance and requiring a zoning amendment to consider them.

Monitoring Period (3 Years)
A 3 year monitoring period is proposed after which time a report on this initiative and any proposed changes would be brought to Council to consider. Planning staff will monitor Permit and Project review applications.

Staff Training
Staff will receive training on this initiative to ensure consistent, clear application of the policies and guidelines.
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Laneway Suite Approval Process
Application Process

As of Right Zoning
Laneway Suites that comply with the Guidelines and implementing Zoning By-law will require a building permit.

Minor Variances
Laneway suites may require minor variances in some cases. The City intends to give additional consideration to suites which need variances to:

- meets the accessible building standards,
- includes sustainable building technologies, including solar panels or a green roof,
- maintain existing mature trees
- accommodate a laneway suite within an existing accessory building.
Changing Lanes
Laneway Suite Fees
The City is reviewing its Development Charge By-laws and parks levies related to Laneway Suites.

A Zoning and Official application would not be required for laneway suites Laneway Suites.

Building Permit fees and, if necessary, Minor Variance Application fees, would continue to be required.
Changing Lanes
Laneway Suites as Affordable Housing
Second units are a potential source of affordable rental housing and allow homeowners to earn additional income.

Exempting second units such as laneway suites or basement apartments, from development charges may make them less costly to build.
Pilot Program: Affordable Rental

The City will be recommending a pilot program where a proposed laneway suite would be provided with a financial incentive to maintain rents at an affordable level for a period of time (such as 20 years)
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**Laneway Suites -**
- Consistent with Provincial and City Policies
- Consistent with the Promoting Affordable Housing Act
- Consistent with Ontario’s Long Term Affordable Housing Strategy
- Have been successfully implemented in many other cities
- Will limit their impact on adjacent properties
- Can introduce a new form of rental accommodation
- Provide new opportunities for the aging population multi-gen living
- Provide new opportunities for young families to live in neighbourhoods
- Represent appropriate Neighbourhood infill
- Subject to ongoing analysis and reporting
- Reduced application and financial requirements, streamlined approach
- Can enhance and improve the safety of our under utilized laneways
- Are supported by numerous planning and urban professionals
Changing Lanes

Next Steps
Changing Lanes: Next Steps

May 2, 2018 Community Council Meeting
City Planning Staff will report to Toronto and East York Community Council on Laneway Suites.

Website
Visit our website:
www.toronto.ca/changinglanes

Please don’t forget to sign-in!

 Continuing City Review
We will continue to review your comments as we prepare our recommendations to City Council. Please fill out a comment form and/or email us to share your thoughts.
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Questions and Comments
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City Planning Contact

Graig Uens, MCIP, RPP
Senior Planner, Community Planning

@ graig.uens@toronto.ca

416-397-4647

City Hall, 100 Queen Street West,
18th Floor, East Tower
Toronto, ON, M5H 2N2

Thank You for Attending

#ChangingLanesTO
Thank you!