

# Avenues Policy Review

City-Wide Community Consultation  
Resident Associations

September 18, 2024



# Land Acknowledgement

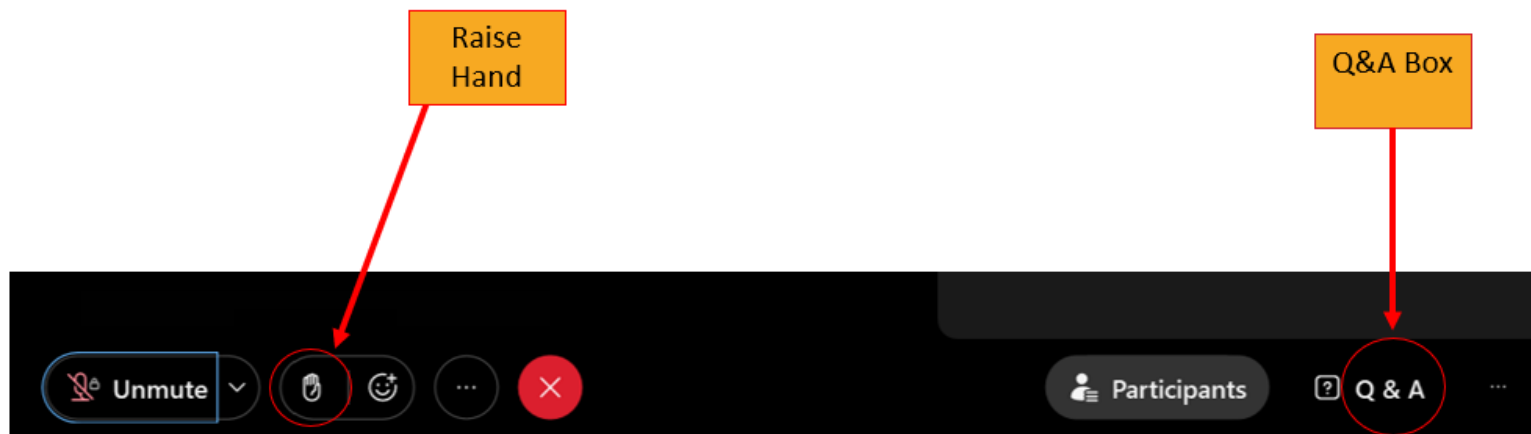
The City of Toronto acknowledges that we are on the traditional territory of many nations including the Mississaugas of the Credit, the Anishnabeg, the Chippewa, the Haudenosaunee and the Wendat peoples and is now home to many diverse First Nations, Inuit and Métis peoples. The City also acknowledges that Toronto is covered by Treaty 13 signed with the Mississaugas of the Credit, and the Williams Treaty signed with multiple Mississaugas and Chippewa bands.

# Agenda

1. House Keeping
2. Housing Action Plan
3. What are Avenues?
4. A Changing Planning Context
5. Avenues Policy Review
6. Next Steps
7. Frequently Ask Questions
8. Questions and Answers

# Housing Keeping: Webex

- This meeting is being recorded
- If you have a question or comment please use the raise hand function or type your question in the Q&A box.
- The team will be in the background answering chat questions
- There will be a dedicated point at the end of the presentation for discussion
- Please introduce yourself first when asking a question



# Housing Keeping: Code of Conduct

- We welcome your questions and discussion – there are **no bad questions**
- We want to **hear from everyone** – everyone has wisdom and experience to share
- **Be respectful and listen** – everyone deserves to be heard – there will be differences in opinions
- **The City is here to listen** – you are welcome to reach out after the meeting

# Housing Action Plan

2023 - 2026



# What is the Housing Action Plan?

- Priorities for the 2022-2026 term of Council
- Identifies a wide range of actions to increase the supply of housing within complete, inclusive communities with the critical infrastructure to support growth.



## REPORT FOR ACTION

### Housing Action Plan 2022-2026- Priorities and Work Plan

**Date:** March 7, 2023

**To:** Executive Committee

**From:** Chief Planner & Executive Director, City Planning and Executive Director, Housing Secretariat

**Wards:** All

#### SUMMARY

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

The Housing Action Plan (HAP) priorities for the 2022-2026 term of Council, outlined in this report, include targeted timelines for the approval and implementation of a wide range of actions, policies and programs to increase the supply of housing within complete, inclusive and sustainable communities with the critical infrastructure to support growth. The HAP actions focus on: removing policy and zoning barriers to building housing; leveraging public lands to increase housing supply; preserving existing rental homes; supporting the development of a range of purpose-built rental homes (including market and non-market) through new and strengthened housing policies and programs; and supporting the community sector (including non-profit and co-op housing providers) to modernize and grow their stock.

To help inform this report, and as directed by City Council through [Item 2022 EX34.1](#), a Rental Housing Opportunities Roundtable ("Roundtable") was initiated in January 2023 to support the City in identifying short-term pressures, current constraints and future opportunities to increase rental housing supply within the current challenging economic climate. The Roundtable, comprised of a range of housing policy and development experts as well as City and CreateTO staff, identified a number of challenges to building rental housing in Toronto, as well as actions necessary to help 'unlock' supply.

Attachment 2 to this report is an independent report titled "Perspective on the Rental Housing Roundtable" which will also be used to support future recommended changes

Housing Action Plan 2022-2026- Priorities and Work Plan

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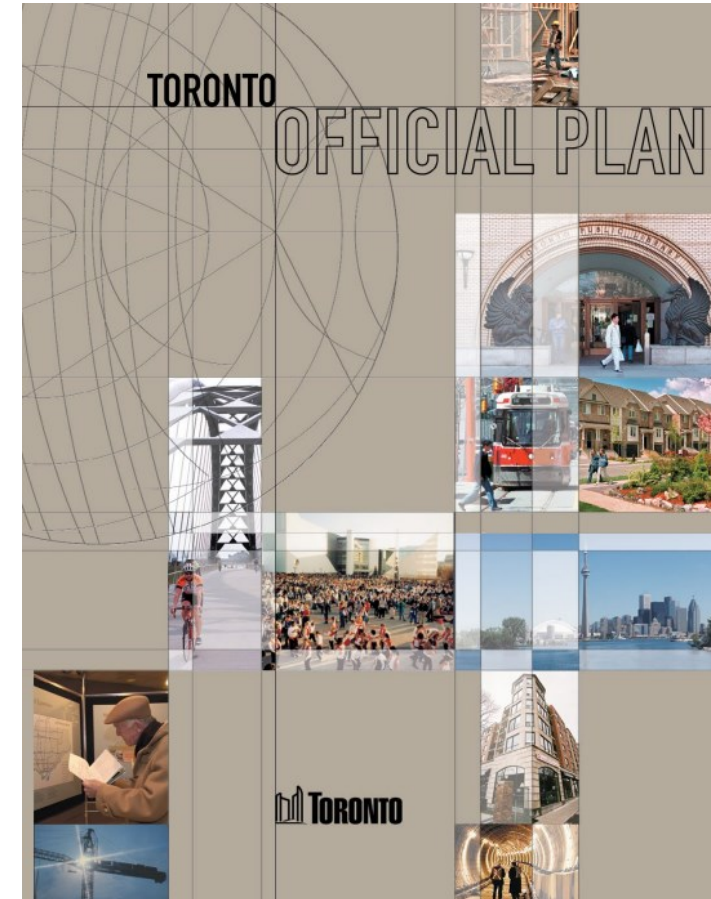
# Priorities

## Housing Action Plan Priorities for 2022-2026

1. Official Plan, Zoning and Guideline Changes	EHON (multiplexes, major streets)	Increasing permissions for housing and addressing exclusionary zoning	Avenues and Mixed Use Areas	Transition Zones	Major Growth Areas
2. Advancing Housing System Policy & Program Initiatives	Community Housing Modernization and Growth	Affordable Housing Program Updates (Housing Now, Open Door, HOAP)	Training and Trades Strategy	Rental Housing Roundtable	
3. Leveraging Public Land to Increase the Supply of Housing	Housing Now Sites	School boards strategy	Post-Secondary Housing Strategy	Federal & Provincial Land	TCHC & Waterfront Revitalization
4. Preserving the Existing Rental Housing Stock	Multi-Unit Residential Acquisition (MURA) Program	Maintaining rental replacement	Application of OPA 453 (dwelling rooms)		
5. Public Accountability and Reporting on Progress	Dashboard: affordable & rental replacement housing	HousingTO Plan Update	HAP Annual Updates	Housing Pledge	

# Housing Action Plan: Avenues Policy Review Mandate

1. Update vision and policy direction for how Avenues develop
2. Streamline study requirements for building new housing along Avenues
3. Enable “areas of transition” between Avenues and Neighbourhoods
4. Extend and introduce new Avenues

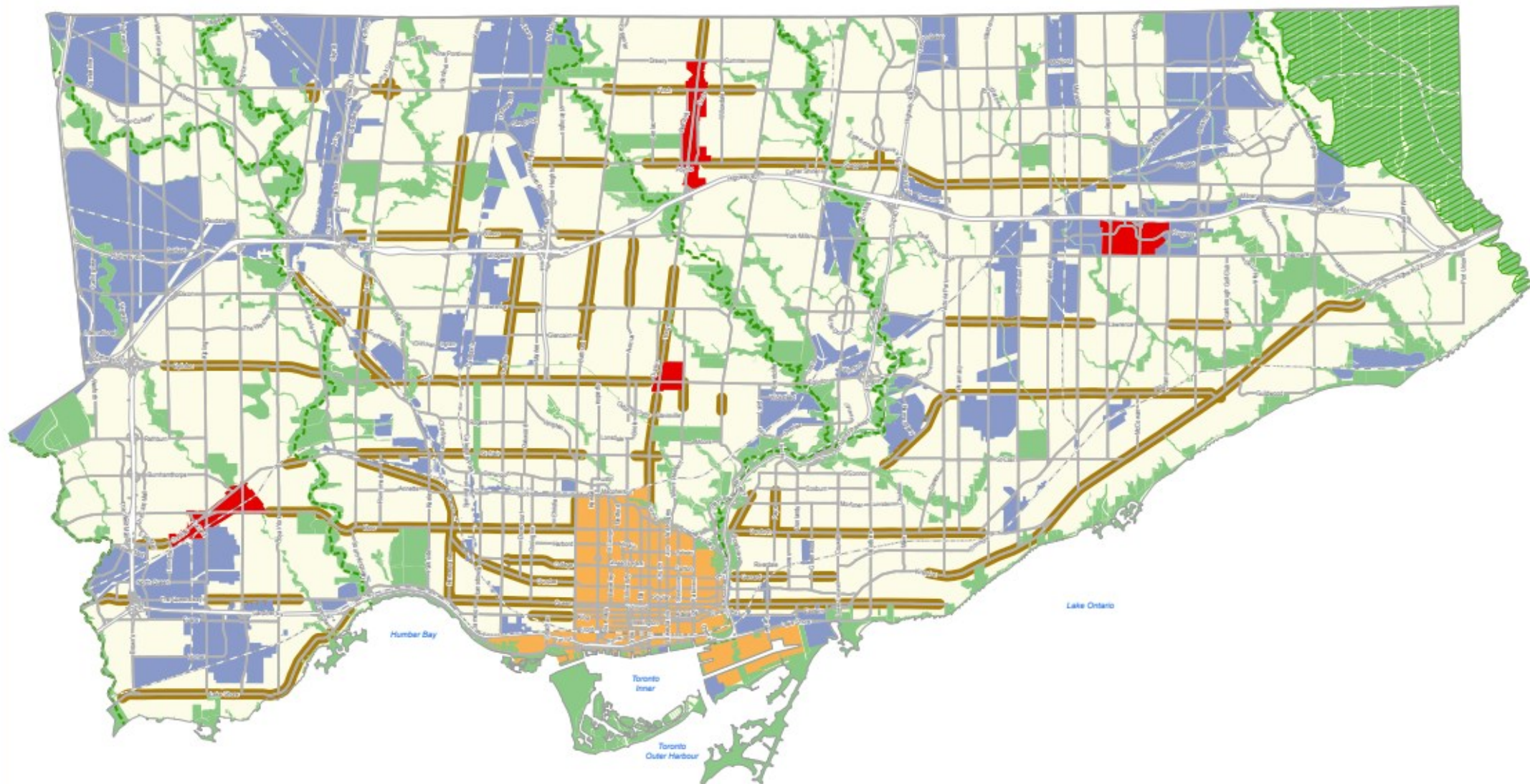


# February 28, 2024 Proposals Report

Planning and Housing Committee (Item PH10.3) directed staff to:

- undertake public and stakeholder consultation on the proposed policy directions
- report back with an OPA and mapping in Q4 2024
- advance the review and evaluation of certain City-owned sites adjacent to existing Avenues to support the delivery of housing
- consider redesignation of lands identified as areas of transition from Neighbourhood to Mixed Use to better facilitate mid-rise development on Avenues

# What are Avenues?



-  Avenues
-  Centres
-  Employment Areas
-  Downtown and Central Waterfront

-  Green Space System
-  Greenbelt Protected Countryside
-  Greenbelt River Valley Connections



## Toronto Official Plan

### Map 2 Urban Structure

Published January 2024\*

\*includes known in-effect OPAs  
up to 405 and 591

# Avenues Explained



Strategic growth areas in the Official Plan



An overlay, not a land use designation



Intended to “reurbanize” and accommodate new growth



Intended to play a main street role and be transit supportive



Growth is anticipated to be incremental



Predominant built form is mid-rise buildings (6-11 storeys)



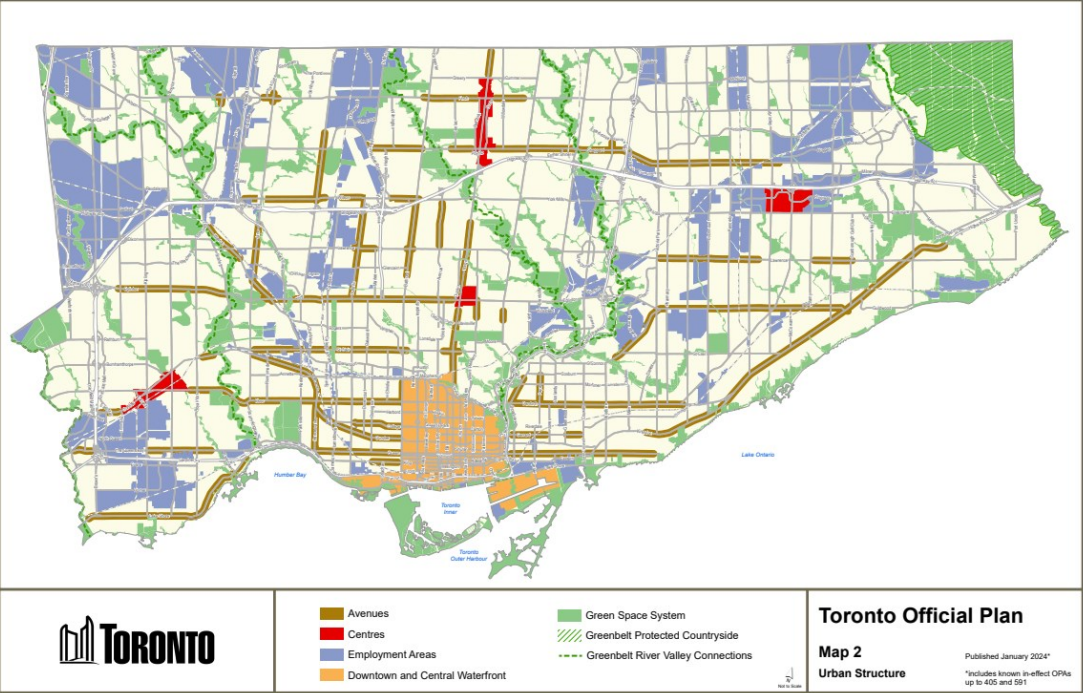
Typically, long but skinny



Scarborough: Kingston Road & Cornell Avenue

# Urban Structure vs. Land Use

Map 2: Urban Structure



Maps 13-23: Land Use Designations

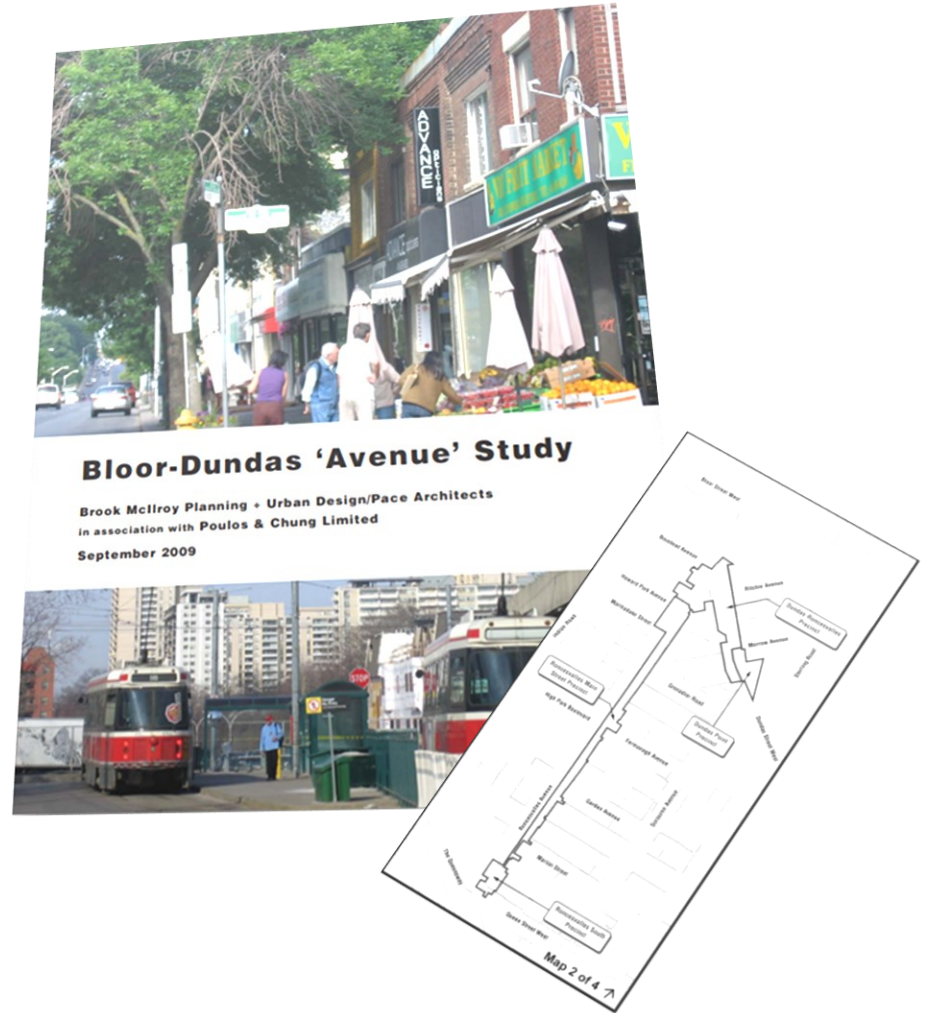


## Land Use Designations

- |                          |   |
|--------------------------|---|
| Neighbourhoods           | Other Open Space Areas (Including Golf Courses, Cemeteries, Public Utilities) |
| Apartment Neighbourhoods | Institutional Areas   |
| Mixed Use Areas          | General Employment Areas  |
| Natural Areas            | Core Employment Areas   |
| Parks                    | Utility Corridors   |

# Avenue Studies

- For strategic mixed-use segments
- Typically assess densities, transit, parking, public realm, community services and facilities, etc.
- Result in a development framework that includes:
  - Community improvements to support intensification
  - Official Plan Amendments
  - Zoning Amendments
  - Design guidelines



# Avenue Segment Reviews

- Required where a proposed development has the potential to set a new precedent along a segment and the Avenue has not been previously studied
- Assess the impact of incremental development on the entire Avenue; and
- Consider whether the proposed development is supportable by available infrastructure.

The zoning applying to the subject site has not been updated to be consistent with the policies of the Provincial Policy Statement's direction to optimize the use of land and public investment in infrastructure and public service facilities. In this regard, "optimization" means making something as fully perfect, functional, or effective as possible. The existing zoning does not make use of land and infrastructure in a way that is efficient or as effective as possible.

In the explanatory text in Section 2.1 of the Official Plan, it is noted that, by making better use of existing urban infrastructure and services before introducing new ones on the urban fringe, reurbanization helps to reduce demands on nature and improves the livability of the urban region by reducing the pace at which the countryside is urbanized, preserving high quality agricultural lands, reducing reliance on the private automobile, reducing greenhouse gas emissions, and reducing consumption of non-renewable resources.

**5.2 Land Use**

The proposed mixed-use building is consistent with the land use permissions of the Official Plan and Zoning By-law, both of which permit a broad range of residential and commercial uses on the site.

The proposed mix of residential units with ground floor commercial uses implements the development criteria set out in Policy 4.5(2) of the Official Plan by creating a balance of high quality commercial and residential uses that reduces automobile dependency and meets the needs of the local community.

The proposed retail space at grade will support a broad range of shopping opportunities for local residents which is compatible with the traditional retail context along Bloor Street West, supporting the establishment of a high quality pedestrian environment. The proposed retail space will conform to the Official Plan policies related to traditional retail streets (Policy 3.5.3(1), (2), (3), and (4)), by designing the ground level to be compatible with the character of the area and adjacent uses. The retail floor has included an open plan floorplate that can be subdivided to allow

for flexibility in the space. Numerous entrances will be provided from Bloor Street West and Dovercourt Road providing "eyes on the street" and creating active frontages along both streets. The use of brick and glass, and the articulated design of the base building, have been selected to suit the local context along this segment of Bloor Street West.

**5.3 Avenue Segment Study**

As set out in Section 4.4 of this report, the subject site is located within an Avenue for which an Avenue Study has not been completed, although as indicated in Section 4.8, the City has recently re-initiated the Bloor West Street Planning Study.

The Official Plan permits development to proceed on an Avenue prior to an Avenue Study, provided that development proponents address the larger context and examine the implications for the segment of the Avenue in which the proposed development is located. In accordance with Policy 2.2.3(3) of the Official Plan, an Avenue Segment Study was undertaken, and has been included with this application.

The extent of the study area for the Avenue Segment Study was determined in consultation with City Planning staff and generally includes the properties designated *Mixed Use Areas* on either side of Bloor Street West from Dufferin Street in the west to Ossington Avenue in the east. The Avenue Segment Study area includes access to two rapid transit stations (i.e. the Dufferin and Ossington subway stations).

The Avenue Segment Study determined that there are a total of 7 potential development sites ("soft sites") located within this segment of Bloor Street West, not including the subject site. For each of the 7 selected candidate redevelopment sites or "soft sites", the conceptual massing was based on a number of considerations. The applicable Official Plan policies direct that the Avenue Segment Study to include an assessment of the impacts of the incremental development of the entire Avenue segment at a similar form, scale and intensity, appropriately allowing for distinguishing circumstances.

# A Changing Planning Context

What do we need to consider?

# The Past 20 Years

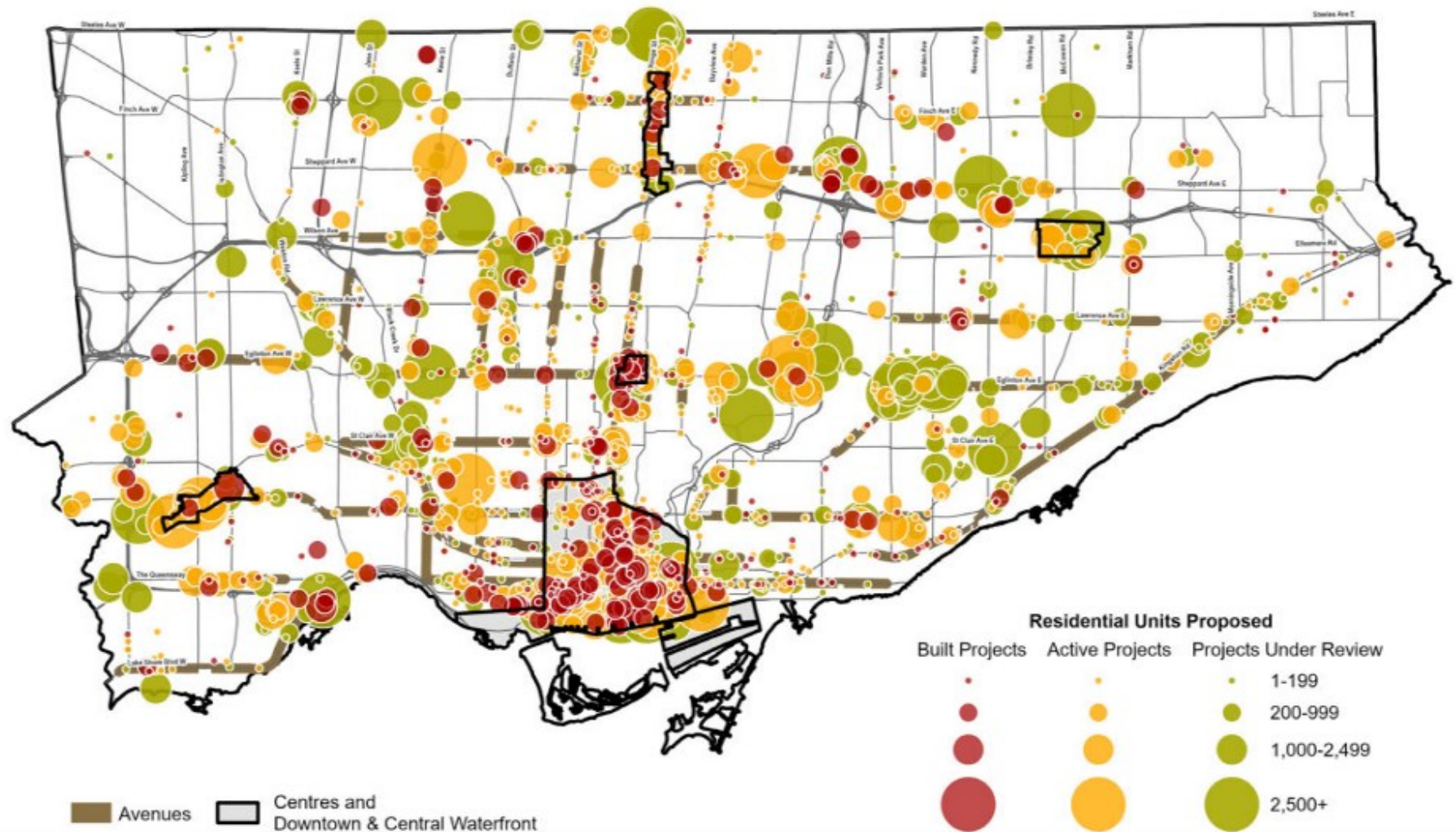
Avenues policies have stayed the same since the OP's adoption in 2003

What's changed since then:

- Provincial Land Use Policies
- New Official Plan policies and guidelines
- Toronto's Growth Areas are maturing
- Increased growth pressure in Toronto
- Housing challenges have continued to increase



# Avenues and Residential Units, 2019-2023: Built, Active, Under Review



Source: Land Use Information System II  
Development projects with activity between January 1, 2019 and December 31, 2023. Built projects are those which became ready for occupancy and/or were completed. Active projects are those which have been approved, for which Building Permits have been applied or have been issued, and/or which are under construction. Projects under review are those which have not yet been approved or refused and those which are under appeal.

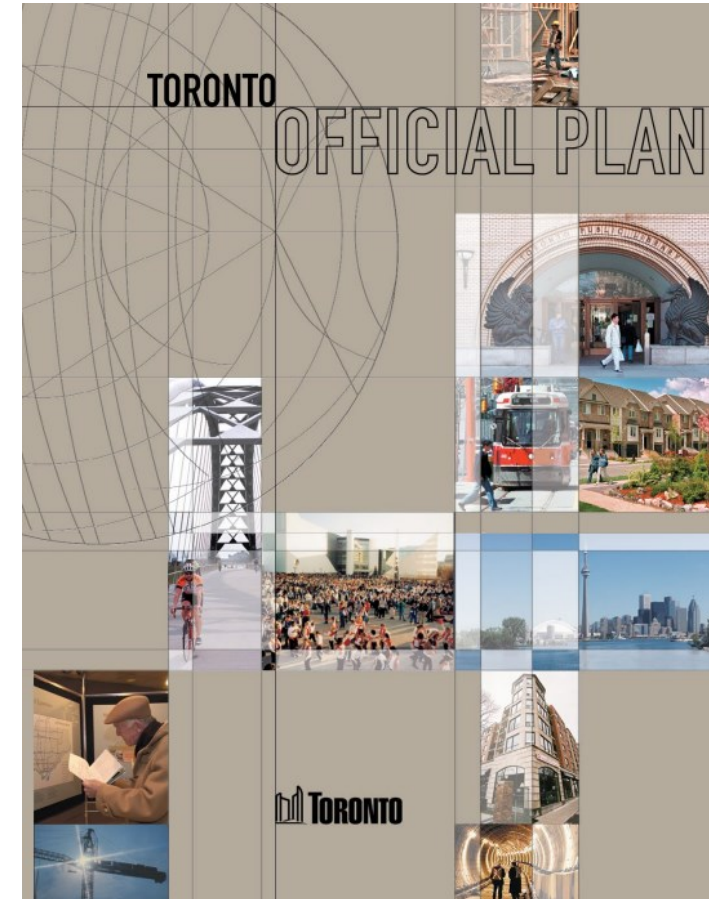
Prepared by: Toronto City Planning Division, Planning Research and Analytics - June, 2024

# Avenues Policy Review

Proposed Changes to the Vision and Policies

# Housing Action Plan: Avenues Policy Review Mandate

1. Update vision and policy direction for how Avenues develop
2. Streamline study requirements for building new housing along Avenues
3. Enable “areas of transition” between Avenues and Neighbourhoods
4. Extend and introduce new Avenues



# Streamline Study Requirements

- Delete the Segment Review requirement for Avenues that have not been studied
- Delete the requirement for Avenue Studies and replace with a study that is flexible and guided by monitoring
- Introduce a monitoring program to help determine when studies may be necessary for Avenues



# Updated Vision: Proposed Typology Framework

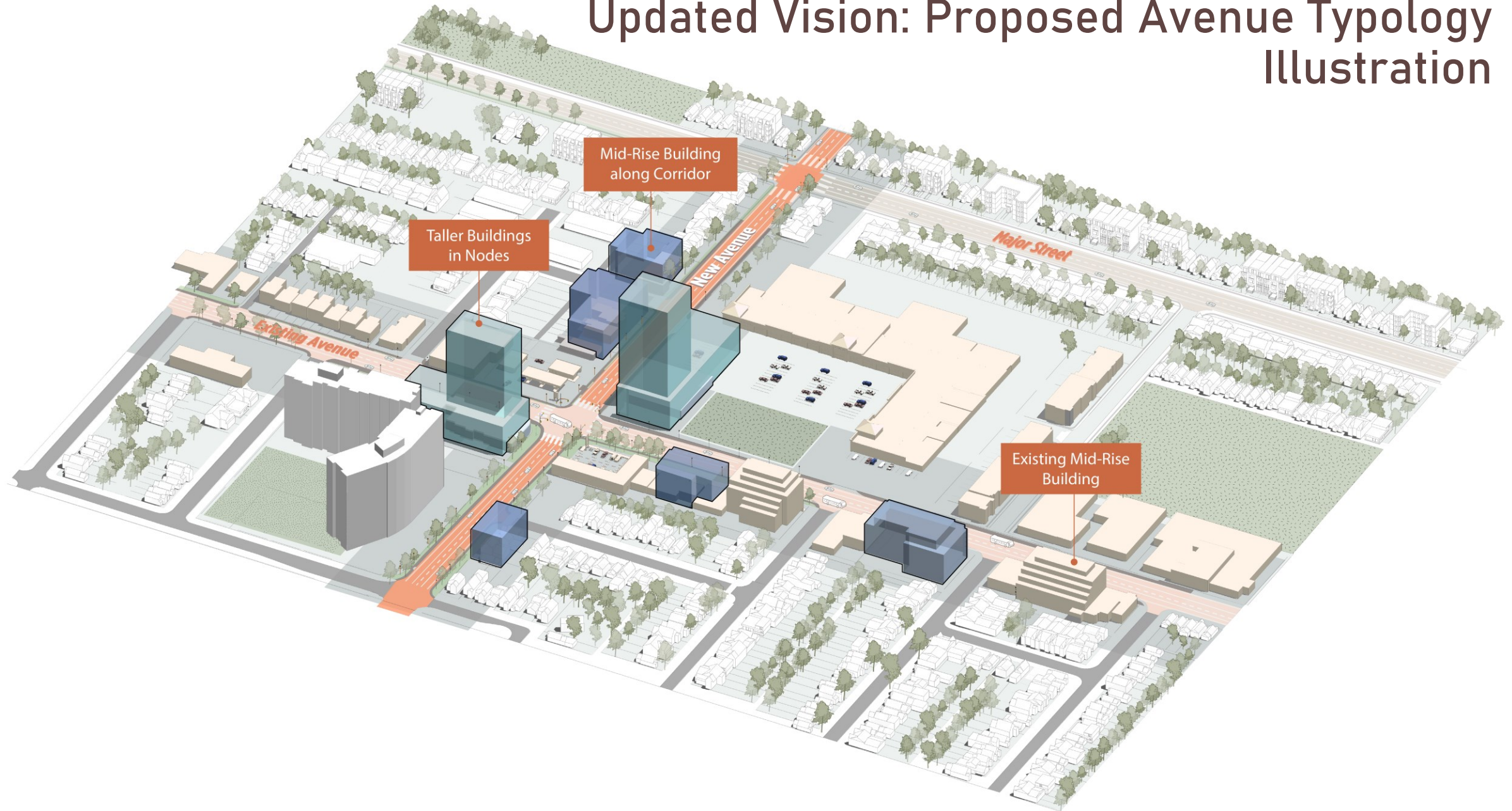
	Main Street Avenue Corridors	Residential Avenue Corridors	Mixed Use Avenue Nodes
Planned Built Form	Mid-Rise	Mid-Rise	Mid-Rise & Tall
Uses	<ul style="list-style-type: none"> <li>A range of retail and service uses (non-residential/active uses) are strongly encouraged at ground level.</li> <li>Unit size and scale should vary.</li> </ul>	<ul style="list-style-type: none"> <li>Small-scale retail and service uses encouraged at-grade</li> </ul>	<ul style="list-style-type: none"> <li>Retail and services at ground level are required (Non-residential/active uses), which should vary in size.</li> <li>Larger format commercial and institutional uses encouraged</li> </ul>
Commercial Replacement	Yes	No	Yes

# Updated Vision: Criteria for Identifying Typology Locations

Main Street Avenue Corridor	Residential Avenue Corridor	Mixed Use Avenue Node
Already serves a commercial role (i.e., Strip Plazas, Malls, Main Streets, etc.)	Does not serve a commercial role and is/or will be served by other commercial areas	Two Avenues intersect and the area is suitable for intensification



# Updated Vision: Proposed Avenue Typology Illustration



# Areas of Transition

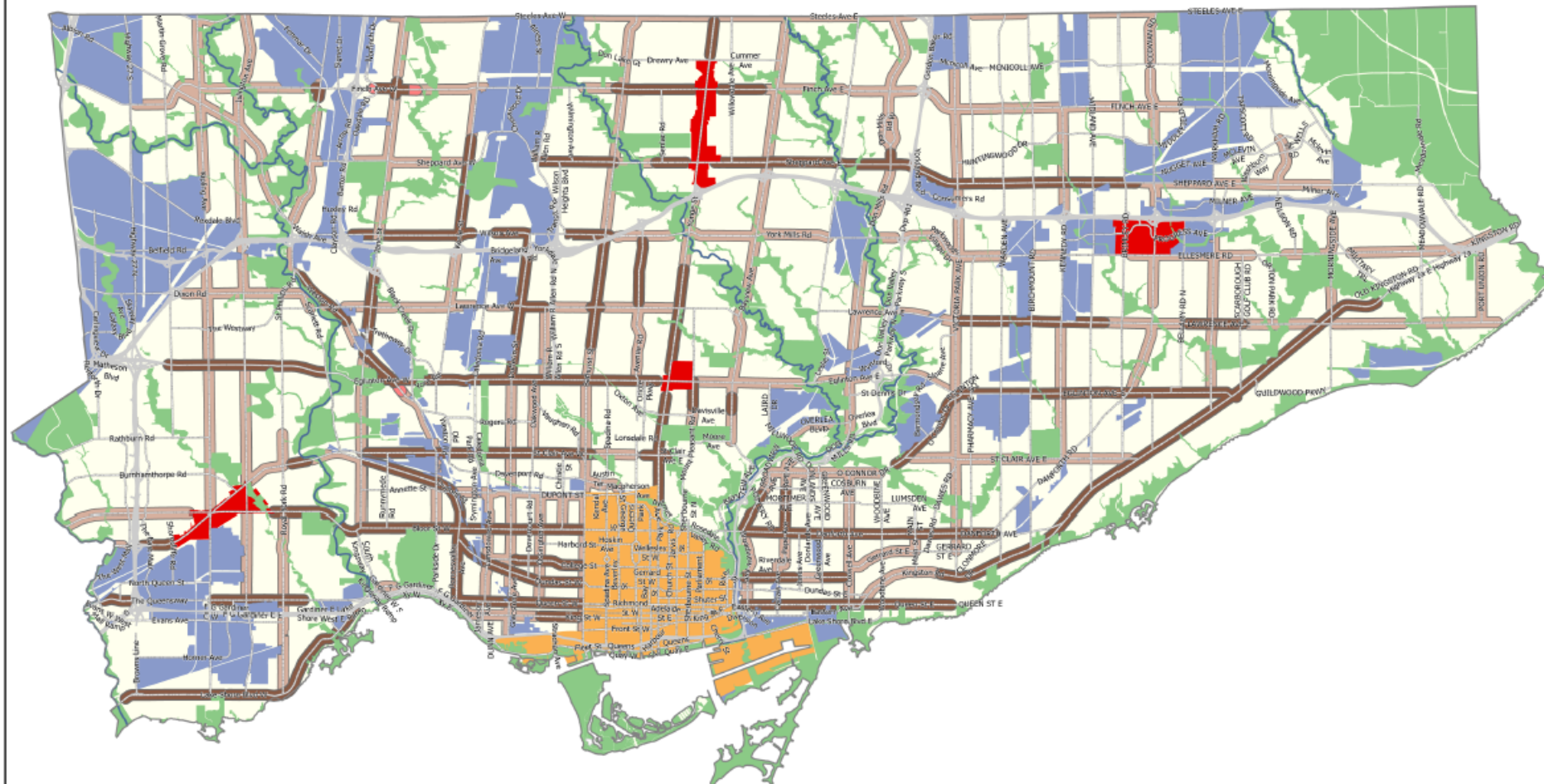
- Provide direction for development on shallow properties on Avenues to potentially extend into *Neighbourhood* or *Apartment Neighbourhood* lands.
- Staff have been directed to explore the option of expanding the *Mixed Use Areas* designation to a depth that can facilitate intensification where there are shallow lots.
- Clarification: “Areas of Transition” would not allow for expropriation.

# Extend + Introduce New Avenues

Criteria
Land Use Designation
Frequent Transit Service
Proximity to existing and planned Major Transit Station Areas (MTSA)
Proximity to Centres and Downtown
Proximity to Major Post Secondary Institutions
Proximity to Major Shopping Centres
Parcels Fronting onto Major Street
Existing Avenue Gaps

Principles
Long and contiguous Avenues are preferable
Fragmented Avenues should generally be avoided
Areas with limited intensification opportunities should generally be avoided
Areas with challenging terrain should generally be avoided
Areas with substantial rental housing stock should generally be avoided





- Avenues
- Centres
- Downtown and Central Waterfront
- Employment Areas
- Green Space System
- Proposed New Avenues
- Proposed New Avenues through other Initiatives

Toronto Official Plan

Map 2  
Urban Structure  
with Proposed New Avenues

Draft - June 2024

# Next Steps

What's ahead?



# Next Steps

1. **Fall/Winter 2024** – Undertake public and stakeholder consultation on the final draft proposed policy directions and new Avenues Map
2. **Early 2025** – Final report with Official Plan Amendment and mapping to Planning and Housing Committee
3. **2025** – Amend Land Use Designations where new Avenues are identified

# Questions and Answers

Let's Discuss

# Thank You!

Email: [HAP.Avenues@toronto.ca](mailto:HAP.Avenues@toronto.ca)

Website: [www.toronto.ca/HAPAvenues](http://www.toronto.ca/HAPAvenues)





# Frequently Asked Questions

# Frequently Asked Questions

- 1) How will the city ensure that current infrastructure can support planned growth?
- 2) What will the Avenues Policy Review do to previously complete Avenue Studies?
- 3) Why do you think this initiative will actually help deliver more housing?
- 4) How will this initiative help to create new affordable housing?
- 5) How will this initiative support existing and new businesses?
- 6) How will this initiative mitigate the risk of tenant displacement?
- 7) How will the new policy framework work with other growth areas, like Major Transit Station Areas and Secondary Plan areas?



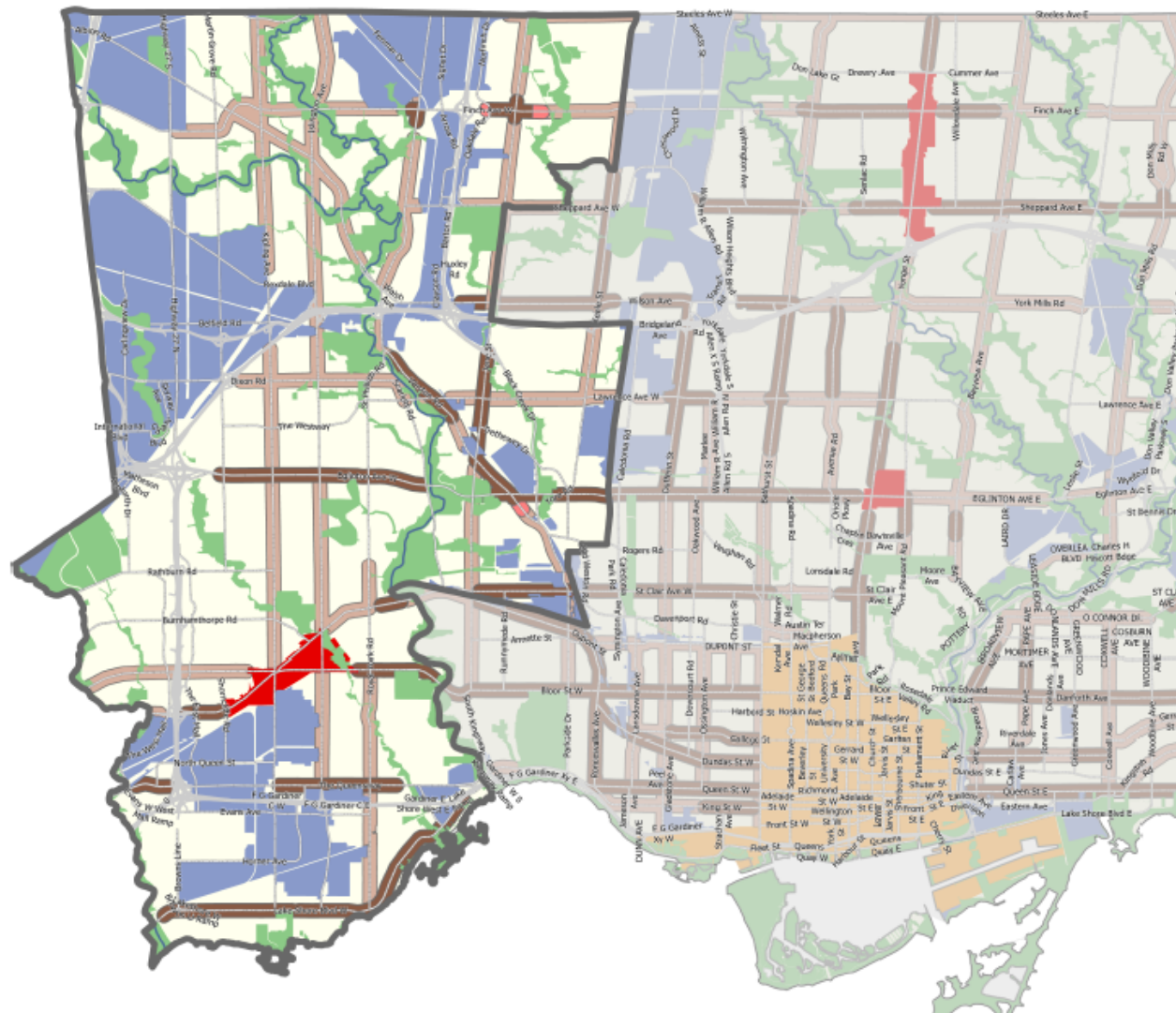
Downtown: Queen Street East & Booth Avenue



North York: Sheppard Avenue West & Yeomans Avenue



Etobicoke: Lake Shore Boulevard West & Long Branch Avenue

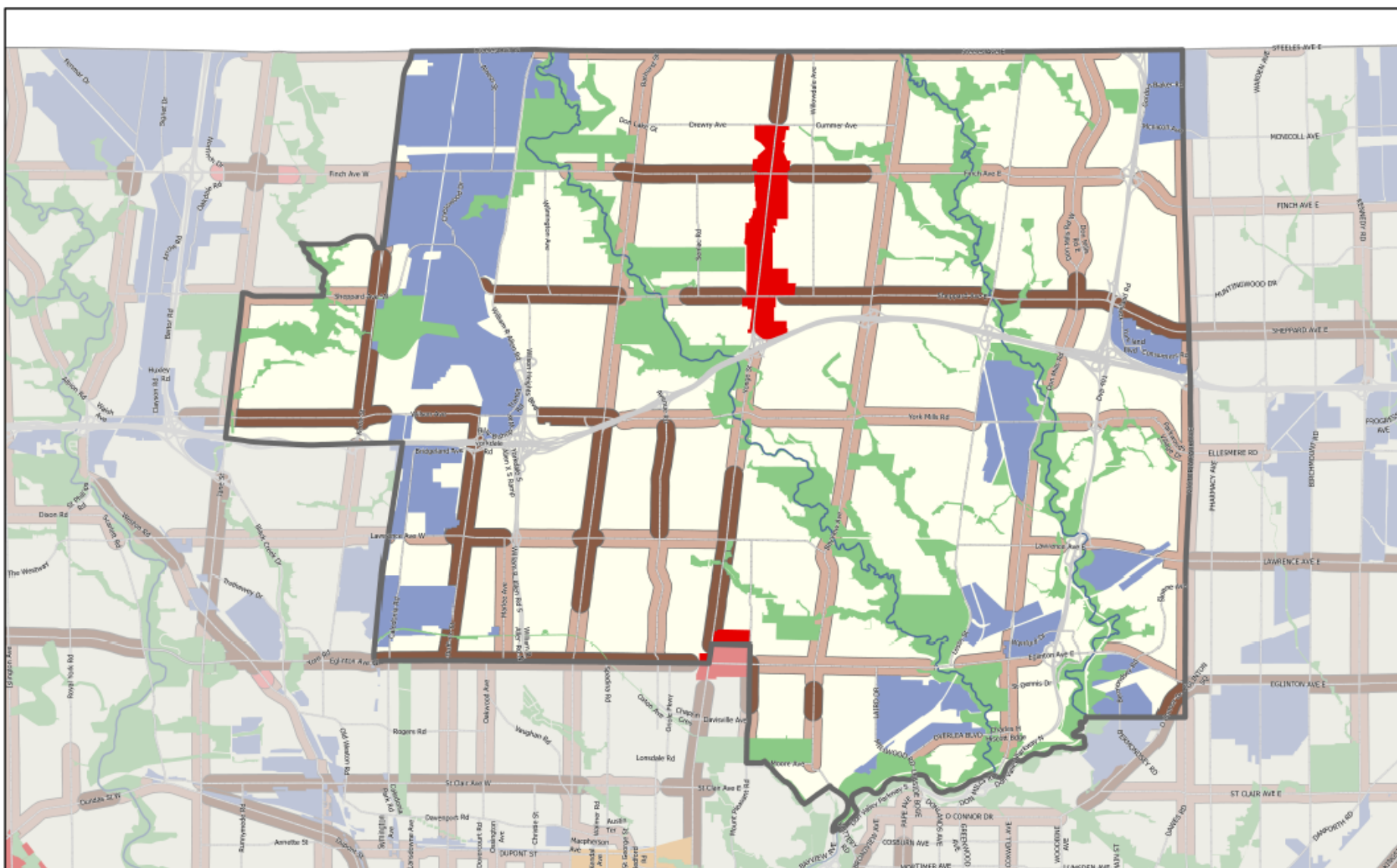


- Avenues
- Centres
- Downtown and Central Waterfront
- Employment Areas
- Green Space System
- Proposed New Avenues
- Proposed New Avenues through other Initiatives

Toronto Official Plan  
Etobicoke York

Map 2  
Urban Structure  
with Proposed New Avenues

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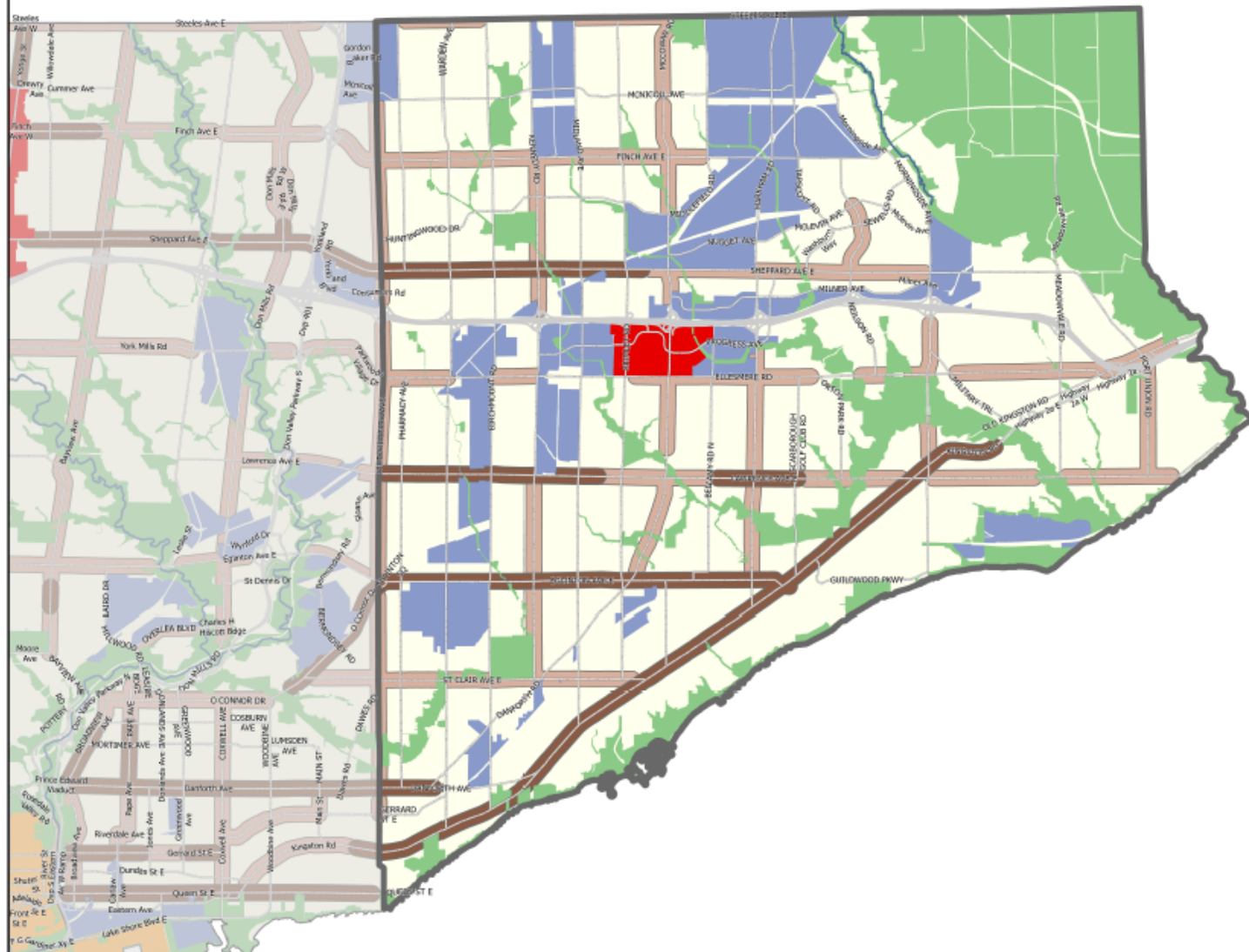
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Toronto Official Plan  
North York

Map 2  
Urban Structure  
with Proposed New Avenues

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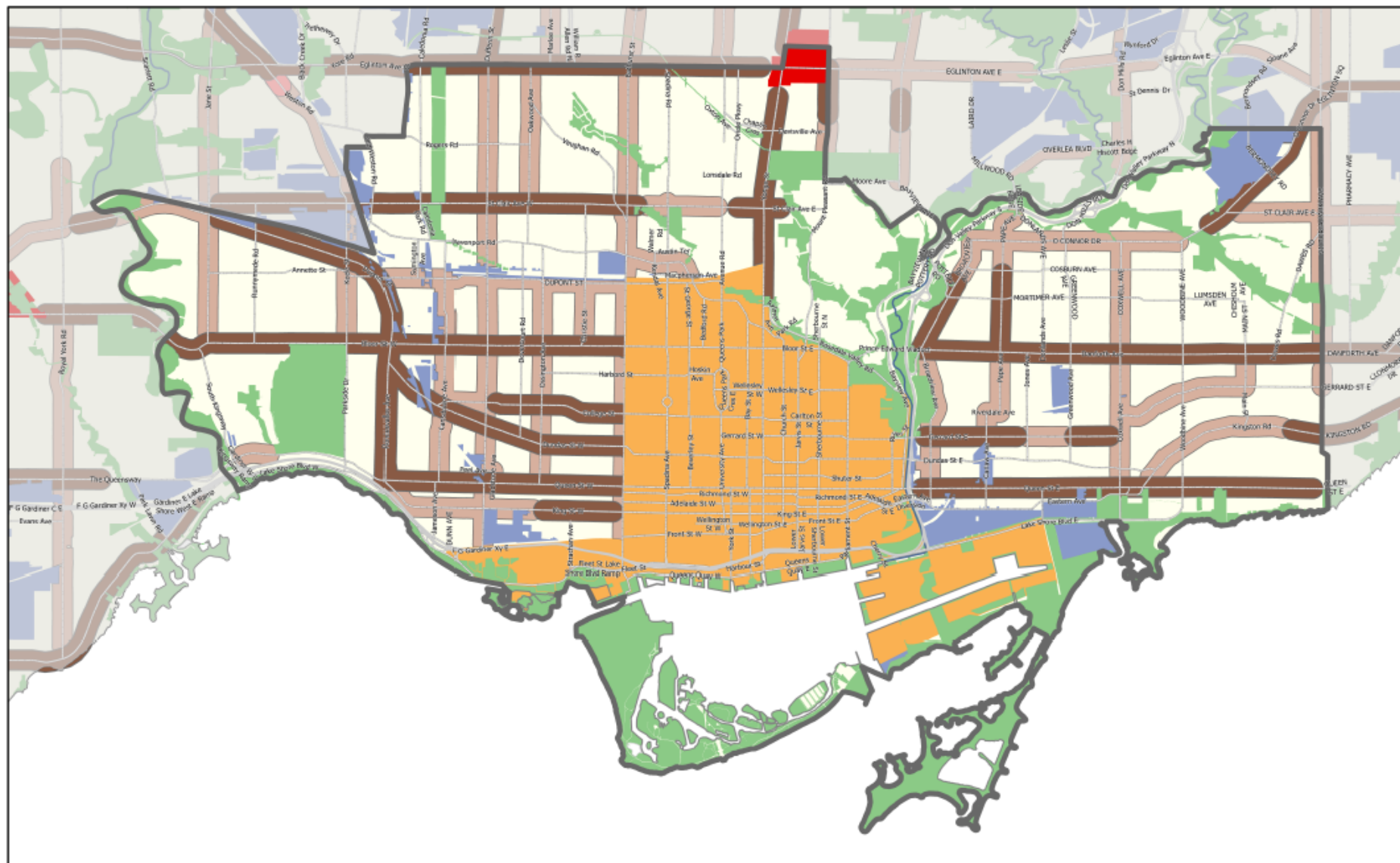
- Avenues
- Centres
- Downtown and Central Waterfront
- Employment Areas

- Green Space System
- Proposed New Avenues
- Proposed New Avenues through other Initiatives

Toronto Official Plan  
Scarborough

Map 2  
Urban Structure  
with Proposed New Avenues

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- Avenues
- Centres
- Downtown and Centreal Waterfront
- Employment Areas

- Green Space System
- Proposed New Avenues
- Proposed New Avenues through other Initiatives

Toronto Official Plan  
Toronto and East York

Map 2  
Urban Structure  
with Proposed New Avenues

Draft - June 2024

# EHON Major Streets and Avenues

Attributes	EHON Major Streets	Avenues Policy Review
Base Geography	<p>Map 3: Major Streets*</p> <p>*Excluded areas: Urban Growth Centres, Secondary Plans, SASPs, completed Avenue Studies, areas with site specific growth directing policy.</p>	<p>Map 3: Major Streets*</p> <p>*Only Major Streets that are suitable for an Avenue overlay will be considered</p>
Land Use Designations	Neighbourhoods	Neighbourhoods, Apartment Neighbourhoods, Mixed Use Areas, Institutional Areas, and Regeneration Areas
Built Form	<p>Townhouses and Apartment Buildings</p> <p>5 – 60 units, ≤6 storeys</p>	Typically, Mid-rise Buildings (6 – 11 stories)
Official Plan Amendment	Yes. Chapter 4: Neighbourhoods	Yes. Chapter 2: Avenues*
Zoning By-Law Amendments	Yes. Zoning By-law 569-2013	No*