

# 4.5 INCLUSIVE COMMUNITIES

A number of new inclusive communities will be created in portions of the Port Lands, accommodating a diverse population with a range of household incomes and sizes in close proximity to the job opportunities in the Port Lands and South of Eastern areas, and also central Toronto.

An inclusive community is a place where people of all incomes, ages and abilities coexist, and are equally afforded the ability to actively participate in all aspects of community life. It is about investing in the well-being and prosperity of people by providing housing choice and amenities, enabling social interaction, accommodating active lifestyles and ensuring economic opportunity. There is a conviviality and liveliness in an inclusive community. Community life spills out onto streets, when parks and open spaces are designed to meet the needs of people of all ages and abilities. Buildings are well proportioned and positively contribute to the public realm to foster social interaction and "eyes on the street".



#### DIRECTIONS AND RECOMMENDATIONS - 4.5 - INCLUSIVE COMMUNITIES

Within a Port Lands context, delivering inclusive communities will be achieved by ensuring the



St. Lawrence Neighbourhood, a phased developed from the mid 1970s, is an example of one of Toronto's first complete communities.

provision of a variety of housing types and tenures, including units of varying sizes, affordable rental and ownership housing and market ownership housing. A high-quality living environment for all people will also be advanced through on-site open spaces, amenities and other elements to meet the physical, social and psychological needs of everyone who will call the Port Lands home.

Other prerequisites for inclusive communities, such as an animated and vibrant public realm, the provision of community infrastructure, and a high-quality, human-scaled built form, are addressed in other sections of this Framework. This section focuses on housing and day-to-day amenities within living environments.

## 4.5.1 A City-wide Opportunity

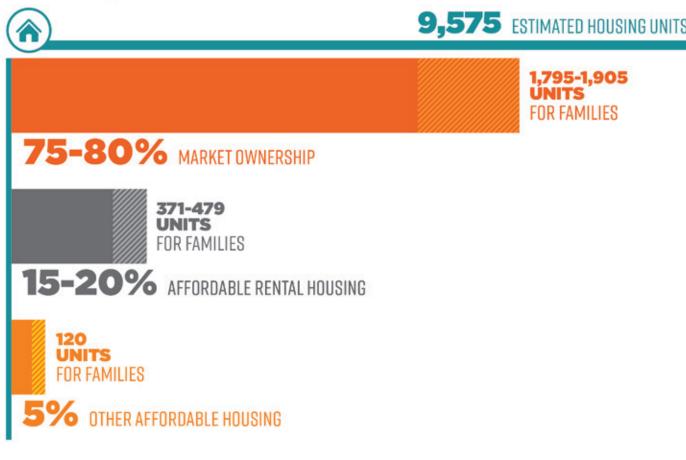
Toronto has an ongoing affordable housing crisis. Rental vacancy rates are at the lowest they've been in the last 10 years. Housing prices have skyrocketed. There is not enough new rental housing being built, and the City's homeless shelters are at capacity. Toronto has 220,000 households in core housing need that are struggling to pay rent, or that are living in underrepaired homes or in crowded or dangerous conditions.

The new communities envisioned in the Port Lands provide an opportunity to provide a significant amount of new housing affordable to low, moderate and middle income families and individuals that can support closing the housing gap and addressing the city's housing crisis. This will provide housing for many Torontonians who are overburdened by their housing costs, and could assist some of the many thousands of people who are currently on waiting lists for subsidized housing.

Villiers Island and the McCleary District have the potential to support a residential population of between 16,000 to 21,000 people. These future residents will be primarily accommodated in mid- and highrise housing with approximately 4,800 residential units anticipated in Villiers Island and 4,700 units in the McCleary District. Depending on the different delivery models discussed in this section, between 1,480 to 1,915 affordable rental housing units are estimated in the near- to medium-terms, with the potential for additional affordable rental housing units if Polson Quay and South River transition over time to a mixed-use community. Much of this housing potential will be achieved on the large tracts of publicly owned land in the Port Lands. While the publicly owned land available in the Port Lands is a key opportunity, all mixeduse residential development will be required to contribute to the delivery of affordable housing and to the creation of inclusive communities.

This Framework emphasizes the need for affordable rental housing to be delivered in lock-step with market ownership housing. There is also ample opportunity for ensuring a diverse and full range of housing that can fulfill the needs of all people, including families and seniors. Toronto's housing boom has seen the proliferation of hundreds of tall buildings, predominately in Toronto's downtown and its centres. Of the 85,166 residential units completed in Toronto between 2011 and 2015, 84 per cent were condominium apartments. Only seven per cent of the completions were for rental housing. Further, the units constructed are generally small, with the majority being one bedroom units and often marketed to young professionals, couples or empty nesters. The general aim of this Framework is to broaden the types of units that will be delivered in the Port Lands to achieve a more balanced household mix.

**Villiers and McCleary District** 



## 4.5.2 Background Context

Both the City's Official Plan and the Central Waterfront Secondary Plan (CWSP) includes policy direction that supports the development of inclusive communities, and in particular policies requiring the provision of affordable housing.

The City's Official Plan recognizes the importance of providing a full range of housing in terms of form, tenure and affordability. The Plan requires the replacement of existing rental stock, and, as a priority community benefit, on larger sites mandates a requirement to provide 20 per cent affordable housing. It also encourages new affordable rental housing in new developments.

The CWSP established a goal for the provision of 25 per cent affordable housing in all new developments, irrespective of the size of a particular site. It identifies that the greatest proportion of this housing should be affordable rental housing, while also ensuring that at least a quarter of the units be two bedroom units or larger. Consistent with the City's Official Plan, affordable rental housing is defined in the Plan. The CWSP also defines affordable ownership housing and low-end-of-market housing. The latter is defined as small private ownership housing units. The CWSP does not provide a specific breakdown for the quantum of affordable rental versus affordable ownership and low-end of market housing.

The City's practice in implementing the affordable housing policy in other waterfront communities generally has been to secure the equivalent of 20 per cent affordable rental housing in recognition of the relative dearth of new rental housing in the city, and in particular new affordable rental housing. The requirement has been secured through a variety of means, including stand alone rental buildings or units on public and private lands, the conveyance of land to the City or the provision of cash-in-lieu.

Some of the initial planning that was advanced in earlier waterfront precincts provided flexibility for a developer to choose the delivery model with a lack of specificity on the actual mechanics for securing the affordable rental housing requirement. Importantly, the different delivery models were not equal, nor were they effective at ensuring the provision of a full range of housing in the waterfront.

Lessons learned in these other waterfront communities highlight the need to ensure that key directions are integrated into Official Plan policies from the outset, rather than determined through precinct planning processes. Equally important, is ensuring that a more appropriate level of detail is included within policies to offer both consistency and transparency in their application.

The low-end-of-market housing is a legacy policy from the former City of Toronto Official Plan that was carried forward into the CWSP. The original intent was that smaller units were perceived to be more affordable and would assist in contributing to overall housing affordability. However, experience in the city is that this has been an ineffective tool for ensuring affordability. The trend in unit sizes in market developments throughout the city have been towards smaller units with little effect on overall affordability. Further, recognition of other types of housing, such as mid-range affordable rental and affordable ownership, is equally important. There also continues to be a gap in the provision of housing for a range of household types such as families.

## 4.5.3 Housing in the Port Lands

Housing in the Port Lands will provide for a diversity of choices in terms of type, affordability, and tenure to support the vision for complete, inclusive communities where different types of households and people of all ages and abilities can enjoy a good quality of life.

A tailored approach for the delivery of housing in the Port Lands is needed to capitalize on the Port Lands opportunities and challenges, reflect the aspirations of achieving complete, inclusive communities and recognize the lessons learned elsewhere along the waterfront. The approach for housing in the Port Lands is based on achieving three objectives:

 Ensuring a diversity of unit sizes to support a range of different household types and sizes;

- Providing a healthy balance of different types of housing, tenures and affordability levels; and
- Fostering a high-quality living environment for all people.

While the overall policy direction is more specific, precinct planning will continue to play an important role in detailing expectations with respect to the provision of housing in new communities. The precise land use mix and resultant residential densities will be further advanced and detailed in precinct plans. As such, during precinct planning more detailed affordable housing strategies will continue to be developed that will identify potential sites and locations for affordable housing, the anticipated timing and phasing of development, funding and financing approaches, and any additional tools that will be used for securing housing requirements.

## 4.5.4 Diversity of Unit Sizes and Types

The new communities that will be developed in the Port Lands will be vertical communities with a dominant mid-rise character. Vertical communities, much like any other community, have tremendous potential to support a wide range of households and people if a diversity of unit types and amenities are provided.

A diversity of households and people living in an area in turn contributes to enlivening an area. Jan Gehl notes that a lively city needs both good inviting city space and a certain critical mass of people who want to use it. This in turn fosters social interaction and human connection. Simply, he observes that "people are inspired and attracted by activity....children see other children playing outside and hurry to join to them" (Gehl, 2010).

Vertical communities can provide housing for families with children, young single professionals and couples, students, seniors, vulnerable populations and people with accessibility needs. They can be desirable places to live for people who either need or choose a lifestyle defined by easy access to transit, shops, support services and other urban amenities.

More and more people are choosing to live in vertical communities in Toronto. In Toronto's downtown, 66 per cent of households with children live in buildings five storeys or taller, while at the city-wide level 32 per cent of households with children in the City of Toronto lived in mid- and high-rise buildings (Statistics Canada, 2011).

The success of the new communities in the Port Lands will hinge on their ability to support a diverse population. Providing a range of unit types and sizes will give all households and people the opportunity to thrive and remain in the Port Lands, contributing to population diversity.

Families will be able choose to live in the Port Lands not just because of the range of community facilities that will be provided like schools and day cares, but also because housing will be developed that accommodates family living. Young professionals will find the Port Lands desirable to live in because of live-work opportunities, but also the activity and amenities that will exist. Seniors and other vulnerable populations will have access to housing to meet their needs and within their means, where they can walk or take transit for day-to-day needs.

Housing needs can also change dramatically over the course of a lifetime. Creating a more diverse and flexible housing stock in the Port Lands will improve choices for residents over the long term. People will be able to live in place as they grow their families or age while being able to retain their connections and social networks as housing needs change.

### **Two and Three Bedroom Units**

Across the city in new residential developments, larger units are being secured to achieve a more diverse unit mix and to provide for housing options in a built environment that is increasingly comprised of vertical living. While the CWSP recognizes the importance of providing a diversity of unit types, only a fraction of the affordable units would be required to be two bedroom or larger units. There is no direction for the optimal size of larger units. Plus, the requirement for larger units needs to be extended to all housing to support the diversification of the population.

Residential developments will be required to provide a minimum of 15 per cent of units as two-bedrooms and 10 per cent of the units as three bedrooms or larger, with a minimum floor area for the units. The trend in market developments in Toronto exceeds this total 25 per cent requirement, however, the floor area of the units are typically small. Minimum standards for the size of units, similar to other jurisdictions, are required to ensure high-quality living environments. As such, a key objective in the Port Lands is to ensure that the required larger units meet a minimum size. There would be nothing precluding the development industry providing additional two- and three-bedroom units in a building. These additional units would not be expected to meet the minimum unit size requirements.

## The City's Growing Up: Planning for Children in New Vertical Communities

draft urban design guidelines provides direction for family-friendly designed housing. In particular, it addresses how good design at the unit, building and neighbourhood scales can improve the livability for current and future families residing in vertical communities. At the unit scale, the study has identified size ranges for units (measured from the interior side of the walls, excluding mechanical space). The ranges would enable a diversity of bedroom sizes that would maintain the integrity and functionality of common space. The ranges consist of:

- 87 to 90m<sup>2</sup> (936 to 969 square feet) for two-bedroom units; and
- 100 to 106m<sup>2</sup> (1076 to 1140 square feet) for three-bedroom units.



Two-Bedroom Unit



## 4.5.5 A Healthy Mix of Housing

Adequate and affordable housing is a basic requirement for everyone. In the new mixed-use communities in the Port Lands, a healthy mix of both market ownership housing and affordable, purpose-built rental housing will be required to be achieved. Additionally, affordable ownership housing will be encouraged on both public and privately-owned land. Additional effort will also be required on publicly-owned land to provide additional affordable housing and a diversity of models, including co-operatives and supportive housing. This in turn will work toward creating a more diverse, equitable and economically resilient city environment, as well as contribute to addressing the city-wide housing crisis.

### **Affordable Rental Housing**

The overall objective for the Port Lands is to achieve the equivalent of 20 per cent of the total number of residential units as affordable rental housing as a community benefit, using a range of different delivery options. This will provide opportunities for residents of all income levels to find housing in the Port Lands and contribute to meeting the City's housing targets.

Delivering affordable rental housing in Toronto is a complex undertaking

Torunto Community Housing located at 60 Richmond Street East.

that often involves significant public investment over and above any private landowner contributions, or providing deeper subsides to not-for-profit providers for the delivery of housing that maintains affordability. There are also many different options available for delivering the housing itself.

On both public and private lands, the overall objective of 20 per cent affordable rental housing takes into consideration the land required and cost of delivering the units itself. As such, the minimum requirements may vary from stringent adherence to achieving an 80/20 split of units. For instance, where physical units are constructed at the sole expense of a private land owner, the combined investment of land, the construction and outfitting of the housing units and the affordability of the units themselves for a secured period of time satisfies achieving the overall 20 per cent objective. Whereas, in a situation where land is dedicated to the City, the City may only realize the 20 per cent objective through additional public investment to physically deliver the housing.

### Principles for the Provision of Affordable Housing

Four principles will guide the provision of affordable housing in the Port Lands.

#### Deliver affordable rental housing units at the pace of market development

"Bricks-and-mortar" affordable rental housing at the pace of market developments will be prioritized. Further, affordable housing will be encouraged to be integrated directly into market developments to achieve physical and social integration of housing throughout the new communities, but also contribute to the provision of the affordable housing in lock-step with market housing.

#### Create permanent and long-term affordable rental housing units

Affordable rental housing needs to be delivered as a durable, lasting benefit. Long-term agreements will be utilized to give surety to residents and the City with respect to tenure and affordability. Further, the City may consider the use of additional resources, such as public land or dedicated programs, to extend the delivery of permanent affordable rental housing.

### Utilize a variety of delivery options to achieve a mix of affordable housing types

Different delivery options will enable the City to ensure a variety of affordable housing types in the Port Lands, such as vertical integration of units, co-located units with community infrastructure and in stand-alone buildings.

#### Provide transparency for requirements and flexibility of the use of different delivery methods

Given the mix of land ownership in the Port Lands, providing clear and transparent expectations for how affordable rental housing will be secured on both on public and private lands will ensure fairness, consistency and accountability.



## 4.5.6 Delivery of Affordable Rental Housing

The provision of affordable rental housing in the Port Lands will be achieved through a combination of delivery options, and in consideration of whether the land is publicly or privately-owned.

### **Publicly Owned Land**

The large tracts of publicly owned land are a significant opportunity. Consistent with other areas in the Central Waterfront, 20 per cent of publicly owned lands will be set aside for affordable rental housing. At a minimum, the total number of affordable rental units will be equal to 20 per cent of the total residential floor area to be developed on the lands. Land can consist of a site identified specifically for an affordable housing project, or a strata arrangement in a mixed-use development. Prior to the disposal of any lands to a private development proponent where affordable housing will be delivered, a legal agreement will be utilized to secure the 20 per cent affordable housing requirement and its delivery.

### **Privately Owned Land**

There are a number of options available for the provision of the affordable rental housing on privately owned land. Development proponents may choose to:

- Physically construct the housing but provide the housing to the City at no cost;
- Physically construct the housing and retain ownership; or
- Dedicate land of a suitable size and configuration to the City.

Each of these options has different benefits. Some would reduce the public obligation for funding and constructing the housing. All would contribute to providing a range of permanent, purpose-built rental housing. As such, the precise ratio of affordable rental housing to market housing varies depending on the delivery mechanism that a development proponent may choose. Cash-in-lieu will only be accepted in special circumstances and primarily where it would not be practical or feasible to fully satisfy the requirement with one or more of the delivery options.

### Affordable Rental Housing Provided to the City

A private land owner may choose to physically construct and outfit the affordable rental housing, and provide the housing to the City at no cost. This would minimize the need for additional public subsidy to be provided to a not-for-profit provider to achieve affordable rents, and also has the potential to provide for deeper levels of affordability. The units would be required to be delivered commensurate with any market units and phase of development, be of a high quality built form and provide good residential amenity.

In this instance, the City is provided with additional discretion on whether it will accept the housing. Key considerations will be the built form, location and provision of good quality residential amenity. Key benefits of this option are that the City does not need to provide any upfront public funding to physically construct the housing, and importantly, that the housing will remain affordable for an extended period of time and potentially in perpetuity. The City can also opt to have the units operated at a deeper rent subsidy.

If an owner opts to utilize this option to satisfy its obligation, 5 per cent of the total proposed residential gross floor area will be required as affordable rental units with all associated facilities and amenities. The reduced rate acknowledges that there is a higher upfront cost to the owner and that the owner does not retain ownership.

#### Privately Owned and Operated Affordable Rental Housing

The second option on privately owned land is where the owner physically constructs, owns, and operates the housing. In this instance, the affordable rental units would be secured for a period of 25 years and would likewise not require any public funding. The owner would be required to enter into an agreement with the City to secure the term and affordability. This option would deliver purpose built rental housing and ensure timely delivery. A benefit for the landowner is that they retain ownership of the housing.

For this option, the owner will be required to provide no less than 10 per cent of total residential gross floor area for affordable rental housing at the developers' sole expense. The units will be well-designed with good quality amenities and facilities.





#### Land Provided to the City

The final option is the provision of land to the City. The City would then construct, own and maintain the housing. This option would likely only occur on large, privately owned sites that are capable of being subdivided and that can yield a site that is of a suitable size and configuration to accommodate a purpose-built rental building. However, there are a limited number of large, privately owned sites where residential uses will be permitted in the Port Lands.

Nonetheless, the key benefit of this option is the opportunity for the long-term affordability of the rental housing. The site could also be developed as a mixed-use development with other City-operated public facilities such as a child care facility or community centre. With this option, the City is likewise provided with discretion on whether to accept the land. Minimum criteria that would need to be satisfied for this option include:

- The location, size and shape of the land and its resulting built form will need to be appropriate for the number and type of housing units and population to be served, including associated amenities and facilities;
- The site would also need to have excellent connectivity to the public realm, transit, and community infrastructure;
- Remediation will be to a standard that permits its use for residential purposes on a site-specific riskassessed basis in accordance with applicable Provincial regulation. If

the owner does not complete such remediation prior to conveying the land, the owner will provide a letter of credit or funding to the City to cover any required remediation;

- All planning approvals except for Site Plan Approval will be secured for the site; and
- The site will be conveyed to the City, on a freehold basis, commensurate with the rate of the market housing. City acceptance of any lesser interest such as strata title, shared access and facilities, easements and other encumbrances is at the City's sole discretion.

For this option, the site will be of a size to accommodate 20 per cent to the total residential gross floor area proposed. Much like the option of constructing and conveying the housing to the City, this option would ensure permanent affordable rental housing, with the potential for deeper subsidies to achieve lower rent levels. However, significant upfront public funding to construct the housing has the potential to result in delays of delivering the housing with sites sitting idle until such a time as funding becomes available. As such, the affordable housing may not be delivered commensurate with market developments.

#### Cash-in-Lieu in Special Circumstances

Cash-in-lieu provided to the City for the purpose of constructing affordable housing in or near the proposed development site either would erode the ability to achieve a good mix of housing, or require additional public investment to achieve a mix of housing in the area through additional land acquisition. As such, the use of cash-in-lieu in the Port Lands will only be used as a supplement to the other delivery options and will not make up the majority of the affordable rental housing requirement.

For instance, some cash-in-lieu could be used if there are development

constraints on a particular site and either land or the provision of units fall short of the required rates. Importantly, cash-in-lieu will be calculated as the total amount of all public contributions that would be required to deliver and operate units at affordable rents. Any cash-in-lieu secured, will be directed to affordable housing projects within the Port Lands.

## 4.5.7 Providing a High-Quality Living Environment

The new communities in the Port Lands are envisioned to be exemplars of urban living. High-quality living environments will be created, which require more than just a great public realm, but also housing diversity and

adequate living space for a range of different households. They also require on-site open space and amenities and incorporation of elements in the design of housing that meets the needs of people.

### **Residential Amenity Space**

The new signature and local parks and open spaces planned in the Port Lands will only satisfy some amenity needs of future residents. Additional on-site amenity, both internal and external to buildings, is needed. These on-site amenity spaces will enable social interaction among residents, strengthening communal ties. A desire for common amenity spaces to augment private space for birthdays, dinner parties and other gatherings was also a theme heard through the City's condominium consultation study. Amenity space is also needed to support families, seniors and other future residents.

such as private landscaped areas with seating and play spaces.

In the City's consultations on condominium living, the issue of dogs and how to serve residents with dogs in vertical communities was raised. The biodiversity working group, as part of the development of this Framework, also raised the impacts our four-legged family members can have on the natural areas in the Port Lands. In addition to the parks spaces that cater specifically to pets, the provision of pet facilities in new developments is also an important amenity consideration.



### **Storage Spaces**

In dense, vertical communities, adequate storage space is an often overlooked residential amenity, but the provision of storage space can drastically improve the quality of people's living environments, including internal storage space separate from the unit. Storage should provide space for everyday household items, such as strollers and other bulky items.

### Natural Light and Views to the Outdoors

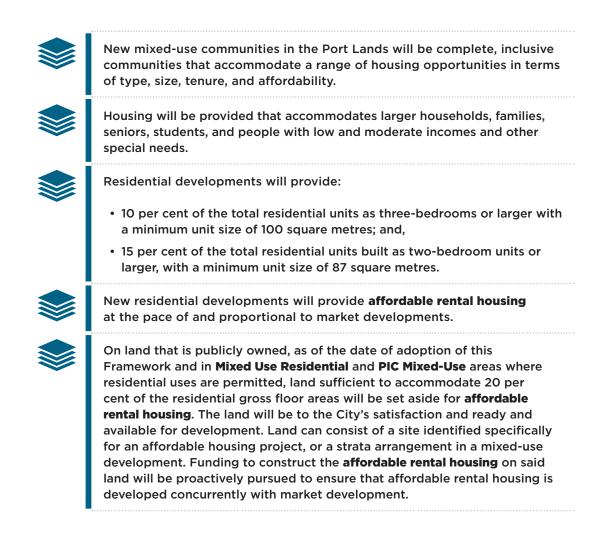
Access to natural light and views to the outdoors contribute to providing high quality living environments for people. New housing, including affordable rental housing and larger units, developed in the Port Lands should ensure that bedrooms are provided with external windows. The Ontario Building Code requires a bedroom to have a "view of the outdoors". However, this does not necessarily require windows in bedrooms. A higher-quality living environment can be provided whereby bedrooms have external windows.



## 4.5.8 Recommendations

In the new communities planned in the Port Lands, a key objective is ensuring the delivery of complete, inclusive communities that accommodate a variety of housing types and tenures. The Port Lands is envisioned as a place that caters to all people, regardless of age, family size, income, and abilities.

The recommendations below build on policies in the Central Waterfront Secondary Plan, while also reflecting current city-wide practices. They recognize the Port Lands unique context and outline in more detail criteria and expectations. This will assist in clarifying intent, streamlining implementation and ensuring fairness and transparency. Additionally, the recommendations provide guidance for areas requiring additional exploration during precinct planning







Future Follow-on Work





Additional effort will be made on publicly-owned land to ensure that the **affordable rental housing** in the Port Lands will also include supportive and special needs housing, and rent geared to income housing to accommodate households of lower incomes. Additional effort will also be made to provide other housing models, such as mid-range purpose-built rental housing, over and above the minimum requirements established.



On land that is privately owned, as of the date of adoption of this Framework and in **Mixed Use Residential** and **PIC Mixed-Use** areas where residential uses are permitted, **affordable rental housing** will be provided in the form of one of the following methods or a combination thereof:

- Affordable rental units at a rate of:
  - a) 5 per cent of the total residential gross floor area constructed and conveyed to the City as permanent affordable housing; and/or
  - b) 10 per cent of the total residential gross floor area for a minimum period of 25 years; and/or
- 20 per cent of the total residential gross floor area as land, ready and available for development, and dedicated to the City for development of **affordable rental housing**.



On land that is privately owned, as of the date of adoption of this Framework, cash-in-lieu, calculated as the cost to construct and maintain **affordable rental housing**, may only be used as a supplement to the other methods.



The acceptance of units, land or cash-in-lieu will be at the City's sole discretion. A combination of the above may be considered to satisfy the overall **affordable rental housing** requirement in which case the overall percentage would be pro-rated depending on the proposed combination of delivery options. The majority of the **affordable rental housing** will consist of units or land.



The City will explore opportunities with private landowners and encourage the provision of **affordable ownership housing** and mid-range affordable rental housing.



A Housing Issues Report, as well as plans and drawings for **affordable rental housing** proposed to be delivered as units or land, will be required for a complete development application, as well as for the lifting of any holding provisions. The report will provide information on the affordable housing and other housing policy matters in the context of the residential developments on the lands.









High-quality living environments will be created to support physical and mental health and active living that include:

- Indoor and outdoor amenity spaces suitable for a range of unit types, including amenity suitable for families and pet owners;
- Storage spaces both within units and common areas that are convenient, secure and fully accessible; and
- Bedrooms with closets and access to natural light and windows, and preferably operable windows where this can be accommodated.



Explore additional mechanisms at precinct planning, informed by best practices and emerging legislation and trends, that could further support the provision of **affordable rental housing** within the Port Lands.



The City and Waterfront Toronto will investigate opportunities to achieve additional affordable housing in Villiers Island, over and above the minimum requirements in this Framework, potentially in the form of cooperative housing, rent-geared-to-income housing and mid-range rental housing, addressing the financial resources required and potential sources of financial support, and in consultation with the Chair of the Affordable Housing Committee and the local area Councillor.



#### Precinct Plans will:

- Identify potential publicly owned sites for affordable rental housing, including sites to be dedicated for affordable rental housing projects or mixed-use, strata arrangements;
- Identify the proposed order of development within the precinct to ensure that the affordable housing requirements are achieved prior to, or at the same rate as, development of the non-affordable housing; and
- Potential approaches/partnerships for the delivery of housing, timing and phasing of development, funding and financing approaches and any additional tools for securing housing requirements.



The City will engage provincial and federal governments to provide funding and other supports to facilitate the creation of new **affordable rental housing** within the Port Lands.





