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**A Case for
Bachelorettes**



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I INTRODUCTION

Bachelorettes first began appearing in the City of Toronto in the early 1970s. Signs appeared on large houses offering furnished "luxury" bachelor apartments for rent on a weekly or a monthly basis. These were to become known as "bachelorettes" - one-room (and not necessarily luxurious) apartments that included both kitchen and bathroom facilities. By the mid-1970s, however, government and citizens alike began to voice their concerns about this form of housing. Large amounts of municipal funds were expended to impede further bachelorette creation and to strictly enforce municipal regulations against them. Yet in a period of declining rental housing, actions to stop the creation of rental housing seem contradictory. What was it about bachelorettes that made so many oppose them?

For the purpose of this study, a bachelorette is a furnished apartment which has both its own cooking and bathroom facilities. In many respects, it is like any other rental apartment except that it is furnished, and can be rented by the week. The main difference, however, between bachelorettes and conventional apartments is that bachelorettes were created illegally.

The purpose of this study is to examine bachelorettes in depth; to understand how and why bachelorettes were created; to understand why bachelorettes were concentrated in certain areas of the City; and to understand the response to bachelorettes by the neighbourhoods and the City. The characteristics of bachelorettes in 1981 are documented from data obtained by a survey. The response of the City of Toronto to bachelorettes is also reviewed. Finally, the bachelorette phenomenon is examined in the context of several housing issues that presently face the City of Toronto:

- the need for housing for single people;
- the need for housing for people of low to moderate income; and,
- the loss of rental units through conversion back to more spacious units.

II THE BACHELORETTE PHENOMENON

How the units were created and why they were created

In many areas of the City of Toronto such as the Annex, South Parkdale, Cabbagetown and Rosedale, there exists a stock of relatively large houses. Most of these houses were originally constructed as single-family homes. For various reasons discussed later, this stock of housing became unattractive for use as single-family housing. In some cases, the houses were converted into rooming houses (where tenants shared bathroom facilities and sometimes a kitchen). Others were converted into apartments - units that are self-contained in that they include a private bathroom and kitchen. Starting in the early 1970s, many of these older houses were illegally converted into apartments - or bachelorettes.

Any conversions, alterations or additions to a building require a building permit. The permit is issued on the basis of compliance with municipal zoning regulations and Ontario Building Code requirements.

The illegal conversion to bachelorettes followed a standard procedure. Bachelorette developers would purchase large houses in residential areas which were suitable for conversion to a large number of units (apartments). Since these properties often had limited land available for parking, a way around the zoning bylaw's stringent parking requirements for units had to be found. The method chosen was to apply for a building permit to make alterations to a building to create lodging rooms, with complete bathroom facilities but no kitchens.¹ Prior to 1975, there was no parking requirement for rooming houses. In 1975, a parking requirement was enacted but it was only one-sixth the requirement for units. Therefore, these large houses could be legally converted to numerous rooms with little or no parking.

Once renovations were completed and the building was cleared by the City's Building Department, cooking facilities were illegally added to the rooms. Sometimes these were only hotplates and small refrigerators. Adding these cooking facilities, however, created a self-contained dwelling unit. This

¹At the time bachelorettes were created (early 1970s), the zoning bylaw defined a lodging room as having either a kitchen or a bathroom, but not both. In 1981, City Council amended the zoning bylaw to prohibit private bathrooms from lodging rooms.

meant that the building was no longer legal because it did not meet the parking requirements for units. The addition of cooking facilities is relatively easy, and as such it often went undetected by buildings inspectors. Even if the buildings inspectors suspected a zoning violation had occurred, there were difficulties in obtaining immediate right of entry to inspect the building. These delays allowed the illegal kitchen facilities to be removed prior to the inspector's visit.

Why were the bachelorette units created? Why did owners who legally had the right to create rooming houses, put themselves in jeopardy by undertaking illegal work? There would appear to be several reasons.

By the mid 1970s, there had been a substantial increase in single person households in the City of Toronto. In 1956, single person households represented 10 percent of the total population; by 1976, this had increased to 30 percent.¹ This change resulted in a demand for a particular type of housing suitable for single people. At the same time, rental housing construction declined. This created a tight rental housing market, clearly illustrated by the low vacancy rates since 1972. (See Table I) This tight market also meant that landlords could be more selective about tenants. Before rent control was introduced, this tight market also increased rents on many conventional apartments.

TABLE I
Vacancy Rates and Average Monthly Rentals
City of Toronto

	Overall Vacancy	Vacancy Rate for Bachelors	Average Monthly Rental Rate - Bachelors
1972	2.7	2.8	-
1973	1.8	2.2	-
1974	1.1	2.1	\$161.00
1975	1.3	1.8	\$184.50
1976	1.1	1.8	\$186.50
1977	0.9	1.9	\$214.50
1978	0.7	1.7	\$214.00
1979	1.1	2.3	\$228.00
1980	0.7	1.8	\$242.50

Source: C.M.H.C. Apartment Vacancy
Rate Survey

¹Statistics Canada, Census Information. It should be noted that this increase was not totally a result of new household formation. The City was also attracting single people from other areas of Metro where they could not find appropriate housing.

While the tight rental market was difficult for many people, it was extremely hard on many single people on low to moderate incomes who simply could not afford the increased rents being charged for conventional apartments. As well, leasing practices which required a first and last months' rent compounded the problem. For transient single people, often selective rental practices meant that they were not considered suitable tenants. They had not been at their jobs long enough or they were not making enough money.

The City of Toronto Planning Department was well aware of the housing situation facing single people. In a City Planning Board report written in 1975, entitled Housing Low Income Single People, it was concluded that while the shortages in rental housing were affecting many groups, the hardest hit were single working people on low to moderate incomes. The housing alternatives available to this group were examined. It was found that much of the housing was either inadequate or too expensive. The report also found that many low income people were living in rooming houses. A number of advantages were cited for this type of accommodation, including the proximity to shopping, recreation and transit, the fact that the rooms were furnished and that they were often cheaper than conventional apartments. The shortcoming of rooming houses for low income single people was that kitchen and bathroom facilities were often shared. The report concluded that the most appropriate type of housing for the low to moderate income working single person was a small self-contained furnished apartment.

Even though rooming houses were not totally adequate for this group, they nevertheless provided affordable housing. However, by the mid 1970s, the supply of rooming houses was decreasing. Several reasons why rooming houses were declining in numbers can be put forward. Greater restrictions, particularly fire codes, were placed on rooming houses. Starting in November 1974, all absentee-owned rooming houses had to be licenced. To obtain a licence, the building had to pass an inspection which in many cases meant undertaking expensive repairs to bring the buildings up to the new standards. In 1976, Buildings Department officials estimated that at least 1,600 rooming houses would require licences. By 1977, only 622 licences had been issued and this number has declined each year since.¹

¹In 1978, 92 new licences issued and 516 renewals; in 1979, 37 new licences issued and 475 renewals; and, in 1980, 70 new licences issued and 327 renewals. Source: City of Toronto Development Department.

Another reason for the decline in rooming houses was that areas which had traditionally had a large number of rooming houses were changing. The return to the City by people attracted by the convenience of downtown living meant that many rooming houses were bought and converted to single-family use. The difficulty of obtaining financing to create and operate rooming houses also discouraged their creation. Few trust companies or other mortgage lenders will finance a rooming house because of management difficulties they would face if they had to take over the property.

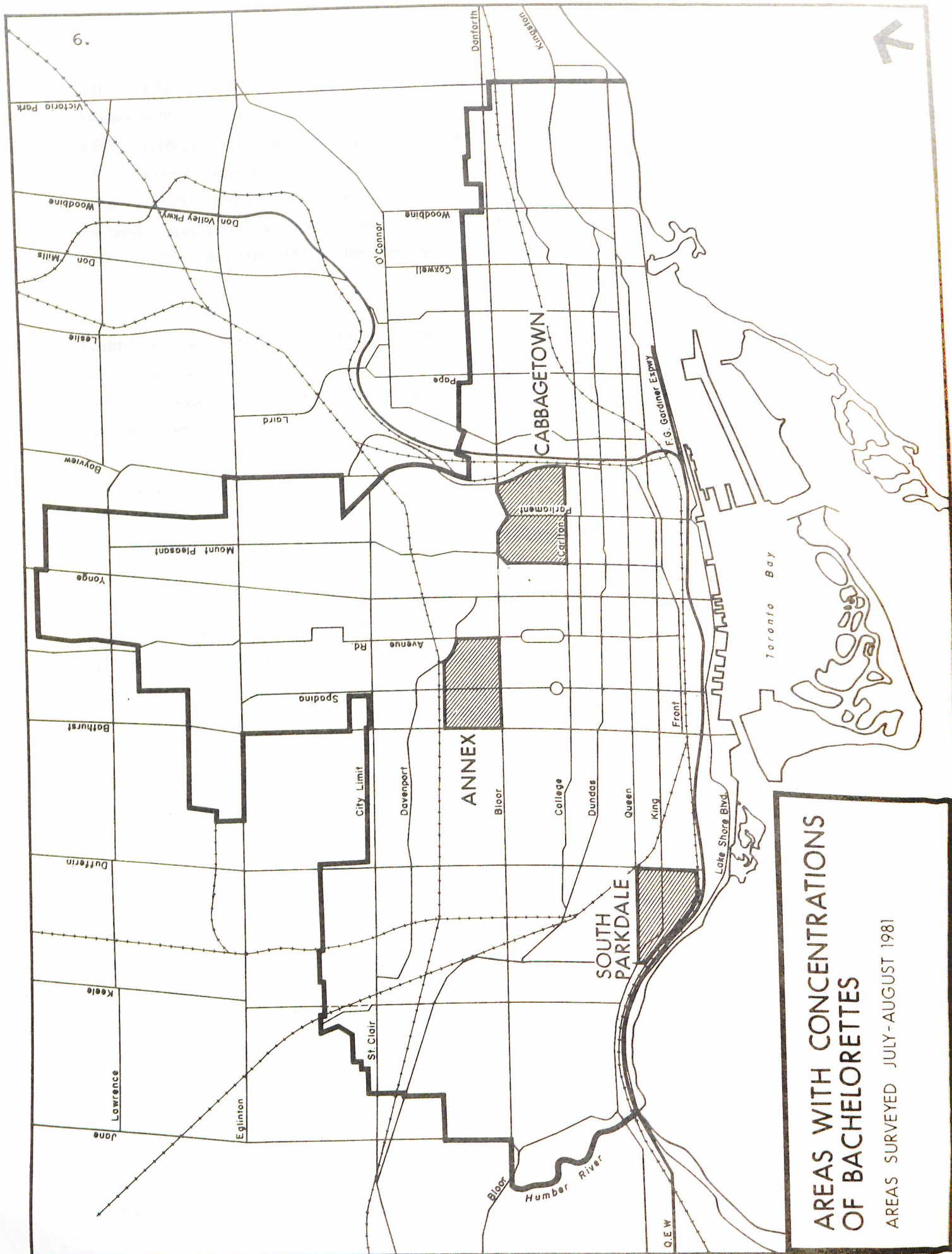
The situation in the mid-1970s can be summarized this way: there was a demand for housing for single people, which was not being met either because the housing was too expensive, inadequate or limited in amount and location. All of these factors were putting pressure on the housing market for small units. Some rooming house owners saw a chance to convert their rooming houses to self-contained units and make more money. These conversions to bachelorettes usually resulted in buildings with six to ten units in each. Many of the small developers also saw these bachelorette conversions as the only way to get into the rental market on a profitable basis.

When the potential of the market became obvious, other developers started buying large houses, and submitting plans for renovations to create a rooming house. The renovations were easily accomplished and the aim was to maximize the number of units in a building, and thus their return on investment. It is likely that these later larger scale conversions were the focal point of neighbourhood criticism. A proforma analysis is presented later in the report which indicates the financial return possible on these buildings, and why they were so profitable in the 1970's.

Where the units were located

The bachelorette phenomenon occurred in particular areas of the City. South Parkdale had the largest concentration, followed by the Annex and, to a lesser extent, Cabbagetown. (See Map 1) An investigation of buildings converted to bachelorettes shows that in almost all cases, the buildings were large and originally constructed as single-family homes. Since all three areas were at one time affluent single-family neighbourhoods, they all contained a stock of these large houses.

As the more affluent families left these neighbourhoods, they left behind



these large single-family dwellings. The difficulties presented by these large buildings which were then too expensive and large for one family, were noted in many planning documents in the 1930s and 1940s. The 1942 draft zoning bylaw for the City stated:

The bylaw recognizes the difficult situation presented by large old houses in single family residence districts, and provides for their continued economic use in a manner designed to cause the least possible disturbance to local conditions, rather than their total destruction, especially at the present time when housing is such a difficult problem.

The solution noted in this extract was to allow the conversion of single-family homes to multiple uses, namely apartments or rooming houses. The trend in all three areas was the same: the more affluent people moved out leaving behind large single-family dwellings often unmarketable as such. This group was replaced by people who converted the building to multiple use whether by running a rooming house or renting out apartments.

By the early 1970s, many of these large buildings were still in multiple residential use. Clearly this type of building was important to bachelorette developers because it could easily be converted to create a large number of bachelorettes.

These three areas shared another characteristic: City planning policies had encouraged some form of redevelopment. In Cabbagetown, redevelopment took the form of urban renewal plans. In both the Annex and South Parkdale, redevelopment took the form of apartment construction.

Redevelopment had several implications for the three areas. First, it added an element of uncertainty to the neighbourhoods. Second, for those properties not slated for immediate redevelopment or being held for long-term assemblies, there was considerable speculation. Many properties were acquired and held in the expectation that redevelopment would occur and more apartments would be built.

Rooming houses were, at the time, the most economical way to hold property pending redevelopment. Because many properties were owned by absentee-owners, this contributed to neighbourhoods losing their stability as single-family residential areas.

By the early 1970s, the Annex and Cabbagetown began to go through another change. They began to attract people who wanted to live close to shopping, public transit, job opportunities and recreation facilities. Many of these people, young professional couples and families, could afford to buy houses and renovate them for their own use. Many houses which had previously contained a number of apartments were bought for single-family use. Through this process, rental units were lost. However, among the groups attracted to these areas were single people who by this time represented a sizeable portion of the City's population. Bachelorette developers responded to this group by providing small units.¹ It is clear that without rooming houses or bachelorettes, low to moderate income single people would have had difficulty competing with the other groups for housing in these areas.

Neighbourhood response

In terms of understanding the bachelorette phenomenon, it is important to understand how these three neighbourhoods responded to the creation of bachelorettes. In Cabbagetown, there did not appear to be adverse neighbourhood reaction to bachelorettes. This was probably because the number of bachelorettes created was negligible in terms of the total stock of housing. As well, Cabbagetown in the mid-1970s was a diverse neighbourhood in terms of types of housing and the different groups who lived there. Rooming houses catering to the "hard to house" were often located next to single-family houses. The addition of bachelorettes in this area only contributed to this diversity.

The response of the Annex community to bachelorettes has changed over time. When bachelorettes were first created in the early 1970s, the concerns expressed were that the building conversions were resulting in extremely small units and that inadequate facilities were being provided to serve these units. A lack of on-site parking was often expressed as a problem. However in general, the Annex community did not actively attempt to rid the community

¹When bachelorettes were first created, many people believed that they were an expensive form of housing. The Bureau has no information to dispute this. However, the main reason that bachelorettes even then could be considered affordable to low to moderate income people was that they could be rented weekly and did not require prepaid rent (ie. last week rent). It will be shown later in this report that people at these income levels have great difficulty saving enough money for either monthly tenancy or prepaid rent.

of bachelorette housing. This is likely attributable to the fact that the Annex in the early 1970s was like Cabbagetown - a diverse neighbourhood. It already had other housing forms which catered to young single people.

By the late 1970s, the response of the Annex community to bachelorettes changed. The focus of the concern was that there was becoming a proliferation of small units at the expense of larger units suitable for families. This concern about the creation of additional small units was expressed in a request to City Council that conversions in the Annex area should be governed by a minimum unit size requirement of 650 square feet.

The much publicized concerns about bachelorettes emanated from South Parkdale. The extent of these concerns is undoubtedly a response to the extent of bachelorettes conversions that took place in this area. In the mid-1970s, the number of building conversions to bachelorettes in South Parkdale far exceeded the number of conversions in both the Annex and Cabbagetown combined.

Probably the greatest concern of the South Parkdale neighbourhood related to the form the conversion took. Many buildings converted to bachelorettes underwent major exterior alterations. Buildings which had previously resembled single-family dwellings, regardless of their use, were altered. Many of the architectural details of these buildings were lost. Open verandahs were enclosed; roof lines were altered to increase interior floor area; front and rear additions were added resulting in a squaring off of the buildings; newer, smaller windows, often incorporating air conditioning units, were added; and, building facades were altered using newer building materials (e.g. aluminum siding, angel stone, stucco). Regardless of the uses these buildings were put to, the resultant buildings were perceived to be out of character with the neighbourhood. Because of the number of these conversions, it became a major concern of the community.

The illegal aspects of these building conversions compounded the consternation in the South Parkdale community. Not only did the community not like the resultant building, but it was well known that these alterations were illegal. And to make matters worse for the community, it did not appear that anything was being done in the mid-1970s to stop this illegal activity. At the time, there were even rumors that developers were paying off certain municipal officials to turn a blind eye to the illegal activities. The lack of an active community organization in the early 1970s contributed to the feeling

that the Parkdale community was defenseless against these developers who the community felt were doing exactly what they wanted.

The concerns about the exterior appearance of these buildings also included concerns that the building alterations in general were poor. Interior alterations to create bachelorette units were often hastily undertaken and the corresponding units were rather shoddy in appearance.

As the buildings became occupied, an additional set of concerns became apparent in South Parkdale. Many buildings were poorly managed which resulted in garbage piling up and lawns and parking areas not tended to. This physical deterioration of the neighbourhood was another visible sign that bachelorettes were having a bad influence on the character and stability of the area. Also, because the units were small and there were no interior recreation areas, tenants used outdoor porches and verandahs to gather and hold parties. Many complaints concerning noisy tenants were common.

There also began to be concerns about the tenants themselves. In extreme cases, there were reports that prostitutes and drug dealers were living in bachelorettes in South Parkdale. It is significant to note that bachelorettes added to the South Parkdale community a significant transient population who were mostly young single people. These people were attracted by the furnished apartments at weekly rentals. While South Parkdale had a significant number of rooming houses prior to the bachelorette phenomenon, it is likely that the bachelorette tenants in the mid-1970s were generally different from the rooming house tenants. It is quite likely that it was the number of these people that caused the type of tenant to become an issue. As in the Annex, the South Parkdale community responded to the further creation of small units by requesting a large minimum average unit size requirement, as well as the elimination of existing bachelorettes.

III CITY OF TORONTO'S RESPONSE TO BACHELORETTES

By 1976, the concerns about bachelorettes, particularly from South Parkdale, were becoming acute. The apparent inability of the City to control further conversions caused added frustration. Resident groups, particularly in South Parkdale, began pressuring the City to act. They wanted a stop to further conversions and, as they saw it, further destruction to their neighbourhoods. They also wanted pressure to be placed on existing owners through the Court system to close down these buildings and to convert them to a less intensive residential use.

Besides this outside pressure, there was also internal pressure within the City administration. Politicians and administrators were concerned about the number of units which blatantly were illegal and which the City seemed to be unable to control through existing bylaws and procedures. This challenged the City's ability to effectively enforce bylaws - something which is essential for future planning and development decisions.

The pressure from groups, as well as inside City Hall, made it imperative to act, and act in a variety of ways. The City's actions were directed at three distinct aspects. The first dealt with a reclassification of bachelorettes under The Assessment Act. This had the effect of tripling taxes of bachelorette buildings. The second dealt with stopping any further conversions to bachelorettes. The method chosen was to place restrictions in the zoning bylaw. The third aspect dealt with existing illegal bachelorette buildings. Here the method used was legal action against owners of bachelorette buildings. The Bachelorette Clean Up Team was established in 1979 specifically to undertake these prosecutions in South Parkdale.

Property tax

When a building permit is issued for a renovation of more than \$2,500, the Provincial Property Tax Assessment office automatically receives a copy. Assessors monitor the work and eventually, once the work is completed, go to the property and reassess it based on its increased value. An amount is added to the old assessed value for the improvements and the owner is notified of the increased assessment.

A majority of the buildings being converted to bachelorettes were previously

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rooming houses. As discussed before, building permits were issued for the conversions based on their continued use as a rooming house and not on the basis of the buildings containing self-contained units. This meant that when the tax assessors were doing their reassessments, they were treating them as improved rooming houses. This technique was common and applies to all improved properties across the City.

In the fall of 1977, the method for assessing bachelorettes changed dramatically, however. In an unusual move, the City put pressure on the Province to change the classification of bachelorettes.¹ Assessors began to reassess all bachelorettes as apartment buildings, instead of rooming houses. This change in classification had the effect of tripling the previously assessed value of the buildings.

The sudden increase in assessment brought numerous appeals in 1978 by the owners to the Assessment Review Court. Assessment Review Court member S. Landell ruled that the new assessments were inappropriate and did not follow accepted and common practices of assessment. He dropped many of the assessments by as much as 50 percent (for example, \$31,400 to \$14,500). He also stated that the procedure to be used for bachelorettes should be similar to the original one used throughout the City - that is simply adding on the value of the improvements. This decision applied to all appeals by the owners.

The Province had the right to appeal the decision to either the County Court Judge or the Ontario Municipal Board (OMB). The OMB is the usual choice since the appeals are heard much faster. The Province chose the County Court Judge route, however. This in effect delayed the decision for up to five years. Appeals for 105 buildings have been filed. The assessments will stay at the lower level until the appeal is heard by the County Court Judge.

Actions to stop further bachelorette conversions

This section of the report deals with the numerous zoning restrictions which were incorporated into the zoning bylaw to stop further bachelorettes from being created. Because of the extent and complexity of these restrictions,

¹From our research, the City never formally applied this pressure through a resolution of City Council. Our information is that certain officials at City Hall requested that this pressure be applied.

they are not all presented in this section. This section provides an overview to the various restrictions incorporated as bachelorette controls. Appendix B lists chronologically all the actions taken and briefly describes the nature of the action.

Before dealing with the various zoning restrictions, it is useful to first describe certain City procedures. To incorporate restrictions into the zoning bylaw often takes a considerable amount of time. The restrictions have to be worked out and incorporated into an amending bylaw. The bylaw must be presented to and eventually approved by City Council. In terms of the bachelorette issue, the City of Toronto wanted to take immediate action to stop further conversions. Courts have held bylaws to be effective from the date on which the municipality first expressed "a clear, legislative intention" to pass a bylaw. This holding has given rise to the Toronto City Council's practice of passing resolutions carefully setting out what it intends to do. These resolutions are referred to as "intents". This "intent" would contain the restrictions to be later included in an amending bylaw, but would have the force of law meanwhile. Council passed many "intents" on bachelorettes.

It is also important to observe that because the City of Toronto's zoning bylaw is highly complex, it is often hard to comprehend. Several terms should be explained. The bylaw contains definitions for various types of housing. "Dwelling units" are self-contained apartments containing both kitchens and bathrooms. (When "units" are used in this report, these are the same as dwelling units.) "Boarding and lodging houses" are buildings containing "rooms". (The term "rooming house" when used in this report is the same as boarding and lodging houses.) Rooms are not self-contained and contain either a kitchen or a bathroom. (Bachelorettes are not defined in the bylaw because they are small dwelling units.)

The zoning bylaw contains restrictions which apply in varying degrees to the different types of housing. Parking is one such requirement and is central to the bachelorette issue. Instead of providing the bylaw requirement for dwelling units, bachelorette developers, using the guise of rooming houses, provided only the bylaw requirement for rooms. At the time most bachelorettes were created, the parking requirement for rooms was one-sixth that for dwelling units.

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The first municipal action on bachelorettes was in 1975 as a result of a report written by the Commissioner of Planning dated July 25, 1975.

This report dealt with building conversions which were taking place in the Annex and which were resulting in inadequately-sized and often poorly-equipped bachelor units - the basic concerns of the community. To deal with these units, minimum standards for dwelling units and lodging rooms were recommended to be incorporated in the zoning bylaw.

City Council passed an "intent" which incorporated these standards on a city-wide basis on August 8, 1975. This "intent" was later repealed when the Ontario Building Code (OBC) was enacted. The OBC put in place on a province-wide basis, minimum room sizes to be applied to all new construction and substantial renovation. However, a year after the enactment of the OBC, it became apparent that the OBC was not effective in governing the conversion of existing houses to bachelorettes. Consequently on March 1, 1977, Council reinstated a minimum room size requirement.

As stated previously in this report, the highest concentration of bachelorettes was in South Parkdale. By mid-1976, the situation respecting bachelorettes in this area was becoming alarming. A planning report dated August 10, 1976 stated that the extent of bachelorette conversions was threatening the stability of the area. Since bachelorettes catered to single people, housing suitable for families was being lost in the process. The report recommended specific conversion controls for South Parkdale which would prevent any further significant increases in bachelor units through conversion and which would maintain and encourage family units.

On September 15, 1976, Council approved by bylaw "intent" several actions affecting South Parkdale: 1) boarding and lodging houses were prohibited (this did not apply to those existing on September 15, 1976); and, 2) the average size of dwelling units created in converted dwelling houses would not be less than 500 square feet.

Only a few months after Council had approved the South Parkdale "intent", it had become apparent that the "intent" was being ignored. Because the "intent" did not apply to existing boarding and lodging houses, bachelorette developers were obtaining building permits to make alterations to these existing boarding and lodging houses. Often affidavits from previous owners

were submitted with the building permit application stating that the building had been used for such a purpose on September 15, 1976.

To further discourage bachelorettes, additional interim control measures for South Parkdale were recommended by the local aldermen. Since external building alterations and additions were often part of bachelorette conversions, restrictions limiting external alterations were approved by City Council on April 25, 1977 in the form of an "intent". This "intent" also applied to building conversions in Ward 6.

Five months after these additional controls had been put in place in South Parkdale, a planning report (dated August 17, 1977) stated that the South Parkdale "intent" required a further strengthening. Several applications had been received which met the average unit size requirement of 500 square feet but which resulted in a very small proportion of actual family-sized units. Therefore, consistent with the objective of encouraging family units in South Parkdale, the report recommended increasing the minimum average unit size to 700 square feet. City Council considered these recommendations and approved amending the "intent" on September 12, 1977.

Many of the zoning restrictions already mentioned were introduced originally as interim control measures until a comprehensive set of bachelorette controls could be formulated. These comprehensive controls were contained in a planning report dated May 18, 1977. The rationale given in the report for the controls was three-fold. First, residential areas were a preferred location for families and therefore boarding and lodging houses should be restricted in these areas. Second, existing streetscapes should be preserved and therefore limits on external alterations and additions should be continued. Third, more stringent parking requirements on rooms would sufficiently discourage further conversion of rooming houses to bachelorettes.

There were only two new restrictions introduced in these controls. The first limited the maximum number of rooms created in rooming houses anywhere in the City. In R2 and R3 districts, the maximum of six rooms was established, and in R4 districts, the maximum was 12 rooms. The second new control dealt with parking. The parking requirements for rooms increased from one parking space for every six rooms (introduced in 1975) to one parking space for every three rooms. Council approved this comprehensive set of bachelorette controls in

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the form of an "intent" on June 20, 22 and 23, 1977.

Following the approval of these comprehensive City controls, it became apparent that they were still too lenient for South Parkdale. Therefore the South Parkdale "intent" was further amended to limit rooming houses to a maximum of six rooms. The amended South Parkdale "intent" was approved by Council as Bylaw 67-78 on January 30, 1978.

The comprehensive bachelorette controls were approved by Council as Bylaws 321-78 et al (322-78 and 323-78) on May 8, 1978. Following the approval of the bylaws, additional changes were made to incorporate further restrictions. The most recent amendment to Bylaw 321-78 et al was approved by Council as Bylaw 501-81 on August 10, 1981. Two new controls were added in this bylaw. First, rooms were restricted from having private bathroom facilities. Prior to this amendment, rooms could have either a kitchen or a bathroom, but not both. The second new control imposed minimum average unit sizes on units in converted dwelling houses. In buildings containing only units, the minimum average size was 700 square feet. In buildings containing both units and rooms, the minimum average size was established at 350 square feet.

In January 1979, after almost four years of study and relatively ad hoc actions in response to the bachelorette issue, the Mayor's Task Force on Bachelorettes was established by City Council. A primary aspect of the Task Force's work was to review the effectiveness of past legislative actions taken by City Council in attempting to control bachelorette conversions. As well, the Task Force was to consider all aspects of building conversions and in this context to examine the gradual disappearance of housing for low-income single people in boarding and lodging houses.

On the bachelorette legislation approved to that time by City Council, the report of Task Force stated that the legislation was based on three premises:

- To strictly control boarding and lodging houses in residential areas;
- To indirectly control bachelorette conversions; and,
- To discourage single person units in converted dwelling houses.

The Task Force noted that the mechanisms used to control bachelorette

conversions had the impact of placing severe restrictions on boarding and lodging houses. Since boarding and lodging houses were affordable for low-income single people and since they maintained a great deal of flexibility in the housing stock, the Task Force argued that the present controls were misdirected. Instead, the City should be creating a positive climate for boarding and lodging houses.

Several legislative changes were recommended by the Task Force which would deal with illegal bachelorette conversions and at the same time encourage boarding and lodging houses. One of the primary recommendations incorporated the realization that rooms with private bathrooms were more expensive to create and therefore catered to higher income groups. Since these rooms could be easily illegally converted to bachelorettes, the Task Force recommended that they should have the same parking requirements as self-contained dwelling units. It followed that kitchens should be allowed as a right in boarding and lodging houses. According to the Task Force, placing a maximum number of rooms on boarding and lodging houses had virtually stopped any further conversions and consequently it was recommended that these maximums be removed from the zoning bylaw.

The Task Force stated that while the present parking requirements seemed appropriate for small rooming houses, it was difficult for larger rooming houses to meet these. On the basis of recent parking needs studies, the Task Force recommended that a more appropriate requirement was one space for six rooms or fraction thereof. For converted dwelling houses, it was recommended that one space for the first three units (if this existed on the lot) was more appropriate and would allow additional rental units to be created.

The Task Force recommended further study on the matter of restrictions on external alteration and additions. Neighbourhood concerns that allowing rooming houses in residential areas would create an over-concentration of single person households, could be handled through a monitoring system to ensure this did not take place. In this regard, the Task Force stated that the South Parkdale controls (Bylaw 67-78) were appropriate.

Two other recommendations were put forward by the Task Force. One concerned the problems of building inspectors gaining access to a building where it was suspected that a zoning violation had taken place. The Task Force recommended that the City again request that the Province provide this enabling legislation. To deal with existing illegal bachelorettes, the Task

Force recommended the establishment of a clean-up team.

City Council considered the report of the Mayor's Task Force on June 25 and 27, 1979. It asked the Planning and Buildings Department to report on the likely results of the legislative recommendations. City Council, however, did approve the establishment of the Bachelorette Clean Up Team.

The planners' report on the Report of the Mayor's Task Force was dated January 20, 1981, a year and a half after Council's request. The planners recommended that none of the Task Force's legislative recommendations be adopted. The reasons given for this position were that the controls in Bylaw 321-78 et al were successful in arresting conversions to bachelorettes and that the planners were not aware of any detrimental impact on bona-fide rooming houses. The planners commented that the alternate controls proposed by the Task Force would not be as effective in stopping further bachelorette conversions and would not encourage more rooming houses. The solution proposed by the planners was for Council to consider higher housing targets for single people under the City of Toronto Non-Profit Housing Corporation.

The planners added one further recommendation in reporting to City Council on the Task Force report. The report recommended certain minimum average unit sizes for units created in converted dwelling houses. These requirements formed part of Bylaw 501-81 which was approved by Council on August 10, 1981.

City Council approved the planning recommendations concerning the Mayor's Task Force report. The result of this approval was that none of the recommendations of the Task Force relating to legislative changes were approved.

In summary, from a review of the zoning restrictions it can be concluded that the City's approach to stopping further bachelorette conversions has been to place restrictions on the vehicles used to create bachelorettes. These vehicles included the converted dwelling house and the rooming house. Limits on the maximum size of rooming house operations and more stringent parking requirements have come about as a result of controls aimed at stopping any further bachelorettes. Units created in converted dwelling houses must now be larger than would otherwise have been permitted if bachelorette controls had not been introduced.

By placing restrictions on rooming houses and converted dwelling houses, the City has limited the ability of these types of housing to provide rental accommodation. The effects of these controls include limiting the number of rooms that can be created. There is no doubt that rooming houses are disappearing from the City. Many people have expressed concern about losing this housing stock since it provides accommodation for low income people.

If rooming houses are ever to return in the numbers that they once were, realistic requirements should govern them. Eliminating the upper limits on numbers of rooms created is one action that should be taken. Rooming houses, like all other forms of residential uses, should be governed by the traditional zoning controls of density, setbacks, landscaped open space and parking. A realistic parking requirement should be imposed, not one that is in part an attempt to deal with bachelorette conversions. If these changes were made, perhaps landowners holding property for future uses might contemplate using their properties as rooming houses as an interim measure. This situation was common in the past. There is no reason to rule it out now, especially given the present difficult rental housing situation.

Converted dwelling houses and their ability to provide rental apartments have probably been the most seriously hurt by the bachelorette controls. In particular, the City's recent action to impose a 700 square feet minimum average unit size for units in converted dwelling houses will create problems.

Regardless of the size of a building or its ability to fully comply with other bylaw requirements, converted dwelling houses are now restricted to providing only large sized units. The minimum average unit size requirement was introduced as part of the bachelorette controls. A similar requirement was put in place in South Parkdale where an over-concentration of small units was threatening the stability of the neighbourhood and the intent was to encourage larger units. However, for no apparent reason (other than that it seemed an appropriate standard), this requirement was placed on all converted dwelling houses in the City. In the Annex, where a minimum unit size of 650 square feet had been originally proposed by the planners, this was not eventually incorporated in the Annex Part II, Official Plan Statement. One reason given was that the parking requirements for converted dwelling houses would effectively deal with the total number of units created in a building.

The difficulty with the minimum average unit size requirement is that in a

tight housing market, the City should be doing everything in its powers to encourage additional rental housing. Presently, converted dwelling houses provide approximately 25 percent of the City's stock of rental housing. Often, the housing is provided as moderately priced rental apartments. Placing minimum average unit sizes on these buildings can only diminish the amount of housing provided and increase the cost of that housing. The larger size of the units will only make it more difficult for single people to find accommodation.

The City's response to criticism about these unit size restrictions was that converted dwelling houses should provide housing suitable for families. Single people can find accommodation in converted dwelling and lodging houses which are buildings containing a mix of both self-contained units and rooms. However, this type of housing does not exist in large numbers. It was only recently that a definition for this type of building was included in the zoning bylaw. The other problem is that, in part, it assumes that rooms are a suitable form of accommodation for single people. The report on Housing Low Income Single People found units containing both kitchens and bathrooms are the most appropriate accommodation for single people.

The other general effect of the bachelorette controls has been to complicate an already complicated zoning bylaw. For all other residential uses, it is possible to review the standard zoning controls (permitted uses, density, landscaped open space and parking provisions) and determine the type and extent of development permitted. However, when converting a building to apartments or to a rooming house, these standard controls are not enough. To determine a property's development rights in these instances, a series of additional requirements have to be consulted. Only after this is it possible to determine the amount of development that can be permitted. The net effect of all these requirements is to make the process of converting residential buildings highly complicated.

Actions dealing with existing bachelorettes

The first co-ordinated approach to dealing with existing illegal bachelorettes was a result of the work of the Mayor's Task Force on Bachelorettes. The Task Force recommended the establishment of a Clean Up Team which would deal with properties individually in South Parkdale only and attempt to work out solutions acceptable to both the City and the local community.

City Council approved the recommendation on the establishment of the Bachelorette Clean Up Team. Council approved hiring a lawyer to act as chairman of the Team. Staff would be seconded from various City departments (Planning, Buildings and Legal Departments) to work with the Team. On August 20, 1979, Mr. Clayton Ruby was retained as Chairman and on September 24, 1979, the first meeting of the Team was held.

In his first report (October 12, 1979) to City Council, the Chairman outlined the work program of the Clean Up Team. The work of the Team would have two aspects:

- to collect information on known or suspected bachelorettes and to use this information to initiate court actions; and,
- where possible, negotiate with owners and local residents to bring about an acceptable form of conversion of the building.

At the time of writing this report, the Bachelorette Clean Up Team has been in existence for approximately 2 1/2 years. It has changed in form somewhat. It no longer has its own offices. Seconded staff have for the most part returned to their original positions. Ian Scott is now the Chairman. To date, City Council has approved approximately \$400,000 towards the operation of the team. This figure includes no staff time for those staff seconded to the Team but not replaced within their Departments. If these figures were included the total costs could well run over \$500,000.

What has the Bachelorette Clean Up Team accomplished in South Parkdale for these municipal expenditures? Legal action has begun on approximately 100 - 120 buildings. Twenty building owners have been taken to Court and 14 of these have been charged and fined. Seventy still await trial.

There may be some criticism that the legal action against bachelorette owners has taken too long. Originally the process was intended to be handled expeditiously. However in mid-1980 considerable concern was expressed about the effects of closing down 100 - 120 bachelorettes and in a short period of time losing approximately 2,000 - 2,500 apartments. Because of the concern expressed, the team decided to prosecute only 20 building owners at a time. At the same time, Council approved the establishment of Housing Relocation Officers to assist bachelorette tenants in finding alternate accommodation.

Several reports were written by these Housing Relocation Officers. The officers found that most people preferred to find their own accommodation. They were, however, successful in helping approximately 10 percent of the tenants displaced because of Court actions. As a result of their work, the Housing Relocation Officers found that families and single people on low to moderate incomes were the groups who were having the greatest difficulty finding suitable housing.

There were two recurrent problems encountered by the Housing Relocation Officers. The first dealt with the financial difficulties faced by bachelorette tenants considering renting apartments on a monthly tenancy. Most apartments required a first and last month's rent. It was found that many bachelorette tenants had difficulty saving enough money for the last month's rent. The officers found that one of the advantages of bachelorettes was that they were rented weekly and did not require any prepaid rent. There were several requests made to Council for funds to assist bachelorette tenants with last month's rent towards a new apartment.

The other difficulty encountered by the relocation officers was finding suitable accommodation for former psychiatric patients. Many of these people lived in bachelorettes and on welfare. Finding housing they could afford was difficult. Also finding housing in close proximity to the Queen Street Mental Health Centre was a problem.

Despite the limited number of cases which have actually gone to court in South Parkdale, the threat of prosecution has had an impact on all three neighbourhoods. In the Annex and Cabbagetown, many of the buildings are being sold and converted to either single-family uses or large luxury apartments.

In South Parkdale, there have been substantial changes. Working with the Parkdale Working Group on Bachelorettes, the City has negotiated either the closing down or conversion of many buildings to less intensive residential use including family housing. Following specific criteria such as unit size (average 700 square feet), open space requirements and ease of conversion, this process has effected the conversion of 15 buildings in South Parkdale.

The pressure from the South Parkdale neighbourhood has also had an impact on existing bachelorette buildings. Bachelorette owners are managing their

buildings better and are painting the outsides, sodding front yards, planting flowers, collecting garbage - in general, attempting to make them more compatible with the other housing on the street.

The owners are also beginning to exert more control over the tenants in the buildings. They are controlling the number of people occupying each unit, trying to attract a less transient market and many owners use application forms as a method of checking on potential tenants.

It is interesting to note that many of the present owners of bachelorette buildings are not the original developers. Some of the new owners purchased the buildings unaware of the illegalities. They are receptive to community pressure to better manage the buildings since they want to continue to own and operate the buildings with basically the same accommodation.

The City's legal actions and neighbourhood pressure have removed many of the more negative aspects of bachelorettes which were common in the mid-1970s. There is some concern, however, that if legal action and pressures were lessened, the owners might revert back to their old "bad habits".

The question that arises is whether bachelorettes still conform to the stereotype that was prevalent in the 1970s? Are they still expensive, inadequate, and inappropriate forms of housing? These issues are addressed in the next section.

IV BACHELORETTES IN 1981

A comprehensive survey of what a bachelorette is has never been undertaken. There have been many observations made about bachelorettes, especially in the mid-1970s when many were created. Many of these observations are still being put forward about bachelorettes (the size of units, the rents charged, the tenants). The Bureau decided to undertake a survey to document those bachelorettes which still exist and to determine whether they conform to the generally accepted notion of a bachelorette.

This section of the report presents the findings of the survey of a large number of bachelorette buildings in the three areas of the City already mentioned. The purpose of the survey was to determine the cost of the units, the facilities provided and the people served. This information was compared to other existing rental units operated by both the private and public sector. A proforma analysis is also provided in this section to determine whether the creation of new bachelorettes can be economically justified in 1982.

The Survey

In July and August 1981, a survey was undertaken of 133 buildings which contained or had previously contained bachelorettes. The survey concentrated in three areas of the City - South Parkdale, the Annex and Cabbagetown.¹ A list of possible bachelorette buildings was compiled, using information obtained from various municipal sources. This list was supplemented by a street-by-street search of other buildings which contained bachelorettes. A survey form was prepared. (A copy is shown in Appendix A.) A personal site investigation of each of the buildings was undertaken and interviews were held with superintendents, owners and tenants.

Obtaining information from owners was extremely difficult because of the publicity that has been associated with bachelorettes and because of the legal prosecutions presently taking place against many bachelorette owners. Many of the owners were not prepared to give information on their buildings for fear that it would be used as part of a court action. The owners were

¹For the purpose of this study, Cabbagetown consists of the area bounded by Jarvis, Bloor, the Don River and Carlton Street.

assured by the surveyors that information was being used for an independent study of the bachelorette issue, but these assurances were often not accepted. Tenants, therefore, supplied most of the information on rents and facilities provided in the buildings. Because tenants were a major source of information, most of the buildings had to be visited twice or three times.

The purpose of the survey was to determine:

- an approximate number of bachelorette buildings as of August 1981 in the three areas selected;
- the number of units in those buildings;
- the average rents for the units;
- the facilities provided in the building (parking, laundry, storage and recreation space);
- the attitudes of the tenants to their accommodation; and,
- the extent of renovations undertaken.

That part of the survey directed at interviews with tenants of the bachelorette buildings was useful in determining the types of tenants who occupied bachelorette units. Tenants' views were sought on the accommodation.

Status of buildings:

TABLE II

	Total buildings surveyed	Presently vacant with no construction activity	Already converted	Being renovated and converted	Presently occupied as bachelorettes
South Parkdale	82	14	4	7	57
Annex	34	-	6	-	28
Cabbagetown	<u>16</u>	<u>1</u>	<u>2</u>	<u>-</u>	<u>13</u>
TOTAL	132	15	12	7	98

This table shows that South Parkdale has the largest number of buildings occupied as bachelorettes of the three areas surveyed. It also has the largest number of vacant buildings. These vacant buildings are a direct result of the City's legal actions against bachelorettes discussed earlier. One building in South Parkdale which had contained bachelorettes has been torn down.

This table also verifies the trend towards conversion of buildings from bachelorettes to less intensive residential uses in all three areas. Many buildings have already been converted. In South Parkdale, three of the buildings already converted are now in single-family use. These buildings had previously contained 25 units. In the Annex, three of the buildings which had contained 58 units had been converted and now contain 11 units. In Cabbagetown, one of the buildings already converted previously contained 13 bachelorettes and now contains two units.

At the time of the survey there were also buildings undergoing renovations which would result in a loss of rental units. For nine of the buildings undergoing renovations in the three areas, the conversion will result in a loss of 101 rental units.

Number of bachelorette units/building:

TABLE III

	0-9 Units	10-19 Units	20-29 Units	30-39 Units	Over 40 Units	Total Buildings
South Parkdale	6	37	8	5	1	57
Annex	4	19	5	-	-	28
Cabbagetown	3	8	-	1	1	13

This table shows that the majority of buildings containing bachelorettes were in the 10 to 19 units per building category. In South Parkdale, 65 percent of the buildings contained between 10 and 19 units; in the Annex, 68 percent and, in Cabbagetown 62.5 percent were also this size.

TABLE IV

Number of bachelorette units

	Number of buildings	Number of units	Average number of bachelorettes units/building
South Parkdale	57	912	16
Annex	28	436	16
Cabbagetown	13	207	16
TOTAL	98	1,555	

The survey found that in all three areas the average number of units per building was 16.

In South Parkdale, the majority of these units were bachelor apartments. There were only a few buildings in South Parkdale which also had some one-bedroom units. In both the Annex and Cabbagetown, a greater proportion of the buildings contained a mix of unit types including some two-bedroom apartments. A quarter of the buildings in the Annex and almost a half (46 percent) of those buildings in Cabbagetown contained a mixture of unit types. The Annex was the only area where there was a mix of units and rooms in the same building. The rooms offered no private cooking facilities.

Rental and lease information:

TABLE V

	Number of buildings with rental information	Rented weekly	Rented monthly
South Parkdale	43	29	14
Annex	25	4	21
Cabbagetown	10	4	6

From this table, it is clear that bachelorettes in South Parkdale are slightly different than in the other two areas. The majority (67 percent) of the buildings in South Parkdale rented units by the week. In the Annex, the reverse was the case, with 84 percent of the buildings offering only monthly tenancy.

None of the buildings surveyed required any prepaid rent in the form of a last week or last month rent. Leases were also uncommon. The significance of rental accommodation not requiring prepaid rent became apparent during the City's attempts to relocate bachelorette tenants displaced because of Court actions.

Rental rates:

	Average rent per week for weekly tenancies (low - high)	Average rent per month for monthly tenancies (low - high)
South Parkdale	\$55 (\$35 - \$70)	\$226 (\$185 - \$300)
Annex	\$54 (\$50 - \$57)	\$230 (\$185 - \$285)
Cabbagetown	\$61.50 (\$56 - \$65)	\$224 (\$170 - \$305)

Rent charged for bachelorettes in all areas was for a fully furnished unit (including dining room table, chairs, coffee table and couch which converted into a bed). There was no extra charge for utilities in any of the buildings. All of the units surveyed had individual bathroom and cooking facilities. However, the latter varied from a complete mini-kitchen to hot-plates. The only extra charge was for parking. In South Parkdale the charge was \$10 per month and in the Annex it was \$20 per month.

In the following section, these average rents are compared with rents for other types of rental accommodation.

Parking:

	Buildings with parking	Percent of units with parking	Buildings with no parking
South Parkdale	47	35%	10
Annex	19	30%	10
Cabbagetown	7	42%	6

This table shows that the majority of buildings did provide some parking. This was usually at a ratio of one parking space for every three units. The survey found that there were fluctuations in the amount of parking provided. For example, there were instances of buildings with only one parking space for 18 units. There were also instances where there were 10 parking spaces for 14 units.

As stated previously, because these buildings do not provide parking at a

ratio of one parking space per unit, they contravene the zoning bylaw and therefore are illegal.

Since not all tenants were surveyed, this survey could not reliably determine car ownership. Of those tenants interviewed, the majority did not own cars. When surveyors were responding to units available for rent, superintendents and owners indicated that parking was available.

Facilities provided:

	Number of buildings	Laundry	Storage	Laundry & Storage	No Facilities
South Parkdale	48	22	-	2	24
Annex	31	12	9	4	6
Cabbagetown	11	5	-	2	4

No indoor recreation space or common areas were provided in any of the buildings surveyed. Outdoor recreation space was often limited in buildings where the majority of the back yards had been used for parking. Buildings in South Parkdale tended to have more outdoor recreation space for the tenants than did the other two areas surveyed. Many of the buildings in South Parkdale had large porches and balconies which could be used for recreation purposes. Since the survey was undertaken in the summer, the surveyors found that these outdoor areas were well used by the Parkdale tenants. Tenants congregating outdoors is one of the complaints of Parkdale residents.

Laundry facilities were common in many of the buildings. A small number of buildings provided extra storage space in the basement for the use of tenants. However, a number of buildings provided no facilities at all. In South Parkdale, for example, almost half of the buildings offered no facilities.

Type of building and exterior condition:

	Single- detached	Semi- detached	Apartments	Row houses
South Parkdale	33	14	10	-
Annex	11	15	2	-
Cabbagetown	5	4	-	4

The type of building occupied as bachelorettes varied depending on the area surveyed. In South Parkdale, the majority (58 percent) were single-detached dwellings. In the Annex, one-half of a pair of semi-detached dwellings were the most common buildings used (53 percent). In Cabbagetown, no one particular type of building was used. In all cases, the buildings used were large, usually three stories in height.

Table IX indicates that a number of buildings which contain bachelorettes are small apartment buildings. In some cases, these buildings may have been originally constructed as apartment buildings. The conversion to bachelorettes would have been to increase the number of units in these buildings. However, it is likely the majority of these buildings which now resemble small apartment buildings were originally constructed as single detached dwellings. Their alterations would have included a squaring off of the buildings, eliminating any bay windows, and verandahs. With most of these buildings, rooflines have been altered to increase the floor space on the third floor. New apartment-type lobbies have been added to most of these buildings.

One of the purposes of the survey was to evaluate the extent of these alterations and the exterior condition of these buildings. The buildings were evaluated in terms of general maintenance and the compatibility of the building with other residential buildings on the street. The surveyors were asked to judge these buildings in terms of good, fair and poor.

An examination of the overall exterior condition and appearance of the buildings indicated that the majority of the buildings can be considered in "good" condition. This could be the result, as mentioned previously, of neighbourhood pressure. Buildings where only one-half of a pair of semi-detached buildings contained bachelorettes were in somewhat poorer condition. The surveyors indicated that half of these buildings were only in "fair" condition.

The survey found that the majority of buildings (other than older apartment buildings) had undergone no major external alterations. Most of the buildings had undergone minor renovations which included a general upgrading of the building (painting, new porches, landscaping) and the enclosure of a front or rear porch. Only a few of the buildings had been squared off on the third floor or squared off at grade to create a new entrance.

Profile of tenants:

TABLE XI

	Under 21 years	22 - 29 years	30 and older
South Parkdale	16.0%	32.0%	53.0%
Annex	11.5%	57.0%	31.5%
Cabbagetown	20.0%	40.0%	40.0%

Source: 1981 assessment information
City of Toronto

This table illustrates that the majority of tenants who live in bachelorettes are young. This information was confirmed by the surveyors. The surveyors found that the majority of the units were occupied by single people. In South Parkdale, however, there are a number of instances of couples sharing the accommodation.

In the Annex, the surveyors found that students were a large portion of the tenants. This corresponds to the large number of tenants (57 percent) in the 22 to 29 age bracket. Cabbagetown also had a number of students living in the units.

In general, the majority of the tenants were working people. Many were working in blue collar jobs or low paying jobs.¹ There was also some evidence in the Annex and Cabbagetown of tenants whose jobs required considerable travel (salesmen, actors). In South Parkdale and Cabbagetown a small number of the tenants interviewed were on welfare or receiving unemployment insurance. In South Parkdale, several of the buildings were occupied by former psychiatric patients. It is the practice of the Queen Street Mental Health Centre to refer patients to accommodation (rooming houses or bachelorettes) in this area because it is only a 15-minute walk to the Centre. It has been estimated that approximately 1,300 discharged psychiatric patients live in various forms of accommodation in South Parkdale.

The survey found that many of the tenants had lived in the buildings for an

¹In all three areas, many tenants interviewed were office clerks, salespeople and waiters/waitresses. In South Parkdale, many were also working in the construction industry or as taxi drivers or truck drivers.

extended period of time. In South Parkdale, living in the same building for a year tended to be common. In the Annex, tenants tended to stay longer and many had lived in the same building for two years. Because there was often a variety of unit sizes within one building, tenants tended to move to different (often larger) units in the same building.

In all three areas, there were instances of buildings with a relatively high turnover of tenants. From discussions with these tenants, these buildings were not well managed and tenants usually left to find better accommodation in the area.

At the time of the survey there were only a few units available for immediate rental. Many of the buildings had "no vacancy" signs. In the Annex, several buildings had waiting lists of people wanting to rent a unit.

Tenants were interviewed on their views on the accommodation. A common complaint that was expressed was that there was no space within the building where tenants could get together. Many expressed the feeling that they had lived in the building for months and had never met any of their neighbours.

The Annex was the only area where complaints were expressed about the small size of the units. Several tenants stated that partitions separating the kitchen from the living/sleeping area would be an improvement.

Only a small number of tenants surveyed stated that the rents charged for the units were too high.

In South Parkdale, the tenants interviewed expressed a concern that their buildings would be closed down and they would have to find other accommodation. Many were concerned about finding similar accommodation at a price they could afford within the area.

Unit sizes:

TABLE XII

	Average unit sizes
South Parkdale	218 sq. ft.
Annex	220 sq. ft.
Cabbagetown	276 sq. ft.

Source: City of Toronto

Planning and Development Department

During the course of the survey, many of the bachelorette units were seen by those involved in this study. In all areas, the size of units varied within each building. In some cases, the bachelorette units were quite small and in others the bachelorette units were large. As stated previously, some buildings also contained one- and two-bedroom units.

From these visits it was not possible to determine the average size of units within a building. From the survey the total number of units in each building were determined. Total floor area figures were provided by the City of Toronto for each building surveyed. A figure representing common areas (lobby, hallways, laundry and storage areas) was subtracted from the total floor area. The number of units in the building was divided into this net floor area figure. As the table shows, the average unit size is on the whole smaller than the Ontario Building Code (OBC) minimum unit size requirement of 265 square feet. On average, the units in South Parkdale were the smallest of the areas surveyed and in Cabbagetown, they were the largest. However, the total floor area figures used for the calculation in all likelihood do not include basement areas. Since a majority of bachelorette buildings surveyed had basement units, this would result in the average unit sizes presented in the table being less than the actual size of the units.

The surveyors found that in a majority of the buildings there were usually a few (two or three) units which would not meet the OBC minimum requirements. Usually on each floor of a building there was one of these units.

Summary of survey results

In conclusion, the survey found that in the three areas selected there were 98 buildings which contained bachelorettes. These buildings contained 1,555 units.

A profile of a typical building and a typical bachelorette unit in 1981 would be:

- A building usually contains between 10 and 19 units with an average of 16 per building.
- Leases are uncommon, and the type of rental (monthly or weekly) varies with the area.

- Prepaid rent (last week or last month) is uncommon.
- The average monthly rent is \$226 and the average weekly rent is \$56.
- Availability of parking varies - between one-quarter and one-half of buildings provided no parking.
- Where parking was available, it was provided at a ratio of one parking space per three units.
- The level and extent of facilities offered varied. No indoor recreation space or common areas were provided. A majority of the buildings offered laundry facilities. Extra storage space was limited.
- The average size of the units is small. The majority of units would meet the OBC minimum unit size requirements; however, two or three units in each building would not meet these requirements.

People who live in bachelorettes:

- The majority of tenants were young people (16 percent younger than 21 years and 43 percent between 22 and 29 years).
- The majority of tenants were single people.
- In certain areas, there was an indication that couples shared the accommodation.
- In South Parkdale, many tenants were former psychiatric patients.
- Tenants tended to work in blue collar jobs or clerical positions.
- Depending on an area's proximity to educational facilities, tenants were often students.

It is also clear from the survey results that there is a trend toward conversion of bachelorette buildings to less intensive use. The survey results indicated that 13 buildings which at one time had contained 162 bachelorette units, had been converted to 42 units. This represents a loss of 120 units. Several buildings were also in the process of conversion at the time the survey was undertaken. The trend in all areas is larger and more expensive units.

The residents interviewed indicated that the lack of common facilities within the building was a problem. In the Annex, some tenants complained that the units were too small. There was a general concern about finding other accommodation at a comparable price, if their building was closed down or converted.

Rents for bachelorettes compared with conventional apartments

The survey results found that the average rent for bachelorettes in the City of Toronto was \$220 per month. This rent was for a fully furnished self-contained apartment with no extra charge for utilities.

Table XIII compares the rents of bachelorettes with other forms of housing. The Table has been divided into furnished and unfurnished accommodation. It also provides rent for government sponsored housing and nonprofit cooperatives.

TABLE XIII
Rental accommodation - 1981
City of Toronto

	Rental per month	Rent compared to bachelorettes
Bachelorettes	\$220.00	
<u>Furnished accommodation</u>		
Private:		
Rooms	\$186.00	-\$34.00
Flats	\$354.00	+\$134.00
City home:		
Bed sitting room	\$202.00	-\$18.00
Rooms	\$214.00	- \$6.00
<u>Unfurnished accommodation</u>		
Private:		
Bachelors	\$267.00	+\$47.00
City home:		
Studio apartment	\$291.00	+\$71.00
Bachelor apartment	\$297.00	+\$77.00
Nonprofit Co-ops:		
Bachelors	\$211.00	- \$9.00

Sources: C.M.H.C. Apartment Vacancy Survey, April 1981
City of Toronto, Planning and Development
Department, March 1981

From an examination of the information in the Table, it is clear that bachelorettes are cheaper than unfurnished bachelor apartments either provided by the private sector or by the public sector. There are two

36.

differences in comparing bachelorettes and unfurnished bachelor apartments. Bachelorettes are furnished and they are smaller than conventional bachelor apartments.

Comparing bachelorettes to other furnished accommodation, they are more expensive than rooms. However, rooms are likely to be smaller and do not offer private bathroom facilities.

Unfurnished bachelor apartments provided in nonprofit co-operatives were cheaper than bachelorettes.

It can be concluded from this information that bachelorettes are an inexpensive form of accommodation. Furnished rooms are cheaper but are smaller and do not have the convenience of a private bathroom. With the exception of nonprofit co-operatives, unfurnished bachelor apartments were considerably more expensive than bachelorettes.

Can bachelorettes be created in 1982?

Is it economically feasible to create bachelorettes in 1982? To provide a perspective, two proforma analyses were undertaken. One assumed the building conversion was undertaken in 1974 and the other assumed conversion in 1981.

An actual bachelorette building in South Parkdale was used as an example. Accurate sales information was obtained for both dates (1974 and 1981). The building is large enough to contain 21 typical bachelorettes. The rental figures used are the average for bachelorettes in 1974 and 1981.

The purpose of this exercise is to determine how much the bachelorettes would have to be rented for in 1982 to show a modest return on investment.

1974

COSTS:	land and building (note: building unrenovated)	\$85,000.00
	renovation costs X 21 units (unit costs assumed at \$5,000/unit)	\$105,000.00
	TOTAL COST	\$190,000.00
	Assume 20% equity	\$38,000.00
	Long term financing needed for	\$152,000.00

INCOME:	\$45.00/week/unit X 21 units (\$2,340.00/year/unit)	\$49,140.00
Less:	vacancy and payment defaults (assumed 10%)	\$4,914.00
Less:	operating costs and taxes (assumed 30%)	\$14,742.00
	TOTAL GROSS INCOME	\$29,484.00
Less:	Debt service (\$152,000 at 10% interest)	\$15,200.00
	NET PROFIT	\$14,284.00
	<u>Return on equity is 37.5%</u>	

1981

COSTS:	land and building (note: building unrenovated)	\$165,000.00
	renovation costs X 21 units (unit costs assumed at \$10,000/unit)	\$210,000.00
	TOTAL COST	\$375,000.00
	Assume 20% equity	\$75,000.00
	Long term financing need for	\$300,000.00
INCOME:	\$55.00/week/unit X 21 units (\$2,860.00/year/unit)	\$60,060.00
Less:	vacancy and payment defaults (assumed 10%)	\$6,006.00
Less:	operating costs and taxes (assumed 30%)	\$18,018.00
	TOTAL GROSS INCOME	\$36,036.00
Less:	Debt service (\$300,000 at 15% interest)	\$45,000.00
	NET LOSS	\$8,964.00

From these calculations, it is clear that it is uneconomical to create bachelorettes in 1982 if they are rented at \$55 per week.¹ This rent was determined in the survey to be the average rent for bachelorettes. In order to receive a 10 percent return on equity, using the same 1981 example, the units would have to be rented out at \$80 per week or \$320 per month.

The question to be asked is whether typical bachelorettes can be rented out at \$80 per week in 1982. The survey found only one building where

¹ While it may be uneconomical to operate bachelorettes, there are some people who might find them attractive because of possible tax advantages associated with the operating losses.

bachelorettes rented for this amount. The building offered a range of unit sizes and the larger units rented for \$80. The survey also found that four buildings rented bachelorettes for \$75 per week. These five buildings represent five percent of the bachelorette buildings surveyed. Based on the information obtained during the course of the survey, it is doubtful that bachelorettes could be successfully rented out at these high rents. A realistic rent and one that could likely be obtained in 1982 would be \$65 per week. However, using the 1981 analysis, the building would still have a net loss of \$2,412 per year.

It is possible to conclude, then, that bachelorettes are not as financially attractive in 1982 as they were in the 1970's, particularly for those people who need an immediate return on their investment.

V THE CASE FOR BACHELORETTES

This section of the report will examine the argument for the continued existence of bachelorettes arising from housing needs presently documented by the City of Toronto. The suitability of bachelorettes as housing for single people on low to moderate incomes as found by the survey is examined in this context. As well, the loss of rental units through conversion to less intensive residential use must be considered. It is concluded that municipal actions aimed at legalizing bachelorettes and minimizing the loss of units arising from such actions is, from a housing need point of view, essential at this time.

If the City's legal actions and the present conversion trends continue, over 1,000 bachelorette units will probably be lost in the next year or two. There are several reasons to be concerned about losing these housing units.

First, the City of Toronto faces a major rental housing crisis. Virtually no new rental housing is being built. The City has taken positive steps to retain its existing rental housing stock by actions such as prohibiting the demolition of older rental apartment buildings and by restricting the conversion of rental units to condominium ownership. In that context, the City's present policy aimed at the control of bachelorettes, has severely restricted the ability of the converted dwelling house to provide rental units. In light of the City's stated objective to defend and increase where possible the amount of rental housing stock available, actions to decrease rental units (bachelorettes) and limit the amount of new rental units created, seem inexplicable and contradictory.

The people who will be displaced are the second reason to be concerned about losing these bachelorettes units. Single people with low to moderate incomes will be most affected as bachelorette units disappear.

During the course of this study, it became obvious that bachelorettes were supplying accommodation to many low to moderate income single people. The survey and the 1981 assessment information confirmed this. According to the assessment information, between 11.5 percent and 20 percent of the tenants in bachelorettes were under 21 years of age and between 32 and 57 percent were between 22 and 29 years of age.

The demand for housing for single people generally and for low to moderate income single people in particular has already been discussed. The City of Toronto is well aware of the housing situation facing single people. In 1974, The Core Area Housing Study, recommended that 20 percent of the units supplied annually through the City of Toronto Non-Profit Housing Corporation be provided in the form of single people housing. In October 1975, the report, Housing Low Income Single People recommended two objectives for government policies relating to single people:

- The private market should be encouraged to continue the production of rooming or bachelor type units.
- The assisted housing programs should be expanded to include single people.

As a result of this work, the Central Area Plan contained policies aimed at encouraging the provision of single person housing. Since low and medium density residence areas were considered stable, new apartment construction for this group was encouraged to locate in the Central Area, and specifically in areas designated as mixed commercial residential areas.

Council would encourage the production of single person housing through the use of density incentives. The density incentives for building single person housing in the central area range from two to three times the density allowed for conventional housing.

The Official Plan policies encouraging single person housing were further refined in the City of Toronto's zoning bylaw (20623). "Single person housing" was defined as dwelling units not exceeding a floor area of 37 square meters each (400 square feet), where the average of such units does not exceed 30 square meters (325 square feet). The zoning bylaw also incorporated a reduction in the parking requirements for single person housing. The requirement was established at one parking space for every four single person units. It should be noted that these provisions apply only to newly constructed single person units created in mixed commercial residential areas.

Since this policy was first incorporated in the Central Area Plan in 1976, only one project has been built. The project at 20 St. Patrick Street was built in 1979 and contained 142 units which met the size requirements contained in the zoning bylaw. In short, the density bonus policy to encourage

single person units does not appear to be effective. However, it must be remembered that during this same period virtually no rental housing of any kind was built. In the absence of considerable amounts of new rental single person housing being built, it appears that bachelorette developers have responded to the needs of this group by providing small self-contained furnished apartments. The question to be asked is whether bachelorettes adequately fulfill the housing needs of low and moderate income single people?

In the period 1975 through 1977, it was argued with some credence that bachelorettes were an expensive form of housing and could not be afforded by the low income group. But is the same true now? It is clear from the survey results that bachelorettes today are in fact supplying relatively low cost housing. Furnished bachelorettes are considerably cheaper than furnished flats and are also cheaper than conventional bachelor apartments which are not furnished. Only rooms and unfurnished bachelor apartments in nonprofit co-ops offer cheaper accommodation than bachelorettes.

Cost is not the only factor that must be considered in assessing whether bachelorettes are appropriate housing for low income single people. The size of the units and the facilities provided must also be considered.

On the matter of size of units, the survey found that in most buildings containing bachelorettes, there were usually two or three units which did not meet the O.B.C. minimum unit size requirement of 265 square feet. It is obvious that these units are not appropriate because they are too small. However, the majority of the units would meet the O.B.C. requirements and would be housing especially suitable for single people.

In terms of providing facilities for tenants, the survey found that most buildings with bachelorettes provided laundry facilities. However, additional storage space, recreational facilities and parking facilities were lacking in many of the existing bachelorettes. None of the buildings provided any indoor recreational facilities or common areas. Because rear yards were often used for parking, there was even a lack of sufficient outdoor recreation space. Extra storage space was only occasionally provided. While the zoning bylaw does not require these additional facilities, except parking, the report Housing Low Income Single People recommended that they were appropriate in housing aimed at single people.

The Bureau accepts this report's recommendations and believes that the lack of these facilities is one of the major shortcomings of bachelorettes as housing suitable for low income single people.

The survey results showed that many of the bachelorette buildings did not provide any parking. This ranged from a high of 50 percent of the buildings in Cabbagetown to a low of 21 percent in South Parkdale. When parking was provided the ratio of parking provided to units ranged from one space for three units to one space for four units. This is consistent with the City's parking requirements for single person housing in the Central Area. It can be observed that since the Annex and Cabbagetown are in the Central Area, the parking that was provided there was sufficient. Since South Parkdale is not within the Central Area, the same conclusion cannot as easily be reached. However, when tenants were interviewed, many did not own cars.

The third concern about losing bachelorette units must be addressed in the context of general trends in the City of Toronto where the conversion of residential buildings to less intensive residential use is becoming common place.

The City of Toronto recently published a report, Housing Deconversion, which indicates that the supply of rental accommodation in converted properties is being rapidly depleted. The report stated that over three years (1976-79), while 6,000 new housing units were constructed, the total stock of housing over the same period only increased by 1,000 units. Somehow 5,000 units were lost. This trend of approximately a 2,000 unit loss per year has extended through 1981.¹

According to this report, the loss stems from the way our existing housing stock is used. In the 1960s, many large centrally located houses were converted to multiple residential uses, including rooming houses. However, in the 1970s this trend was reversed. These same houses were being converted back to less intensive uses. The report found that much of the loss of housing units was taking place in owner-occupied households. Owners who had previously rented out surplus space in their homes were no longer doing so. Instead, these owner-occupied households were using more space for their own needs than in the past. Increased affluence (rather than a need for extra

¹City of Toronto Planning and Development Department.

space) was cited as a possible reason for this trend.

The survey undertaken by the Bureau found that 120 bachelorette units had already been lost through this conversion process. Several buildings were vacant or being renovated at the time of the survey. It is likely that these buildings will also be converted which could result in a further loss of 236 units.

The survey found that in all cases where bachelorette buildings had been converted the resulting units were much larger and much more expensive. It is clear from these results that bachelorette buildings are being affected by these market trends. However, another reason for bachelorette conversions obviously is the legal actions the City is presently pursuing.

For the 98 existing bachelorette buildings surveyed, several developments are likely in the near future. If the City continues legal proceedings against these buildings, they will all likely be converted to less intensive residential uses. If the City continues to insist that the buildings must fully comply with present bylaws, many units will be lost. The Parkdale Working Group on Bachelorettes has been advocating a more lenient approach to dealing with what they refer to as "reconversions". This group has supported several applications for minor variances from the bylaw requirements before the Committee of Adjustment. Unfortunately, even the Parkdale Working Group's ad hoc approach to negotiating concessions on a building-by-building basis would result in losing half to a third of the existing units in South Parkdale, or between 350 and 500 units.

Bachelorette owners may be forced to convert their buildings for a reason quite apart from legal prosecutions. Many bachelorette building owners may find serious difficulty in renewing their mortgages sometime in 1982. This will stem from the general negative publicity over the bachelorette issue and the recognition that these buildings contain illegal units. Mortgage lenders are going to look for assurances from the City that the buildings legally conform before they renew these mortgages. Without these assurances, the present owners will likely lose their buildings. The mortgage lenders will then have to assume the buildings and will likely dispose of them. As applications are made by the new owners of these buildings, they will probably seek a less intensive use of their properties to comply with present bylaw requirements.

Regardless of why the building is converted to less intensive use (whether legal actions or market trends) the end result is the same - rental units are being lost and in particular small relatively inexpensive units are being replaced by large expensive housing units.

The fourth reason to be concerned about losing bachelorette units is philosophical in nature. It relates to how the central City is developing and to whom it is catering. If present development trends continue, the City will become a place of residence only for the affluent. Many low to moderate income people are presently being displaced from the City by more affluent people. Houses in these neighbourhoods are being converted to single-family use or into large expensive apartments. Older apartment buildings are being demolished or renovated to create luxury accommodation. New apartment construction is aimed at those who can afford luxury condominiums. In terms of recent construction, except for a few Cityhome projects and some co-operative housing, the downtown neighbourhoods of Toronto are clearly on their way to becoming the exclusive home of the affluent.

And yet all the reasons why the affluent are attracted to the City apply equally to those who, on low to moderate incomes, seek accommodation there. In fact, because transit, shopping and recreation are close, these inner city neighbourhoods are probably more important to those on lower incomes. Bachelorettes have been one form of housing that people of low to moderate incomes (and single people in particular) could use to live in the City. If bachelorettes disappear entirely from the market to be replaced by more spacious, expensive housing, these displaced people will have few, if any, alternatives. They will have to move further out from the City into outlying residential areas to seek accommodation.

VI CONCLUSIONS AND RECOMMENDATIONS

Bachelorettes were created as a result of a gap in the rental market which was not being filled. Through illegal methods, people maximized their return on investment by creating small self-contained units in buildings with few if any facilities or parking. Single people responded by renting the units which gave them more privacy than the traditional rooming house, were at prices competitive or lower than the market, were rented weekly and were furnished.

The units were concentrated in basically three areas - South Parkdale, the Annex and Cabbagetown. All of these areas had large old houses which were ideal for this type of conversion. All three areas were also designated by the City as areas of redevelopment from the traditional single family character they once had.

The over-concentration of units, however, led to their control. The large number of bachelorettes in South Parkdale resulted in the community's concerns that they were changing the character of the neighbourhood as well as undermining its stability and social fabric.

The City was pressured to stop future bachelorette conversions and to see that existing buildings were converted to less intensive uses. The City responded to the bachelorette phenomenon with three approaches - property tax increases; zoning bylaws to discourage future illegal conversion; and a Clean Up Team to bring legal actions against existing owners.

These actions have had an impact not only on bachelorettes, but on the whole rental housing conversion market. The Clean Up Team along with the Parkdale Working Group on Bachelorettes have had an impact on many of the more negative aspects of bachelorettes - particularly in terms of the management and the social problems.

Bachelorettes in 1982 are documented by a survey which confirms some of the changes made with this form of housing. Several conclusions about bachelorettes have been reached. Bachelorettes in 1982 are providing housing primarily for low to moderate income single people. There were a few instances of couples and low income families living in bachelorettes. It was also found that there were some shortcomings with bachelorettes presently on

the market. There were often no common area facilities provided and outdoor recreation space and storage space were limited. However, aside from these shortcomings, bachelorettes were obviously filling a need because there are virtually no vacancies.

The demand for housing suitable for low to moderate income singles has been recognized for several years. The City, through density incentives, has attempted to encourage the construction of new units for this group. To date, these attempts have not been successful.

Not only has new rental construction been non-existent, but traditional sources of accommodation for this group have been steadily decreasing. Areas of the City which in the past catered to the low income group are attracting families and people of higher incomes. While a considerable amount of housing has been lost in these areas, little has been built which would allow low to moderate income single people to continue to live in these areas. Bachelorettes represent one of the few remaining opportunities available to this group. If these disappear, many low income single people will be forced to share accommodation or leave the City.

Most people would agree that the City of Toronto is facing a rental housing crisis. In fact, the City recently titled a paper on housing policy - Confronting the Crisis. However, for low to moderate income single people, the rental situation is extremely bleak. There are no government programs aimed at subsidizing rents for single people below the retirement age who are not disabled. This has restricted the ability of the public sector to provide housing in the numbers required.

We weighed all the circumstances and with the data from our extensive survey, we have to conclude that the City of Toronto's present initiatives to eradicate the bachelorette form of housing are no longer appropriate.

The findings of the study are that bachelorettes are a valuable form of housing because they cater to a group who are increasingly having difficulty finding housing in the City. While there are some shortcomings with this housing type and problems when there is an over-concentration of these units in a particular neighbourhood, these can be overcome. If these problems are overcome, the Bureau believes that bachelorettes or small units are an important form of housing and one that should be encouraged throughout the City.

In recommending a fresh look at existing bachelorettes and in fact recommending that small units in converted dwelling houses should be encouraged throughout the City, the Bureau has given serious consideration to the concerns about bachelorettes expressed by local neighbourhoods, such as South Parkdale. We believe that some of the concerns that bachelorettes disrupt local neighbourhoods can be addressed through zoning requirements which ensure that a minimum level of facilities are provided. These facilities would ensure interior common area facilities, storage facilities and parking.

There are several concerns which have been expressed which we believe cannot be addressed through legislation. Concerns about the exterior appearance of building conversions should not result in zoning restrictions. Whether a building is being converted for single family use or to apartments, the City should not attempt to legislate exterior alterations, since it often becomes a matter of aesthetics. If architectural details and buildings are important to be retained, The Ontario Heritage Act should be utilized.

In the case of poor management of buildings, there is no method for the City to legislate against this. The most effective way of controlling management problems appears to be the method used in South Parkdale. Here the neighbourhood, backed by the City, put pressure on owners to increase their level of management and maintenance. The City should encourage this City/community action.

On the matter of an over-concentration of one particular type of housing in a neighbourhood, we believe that the situation in South Parkdale has demonstrated that this creates justifiable neighbourhood concerns. To avoid these situations, the City can monitor the housing changes taking place in a neighbourhood and enact area standards to deal with this situation. To deal with an over-concentration of small units, an area bylaw, similar to the South Parkdale Bylaw 67-78 governing minimum unit sizes can be enacted. If an area such as the Annex and Cabbagetown was experiencing an over-concentration of large units through market trends, a similar monitoring system would pick up these trends. In these cases, a specific area bylaw permitting small units could be enacted to counter these trends.

Recommendation 1: Retention of existing bachelorettes

- 1.1 We recommend that the majority of bachelorette units be retained.
- 1.2 We recommend that all units which do not conform to the Ontario Building Code be brought up to the OBC standards.
- 1.3 We recommend that the City exercise some flexibility in the parking requirements for bachelorette units.

A major parking study undertaken by the City found that car ownership levels in the Central Area of the City were tied to the size of a unit: the larger the unit, the greater the incidence of car ownership. Consequently, the study recommended certain parking requirements based on unit size. For bachelor apartments, the requirement was one parking space for every three bachelor units. The study recommended that these requirements should be applied to residential units within the Central Area of the City. These recommendations were incorporated in the zoning bylaw but only for small units which met certain size requirements and units in mixed commercial residential areas. This requirement does not, however, apply to small units in converted dwelling houses in residential areas.

- 1.4 We recommend that small units anywhere in the Central Area (including bachelorettes) be adequately served by a parking requirement which is one-third or one-quarter the present requirement.
- 1.5 We recommend that a study of car ownership levels of tenants of small units outside the Central Area be undertaken to determine a realistic parking requirement. We would recommend that this requirement also be applied to future building conversions which result in small units.

A Table was prepared which showed the effect of implementing a reduced parking requirement on the number of bachelorette units that could be retained. As a comparison, the table also includes the present bylaw parking requirements.

It is clear from the Table that if a reduced parking requirement were applied to existing bachelorette buildings, approximately 40 percent

more units could be retained than if the present bylaw requirements were applied.

TABLE XIV

	Buildings With Parking	Number of Units	One Space/ Unit	One Space/ 3 Units	One Space/ 4 Units
South Parkdale	47	764	315	555	649
Annex	19	293	87	178	207
Cabbagetown	7	97	59	97	97

There were 26 buildings surveyed that provided no parking. These buildings contain 391 units. Most of these units will likely be lost because of the lack of on-site parking. This study does not recommend that these units be retained if parking cannot be provided. Some building owners may be able to secure off-site parking arrangements, which if found to be appropriate should be considered by the City.

Applying reduced parking requirements to any newly created small units is discussed in Recommendation 3.

- 1.6 We recommend that in negotiating with the existing bachelorette owners, the City require certain on-site amenities. These amenities are outlined in recommendation 4.
- 1.7 We also recommend that Cityhome review the feasibility of buying some of the existing buildings which are currently up for sale, and retaining them as housing for single people.

Recommendation 2: Present bachelorette controls

- 2.1 We recommend that the City act immediately to remove the majority of bachelorette controls from the zoning bylaw.
- 2.2 We recommend that rooms be allowed either a kitchen or a bathroom.

However, a distinction between rooms with kitchens and rooms with private bathrooms should be made in the zoning bylaw. Rooms with private

baths should be required to provide parking at the same rate as established appropriate for small self-contained units. Rooms with kitchens only should have a reduced parking requirement - perhaps one parking space for every six rooms as existed in the zoning bylaw in 1975. These rooms are consistent with traditional rooming accommodation and more difficult to illegally convert.

2.3 We recommend that subject to 2.2 being put into place, many of the other bachelorette controls be eliminated.

In particular, the limitation on the maximum numbers of rooms created in a rooming house could be eliminated. General controls respecting rooming houses could return to their form prior to bachelorette controls being enacted.

2.4 We recommend that the complex set of restrictions put into the zoning bylaw to regulate external additions and alterations be eliminated.

These controls would no longer be necessary. They have the effect of legislating aesthetics. As well, these controls are over and above standard zoning controls for other forms of residential uses.

2.5 We recommend that minimum average unit size requirements presently contained in the bylaw for converted dwelling houses and converted dwelling and lodging houses be eliminated.

If there were certain areas where there was already a large supply of small units, minimum average unit sizes on an area basis would be appropriate. South Parkdale is an example of this type of situation. The City should initiate an adequate monitoring system which records increases as well as decreases in the supply of small units.

Recommendation 3: Future development of small units

3.1 We recommend that small units in converted dwelling houses in residential areas be encouraged.

There is a justification for encouraging the creation of small units in

converted dwelling houses in residential areas. We believe that any encouragement given by the City to the creation of small units would balance present market trends aimed at large units. Such a position taken by the City would be compatible with its housing goals aimed at encouraging a variety of housing types for all income groups throughout the City.

Repealing minimum average unit size requirements as recommended in Recommendation 2 and reducing the parking requirement as stated in Recommendation 1, must be implemented in order to realistically encourage these small units.

Single person housing units, small units, would be governed by the provision of certain amenities outlined in the following recommendation.

Recommendation 4: Amenities for small units

4.1 We recommend that certain minimum standards of amenity be adopted for existing bachelorette buildings as well as the creation of new small units.

The report, Housing Low Income Single People, recommended that the private sector be encouraged to provide bachelor units as housing suitable for single people. The report also recommended that certain amenities, such as indoor recreation space, and extra storage space, needed to be provided.

Our survey work indicated that existing bachelorettes are deficient in terms of these amenities. We are recommending that the City, in approaching existing bachelorettes as we have proposed, should ensure that these amenities are provided.

These amenities should also be tied to any new construction of single person units. The following should be required:

- cooking facilities, including range, refrigerator and sink;
- three-piece bathroom;
- storage space of not less than 150 cubic feet in each dwelling unit;

- storage space elsewhere in the building for large articles provided at ratio of 90 cubic feet per dwelling unit;
- open space be provided in the form of space at grade or as roof deck or sun deck; and,
- a lounge of not less than 150 square feet be provided.

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Mary Lynch
Executive Director

Christina Jennings

APPENDIX A

HOUSING SURVEY
BACHELORETTE HOUSING STUDY

1. Building Address:
2. Area: (e.g. Parkdale, Annex, etc.)

External Appearance

3. Type of building: (e.g. detached dwelling, semi, apt.)
4. How many storeys:
5. Is the building design/appearance compatible with existing buildings on the street?
6. External condition of building: (e.g. good, fair, poor). Age of building:
7. How is the area around the building used: (e.g. parking, grass - what %?)

If no parking - why?
8. How is this area maintained?
9. Any apparent recent alterations: (e.g. raised roof line, squaring off of buildings, windows bricked or replaced) Extent of renovations: (major/ minor)
10. Any signs advertising apartments? If so, what do they say?

Internal Appearance/Layout

11. How many units?
12. Is there a superintendent or manager in the building?
13. Type of units: (e.g. all bachelors, one bedrooms, etc.)
14. Average size of units:
15. Rent per unit:
16. How is unit rented? (e.g. by week, month)
17. Are there leases available?
18. Any common facilities? (e.g. laundry, recreation space, storage)
19. Specify where the common facilities are. (e.g. basement, roof)
20. How are corridors, lobby maintained?

Other information (obtained from discussions with tenants, managers, owners)

Type of tenant? single? type of work? length of tenure?

How long has the building operated as bachelorette apartment building?

Any complaints?

General comments:

DATE	ACTION	PURPOSE
July 25, 1975	Planning Report	- problems of building conversions - Annex - minimum standards for rooms and dwelling units - proposed parking standard for small units (less than 300 square feet) same as rooms
August 8, 1975	Council passed "intent"	- incorporated recommendations of planning report (July 25, 1975) - applied standards on City-wide basis
January 1, 1976	Ontario Building Code enacted	- minimum room sizes for all new construction and substantial renovation
April 1, 1976	Planning Report	- August 8, 1975 "intent" can be repealed because of enactment of OBC - the reduced parking requirement for rooms was creating incentive for developers to create rooms as opposed to units - making parking requirement same for units and rooms recommended - new definition needed for buildings containing units and rooms - "converted dwelling and lodging house"
April 28, 1976	Council repealed August 8, 1975 "intent" - enacted new "intent"	- new "intent" contained planners' recommendations (April 1, 1976) re: new definition and revised parking standards
August 10, 1976	Planning Report	- bachelorettes in South Parkdale - specific conversion controls for this area recommended
September 15, 1976	Council passed "intent"	- South Parkdale "intent": 1) rooming houses prohibited 2) "intent" did not apply to rooming houses existing as of this date 3) average size of dwelling units in converted dwelling houses not less than 500 square feet
February 17, 1977	Planning Report	- Status Report on Study of Bachelorettes - indicated OBC not effective therefore minimum room size (exclusive of kitchen or bathroom) of 145 square feet recommended
March 1, 1977	Council passed "intent"	- incorporated planners' recommendations of February 17, 1977
March 5, 1977	Council amended March 1, 1977 "intent"	- excluded from "intent" area bounded by Sherbourne, Carlton, Parliament and Wellesley Streets
April 25, 1977	Planning Report	- South Parkdale "intent" being ignored

DATE	ACTION	PURPOSE
April 25, 1977	Letter from Alderman Negridge (Ward 2)	- additional interim control measures recommended which limited external alterations and additions to rooming houses
April 25, 1977	Council passed "intent"	- incorporating restrictions on external alterations to rooming houses in South Parkdale or Ward 6
May 18, 1977	Planning Report	comprehensive set of bachelorette controls: - deleted rooming houses as unconditional permitted use in R4 and R4A areas - added them as permitted uses in C1 areas - established maximum numbers of rooms: R2, R3 as 6 and R4 as 12 - continued definition of "converted dwelling and lodging house" - continued restrictions of external alterations to rooming houses and added same restrictions on converted dwelling and lodging houses - prevented one half of pair of semi-detached dwellings from being converted only if other half had similar use - established parking requirements for boarding and lodging houses and converted dwelling and lodging houses at ratio of one space for every six rooms and one space for first unit and one space for each unit in excess of three - for converted dwelling houses one space for first unit and one for every unit in excess of two - added a definition for "boarding and lodging room" which is a room not including bathroom, kitchen or storage area with a floor area not less than 100 sq. ft. - prohibited conversion of one family dwelling to boarding and lodging houses unless they were 10 years old
June 20, 22 and 23, 1977	Council passed "intent"	- incorporated comprehensive controls recommended by planners' report (May 18, 1977) - as temporary measure approved parking requirement of one space for every room
August 17, 1977	Planning Report	- City-wide controls contained in Council's June 20, 22 and 23, 1977 "intent" too lenient for South Parkdale - therefore rooming houses limited to maximum of six rooms - minimum average unit size in converted dwelling increased from 500 sq. ft. to 700 sq. ft.
September 12 1977	Council passed "intent"	- amending South Parkdale "intent" passed September 15, 1976 - incorporated planners' recommendations (August 17, 1977)

DATE	ACTION	PURPOSE
November 22, 1977	Planning Report	- recommended technical changes and amendments to June 20, 1977 "intent" - recommended that Council eliminate temporary parking requirement and approve: for a rooming house and converted dwelling and lodging house - one space for every three rooms and one space for every two units
December 12, 1977	Council passed "intent"	- amending June 1977 "intent" adopted planners' recommendations re: parking with modification: one parking space for every six rooms
January 30, 1978	Council passed Bylaw 67-78	- incorporated restrictions contained in amended South Parkdale "intent"
May 8, 1978	Council passed Bylaws 321-78 et al (322-78 and 323-78)	- incorporated restrictions contained in June 1977 "intent" - one modification made re parking: one parking space for every three rooms
July 17, 1978	Council passed "intent"	- amending bylaws 321-78 et al - restrictions re: external alterations now applied to converted dwelling houses
September 25, 1978	Planning Report	- problems encountered with Council's "intent" of July 17, 1978 - recommended that the following alterations be allowed: - allow (one time) addition not covering more than 5 percent of lot - permit porch or verandah to be added or replaced - permit a dormer window provided it does not exceed 25 sq. ft. of ground floor area
October 10, 1978	Council passed "intent"	- amending July 17, 1978 "intent" - approved planners' recommendations (September 25, 1978) with modifications: - additions permitted to cover 10 percent of lot - permit dormer windows not exceeding 100 sq. ft. of ground floor area - porch and verandah replacements permitted not exceeding two stories
November 30, 1978	Planning Report	- recommended changes to Council's "intent" of October 10, 1978 - one addition allowed not exceeding maximum ground floor area of .15 times lot area - porch or verandah replacement limited to 12 ft. in height and not extending 8 ft. from exterior wall

DATE	ACTION	PURPOSE
November 30, 1978(cont.)		- one or more dormer windows permitted each having maximum g.f.a. of 25 sq. ft. provided total does not exceed 100 sq. ft.
December 19, 1978	Council passed "intent"	- amending July 17, 1978 "intent" incorporating planners' recommendations (November 30, 1978)
January 1979	Mayor's Task Force on Bachelorettes established	
April 27, 1979	Report on the Mayor's Task Force	- stated that existing bachelorette controls were discouraging supply of rooming houses and units in converted dwelling houses - both types of housing suitable for low to moderate income singles - recommendations: 1. kitchen allowed as a right in rooms 2. rooms with private bathrooms should have same parking requirement as units 3. no maximum limits on numbers of rooms in rooming houses 4. parking requirement for rooms: one space for every six rooms 5. parking requirement for converted dwelling house: one space for first unit and one space for every unit in excess of three 6. alternate regulatory mechanism be established for external alterations 7. space standards incorporated in Housing Bylaw other recommendations: 1. monitoring system established to ensure that an over-concentration of rooms or small units would not develop in a particular neighbourhood 2. City to again request legislation from Province allowing building inspectors right-of-entry where zoning violation suspected 3. establishment of Bachelorette Clean Up Team to deal with individual existing bachelorettes
June 25 & 27, 1979	City Council dealt with Task Force report	- asked Planning and Buildings Department to comment on Task Force recommendations - approved establishment of Clean Up Team

DATE	ACTION	PURPOSE
January 20, 1981	Planning Report	- Planners' response to Report of Mayor's Task Force: - recommended that none of the Task Force's recommendation be approved - reasons: recommendations would not result in an increase in the supply of rooms; proposed controls would not be as effective as existing controls in stopping bachelorette developments; and, parking requirements for rooms of one space for every six rooms could lead to bachelorettes; also recommended: 1. that 700 sq. ft. minimum average dwelling unit size be applied across City on units in converted dwelling houses 2. that minimum average unit size of 350 sq. ft. be established for units in converted dwelling and lodging houses
April 9, 1981	Council approved Planner's recommendations	
August 10, 1981	Council approved Bylaw 501-81	- further amendments to Bylaw 321-78 et al - implemented minimum unit sizes recommended by planners in January 20, 1981 report - also incorporated provision that private bathrooms could not be provided in rooms

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73 Richmond St. West #404, Toronto, Canada M5H 2A1
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