

**HOUSING
ISSUES
REPORT**
with **CONFIDENTIAL
APPENDIX**

Zoning By-law Amendment
Application

1637-1645 Bathurst Street
City of Toronto

Prepared for:
Starlight Group Property
Holdings Inc.

February 2018

17.531

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Appendix A: Existing Rental Units as of February 2018
(CONFIDENTIAL)

1 Introduction

Walker, Nott, Dragicevic Associates Limited (“WND Associates”) has been retained as the planning consultants for Starlight Group Property Holdings Inc. (“the Owner”) with respect to the application for a Zoning By-law Amendment for the lands municipally known as 1637-1645 Bathurst Street, in the Forest Hill neighbourhood of the City of Toronto (“the Subject Site”). The Subject Site is located on the east side of Bathurst Street, between Ardmore Road and Burton Road (generally between Eglinton Avenue West and St. Clair Avenue West).

The Subject Site is currently occupied by five 3-storey residential rental apartment buildings with 25 units. The buildings share a driveway (with access off Bathurst Street between 1643 and 1645 Bathurst Street) and a rear parking area. There is also an existing easement (benefiting properties abutting the Subject Site to the east) for right-of-way access from Bathurst Street to the rear of the Subject Site.

An application for Zoning By-law Amendment is being submitted to facilitate the development of a 4-storey residential rental apartment building, with 67 units (“the Proposed Development”). The existing buildings on the Subject Site are proposed to be demolished and the existing 25 rental units will be replaced in the Proposed Development as per the City’s rental housing replacement policies. Landscaping is proposed along Bathurst Street, with indoor and outdoor amenity spaces for residents. Parking is proposed within the building at a parking level for residents and on the surface in the rear (for visitors and accessible spaces), with access from a driveway off Bathurst Street to be located in the same location as the existing driveway.

The total proposed residential gross floor area is 8,190 square metres and the total floor space index is 1.97 times the area of the lot. A total of 67 residential rental units are proposed, inclusive of 25 rental replacement units. The proposed residential unit mix includes 9 one-bedroom suites, 22 two-bedroom suites, and 36 three-bedroom suites.

The Subject Site is located within the Forest Hill neighbourhood of North Toronto, an area generally defined as containing a mix of low and medium density residential uses. The Subject Site is located on Bathurst Street which, between Eglinton Avenue West and St. Clair Avenue West, contains an eclectic mix of residential dwellings in buildings 2- to 5-storeys and a variety of built forms, including a number of apartment buildings. Lands on the east side of Bathurst Street (including the Subject Site) are designated as *Neighbourhoods* in the City of Toronto Official Plan, and there are lands on the west side of Bathurst Street across from the Subject Site which are designated as *Apartment Neighbourhoods*.

The area is served by existing transit and will be served by future transit. Future Forest Hill station on the Eglinton Crosstown LRT will be located approximately 800-900 metres (10-12 minute walk) to the north at the intersection of Bathurst Street and Eglinton Avenue West. The Tichester Road entrance to St. Clair West subway station on the TTC Yonge line (Line 1) is also located approximately 1.1 kilometres (13-15 minute walk) to the south.

TTC bus route 7 serves Bathurst Street directly adjacent to the Subject Site (with northbound and southbound stops at Ardmore Road), and bus route 33 is located in proximity to the Subject Site serving Spadina Road.

Both Eglinton Avenue West to the north and St. Clair Avenue West to the south contain a variety of community amenities and facilities including retail shops, schools, places of worship, and other services. The area is an attractive residential neighbourhood by reason of the foregoing, its proximity to parkland and the Cedarvale Ravine, its convenient access to transit, and its connectivity with Downtown Toronto and Yonge-Eglinton Centre. Forest Hill Junior and Senior Public School are located within close walking distance, to the east of the Subject Site at Ardmore Road and Spadina Road.

The purpose of this Housing Issues Report is to provide information regarding the rental housing in the existing building, to provide a summary of the applicable policies relating to housing, to provide an evaluation of the Proposed Development in the context of applicable policies, and to provide a summary of the proposed rental replacement and tenant assistance program.

2 Housing Policy Context

The relevant housing policies as set out in the Provincial Policy Statement 2014 (PPS), the Growth Plan for the Greater Golden Horseshoe, 2017 (the Growth Plan), and the City of Toronto Official Plan, are discussed below.

2.1 Provincial Policy Statement

The broad policies contained in the PPS provide the framework in which all land use planning decisions are made in the Province of Ontario. The *Planning Act* requires that all municipal land use planning documents “shall be consistent with” the contained in the PPS.

Section 1.4 of the PPS directs municipalities to provide a range and mix of housing types and densities to meet projected requirements of current and future residents. Residential intensification is promoted, particularly in areas well served by infrastructure, public service facilities, and public transit.

Section 1.4.3 states that “Planning authorities shall provide for an appropriate range and mix of housing types and densities to meet projected requirements of current and future residents of the regional market area by:

- b) permitting and facilitating:
 - 1. all forms of housing required to meet the social, health and wellbeing requirements of current and future residents, including special needs requirements; and
 - 2. all forms of residential intensification, including second units, and redevelopment in accordance with policy 1.1.3.3;
- c) directing the development of new housing towards locations where appropriate levels of infrastructure and public service facilities are or will be available to support current and projected needs;
- d) promoting densities for new housing which efficiently use land, resources, infrastructure and public service facilities, and support the use of active transportation and transit in areas where it exists or is to be developed; and
- e) establishing development standards for residential intensification, redevelopment and new residential development which minimize the cost of housing and facilitate compact form, while maintaining appropriate levels of public health and safety.”

The redevelopment and intensification of the Subject Site for additional residential rental units will contribute to the City’s overall housing supply, provide for the addition of new rental housing within the Forest Hill neighbourhood, and will intensify an existing, under-utilized urban site within an area serviced by a full range of hard and soft infrastructure and community services and facilities in proximity to existing public transit and emerging higher order transit. Therefore, the Proposal is consistent with the PPS.

2.2 Growth Plan for the Greater Golden Horseshoe

The cornerstone of the Growth Plan relates to its vision for the region as it could be in 2041. Broadly, the Growth Plan envisages the Greater Golden Horseshoe as continuing to be “a great place to live”, offering “a wide variety of choices for living” in “thriving, livable, vibrant and productive urban and rural areas”. These goals are contingent upon the implementation of, and adherence to, a set of core guiding principles. Key among these guiding principles is to “support the achievement of *complete communities* that are designed to support healthy and active living and meet people’s needs for daily living throughout an entire lifetime” and “prioritize *intensification* and higher densities to make efficient use of land and *infrastructure* and support transit viability”.

Section 2.2.1.4 states that applying the policies of the Growth Plan “will support the achievement of *complete communities* that ... provide a diverse range and mix of housing options, including second units and *affordable* housing, to accommodate people at all stages of life, and to accommodate the needs of all household sizes and incomes”.

Section 2.2.6.1 directs municipalities to develop a housing strategy that “supports the achievement of the minimum intensification and density targets in this Plan, as well as the other policies of this Plan by: identifying a diverse range and mix of housing options and densities, including second units and *affordable* housing to meet projected needs of current and future residents”.

The Proposed Development conforms to the Growth Plan policy framework with respect to housing. It will provide for an additional range and mix of housing; in particular, increasing the supply of rental housing units, within an area that offers access to local stores, services and employment, as well as existing and emerging transit service, all of which will contribute to the further development of a *complete community* in the Forest Hill neighbourhood. A more detailed review of the Proposed Development’s conformity with the Growth Plan policy framework with respect to the *delineated built-up area* and *compact built form* is provided in the Planning Justification Report, prepared by WND Associates, which accompanies the application. Please refer to that report for further information.

2.3 Official Plan

The Subject Site is designated *Neighbourhoods* in the City of Toronto Official Plan (“OP”).

Section 3.2.1 of the OP contains the following housing policies that are relevant to the Proposal:

1. A full range of housing, in terms of form, tenure and affordability, across the City and within neighbourhoods, will be provided and maintained to meet the current and future needs of residents. A full range of housing includes: ownership and rental housing, affordable and mid-range rental and ownership housing, social housing, shared and/or congregate-living housing arrangements, supportive housing, emergency and transitional housing for homeless people and at-risk groups, housing that meets the needs of people with physical disabilities and housing that makes more efficient use of the existing housing stock.
2. The existing stock of housing will be maintained and replenished. New housing supply will be encouraged through intensification and infill that is consistent with this Plan.

6. New development that would have the effect of removing all or a part of a private building or related group of buildings, and would result in the loss of six or more rental housing units will not be approved unless:
 - a) all of the rental housing units have rents that exceed the mid-range rents at the time of the application, or
 - b) in cases where planning approvals other than site plan are sought, the following are secured:
 - i) at least the same number, size and type of rental housing units are replaced and maintained with rents similar to those in effect at the time the redevelopment application is made;
 - ii) for a period of at least 10 years, rents for replacement units will be the rent at first occupancy increased annually by not more than the Provincial Rent Increase Guideline or a similar guideline as Council may approve from time to time; and
 - iii) an acceptable tenant relocation and assistance plan addressing the right to return to occupy one of the replacement units at similar rents, the provision of alternative accommodation at similar rents, and other assistance to lessen hardship, or
 - c) in Council's opinion, the supply and availability of rental housing in the City has returned to a healthy state and is able to meet the housing requirements of current and future residents. This decision will be based on a number of factors including whether:
 - i) rental housing in the City is showing positive, sustained improvement as demonstrated by significant net gains in the supply of rental housing including significant levels of production of rental housing, and continued projected net gains in the supply of rental housing;
 - ii) the overall rental apartment vacancy rate for the City of Toronto, as reported by the Canada Mortgage and Housing Corporation, has been at or above 3.0% for the preceding four consecutive annual surveys;
 - iii) the proposal may negatively affect the supply or availability of rental housing or rental housing sub-sectors including affordable units, units suitable for families, or housing for vulnerable populations such as seniors, persons with special needs, or students, either in the City, or in a geographic sub-area or a neighbourhood of the City; and
 - iv) all provisions of other applicable legislation and policies have been satisfied.

The Proposed Development will add to the purpose-built rental housing supply within the Forest Hill neighbourhood, and the City of Toronto generally, with new rental apartment units proposed in addition to replacement of the existing rental units. An appropriate tenant relocation and assistance plan for existing tenants which conforms to the requirements of the OP will be addressed through the development review process.

Official Plan Amendment No. 320 (OPA 320) was adopted by City Council on 9 December 2015, was subject to approval by the Ministry of Municipal Affairs and Housing in July 2016, and has been appealed to the Ontario Municipal Board and is not yet in force. Through OPA 320, Policy 3.2.1.2 was amended to note that the existing stock of housing will be improved, the City will encourage the renovation and retrofitting of older residential apartment buildings. As the Proposed Development includes the demolition of the existing buildings this amended policy is not applicable. Further, OPA 320 is not yet in force, and therefore does not apply to this application, and through the appeal process may be subject to further revisions. For further information regarding OPA 320 please refer to the Planning Justification Report, prepared by WND Associates, which accompanies the application.

2.4 Section 37

Section 37 of the *Planning Act* permits municipalities to enter into agreements with applicants that allow for increased height or density in exchange for facilities, services or matters identified by the municipality.

Section 5.1.1 of the City of Toronto OP outlines policies regarding Section 37 benefits:

5. Despite policies 3 and 4, Section 37 may be used, irrespective of the size of the project or the increase in height and/or density:
 - b) to replace housing in accordance with the provisions of this Official Plan;
6. Section 37 community benefits are capital facilities and/or cash contributions toward specific capital facilities, above and beyond those that would otherwise be provided under the provisions of the Planning Act or the Development Charges Act or other statute, including:
 - h) rental housing to replace demolished rental housing, or preservation of existing rental housing;
 - i) purpose-built rental housing with mid-range or affordable rents, land for affordable housing or, at the discretion of the owner, cash-in-lieu of affordable rental units or land;

The City of Toronto Section 37 Implementation Guidelines (2007, revised in 2016) address the replacement of existing private rental housing in Section 4.3 and indicates that Section 37 agreements may be used to secure the following:

- Replacement units;
- Duration of rental period (of replacement units) – units must remain as rental units for a minimum of 20 years;
- Initial rents of replacement units – units must not be rented for more than rent previously paid, increased by an allowance for capital improvements and annual rent guideline increases for returning tenants. For new tenants, rents for units previously classified as affordable will not exceed the affordable rent maximum. For units previously classified as mid-range, rents will not exceed the mid-range rent maximum;
- Rent increases – for the first 10 years, rents will not exceed the maximum provincial rent increase guideline;
- Units rented after vacancy (maximum initial rent upon re-rental) – any re-rented unit will have rent equal to the greater of either the rent previously paid or the maximum affordable or mid-range rent, as applicable; and,
- Tenant relocation and assistance plan – benefits include the following:
 - a) Right to return to replacement unit;
 - b) Financial assistance for relocation costs;
 - c) Provision of interim accommodation or financial assistance or phasing of development to minimize need for alternate accommodation;
 - d) Longer notice period to allow tenants to find alternative accommodation; and
 - e) Additional assistance for special needs, elderly or very long-term tenants.

The replacement of existing rental units and a tenant relocation and assistance plan will be addressed through the development review process and may be secured through a Section 37 agreement.

In addition to maintaining the existing rental units, the new rental housing proposed on the Subject Site could qualify as an eligible Section 37 community benefit in exchange for increased height and density on the Subject Site provided that the rent levels do not exceed mid-range rents as defined in Section 3.2.1 of the Official Plan for a specified number of years.

2.5 City of Toronto Act

The *City of Toronto Act* provides additional powers to the City of Toronto, including policies providing increased protection of rental housing. Section 111 of the *City of Toronto Act* concerning the demolition of rental housing states:

1. The City may prohibit and regulate the demolition of residential rental properties and may prohibit and regulate the conversion of residential rental properties to a purpose other than the purpose of a residential rental property.
2. The power to pass a by-law respecting a matter described in subsection (1) includes the power,
 - a) to prohibit the demolition of residential rental properties without a permit;
 - c) to impose conditions as a requirement of obtaining a permit

As per the authorization provided in the *City of Toronto Act*, in 2007 the City of Toronto passed By-law No. 885-2007, amending the City of Toronto Municipal Code in regard to the demolition and conversion of rental housing. The by-law establishes the following conditions for approval for a demolition permit, as outlined in chapter 667-15:

Without limiting the generality of §667-14F, the conditions that may be imposed on the approval of the application may include:

- A. Conditions with respect to the impact on the supply of rental housing or tenants, for example:
 - (1) A requirement that the owner of the residential rental property notify any tenants, who reside in rental units affected by the changes permitted under the approval, of the relevant provisions in the *Residential Tenancies Act, 2006*.
 - (2) In the case of a demolition, requirements to replace the rental units with rental units at similar rents, and for tenant relocation and other assistance, including the right to return to the replacement rental housing.

An Application to Demolish Rental Housing (Section 111 Application) will be submitted as part of the development proposal. As described in this report, the existing 25 rental units will be replaced as part of the Proposed Development of the Subject Site. An appropriate tenant relocation, assistance and right-of-return package will be determined in consultation with City staff, the local City Councillor and affected tenants, and may be secured through a Section 37 agreement.

3 The Existing Buildings

The five existing 3-storey rental buildings at 1637, 1639, 1641, 1643 and 1645 Bathurst Street contain 1 one-bedroom unit, 4 two-bedroom units, 12 junior three-bedroom units and 8 three-bedroom unit (25 units in total), all of which are occupied. Most units have a private balcony, and the buildings contain common laundry rooms and storage lockers. Parking areas are provided in the basement garages for the buildings, accessed from the existing rear lane. The balance of the Subject Site at grade is occupied by landscaped areas. No indoor or programmed outdoor amenity spaces currently exist in the buildings or on the property.

Appendix A to this report provides confidential information on each rental unit including number of bedrooms, unit size, occupancy status, amount of last rent paid and rent classification.

A summary of existing unit types is provided in Table 1 below, and a summary of the unit sizes is provided in Table 2 below.

Table 1: Summary of Existing Apartments at 1637-1645 Bathurst Street as of February 2018

Building	Unit Type				Total
	1 bedroom	2 bedroom	Junior 3 bedroom	3 bedroom	
1637 Bathurst	0	1	2	2	5
1639 Bathurst	1	0	4	0	5
1641 Bathurst	0	1	2	2	5
1643 Bathurst	0	1	2	2	5
1645 Bathurst	0	1	2	2	5
Total	1	4	12	8	25

4 The Proposed Development

The Proposed Development consists of a new 4-storey residential rental building on the Subject Site, along with improvements to the landscaping, vehicular circulation and parking arrangements (see Figure 4). All existing buildings on the Subject Site are proposed to be demolished.

The total proposed residential gross floor area is 8,190 square metres and the total floor space index is 1.97 times the area of the lot. A total of 67 residential rental units are proposed, inclusive of 25 rental replacement units. The proposed residential unit mix includes 9 one-bedroom suites, 22 two-bedroom suites, and 36 three-bedroom suites. The proposed maximum building height is 15.4 metres from established grade (exclusive of a 3.25 metre mechanical penthouse).

The Proposed Development will provide a front door/lobby providing access to the majority of the apartment units and will also include 2-storey apartment units with individual front doors (that will function similar to townhouse units). The proposed built form therefore frames Bathurst Street with active building uses, bringing more eyes on the street.

The Proposed Development minimizes the impact of parking and loading on the public realm and neighbouring properties through landscape and site design by consolidating parking and loading areas to the rear, internal to the proposed building, and underground. Vehicular access to the Subject Site is proposed from a driveway off Bathurst Street, maintaining the location of the existing site access, and is proposed to be two-way and approximately 6.6 metres in width. The driveway leads to the underground resident parking area, Type 'G' loading space and rear driveway (located on the existing right-of-way access easement), which contains surface visitor and accessible parking spaces. All servicing and driveway areas will be located internal to the Subject Site and covered by the building above, or in the rear of the site (as is the current parking arrangement).

A total of 102 vehicle parking spaces are proposed, with 86 resident parking spaces provided on the parking level in the form of car stackers, 3 accessible resident parking spaces provided on the surface in the rear, and 13 visitor parking spaces also provided on the surface in the rear. A total of 64 resident bicycle parking spaces are proposed in a storage room on the parking level, with 8 visitor bicycle parking spaces on the surface on the Bathurst Street frontage in view of the lobby.

The Proposed Development includes the provision of 1 Type 'G' loading space internal to the building with access from the proposed driveway.

The proposed indoor amenity area will be centrally located in the Proposed Development on the ground floor level, generally above the lobby and main entrance. The indoor amenity area will provide for 119 square metres of space for residents. The proposed indoor amenity space is an improvement over the existing conditions for residents, as the existing buildings at 1637-1645 Bathurst Street do not contain any indoor amenity spaces. The programming of the new indoor amenity areas is currently proposed to comprise a lounge area and gym, and is to be determined through further consultation with tenants.

Two outdoor amenity areas are proposed for the Subject Site, with access for all residents. The first outdoor amenity space comprises a terrace area and is located adjacent to the proposed indoor amenity area, central to the site. This proposed terrace will provide a seating, dining and barbecue area overlooking Bathurst Street and adjacent to the landscaped areas between the proposed building and the retaining wall. This

outdoor terrace is 79 square metres in area. The second outdoor amenity space comprises a terrace area on the fourth floor. This proposed terrace will also provide seating and views to the north of the Subject Site. This outdoor terrace is 52 square metres in area, bringing the total proposed outdoor amenity area in the Proposed Development to 131 square metres.

The proposed conceptual landscaping includes the following features:

- new trees and other planting along the Bathurst Street frontage above the existing retaining wall, retaining existing trees as feasible;
- new trees and other planting between the private amenity space and Bathurst Street/rear private lane for proposed townhouse units;
- masonry waterfall feature for the proposed outdoor amenity area and feature signage wall to tie into existing retaining wall;
- new pedestrian walkways through the Subject Site and new permeable pavers for the driveway and rear private lane; and
- new trees and planting in the rear parking area and between the proposed building and the east property line at the end of the rear cul-de-sac.

4.1 Replacement of Existing Rental Housing

All of the 25 existing rental units will be replaced on the Subject Site with new, upgraded purpose-built rental units with greater resident amenities than are currently available in the existing buildings.

Information provided in Table A3 of confidential Appendix A compares the existing and proposed areas for each of the replacement units.

The new replacement units will include modern finishes as well as air conditioning and energy efficient appliances and windows with correspondingly lower hydroelectric and heating costs. An average replacement ratio of 93.18% of the unit area is appropriate given the improved quality of the replacement rental units, the upgraded finishes, en-suite amenities, and access to indoor amenity and updated outdoor amenity spaces.

Tenants in the proposed building, including any returning tenants in rental replacement units, will benefit from access to significantly increased amenity space and programmed outdoor amenity space, as further described above and in the Planning Justification Report.

4.2 Tenant Relocation and Assistance Plan

City staff and the current tenants in the building shall be consulted in the preparation of the relocation and assistance plan. The landlord shall maintain the occupancy of the rental building during the application review period and continue to maintain the building on an ongoing basis. Tenants shall be given four to five months' notice of the date of eviction as part of a fulsome and complete communication strategy which will be designed in consultation with City staff.

Those tenants who vacate their units as a result of the demolition of the existing buildings, are eligible for Tenant Relocation and Assistance benefits, in addition to those required by provincial legislation, which include:

- The right to return to replacement rental units, on the basis of seniority of tenure;
- Financial assistance for relocation costs;
- Longer notice period before vacant possession so that tenants have more time to find alternate accommodation; and
- Additional assistance, as appropriate, for special needs tenants, including elderly or very long-term tenants.

As outlined in the City of Toronto Section 37 Implementation Guidelines, rental units will be secured as such for 20 years. Maximum rents for any returning tenants will not exceed the rent previously paid, increased only to offset capital improvements and annual rent guideline increases, as mandated by the Province of Ontario. New tenants will have rents set no higher than the affordable rent maximum where the new unit is replacing an affordable rental unit, and the mid-range rent maximum where the new unit is replacing a mid-range rental unit. Maximum rents shall include the cost of heat, hydro and water.

Rent increases for any tenancies beginning at first occupancy or within 10 years of the first occupancy will not exceed the provincial rent increase guideline or applicable above-guideline increases, until the tenancy ends or the rental tenure period secured in the agreement with the City expires, whichever occurs first. Provisions shall be included for phasing in rent increases for such tenants remaining at the expiry of the rental tenure period.

Any replacement unit vacated and re-rented within 10 years of the date of initial occupancy of the unit will have a maximum initial rent upon re-rental equal to the greater of either the last rent charge or the then current affordable or mid-range rent level, as applicable. Units re-rented after the end of this 10 year period will not be subject to restrictions on rent through the Section 37 agreement.

5 Conclusions

The Proposed Development will contribute to the full range of housing types; in particular, an increased rental housing supply, to meet the current and future requirements of Toronto residents for the reasons outlined in this report and in the Planning Justification Report. In summary, the Proposed Development:

- Increases the City's supply of rental housing by investing in new, high quality housing;
- Replaces all 25 existing rental units within the new development with an identical mix of unit types at a similar average size to the existing rental units and providing improved en-suite and common amenities;
- Increases the stock of professionally managed housing available to rent in the Forest Hill neighbourhood by 42 units for a total of 67 rental units on the Subject Site;
- Provides for additional purpose-built rental units through infill on a site with access to existing public transit, employment opportunities, and community facilities;
- Provides predominantly two- and three-bedroom units, suitable for family accommodation; including 2-storey units with direct access at grade, making the Proposed Development more attractive to a variety of household sizes;
- Provides new programmed indoor and outdoor on-site amenity space for tenants;
- Provides existing tenants who wish to return, with a modernized unit within a contemporary building at the same location and at similar rents to what they are currently paying;
- Protects existing tenants with a tenant assistance package that mitigates the impact of relocation caused by demolition and construction; and
- Maintains affordable and mid-range rental units for longer than would be the case without redevelopment of the site (were the redevelopment not to occur, when units turn over, affordable and mid-range rents could be raised into the high-end rent classification; whereas, the rental replacement package ensures that affordable and mid-range rents are maintained for a period of 10 years).

The Proposed Development is consistent with, and conforms with, Provincial housing policy and the City of Toronto's policies regarding the replacement of rental housing and the development of a tenant relocation and assistance plan. The requirements for rental housing replacement (including tenant assistance) will be secured through a Section 37 agreement.