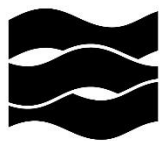


Waterfront Toronto's

# Quayside Business and Implementation Plan

June 27, 2022

Final Version



**WATERFRONT**Toronto

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## 1.0 Summary

Waterfront Toronto is seeking Toronto City Council approval of the Business and Implementation Plan (BIP) for the Quayside Project. The BIP sets out Waterfront Toronto's detailed business and implementation strategy and work plan for delivering the full Quayside vision while maintaining the principles of the relevant precinct plans. The BIP requires approval from City Council under the terms of the 2006 MOU described in Section 3.2 below and is the mechanism by which Council provides direction related to the implementation of waterfront revitalization. Quayside is a 4.9 hectare (12-acre) development area straddling the East Bayfront and Keating Channel precincts. The Quayside lands include a City-owned development block (of which TPLC owns a small portion), referred to as Block 3B (see Figures 6 and 7 below). The Quayside Project refers to the work Waterfront Toronto has, and will, undertake to revitalize the Quayside lands, shown as the Quayside Development Area in Figure 3 below.

Waterfront Toronto is seeking the City's support for the Quayside Project through the following:

1. The inclusion of Block 3B and other remnant land parcels in the Quayside Project
2. The provision of Open Door Affordable Housing Program incentives<sup>1</sup> to support the delivery of affordable rental housing that will account for a minimum of 23% of residential gross floor area
3. The reinvestment of land sale revenues from the disposition of Block 3B in the Quayside Project for the provision of affordable rental housing
4. The provision of funding for municipal infrastructure, as described in Section 7 below
5. Confirmation Waterfront Toronto's parkland contribution for Blocks 1 and 2 will be satisfied, per the East Bayfront Precinct Plan requirements, through the conveyance of Sherbourne Common, Sugar Beach, Aitken Place, and Waters Edge Promenade west of the Parliament Slip and confirmation that Waterfront Toronto's parkland contribution for Blocks 3B, 4 and 5, will be satisfied per the Keating Channel West Precinct Plan requirements, through the delivery of Silo Park and the Water's Edge Promenade (east of the Parliament Slip). Community Benefit Charges will also be satisfied.

With this support, the revitalization of the Quayside lands will result in the following assets to be transferred to the City:

- A minimum of 800 units and up to 875 units of affordable rental housing, subject to the City and/or the selected non-profit proponent(s) obtaining funding and financing through federal and provincial programs (the City will own the gross floor area)
- Two new waterfront parks, as envisioned by the Keating Channel precinct plan (Water's Edge Promenade and Silo Park)

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<sup>1</sup> Open Door Affordable Housing Program incentives include waivers of planning application fees, building permit fees, parkland dedication fees, and exemptions from development charges and taxation for municipal and school purposes.

- The Queens Quay East extension and Parliament Street realignment that will realize the street network of the Keating Channel precinct plan, open up lands to the east for redevelopment, and set the stage for the future Waterfront East Light Rail Transit (LRT) service
- Additional municipal streets, within and around Quayside, increasing servicing to the surrounding neighbourhoods
- A reinforced dock wall at Parliament Slip and in the Keating Channel, adjacent to the development.

The Quayside Project will deliver additional public benefits, including exemplary low-carbon development, several privately owned, publicly accessible open spaces (including Parliament Plaza), space for a significant cultural destination, supports for aging-in-place, numerous opportunities for Indigenous and equity-deserving groups (including through employment opportunities), the potential for a Toronto District School Board (TDSB) elementary school should the TDSB chose to secure the site, approximately 200 planned affordable ownership units and world-class design throughout all aspects of the project.

The purpose of this BIP is to provide City Council with the necessary information to make informed decisions with respect to investing in affordable housing and municipal infrastructure, including parks and public realm. Further, this BIP outlines general terms for future approvals related to the inclusion of City- and TPLC-owned lands within Quayside for the purpose of waterfront revitalization.

The following sections will provide an overview of the Quayside Project vision, background and project elements, followed by an outline of the proposed implementation of the enabling infrastructure and activities as well as a summary of the financial requirements needed to revitalize the once industrial area and realize the vision for Quayside and the surrounding community.

## 2.0 Vision

Quayside is the cornerstone in the City's and Waterfront Toronto's broader vision for the waterfront, the connector between communities to the north and west, and the future Villiers Island to the south-east. It is one of the last remaining expanses of waterfront land within walking distance of Toronto's vibrant downtown core. Situated in a community renowned for its public spaces, such as Canada's Sugar Beach, Sherbourne Common and the Water's Edge Promenade, Quayside comprises approximately 4.9 hectares (12 acres), including 3.2 hectares (8 acres) of development sites offering approximately 297,936 m<sup>2</sup> (3.2 million ft<sup>2</sup>) of developable Gross Floor Area (GFA).

For more than two decades, Waterfront Toronto, on behalf of all three levels of government, has consistently challenged the status quo when bringing new waterfront communities to life. The vision for Quayside builds on this momentum and is based on deep analysis that was reinforced through extensive stakeholder and community engagement over the past several years: Quayside will be a dynamic, inclusive, and resilient community that plays a pivotal role in reorienting the city towards the lake. Quayside will house a vibrant and diverse neighbourhood that animates the waterfront, welcoming the world to the water's edge year-round. The development will be equally inviting to everyone and offer residents and visitors alike new

possibilities for healthy recreation and entertainment on land and water. It will be an environment that provides opportunity by fostering and inspiring diversely owned businesses. And, it will showcase that environmentally sustainable development is possible and needed for the health of our cities and future generations.



Figure 1: Quayside Aerial – Waterfront Toronto Conceptual rendering of Quayside used for the Quayside RFQ. Building heights and densities are conceptual.

## 3.0 Background

### 3.1 History and Revitalization Model

Waterfront Toronto is the public advocate and steward of Toronto's waterfront revitalization. Created by the Governments of Canada and Ontario and the City of Toronto, Waterfront Toronto has a mandate to transform Toronto's waterfront by creating extraordinary new places to live, work, learn and play. With funding from all three orders of government, Waterfront Toronto has taken a comprehensive approach to accomplish economic, social and sustainability objectives by leveraging early investments in infrastructure and public realm to attract private development, engaging the community and the private sector, and promoting the revitalization regionally and internationally.

When created in 2001, the three orders of government each committed \$500 million in seed capital for Waterfront Toronto to begin the revitalization process using a three-pronged approach:

1. Master planning our waterfront neighbourhoods
2. Delivering new municipal infrastructure (including environmental remediation, networks of new streets and parks)
3. Redeveloping publicly owned lands.

In 2017, the three governments approved the Port Lands Flood Protection Project and committed \$1.25B to renaturalize the mouth of the Don River and flood protect the Port Lands and surrounding neighbourhoods.

To date, Waterfront Toronto's direct investments have generated over \$3 billion in economic output for the Canadian economy and 23,385 full time years of employment. In addition, it has resulted in revenues of approximately \$1.2 billion to the three orders of government.<sup>2</sup>

All told, Waterfront Toronto has reinvested significant Federal, Provincial and Municipal funds in essential community infrastructure including parks and public spaces, waterfront and riverfront access, transit, flood protection, municipal services and brownfield remediation, all of which is ultimately transferred to the City to enable further private development across the Waterfront. To date, private development (recent, completed or planned) exceeds \$15.5 billion, with more anticipated upon completion of flood protection and Villiers Island in the Port lands.

Like most Waterfront Toronto projects, initial investment for Quayside comes from all three orders of Government – federal, provincial, and municipal – resulting in revitalized waterfront public assets and improvements for the city.

**Figure 2** shows notable completed and ongoing Waterfront Toronto revitalization projects

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<sup>2</sup> Numbers from Waterfront Toronto's 2022 Integrated Annual Report



Figure 2: Map identifying select Waterfront Toronto projects (completed and ongoing) within the Designated Waterfront Area

### 3.2 Redevelopment of Publicly owned lands in the East Bayfront and Keating Precincts

In 2006 the City of Toronto, City of Toronto Economic Development Corporation (now Toronto Port Lands Company or “TPLC”), and Toronto Waterfront Revitalization Corporation (“Waterfront Toronto”) signed a Memorandum of Understanding (2006 MOU) that set out each party’s role in revitalizing the waterfront lands in the East Bayfront, Keating Channel area and the Ports Lands. The MOU envisions that Waterfront Toronto work in close cooperation with the City and with TPLC where TPLC lands are included in order to advance waterfront revitalization.

The purpose of the BIP is to provide detailed actions to show how development of the neighbourhood will be implemented to realize the shared vision for the waterfront, furthering City, Provincial and Federal government objectives regarding employment and economic development, sustainability and resiliency, innovation, and affordable housing.

Waterfront Toronto’s revitalization model for Quayside builds on work previously done in the East Bayfront, where early investment and land value reinvestment is used to achieve public policy objectives and maximize the value of publicly owned land.

## 4.0 Quayside Site Overview and Background

### 4.1 Site Description and Ownership

Situated at Queens Quay East and Parliament Street, Quayside comprises approximately 4.9 hectares (12 acres), including 3.2 hectares (8 acres) of development sites offering 297,936 m<sup>2</sup> (3.2 million ft<sup>2</sup>) of pre-zoned mixed-use development potential. While the majority of the Quayside site is owned by Waterfront Toronto, it also includes lands owned by the City of Toronto, and TPLC (Refer to Figure 4).



Figure 3A: Aerial View of the Quayside Development Area with Quayside shaded in red.



Figure 3B: Quayside existing condition.



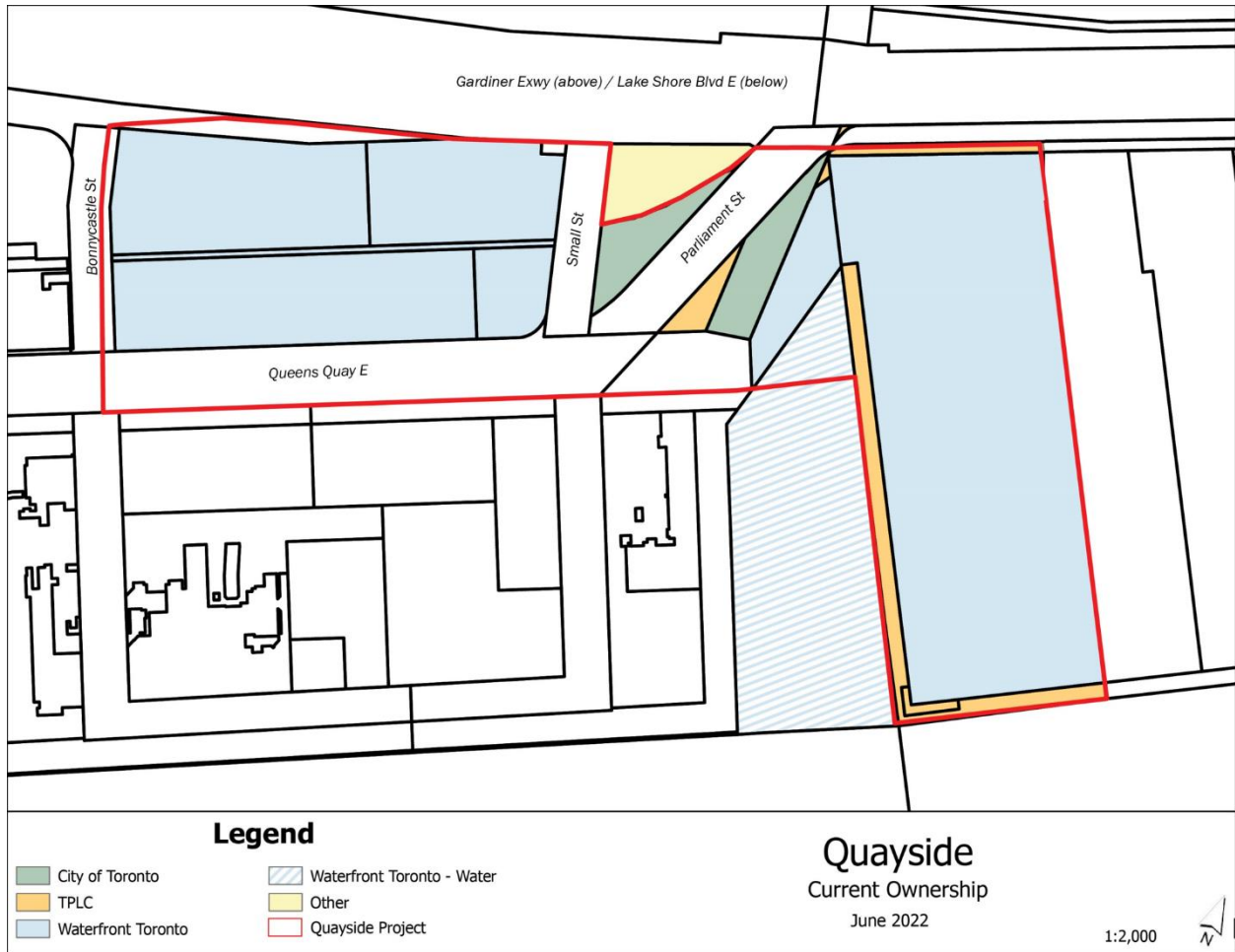


Figure 4: Quayside lands and ownership

## 4.2 Existing Conditions

Like much of Toronto’s Waterfront, Quayside is former industrial land and requires significant remediation, infrastructure, and servicing before it can be re-developed (see Figure 3B for a photo of the Quayside existing condition).

Waterfront Toronto owns several partially tenanted buildings on Blocks 1 and 2 (200 Queens Quay East, 259 Lakeshore Boulevard East and 291 Lakeshore Boulevard East). Currently, there are active but short-term commercial leases/licenses in Blocks 1 and 2 comprising about five commercial leases, and three month-to-month licenses (including two signage licenses). These leases and licenses have been renewed on a short-term basis for some years, and tenants are aware of Waterfront Toronto’s redevelopment intentions. Thus, no relocation strategy will be necessary.

Block 3B is primarily owned by the City of Toronto, and includes a remnant parcel owned by TPLC. The development parcel does not currently exist. These lands are comprised of the existing Parliament Street right-of-way, a closed portion of old Parliament Street and closed portion of Queens Quay East being used for construction staging under a license agreement

with the City, and vacant City lands leased by CreateTO (under a management agreement between TPLC and the City) to a car rental company. These parcels combined will form Block 3B once the Quayside infrastructure work is complete (see Figure 6).

333 Lakeshore Boulevard East, owned by Waterfront Toronto, is currently a vacant lot used for occasional parking. A former triangular shaped rail spur remnant and an L-shaped strip of land along the dockwall, owned by TPLC (as shown in Figure 4) are required to complete the roads and parks identified through the zoning by-law within the 333 Lakeshore Boulevard East property. A strip of land abutting the north side of Block 4 will also form part of the Lake Shore right-of-way, to be delivered by Waterfront Toronto.

Waterfront Toronto has recently acquired 11 Parliament Street from the Royal Canadian Yacht Club (RCYC) which will be contributed primarily to the Queens Quay East and Parliament Street rights-of-way. RCYC will continue to lease and operate their facility on the site for the remainder of 2022. Waterfront Toronto has also recently acquired the Parliament Slip water-lot from PortsToronto. A portion of the slip water-lot will need to be filled in to complete the Queens Quay East right-of-way and Parliament Street realignment (see Figure 6).

#### [4.3 Request for Qualifications / Request for Proposals](#)

On March 10, 2021, Waterfront Toronto initiated a Request for Qualification (RFQ) as an initial step in selecting a Development Partner for Quayside. Ten compliant RFQ submissions were received on May 28, 2021, and evaluated according to the criteria set out in the RFQ. On July 21, 2021, a shortlist of four potential Proponent teams was announced and invited to participate in the subsequent Request for Proposals (RFP) stage. Four RFP submissions were received on November 12, 2021, and evaluated according to the criteria shared with the shortlisted proponents.

Submissions were assessed by an Evaluation Committee comprising members of Waterfront Toronto's senior management and representatives from the City of Toronto and its agency CreateTO. The Evaluation Committee recommended a Preferred Proponent from the shortlisted candidates to a Steering Committee, which had the role of overseeing the Evaluation Committee's review of the proposals and ensuring that proper due diligence was conducted, approving the recommendation of the Evaluation Committee and reporting to the Investment and Real Estate Committee (IREC) of Waterfront Toronto's Board of Directors. The Steering Committee included representatives from Waterfront Toronto's executive team, the City of Toronto, CreateTO and an external advisor. Throughout the process the Right Honourable Beverly McLachlin served as fairness monitor, attending all evaluation and consensus scoring meetings.

On February 15, 2022, Waterfront Toronto's Board of Directors approved a recommendation from its sub-committee (IREC) and directed management to begin negotiating a Project Agreement with the Preferred Proponent. Waterfront Toronto and the Preferred Proponent are currently negotiating a Project Agreement. Waterfront Toronto anticipates that the Project

Agreement will be finalized and signed in fall 2022, after which, the Preferred Proponent will become the Development Partner.

#### 4.4 Block Summary

Quayside straddles two City Council endorsed precinct plan areas (see Figure 6 below). Blocks 1 and 2 are within the East Bayfront Precinct and have an Ontario Municipal Board approved zoning by-law (East Bayfront Zoning By-Law 1049-2006). Blocks 3B, 4 and 5 are within the Keating Channel Precinct<sup>3</sup> and are subject to Zoning By-law 1174-2010 brought into force through site-specific Ontario Municipal Board Minutes of Settlement approved at the Ontario Municipal Board. Figure 5 below summarizes the developable gross floor area (GFA) for each block, and Figure 6 illustrates the Block locations.

<b>Quayside Block Summary</b>		Blocks 1 & 2	Block 3B	Block 4	Block 5	<b>Total</b>
GFA (m2)	As of Right	169,566	39,500	65,001	23,870	<b>297,937</b>
Units	As of Right	1,806	467	783	295	<b>3,351</b>

Figure 5: Quayside Blocks by Developable Area<sup>4</sup>

<sup>3</sup> City Council has endorsed only Keating Channel Precinct West, which are the lands generally west of Cherry Street. For the purposes of this BIP reference to “Keating Channel Precinct” means the portion approved by Council.

<sup>4</sup> Unit count is an estimate based on standard average gross unit size of 80.8 square metres and assumptions for total residential GFA based on as-of-right zoning.

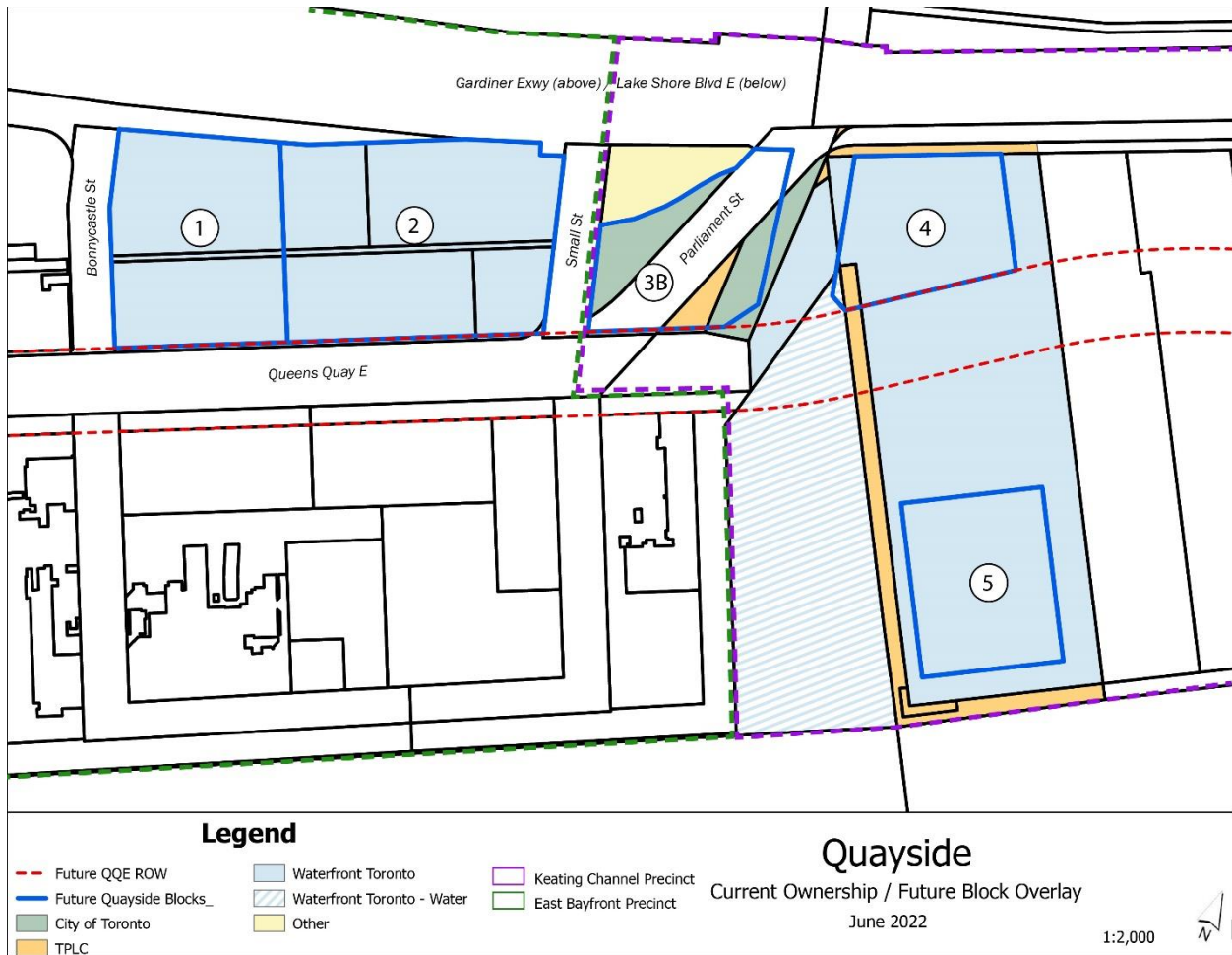


Figure 6: Quayside Current Ownership / Future Block Overlay

### Blocks 1 and 2:

Blocks 1 and 2 are bounded by Queens Quay East to the south, Lake Shore Boulevard East to the north, Bonnycastle Street to the west and Small Street to the east. The built-form based zoning permissions suggest that the blocks would accommodate approximately 169,566 m<sup>2</sup> of mixed-use development. The municipal services for these Blocks are within the existing municipal rights-of-way bordering the site.

### Block 3B:

Block 3B encompasses a number of parcels bounded by Queens Quay East to the south, Lake Shore Boulevard East to the north, Small Street to the west and the future realigned Parliament Street to the east. Block 3B is owned by the City of Toronto and TPLC. Block 3B will only be developable once Parliament Street is realigned as part of the Queens Quay East Revitalization (see Figure 7 below), the design of which is currently underway. A parcel abutting Block 3B to the northwest, and municipally known as 307 Lakeshore Blvd East, is privately owned by Plaza Partners and not part of the Quayside Project (see Figure 6).

The maximum mixed-use gross floor area permitted by the zoning by-law for Block 3B is 39,500 m<sup>2</sup> and the Plaza Partners privately-owned block is 7,700 m<sup>2</sup>. The Minutes of Settlement<sup>5</sup> provide direction as to how the sites are to be developed separately, however, if the sites are developed together, the maximum mixed-use gross floor area increases to 53,350 m<sup>2</sup> (approximately 574,000 ft<sup>2</sup>), or 6,150 m<sup>2</sup> (approximately 66,000 ft<sup>2</sup>) more than if the sites are developed separately. The Minutes of Settlement establish a maximum tower height of 125 m (approximately 41-storeys).

#### **Block 4:**

Block 4 is bounded by the future extension of Queens Quay East to the south, Lake Shore Boulevard East to the north, the future realigned Parliament Street to the west and a future new public street to the east (Street A). The maximum mixed-use gross floor area permitted by the Minutes of Settlement is 65,000 m<sup>2</sup>, however, the zoning by-law establishes a combined maximum mixed-use gross floor area for Blocks 4 and 5 of 88,870 m<sup>2</sup>. The zoning by-law also establishes a maximum tower height of 150 m (approximately 48-storeys).

#### **Block 5:**

Block 5 is the most unique site in Quayside – nestled between Parliament Slip to the west, the future Silo Park to the north, a future new street to the east (Street D) and the future extension of the Water's Edge Promenade along the Inner Harbour/Keating Channel to the south— and a gateway to the future Villiers Island in the Port Lands. The maximum mixed-use gross floor area permitted by the Minutes of Settlement is 32,500 m<sup>2</sup>. However, as noted above, the zoning by-law establishes a density cap of 88,870 m<sup>2</sup> between Blocks 4 and 5. The Keating Channel Precinct Plan contemplated an elementary school co-located with development on Block 5 and Waterfront Toronto will work with the Toronto District School Board (TDSB) to understand the school needs on site. The TDSB will review the Conceptual School Plan to be prepared by Waterfront Toronto and the Development Partner to determine if co-locating on Block 5 will meet their needs, as part of the process for lifting the zoning by-law holding designation.

Subject to obtaining the required development approvals, including any appropriate zoning by-law amendments or minor variances through the usual municipal approvals process, the Quayside RFP envisions “reallocating” some or all of the commercial/residential density from Block 5 to the other four Quayside Blocks, to support the development of a Cultural Destination, as described in more detail in Section 5.2.3. The Cultural Destination is envisioned to be approximately 18,580 m<sup>2</sup>.

Figure 7 below shows the future ownership of the development parcels at Quayside and the future extension of Queens Quay East, the Parliament Street realignment and boundaries for the Water's Edge Promenade, Street A, Street D and Silo Park. For details on infrastructure implementation and timing, refer to Section 6.

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<sup>5</sup> The Minutes of Settlement were approved at the Ontario Municipal Board and brought into force Zoning By-law 1174-2010 for Blocks 3, 4 and 5.

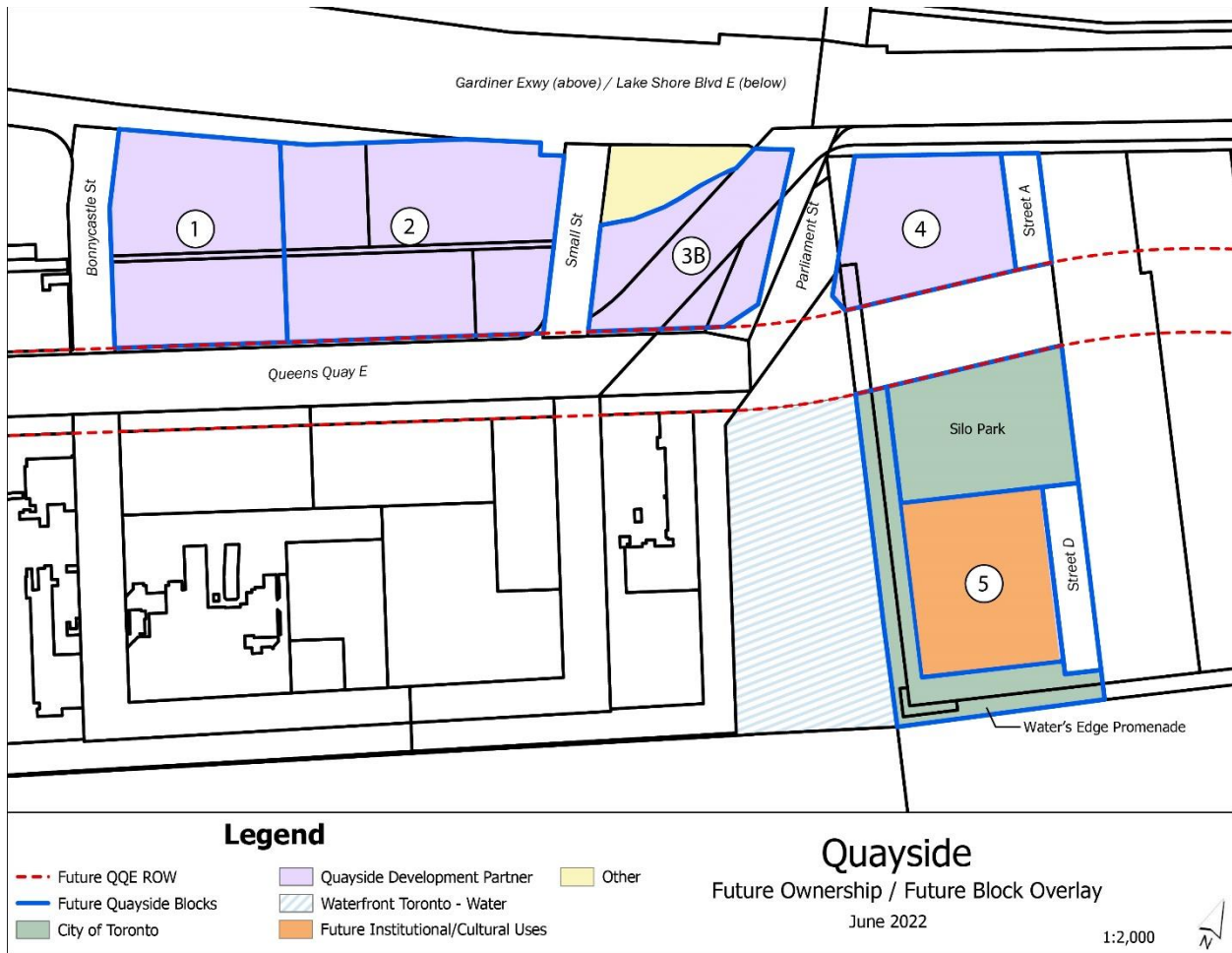


Figure 7: Quayside future ownership with block boundaries, future Queens Quay East right-of-way and the future Water's Edge Promenade, Silo Park, Street A & Street D.

## 5.0 Project Description

Quayside is intended to be developed as a mixed-use community, consistent with the planning direction in the East Bayfront and Keating Channel precinct plans, and other relevant planning documents. The development of Quayside will follow an approach used by Waterfront Toronto for projects of similar scale in the East Bayfront and West Don Lands. Waterfront Toronto will deliver the infrastructure, parks and public realm components while the Development Partner will be responsible for the delivery of the development blocks, subject to the terms of the project agreement between Waterfront Toronto and the Development Partner and the statutory City approvals process.

### 5.1 Development Objectives

Waterfront Toronto's mandate is critical to helping address some of Toronto's most urgent priorities. The global pandemic, growing social inequality, economic insecurity and the mounting climate crisis, make our mandate even more critical. Now more than ever we see the importance of housing (a social determinant of health) and the importance of parks and green spaces to our well-being. Based on deep analysis, and reinforced through extensive

engagement with the community, stakeholders and government partners over the past several years, Waterfront Toronto's objectives for Quayside respond to the urgent needs of today's context as specified in the RFQ and RFP, including:

- **Dynamic**  
A successful, livable waterfront that is inviting, interesting and lively year-round and that enhances the lives of those who live in the community
- **Inclusive**  
Waterfront communities that are equally inviting to people along all dimensions of diversity, and across intersections of demography, identity and ability
- **Resilient**  
Well-equipped sustainable communities that respond to and thrive under new and ongoing challenges – environmental, social and economic

## 5.2 Public Benefits

The Quayside project can achieve the abovementioned objectives and offer great value for the City through the delivery of:

- i) Affordable housing (both rental and homeownership)
- ii) Parks, public realm and open space, and
- iii) Other public benefits from an ambitious development program

### 5.2.1 Affordable Housing

A great challenge facing Toronto is a lack of adequate and affordable housing options to serve the diverse needs of residents. An important focus of the Quayside Project is to help address this challenge by providing an inclusive, mixed-income community. Waterfront Toronto and the City of Toronto will ensure that the affordable housing to be delivered at Quayside supports delivery of the City's HousingTO 2020-2030 Action Plan and meets the diverse needs of a range of Toronto's residents including those from equity-deserving groups. Quayside will deliver an ambitious housing plan with 23% of the residential development GFA being Affordable Rental and an additional 5% Affordable Ownership units. Waterfront Toronto and the City will work together to seek additional government funding from all levels to exceed affordability targets (e.g. number of affordable units and/or deeper levels of affordability).

The affordable rental housing (ARH) requirement at Quayside is set at 20% of the residential development gross floor area (GFA) as well as accommodating Waterfront Toronto's existing affordable obligations of approximately 8,640 m<sup>2</sup> from an adjacent site (Parkside), totaling 23% of the overall proposed residential development GFA. Based on the unit mix and average unit sizes from the City's Affordable Rental Housing Design Guidelines adapted for Quayside, the average net ARH unit size is 716 ft<sup>2</sup> and equates to a minimum of 800 and a maximum of 875 units across the site. It should be noted that the exact number of affordable rental units created will depend on the development program at Quayside approved as part of the municipal planning approvals process.

All affordable rental housing gross floor area will be owned by the City at the conclusion of the project. The City, with input from Waterfront Toronto, will select affordable housing providers to whom the affordable housing GFA will be leased. The affordable housing providers will take on the construction financing for the ARH units in the leased space, and own and operate the completed ARH units.

The Development Partner will work with Waterfront Toronto and the Housing Secretariat to confirm the ARH sites. In Phase 1, the Development Partner will deliver the ARH units via a Design/Build/Finance (D/B/F) or a Design/Build (D/B) approach. In Phase 2, the Development Partner may take on a Development Manager / Construction Manager role or provide a D/B/F or D/B approach. The Phase 2 delivery approach will be determined at a later date. Waterfront Toronto may also explore alternate models to deliver affordable rental housing with the Development Partner, if necessary, to deliver the affordable rental housing program.

Affordable rental housing will be delivered via Stand Alone or Stratified sites. Stand Alone sites are sites where a building can be constructed independently. The Stand Alone sites would function as their own buildings, but with a consistent look and feel to the market buildings. Stratified sites would allow for the integration of affordable rental housing units within the market condominium buildings. The Stratified affordable units would be delivered in contiguous blocks of units within market buildings, with the affordable and market components sharing a common entrance, elevators, and amenities. These integrated mixed-income developments would help create an inclusive community.

The proposed affordable rental housing specifications and unit mix are based on the City's Affordable Rental Housing Design Guidelines and feedback from Waterfront Toronto. The unit mix and design of the Quayside Project's affordable rental housing units would help address gaps in the affordable housing supply. Approximately 60% of Quayside's affordable rental housing units would have two bedrooms or more, addressing the needs of families. Twenty percent of the affordable rental housing units are intended to be accessible using Canada Mortgage Housing Corporation's National Housing Co-Investment Fund Accessibility Requirements as a minimum standard. All affordable rental housing units are intended to be visitable to create a welcoming environment for all and allow visitors with varied abilities to access non-accessible units.

At the time the RFP was issued, the City definition of "Affordable Rental Housing" was at or below 100% of City-wide average rents, as reported annually by Canada Mortgage and Housing Corporation. Waterfront Toronto and the City have set a lower affordability threshold at Quayside of 80% of City-wide average rent. City Council adopted the updated definitions of affordable rental housing and affordable rents on November 9, 2021 with amendments. Waterfront Toronto will work with the City to apply these new definitions to Quayside's affordable housing program. The affordable rental units are intended to remain affordable for 99 years or in perpetuity.

It should be noted that Waterfront Toronto's targets for affordable rental housing exceed the current requirements recently implemented by the City of Toronto's Inclusionary Zoning requirements. Thus, Quayside will continue to follow the requirements set out in the relevant zoning by-laws, as augmented by the Quayside RFP terms and the East Bayfront Affordable Housing Delivery Agreement that applies to Blocks 1 and 2. Furthermore, the requirement to accommodate 8,640 m<sup>2</sup> of affordable housing from Parkside (an adjacent development, as



referenced in the East Bayfront Affordable Housing Delivery Agreement) will be accommodated across all of Quayside rather than concentrated in Blocks 1 and 2.

### Affordable Ownership

In addition to the ARH requirement, Quayside will incorporate 5% of units as affordable home ownership. The approximate 200 affordable home ownership units will be spread across the development (the exact number of units implemented will depend on the development program approved through the municipal planning approvals process). The mix of units will reflect the typical demand and carrying-cost ability of moderate income, first time buyers. Achieving this level of affordability will require collaboration with government partners and potentially stacking of various funding programs.

### *5.2.2 Parks, Public Realm and Open Space*

Waterfront Toronto will deliver a number of public spaces that will not only serve the surrounding community but will attract people from all over Toronto, delivering public spaces at local, city, regional and national scales and providing amenities for residents as well as visitors. The Quayside project will also provide privately-owned publicly accessible spaces (POPS), delivered by either Waterfront Toronto or the Development Partner. Figure 8 lists both the public realm and POPS within Quayside and their corresponding size.

<b>Quayside Parks and Public Realm</b>	<b>Ownership</b>	<b>Delivery</b>	<b>Size (hectares)</b>
Silo Park	City of Toronto	Waterfront Toronto	0.4
Water's Edge Promenade	City of Toronto	Waterfront Toronto	0.3
Parliament Plaza (POPS)	Development Partner	Waterfront Toronto	0.3
Internal Pedway (POPS) <sup>6</sup>	Development Partner	Development Partner	0.8
<b>Total</b>	<b>N/A</b>	<b>N/A</b>	<b>1.8</b>
Parliament Slip <sup>7</sup>	TBD	Waterfront Toronto	2.3

Figure 8: Quayside public realm and POPS

Figure 9 below is a map of the parks, public realm and open space elements within Quayside.

<sup>6</sup> The East Bayfront Precinct Plan imagines an internal pedestrian connection between Blocks 1 & 2. This internal pedway will be a POPS. The exact size and function of the pedway will be determined by the preferred proponent's submission and subsequent municipal approvals.

<sup>7</sup> Parliament Slip is outside of the Quayside Project but abuts and complements the Quayside neighbourhood. As such it is shown below the line in Figure 8 here.



Figure 9 - Proposed Public Realm in Quayside

1. Queens Quay East || 2. Parliament Street and Parliament Plaza || 3. Local Streets || 4. Silo Park  
 5. Water's Edge Promenade || 6. Lake Shore Boulevard East || 7. Internal Pedway || 8. Parliament Slip



Queens Quay West, Toronto

**1. Queens Quay East:** Queens Quay is the main east-west thoroughfare along the waterfront and as such, it will be the "main street" for the new East Bayfront community. The new Queens Quay will feature two lanes of east-west traffic on the north side of the street with a dedicated Light Rail Transit (LRT) line in the middle. On the south side, a generous granite mosaic pedestrian promenade defined by a double row of trees will run alongside an off-street Martin Goodman

Trail. Businesses and condominiums on the north side of the street will front onto sidewalks with granite curbs and a row of mature trees.

Queens Quay will provide the kind of atmosphere conducive to economic vitality, ground floor retail activity and urban vibrancy. It will become an iconic street that is as beautiful as it is functional. This new world-class street will link major destinations along the water's edge, create pedestrian and cycling-friendly promenades and transform the area into a vibrant destination for locals and visitors alike.



*Parliament Plaza concept rendering – From the Quayside RFP*

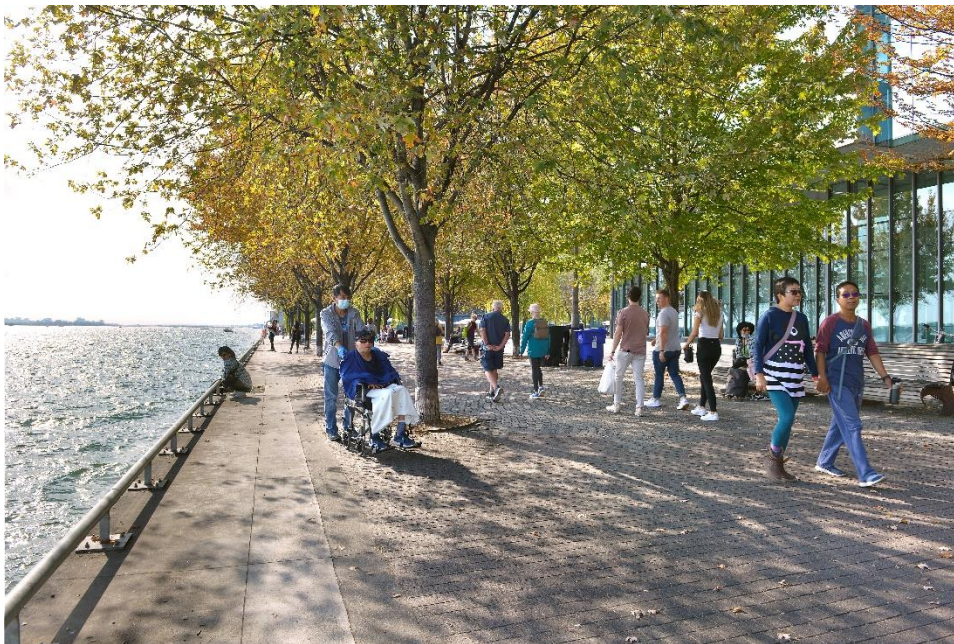
**2. Parliament Plaza (POPS):** Parliament Plaza will comprise two green spaces on either side of a new realigned Parliament Street totalling approximately 3,300 m<sup>2</sup>. The aspiration is for these spaces to provide a lush green transition from Lake Shore Boulevard to Queens Quay and create a view corridor to the lake from the north. While Parliament Plaza will be designed and funded by Waterfront Toronto, it will be owned and maintained by the Development Partner as a POPS.

**3. Public Streets (Bonnycastle Street, Small Street, Street A and Street D)** Street A and Street D are proposed public streets that will support the Quayside community. Bonnycastle Street, and Small Street exist but require surface and design improvements. Like Queens Quay East, Waterfront Toronto will be responsible for revitalizing these streets, which will be designed in a manner consistent with other streets already delivered elsewhere in East Bayfront. Waterfront Toronto will focus on creating streets that prioritize pedestrians, cyclists and vulnerable users while ensuring access to properties can be accommodated. Waterfront Toronto imagines that “Street H”, identified in the zoning by-law as a public street between Blocks 1 and 2, will be a private, pedestrian-oriented street connecting to the east-west pedestrian connection.



*Precedent Image: Silo Park, Auckland, New Zealand*

**4. Silo Park:** Silo Park will be a 0.4 hectare local park serving the Quayside and Keating communities providing green space and recreational uses. Waterfront Toronto expects to host an open competition seeking a design proposal for Silo Park.



*East Bayfront Water's Edge Promenade, Toronto*

**5. Water's Edge Promenade:** As in the Central Waterfront, Bayside and Dockside, the Water's Edge Promenade and boardwalk provides a continuous public space along the lakefront. Nearly 4.3 km of promenade have already been completed, featuring the signature granite mosaic with a double row of trees. The promenade will be extended further east into Quayside and ultimately expanded with a wooden boardwalk cantilever over the water. Supporting the promenade and subsequent buildings will be the rebuilding of the dockwall infrastructure along the entire length of the Parliament Slip and Block 5.



*Lake Shore Boulevard East Green Street Pilot Project*

**6. Lake Shore Boulevard East:** Lake Shore Boulevard East will be an urban civic boulevard with a distinct continuous landscape identity. With a focus on green infrastructure, the Public Realm Implementation Strategy for Lake Shore Boulevard includes progressive details aimed at reducing run-off and increasing the amount of landscape on an otherwise tough vehicular thoroughfare. The strategy was recently accepted by the Ministry of the Environment, Conservation and Parks and a pilot project demonstrating the public realm was completed on the south side of the street adjacent the Monde Building at 16 Bonnycastle Street.



*Precedent Image – Dockside Green, Victoria, BC*

## **7. Internal Pedway**

The East Bayfront Precinct Plan imagines an internal east-west connection through Blocks 1 & 2 and Waterfront Toronto aspires to continue the connection through to Parliament Street. Waterfront Toronto’s vision creates an inviting system of POPS that engages the local community and visitors in a green oasis and offers a counterpoint to the urban public spaces.

### *5.2.3 Other Public Benefits*

Waterfront Toronto will achieve numerous public policy objectives at Quayside on behalf of its tri-government partners, including:

## 1. Indigenous Economic Participation

Governed by Waterfront Toronto's Memorandum of Understanding with the Mississaugas of the Credit First Nation (MCFN), Waterfront Toronto is working closely with MCFN to provide meaningful economic participation in Quayside including jobs, capacity building for Indigenous owned businesses, social procurement opportunities and sustained income for Indigenous populations. In addition, MCFN will lead the engagement of other Indigenous communities to ensure broad input and opportunities on Quayside (see Section 6.7 for additional detail).

## 2. Exemplary Low-Carbon Development and Sustainable Innovation

Waterfront Toronto has committed to new standards of sustainability in Quayside to reach the goal of near-zero greenhouse gas emission development and low levels of energy consumption. All buildings in Quayside will meet the standards set out in Waterfront Toronto's Green Building Requirements Version 3 (GBRs), which includes meeting the Toronto Green Standard (TGS) v3 Tier 3 (buildings must also meet the version of the TGS in effect at the time of site plan submission).

Full link: <https://www.waterfronttoronto.ca/sites/default/files/documents/waterfront-toronto-green-building-requirements--gbr--version-3-0--january-2021.pdf>

In addition to greenhouse gas emission and energy consumption reduction, the GBRs also include enhanced provisions for urban agriculture (including garden plots), safe and secure bicycle parking, infrastructure for electric vehicles (including electric bicycles), rainwater harvesting, biodiversity in landscaping, use of sustainable materials such as FSC-certified lumber and recycled steel as well as the disclosure of lifecycle embodied carbon.

## 3. Animation Strategy

**Open Space Network:** The open spaces in Quayside will consist of high-quality, privately-owned publicly accessible spaces (POPS), and a network of new, publicly owned spaces all of which will be seamlessly integrated and together comprise the Open Space Network. The Open Space Network will be publicly accessible for users of all abilities, optimize ecology and sun access, and promote both community-based activities and year-round use. Emphasis will be placed on placemaking elements that offer flexibility of use and function, embody resilient construction and maintenance principles, and achieve animation and user comfort in the winter.

**Ground Floor Animation:** There will be abundant non-residential uses on the lower floors including retail, office, cultural and community facilities with both neighbourhood and destination uses across Quayside that can fulfill the different needs of residents and visitors. The design of the ground level, and the immediate levels above and below, should work to support a high-quality ground-floor experience that is adaptable to the needs of each individual storefront tenant, rather than subservient to a singular architectural conception for the building. It should contribute to an active and animated street-level experience through a pedestrian-scale, visible, and adaptable frontage that can offer varied visual experiences. All Ground Floor Commercial Use spaces within Development Blocks will be owned and managed by one entity to ensure effective curation and maturation over time.

#### **4. World Class Design**

A commitment to Design Excellence will be made throughout all aspects of Quayside from the organization of programmatic elements in the neighbourhood, to the built form and the landscapes surrounding them. A focus will be placed on:

- A Unifying Vision
- Iconic Architecture
- International Design Competitions

#### **5. Cultural Destination**

Based on community and stakeholder feedback, Block 5 has been designated for a cultural destination (to be co-located with the elementary school if the TDSB chooses to proceed). The aspiration is that the heart of the Quayside Project will be a vibrant and dynamic cultural destination that will animate Toronto's waterfront throughout all seasons and be a defining landmark of national and international significance. The cultural destination will support the year-round needs of the performing arts, visual arts, new media, and the broader communities, which will contribute to economic growth and prosperity

Waterfront Toronto included a requirement within the Quayside RFP to submit a strategy and business plan for a cultural destination. After the Project Agreement is signed, Waterfront Toronto will work closely with the Development Partner to support the strategy and start bringing on board necessary partners. Waterfront Toronto will provide the land for free and the capital funding for the cultural destination is expected to come from private and non-profit sources, led by the Development Partner and partners they have engaged. The cultural destination will be part of Phase 2 of the project, and, pending fundraising efforts, is anticipated to be built along with Blocks 3 and 4.

#### **6. Aging in Place**

Quayside will introduce new creative solutions that support aging-in-place and the health and well-being of all residents. "Aging in Place" in Quayside means an inclusive neighbourhood addressing both the current and future needs of residents and enabling residents to remain in their homes and within their community for as long as they choose.

Both private and public elements of Quayside will address the current and future needs of residents, fill support service gaps, enable mobility and access to transit, and explore new creative solutions that will support all community members to age in place. Development in Quayside will exceed Ontario Building Code "Barrier Free" requirements for both occupancy and design standards.

#### **7. Support for Equity-Deserving Groups - Waterfront Toronto Employment Initiative (WTEI)**

WTEI is a collaboration between Waterfront Toronto, the City of Toronto and numerous local partner agencies. WTEI connects developers, contractors, sub-contractors and commercial tenants with jobseekers from equity deserving groups. A WTEI workforce development plan will be implemented to ensure a minimum number of job opportunities and hours worked on the project goes to those from equity deserving groups.

## 8. Waterfront Intelligent Community Network

The Development Partner will be required to participate in Waterfront Toronto’s community-wide intelligent communities program, which includes a telecommunications service provided by Beanfield Metroconnect (Beanfield). Waterfront Toronto has been at the forefront of global efforts in developing intelligent communities – using innovation to create economic opportunity and enhance quality of life for residents. The financial contributions that are included in this requirement ensure that future residents and businesses will be able to participate in Waterfront Toronto’s broader intelligent communities initiative and support the delivery of a robust digital inclusion program throughout our new neighbourhoods, including enhancing public access to WiFi in the public realm. Residents in affordable housing units are provided with significantly discounted rates when compared to market, with the most deeply affordable units provided with connectivity at no ongoing cost. Additional benefits to participating in this program, specific to the site, include reductions in fees for cultural uses as well as commercial spaces benefitting equity deserving groups.

## 9. Waterfront East Light Rail Transit

Critically, the development will enable the City of Toronto’s Waterfront Transit Network Plan, as articulated in the Waterfront Transit Network Plan January 10, 2018 Staff Report EX30.1, wherein projections indicated that “growth in the waterfront will outpace most other areas of the City and Region” into 2041. The Transit Network Plan underscored the importance of increasing transit, pedestrian and bicycle mobility along Queens Quay East and West to accommodate the growing concentration of employment, cultural, recreational and special event destinations along the Waterfront.

### 5.2.4 Parliament Slip



Conceptual rendering of Parliament Slip (exact design and program to be refined)

To complete the Queens Quay right-of-way and realign Parliament Street (work necessary to assemble the Phase 2 Quayside development blocks), Waterfront Toronto purchased the Parliament Slip water-lot from PortsToronto (see Figure 5). It was not possible to purchase only



the portion of the slip required for the right-of-ways. To maximize this purchase, Waterfront Toronto began planning and consultation efforts to better understand how the remaining slip water-lot could be repurposed, this process resulted in the Parliament Slip vision described below.

Informed by consultation with the adjacent communities, general public and key stakeholders, Waterfront Toronto views Parliament Slip as a unique opportunity to create a highly animated public destination. Waterfront Toronto is exploring exciting uses in the slip such as swimming pools, a water amphitheatre, floating restaurant, canoe/kayak launch, water transportation hub, and a floating dock with concessions. This vision, together with the adjacent public spaces and the City of Toronto community centre on the west side of the slip, will create a four-season public destination and will contribute to reorienting the city towards the lake.

Parliament Slip will be built in two phases. The first phase has funding and is aligned with the Quayside infrastructure work described in Section 6. This includes the remainder of the water lot purchase not used to build the Queens Quay right-of-way, slip fill, the access to the water, and an interim surface treatment to allow for a variety of uses until Phase 2 is completed. Constructing Phase 1 of Parliament Slip at the same time as the Queens Quay right-of-way results in significant cost savings. Waterfront Toronto is currently looking to raise funds from the provincial and federal governments for Phase 2. The design and activation program of the Parliament Slip will depend on funding sources to be identified and secured, separate from this BIP and Quayside land sale revenues as well as through discussions with the City.

### 5.3 Strategy for Attracting Employment and Tourism

#### 5.3.1 Employment

The development of Quayside will generate numerous employment opportunities during both the construction phase and the operational phase. When complete, we expect there to be approximately 1,600 on-site jobs at Quayside utilizing an estimated 18,581 m<sup>2</sup> of commercial space (the exact number depends on the development program of the selected Development Partner).

Waterfront Toronto believes cultural elements will help make Quayside an attractive place for residents, visitors and employers alike. In addition to providing year-round animation, the integration of cultural uses will contribute to economic growth and prosperity through direct and indirect job creation by supporting cultural-based sectors and cultivating creativity and innovation in other industries.

#### 5.3.2 Tourism

Adjacent to and within the Quayside neighbourhood, it is anticipated that the future Parliament Slip development and the Cultural Destination on Block 5 will be two major tourism attractions and will have local, regional and national reach. They are expected to have a draw of 800,000 to 1,000,000 visitors annually. This estimate resulted from a preliminary benchmarking study that assessed the various programmatic elements and attractions within the Parliament Slip and Cultural Destination against precedents, occupancy, or industry standards to understand the draw associated with each use.

## 6. Project Delivery and Implementation

Waterfront Toronto's revitalization model is to design and deliver municipal infrastructure in order to sell serviced blocks to both public and private users and development partners. This model includes Waterfront Toronto's approach to delivering public realm in the early stages of development. Together, these elements maximize land value and the return to the public sector.

The following two sections will lay out timing and funding requirements to ensure that municipal infrastructure and public realm are delivered within the timelines necessary to both meet the infrastructure cashflow requirements and service the Quayside blocks.

Waterfront Toronto will deliver serviced land to the developer, and will include the following infrastructure and public realm improvements throughout the site and neighbourhood:

- Silo Park
- Water's Edge Promenade
- Queens Quay East Extension (including the Parliament Slip lake fill and dockwall rehabilitation)
- Parliament Street Realignment
- Construction of Street A and Street D
- Small Street improvements
- Public Realm improvements on the south side of Lake Shore Boulevard East
- Public Realm improvements on the east side of Bonnycastle Street

### 6.1 Development Phasing

#### **Blocks 1 and 2 (Phase 1)**

Blocks 1 and 2 legally form one parcel and are sufficiently serviced from the existing municipal rights-of-way bordering the site to allow development to commence without requiring subdivision approval. Waterfront Toronto will complete the public realm (surface treatments) on the east side of Bonnycastle Street and on the south side of Lake Shore Boulevard East, as well as improvements to Small Street (a slight realignment, new servicing connections and an improved public realm). Waterfront Toronto's Development Partner will not provide any municipal infrastructure for Blocks 1 and 2.

Subject to the Project Agreement being finalized and signed with the Preferred Proponent, Waterfront Toronto anticipates that Blocks 1 and 2 will be transferred together to the Development Partner in the Fall of 2022.

The Development Partner will be responsible for all of the municipal approvals required to develop Blocks 1 and 2. The Preferred Proponent anticipates commencing rezoning for the site in 2023 and more detailed design on the first buildings in Blocks 1 and 2 following the rezoning submission.

#### **Blocks 3B, 4 and 5 (Phase 2)**

Blocks 3B, 4 and 5 are considered the second phase of the Quayside development. The development blocks and the rights-of-way for Queens Quay East and its intersection with Parliament Street were established through the East Bayfront Transit Environmental

Assessment (2010) and the Lower Don Lands Master Plan Addendum and Environmental Study Report (2014) and consistent with the East Bayfront and Keating West Precinct Plans.

Subject to the Project Agreement being finalized and signed with the Preferred Proponent, and subject to Waterfront Toronto satisfying the Phase 2 Conditions set out in the Project Agreement (as described in section 6.2 below), Waterfront Toronto anticipates that Blocks 3B, 4 and 5 will be transferred to the Development Partner by September 2026 with development application submissions commencing by September 2026 and construction targeted for Block 3B by 2029.

## 6.2 Phase 2 Conditions (Blocks 3B, 4 and 5)

According to the Project Agreement to be signed between Waterfront Toronto and the Development Partner, in order to develop Blocks 3B, 4 and 5, Waterfront Toronto needs to complete the following:

1. Obtain City Council approval for the Quayside BIP and authority to include the municipally-owned portions of Block 3B in the Quayside Project
2. In connection with Block 3B, secure an agreement regarding the inclusion of Block 3B in the project between the City of Toronto and Waterfront Toronto, the Development Partner or both
3. Include in Quayside the TPLC-owned parcels shown in Figure 4
4. Define the Phase 2 Quayside block boundaries
5. Obtain approvals for municipal servicing
6. Acquire 11 Parliament Street from RCYC (Complete)
7. Acquire the Parliament Slip from PortsToronto (Complete)

Conditions 4 and 5 will be satisfied through subdivision approval for Phase 2. Discussions with City staff on how to complete this within the required timelines are underway. To this effect, note the inclusion of the plan of subdivision approval within the Quayside infrastructure schedule (Figure 11 below).

## 6.3 Enabling Infrastructure and Public Realm

Waterfront Toronto will deliver the enabling infrastructure for all five blocks of Quayside, including for creating and servicing of the primarily City-owned development block together with remnant parcels owned by TPLC, referred to as Block 3B. This work will benefit the broader community, by delivering the necessary road works required to fulfill the approved City Council mandate for delivering necessary transit, as well as transportation connections and servicing to a rapidly intensifying area. Major projects included in the enabling infrastructure are illustrated in Figure 10 below. The proposed timeline for delivery of this infrastructure and public realm for Quayside is shown in Figure 11, below.

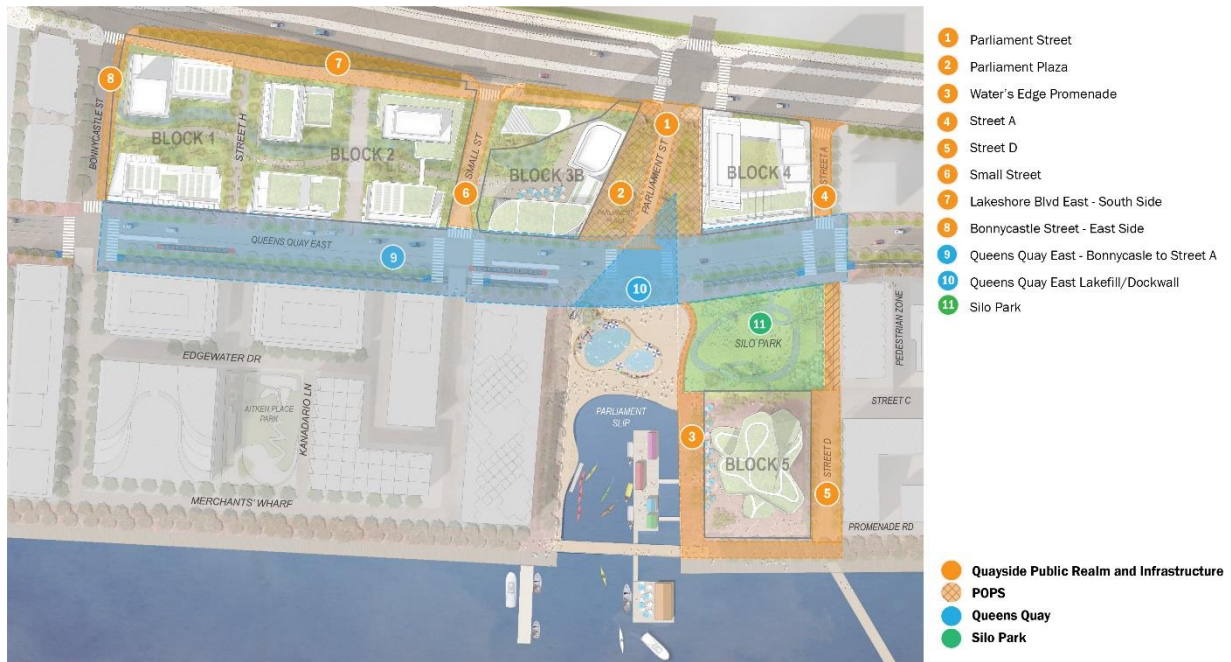


Figure 10: Enabling Infrastructure and Public Realm

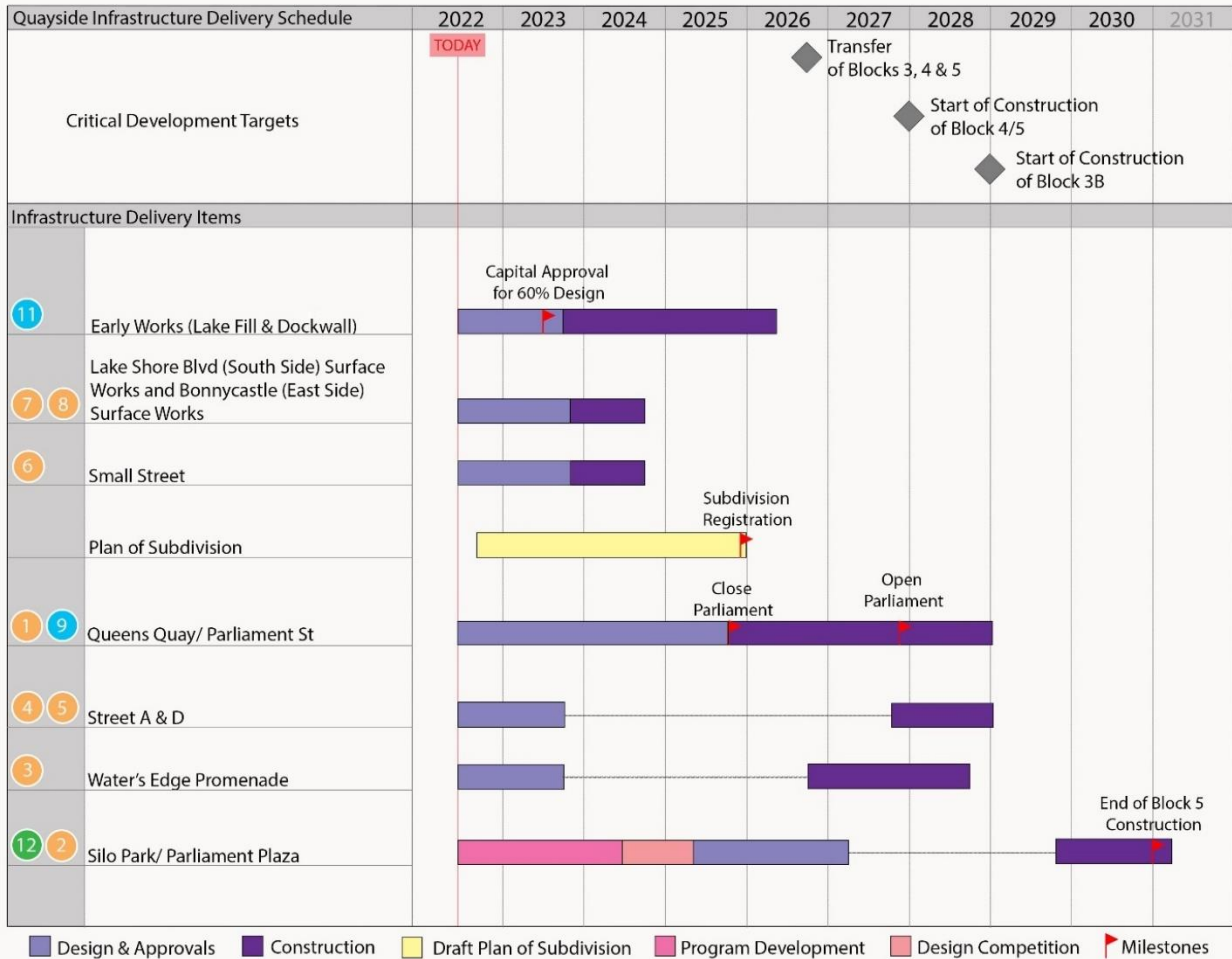


Figure 11: Quayside Infrastructure Schedule (Preliminary schedule, subject to change upon further design)

### Phase 1: Blocks 1 and 2 infrastructure and public realm

As outlined above, Waterfront Toronto has an existing obligation to complete the public realm on the east side of Bonnycastle Street and the public realm on the south side of Lake Shore Boulevard East. Waterfront Toronto will undertake improvements to Small Street, which will include a slight realignment, new servicing connections and an improved public realm.

### Phase 2: Blocks 3B, 4 and 5 infrastructure and public realm

The bulk of the infrastructure and public realm delivered will be to support Phase 2. Waterfront Toronto will deliver the Queens Quay East Extension, the realignment of Parliament Street, Silo Park and the Water's Edge Promenade, Street A and Street D. Waterfront Toronto has brought Queens Quay East to 30% design and will be undertaking detailed design for the remaining Quayside infrastructure with the anticipation of submitting a comprehensive 30% infrastructure plan by Q4 of 2022, with the intent of commencing work on filling the tip of Parliament Slip by August 2023. A more detailed description of each element follows:

#### Queens Quay East Extension and Parliament Street Realignment

The extension of Queens Quay is part of a larger transportation and transit network related to the Waterfront Transit Network plan that was approved by Council in 2018. The primary east west waterfront transportation corridor along Queens Quay east of Bay Street and sets the foundation for the future multimodal systems that support growth in the area and better connections and transportation flow in the downtown core. The extension of Queens Quay East and the new realigned connection at Parliament Street will be a significant component of the ultimate transportation system. The extension of Queens Quay East will ensure continuity across the waterfront and enable the future extension of the Waterfront East LRT, walking and cycling routes. Importantly, the extension of Queens Quay East and the future realignment of Parliament Street will create development parcels 3B, 4 and 5.

The transaction of Block 3B will be contingent on the closure of the existing Parliament Street right-of-way.

The alignment of Queens Quay East and Parliament Street was outlined in the East Bayfront Transit Environmental Assessment (2010) and the Lower Don Lands Master Plan Addendum and Environmental Study Report (2014), in order to support the eastward extension of Queens Quay East to Cherry Street. See items 1, 9, 10 and 11 in Figure 10 above.

Queens Quay will connect to already completed water, stormwater and sanitary infrastructure that will provide the district with sufficient servicing.

#### Parkland

Waterfront Toronto, in consultation with City Parks, Forestry and Recreation will design and construct Silo Park, which will be a new public park adjacent to the Victory Soya Silos. In addition to Silo Park, Waterfront Toronto will design and construct the Water's Edge Promenade (and dockwall), which runs along the east side of Parliament Slip to connect to the future Water's Edge Promenade on the north side of Keating Channel.

Waterfront Toronto anticipates that the design and development of these two new City assets will be undertaken as the Block 5 program is established. See items 12 and 3 in Figure 10 above.

#### New Public Streets (Street A and Street D)

In order to support development on Blocks 4 and 5, Waterfront Toronto has committed to delivering two new local public streets, identified in the Minutes of Settlement for 333 Lake Shore Boulevard East as Street A (connecting Lake Shore Boulevard East to Queens Quay East) and Street D (abutting the adjacent Silo site and extending south to Promenade Road). These two streets are being brought to 30% design along with Queens Quay East and Parliament Street. See items 4 and 5 in Figure 10 above.

### 6.4 Required Land Assembly

#### **Queens Quay and Parliament Streets Rights-Of-Way**

Waterfront Toronto has acquired both the privately owned parcel previously owned by RCYC, and the waterlot that constitutes the Parliament Slip previously owned by PortsToronto. Each

one is required to facilitate the realignment of Parliament Street, the extension of Queens Quay East and to facilitate the creation of Block 3B. These parcels will be consolidated and conveyed to the City as part of the Queens Quay East right-of-way, to be assembled with parcels currently owned by the City and TPLC.

## 6.5 City and TPLC Lands Disposition

### **Block 3B**

As illustrated in Figure 6, Block 3B is primarily owned by the City of Toronto, and includes a remnant parcel owned by TPLC. The Block 3B boundaries were established by the East Bayfront Transit Environmental Assessment (2010) and the Lower Don Lands Master Plan Addendum and Environmental Study Report (2014). Upon the creation of new Parliament Street and the closure of the existing Parliament Street, the City of Toronto's and TPLC's parcels are intended to be transferred to the Development Partner. The process for how this is accomplished and transaction terms will be subject to future reports to both Council and the CreateTO Board.

### **Former Rail Spur Lands and 333 Lakeshore Boulevard East Dockwall**

As illustrated in Figure 4, TPLC also owns additional remnant parcels within the Quayside Project boundary; a former triangular shaped rail spur remnant and a strip of land abutting the north side of Block 4 will also form part of the Lake Shore right-of-way, and a 6 m wide L-shaped dockwall strip along the west and south boundary of 333 Lakeshore Boulevard East, which will be part of the future Water's Edge Promenade extension to be owned by the City of Toronto. The Land Assembly process should result in a consolidation of lands required to deliver the infrastructure and development blocks in an efficient and cost effective manner (for example, streamlining the RSC process).

**Request #1:** Waterfront Toronto is seeking City Council approval for the inclusion of the municipally owned portion of Block 3B in the Quayside Project and City Council support to request the CreateTO Board of Directors to include the TPLC-owned portion of Block 3B and the remnant parcels in the Quayside Project

## 6.6 Public Engagement

Reconnecting Toronto with its waterfront is an inclusive and collaborative process. Since its creation, Waterfront Toronto has prioritized the role of public consultation in revitalizing the waterfront. We work collaboratively with individuals, communities and our partner organizations across the GTA to generate new ideas, solve problems and meaningfully incorporate the knowledge and lived experience of the public into our planning, policy, and design processes. We believe community engagement must be conducted in a clear, transparent manner that provides all participants with a realistic understanding of the goals of the process, how decisions will be made and the impact of their participation.

Waterfront Toronto will lead all public engagement for Quayside, including engagement related to community feedback to be incorporated into the development, public realm and infrastructure. The Development Partner will be expected to undertake its statutory public

consultation and support Waterfront Toronto in its broader engagement strategy for Quayside, including engaging with Waterfront Toronto's Quayside Stakeholder Advisory Committee (Quayside SAC). Waterfront Toronto may also request that the Development Partner undertake additional public consultation throughout the development process.

### 6.7 Engaging Indigenous Communities

For many years, Waterfront Toronto has engaged Indigenous communities with ties to the waterfront, and most extensively the Treaty Holders and Host Nation, the Mississaugas of the Credit First Nation (MCFN). Waterfront Toronto is committed to ongoing engagement with Indigenous communities and to ensuring future waterfront revitalization acknowledges and celebrates the Indigenous history, culture and ongoing presence in the area.

In developing the design for Quayside public realm, Waterfront Toronto is working with the Host Nation, MCFN, and MinoKamik Collective to develop and implement an Indigenous engagement process that will include the many Indigenous communities with historical ties to the waterfront, as well as the urban Indigenous communities in Toronto. The objectives of the engagement include ensuring better project outcomes that benefit Indigenous communities, and ensuring that Indigenous leadership informs the design and implementation, as well as identifying other priorities.

In a parallel process, the Development Partner, with MCFN, will undertake a similar engagement program related to the development blocks. This will be closely coordinated with Waterfront Toronto's engagement described above.

### 6.8 Waterfront Toronto Design Review Panel

Since its creation in 2005, the Waterfront Design Review Panel (DRP) has been comprised of industry leading architects, landscape architects and other design experts from across Canada to assist Proponents in achieving the level of design excellence sought for the waterfront. Projects typically come to DRP at multiple stages in their development, from pre-design through to construction drawings in some cases.

All aspects of the proposed development will be required to undergo review by the DRP, including buildings, retail areas, open spaces, public realm and parks.

### 6.9 Waterfront Toronto Legislation

#### **Consent**

Waterfront Toronto does not require amendments to the Toronto Waterfront Revitalization Corporation Act, 2002 or any consents from governments to deliver the Quayside Project.

#### **Mandate Conclusion**

As per the Toronto Waterfront Revitalization Corporation Act, 2002, in the event that no mandate extension is granted prior to the current mandate term end of 2028, all assets and liabilities must be transferred to one or all orders of government. The Quayside Project



Agreement between Waterfront Toronto and the Development Partner will contain provisions to account for this event.

## 7.0 Financial Summary

Waterfront Toronto’s revitalization model is to leverage early tri-government investments into infrastructure and public realm to attract private development. As such, the corporation will reinvest Quayside land sale revenue into the early stages of the project. This will maximize the value received for the land and ensures that necessary infrastructure and public realm is delivered. All told, the total value of the Quayside Project that will be delivered to the City is estimated at \$916.4 million in future dollars. The \$916.4 million includes the land value for the ARH units in both Phase 1 and 2 (\$161.4M - 23% of GFA), the cost to deliver the Phase 1 ARH units (\$270M), the cost to deliver the Phase 2 ARH units (\$271M) and the value of infrastructure to be delivered through the Quayside project that the City will take ownership of (\$214M) (see Figure 12 below). Waterfront Toronto’s financial request of the City is between \$280-\$300 million (including Open Door Affordable Housing Program incentives). This results in a net benefit to the City of over \$600 million (and triple the investment).

<b>Value of Assets to be delivered to City</b>	<b>Future Dollars (millions)</b>
Value of assets	916.4
<i>ARH Land Value (Phase 1 &amp; 2)</i>	161.4
<i>ARH Phase 1 Delivery Cost</i>	270.0
<i>ARH Phase 2 Delivery Cost</i>	271.0
<i>QS Infrastructure (excludes Parliament Plaza POPS)</i>	214.0

Figure 12: Value of assets to be delivered to the City through the Quayside Project

### 7.1 List of infrastructure that will be owned by the City

Below is a list of the infrastructure, public realm, open spaces and parks that will be delivered by the Quayside Project to the City. This infrastructure work has a total value of \$214M. Figure 13 below lists each infrastructure item and the associated cost.

Project/Asset	Future Dollars (millions)	Eligible for City contribution
Enabling Infrastructure and Parks (see individual items below)	214.0	N/A
<i>Local Streets (Street A, D, Small)</i>	23.1	No
<i>Silo Park</i>	18.9	Yes
<i>Waters Edge Promenade</i>	31.7	Yes
<i>Queens Quay East</i>	74.9	Yes
<i>Parliament Street</i>	9.0	Yes
<i>Parliament Slip Lake Fill / Dockwall</i>	27.9	Yes
<i>Land/Water Acquisition costs for QQE ROW and Parliament St ROW (Parliament Slip and 11 Parliament St)</i>	16.4	Yes
<i>Bonnycastle and LSBE Surface Works</i>	12.1	Yes

Figure 13: List of Quayside infrastructure assets to be delivered and owned by the City (exact values subject to change as designs are advanced)

There are two additional public infrastructure items that Waterfront Toronto will deliver. The first is the Parliament Plaza POPS (described in section 5.2.2 above). This is part of the Quayside infrastructure work but not included in the list above as it will be privately owned by the development partner rather than owned by the City. The second is Parliament Slip (described in section 5.2.4 above). Figure 14 below shows the cost to construct both of these items in future dollars.

Project/Asset	Future Dollars (millions)
Parliament Plaza POPS	12.3
Parliament Slip Full Price	111.9
<i>Parliament Slip Phase 1 - funded (land acquisition, lake fill, water access, surface treatment)</i>	53.7
<i>Parliament Slip Phase 2 - unfunded (pools, restaurant, etc)</i>	58.2

Figure 14: Parliament Plaza POPS and Parliament Slip construction cost<sup>8</sup>

### 7.2 Affordable Rental Housing

Addressing the complex challenge of housing supply and affordability in Toronto will require collaborative solutions and support from all orders of government. To deliver on Quayside’s goal of between 800 and up to 875 units, the Quayside Project will dedicate the value of land required to deliver the affordable rental housing plan, totaling \$161.4M in future dollars – (23% of residential GFA).

Waterfront Toronto estimates the cost to deliver approximately 460 affordable rental units in Phase 1 is \$270 million and the approximate 415 units in Phase 2 is \$271 million (in future dollars). Funding sources to construct the affordable rental units include

<sup>8</sup> Parliament Slip ownership / full project funding not yet secured. Phase 1: \$53.7M is funded. Phase 2: \$58.2M is unfunded. Total Parliament Slip cost in 2021 \$ is \$96 million.

- Open Door Affordable Housing Program incentives (waivers of fees for planning applications, building permits and parkland dedication, development charges exemption and property tax exemptions) for up to 875 units: \$78.2M (approximately \$90K per unit);
- Mortgage based on future unit revenues: estimated at \$141M;

<b>Value of Assets to be delivered to City</b>	<b>Future Dollars (millions)</b>
Value of ARH assets	702.4
ARH Land Value (Phase 1 & 2)	161.4
ARH Phase 1 Delivery Cost	270.0
ARH Phase 2 Delivery Cost	271.0

Figure 15: Value of Affordable Rental Housing with secured funding to be delivered by the Quayside Project

Additional funding is required to deliver the affordable rental housing plan. Waterfront Toronto has, working with City Staff, reached out to the Federal government to prioritize Federal funding and/or financing support for the Quayside affordable housing program. Waterfront Toronto has also engaged with the Provincial government to explore funding and/or financing for affordable housing. Waterfront Toronto and City Staff will continue to have these discussions with Federal and Provincial governments over the coming months to confirm funding necessary to implement the affordable housing plan.

If government funding for the Phase 1 affordable rental units is not confirmed at the requisite timing for the Development Partner or if additional affordable housing funding is required, Waterfront Toronto can contribute a portion of land sale revenue of up to \$157 million. The funding sources mentioned above together with the land sales contribution are sufficient to deliver the affordable rental units in the early stages of the Quayside project.

However, Waterfront Toronto's ability to commit this capital is contingent on receiving the Phase Two land sale revenues in full from the developer by mid-2026, receiving the City's \$142M contribution to major infrastructure (see Section 7.3 below), and parkland according to a cashflow that aligns with the project's milestones, that no new or unforeseen costs, that no new or unforeseen costs arise, and the following milestones are met:

- A Council-approved Business and Implementation Plan by July 2022
- Approvals for early enabling civil works in place by Q2 2023 (Parliament Slip filling)
- The sale terms between the developer and the City for all of the Block 3B lands settled by Q2 2024 in order for Waterfront Toronto to commit the capital contribution to the Phase 1 affordable rental housing
- Registration of the Phase 2 subdivision by Q1/Q2 2026

In addition to the funding sources above, other options to aid in the delivery of the affordable housing plan by reducing costs, include:

- The use of long-term leases (versus ownership)
- Aligning studio and one bedroom unit sizes with market units and
- Allowing for slightly smaller two and three bedroom units.

**Request #2:** Waterfront Toronto is seeking City Council approval of Open Door Affordable Housing Program incentives (waivers of fees for planning applications, building permits, parkland dedication, and development charges exemption), with authority for property tax exemptions to be requested in a later report once the location(s) of the ARH units are known) up to \$78.2M value that will enable the delivery of a minimum of 800 and a maximum of 875 affordable rental housing units (23% of residential gross floor area). This amount will be updated based on actual units to be delivered as the project progresses.

7.3 Requested City Investment into the Quayside Project

In order to support Waterfront Toronto in the delivery of the infrastructure and public realm and the realization of the Quayside Project (including the additional public benefits outlined in Section 5.2), Waterfront Toronto is requesting that City Council approve City investment in Quayside through the following:

City Investment	Estimated Cost
1. The reinvestment of land value from the City owned Block 3B	Value included in Confidential Attachment 1: to City staff report
2. Prioritization of funds to deliver infrastructure	\$142 million
3. Open Door Affordable Housing Program incentives	\$78.2 million
<b>Total Investment</b>	<b>Between \$280-300 million</b>

Figure 16: Requested City Investment into the Quayside Project

**The reinvestment of land value from the City owned Block 3B**

The proposed Quayside affordable rental housing program will deliver new homes that will further the City's HousingTO 2020-2030 Action plan. In support of that objective, Waterfront Toronto is requesting that the proceeds from the sale of the market portions of Block 3B be reinvested into the Quayside Project to support the delivery of affordable rental housing in this project as the City has done in past revitalization projects in the East Bayfront.

**Prioritization of funds to deliver infrastructure**

In addition, \$142 million for eligible major servicing and infrastructure that is critical for the delivery of the Quayside Project and to realize the full value of the Quayside lands, is being requested. This includes funding to support the extension of Queens Quay across the Parliament Slip, the reconstruction of the Queens Quay at Parliament intersection, Silo Park, the Water's Edge Promenade, as well as related servicing and remediation. This infrastructure will ultimately be owned and operated by the City. This investment from the City will allow Waterfront Toronto to designate land sale revenues to the project's affordable rental housing program and other public benefits.

**Request #3:** Waterfront Toronto is seeking City Council approval for the reinvestment of land sale revenues from Block 3B into the Quayside Project to support the delivery of affordable rental housing.

**Request #4:** Waterfront Toronto is seeking City Council approval for funding of the municipal infrastructure as show in Figure 10 above.

#### 7.4 Infrastructure and Public Realm Timeline

\$189.7 million (before escalation) is the full amount required to deliver the enabling infrastructure for Quayside (Waterfront Toronto estimates the full amount after escalation will be \$226.4 million). Work has already begun with the land acquisitions for the Queens Quay East and Parliament Street right-of-ways and early design work on a number of items. Work continues until 2030 when Silo Park and the Parliament Plaza POPS are complete.

#### 7.5 Local Infrastructure Charges and Parkland Dedication

The East Bayfront Zoning By-law has a requirement for development to pay a local infrastructure charge in-lieu of servicing. As the delivery body for revitalization, Waterfront Toronto has provided infrastructure and public realm in the East Bayfront and Keating Channel Precincts. Because of Waterfront Toronto's previous investments, the East Bayfront's local infrastructure requirements have been satisfied.

As confirmed by the City in 2014, parkland dedication requirements have been satisfied for the Parkside, Bayside, and Dockside developments in East Bayfront through Waterfront Toronto's parkland investments. In addition, the City also confirmed in 2021 that the prior investments in East Bayfront parks have satisfied the parkland dedication requirement for Blocks 1 and 2 in Quayside.

Similarly, Waterfront Toronto's investments in parks and public realm in the Keating Channel precinct will satisfy the parkland dedication requirements for Blocks 3B, 4 and 5.

City staff have advised that if further density is sought beyond that contemplated in the Precinct Plans, the need for any further parkland dedication will be reviewed through the development review application process.

**Request #5** Confirmation Waterfront Toronto's parkland contribution for Blocks 1 and 2 will be satisfied, per the East Bayfront Precinct Plan requirements, through the conveyance of Sherbourne Common, Sugar Beach, Aitken Place, and Waters Edge Promenade west of the Parliament Slip and confirmation that Waterfront Toronto's parkland contribution for Blocks 3B, 4 and 5, will be satisfied per the Keating Channel West Precinct Plan requirements, through the delivery of Silo Park and the Water's Edge Promenade (east of the Parliament Slip). Community Benefit Charges have also been satisfied.

#### 7.6 Overall Return to the City

Waterfront Toronto's total financial request is **\$280 – 300 million**:

- an investment from the City of between **\$200 – 220 million**
  - Reinvestment of Block 3B land value for the delivery of affordable rental housing (value included in confidential attachment)
  - Prioritization of **\$142 million** in funds to deliver infrastructure
- an additional **\$78.2M** in Open Door Affordable Housing Program financial incentives

To deliver:

- **\$916.4 million** in assets to the City of Toronto

Resulting in:

- a net benefit to the City of **over \$600 million**

This Business and Implementation Plan will be implemented over a number of years to support the delivery of Quayside as a master-planned, complete and inclusive community spanning five blocks with new major infrastructure unlocking the area, which includes the provision of a minimum of 800 and up to 875 affordable rental housing units, over \$200 million in infrastructure and parks, a cultural centre and the potential co-location of an elementary school.

In addition, Waterfront Toronto is leveraging its land value to fund the remainder of the public policy benefits highlighted in Section 5.2 through contractual commitments with the Development Partner, including aggressive sustainability targets and precedent-setting low carbon development, support for equity deserving groups, and enhanced accessibility requirements in private and public spaces.

Overall, the City will realize numerous benefits as the Quayside Project will deliver additional public assets valued at \$916.4 million, at net benefit of over \$600 million and triple the City's financial contribution.