

Queen-River Secondary Plan – Request for Direction Report

Date: June 19, 2019

To: Toronto and East York Community Council

From: Director, Community Planning, Toronto and East York District

Ward: 13 -Toronto Centre

Planning Application Number: 11 183733 SPS 00 TM

SUMMARY

This report proposes changes to the Queen-River Secondary Plan (the "Secondary Plan"), which was approved by City Council on February 10, 2015, as Official Plan Amendment (OPA) 287 and is now under appeal to the Local Planning Appeal Tribunal (LPAT). The Secondary Plan area is bounded by Dundas Street East to the north, River Street to the west, Queen Street East to the south and Bayview Avenue to the east (see Attachment 1).

The Secondary Plan was created to provide an area-specific planning framework for the subject lands that are designated *Regeneration Areas* on Land Use Map 18 of the Official Plan. The changes proposed by City Planning are largely in response to feedback from the appellants, other parties and the local community. The proposed changes are anticipated to allow the City to settle some or all of the appeals on the Secondary Plan and allow the LPAT to bring some or the entire Plan into effect.

Key changes being proposed include the following:

- Creation of a new *Mixed Use Area* ("*Mixed Use Area E*") on the lands at 83-125 River Street, 1-11 Mark Street, 16-18 Defries Street and 2-10 Labatt Avenue to allow for mid-rise mixed-use development and the potential for one or two towers up to 106 metres (approximately 33 storeys) in height; and
- New affordable housing policy for future developments in *Mixed Use Areas 'A', 'D' and 'E'*.

The proposed changes to the Secondary Plan are consistent with the Provincial Policy Statement (2014) and conform with A Place to Grow: Growth Plan for the Greater Golden Horseshoe (2019).

RECOMMENDATIONS

The City Planning Division recommends that:

1. City Council support the proposed changes to the Queen-River Secondary Plan substantially in accordance with the revisions attached as Attachment 3 to this report.
2. City Council authorizes the City Solicitor to make such stylistic and technical changes to the proposed changes to the Queen-River Secondary Plan as may be required.
3. City Council authorize the City Solicitor, together with appropriate staff, to appear before the Local Planning Appeal Tribunal (LPAT) in support of City Council's decision on the proposed changes to the Queen-River Secondary Plan.

FINANCIAL IMPACT

The recommendations in this report have no financial impact.

PROPOSAL

The following proposed changes to the Queen-River Secondary Plan are largely in response to the issues and concerns raised by the appellants and parties involved in the LPAT appeal process, which are subsequently described in this Report. The changes also address an evolving planned context and issues raised through the community consultation process.

1. New *Mixed Use Area 'E'*:

The proposed change to the Land Use Plan for the Queen-River Secondary Plan applies to the lands at 83-125 River Street, 1-11 Mark Street, 16-18 Defries Street and 2-10 Labatt Avenue. The lands are designated *Regeneration Areas* on Map 18 of the Official Plan and are currently planned to be redesignated as *Neighbourhoods* as per the current version of the Queen-River Secondary Plan that was approved by City Council in 2015. The proposal is to change the planned *Neighbourhood* to *Mixed Use Area 'E'* within the Secondary Plan with area-specific policies that specify the vision and criteria for new development in *Mixed Use Area 'E'*.

Proposed new policies:

- a) The *Mixed Use Areas* land use designation in Chapter 4 of the Official Plan will apply;
- b) A maximum of two tall buildings, each consisting of a base building and tower, may be permitted provided that one tall building must be located north of Mark

Street and the other tall building must be located adjacent to River Street and adjacent to the planned Park / Open space on the north side of Labatt Avenue;

c) Tall buildings will have a maximum height of 106 metres;

d) New dwelling units are not permitted on the ground floor facing River Street;

e) New development on lands adjacent to Labatt Avenue will provide on-site parkland dedication and privately-owned publicly-accessible open space (POPS) adjacent the parkland;

f) New development on lands adjacent to both River Street and Dundas Street East will provide a POPS adjacent to the existing open space feature located within the right-of-way on the southeast corner of River Street and Dundas Street East; and

g) The City will actively pursue the provision of new affordable housing units in new developments.

2. New affordable housing policy for *Mixed Use Area 'A'* and *Mixed Use Area 'D'*:

This change is proposed in response to community feedback and with regard for the increasingly unaffordable housing in the city. The existing Secondary Plan already provides for a tall building up to 88 metres in height for *Mixed Use Area 'A'* and for a tall building up to 45 metres for *Mixed Use Area 'D'*.

Proposed new policy:

The City will actively pursue the provision of new affordable housing units in new developments.

3. Revised height and massing for *Mixed Use Area 'B'*:

This change is a conformity exercise to bring the Secondary Plan policy regarding building height and massing in *Mixed Use Area 'B'* into conformity with the site-specific rezoning that has been supported by City Council (refer to City Council decision made on July 23, 2018, regarding Item TE34.49: <http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2018.TE34.49>) and is expected to be brought into effect by the LPAT in the near future.

Proposed revised policy:

The maximum height for a tall building is 125 metres.

4. Revised height and massing for *Mixed Use Area 'C'*:

This change is a conformity exercise to bring the Secondary Plan policy regarding building height and massing in *Mixed Use Area 'C'* into conformity with the site-specific rezoning (By-law 1254-2017) that was approved by City Council and is now in effect (refer to City Council decision made on December 13, 2016, regarding Item TE20.9:

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2016.TE20.9>).

Proposed revised policy:

The maximum height for a tall building is 120 metres.

5. New criteria for a tall building in *Mixed Use Area 'D'*:

This change addresses concerns raised by some of the appellants regarding the potential impact that a new tall building in *Mixed Use Area 'D'* may have on the adjacent *Neighbourhood* to the north.

Proposed revised policy:

A new tall building must "not create any undue adverse impacts on adjacent properties related specifically to noise, shadow, wind traffic, privacy and overlook."

6. New site-specific policy to provide for an approved 5-storey mixed-use building located in a *Neighbourhood* at 41 River Street:

Proposed new policy:

A 5-storey mixed-use building is permitted on the property municipally known as 41 River Street.

7. New policy to recognize the need for truck access to the *Existing Use Area*:

This change addresses concerns raised by one of the appellants regarding the ongoing need for truck access to the Audi dealership.

Proposed new policy:

Appropriate access for trucks will be maintained for commercial and industrial uses within the *Existing Use Area*.

8. Revised policy regarding limitations on surface parking lots:

This change addresses one of the appellant's concerns regarding minor reconfigurations to existing surface parking lots that may be precluded by Policy 4.4.1 that states "new surface parking lots and the expansion of existing surface parking are not permitted".

Proposed revised policy:

New surface parking lots and the significant expansion of existing surface lots are not permitted in the Queen-River Secondary Plan area unless it is used for the purposes of a vehicle display area for a motor vehicle establishment. Minor adjustments to existing surface parking lots that do not significantly increase the number of parking spaces are permitted.

9. Revise Map 34-1 Land Use Plan by replacing the *Neighbourhoods* designation on the lands located north of Labatt Avenue with *Mixed Use Area 'E'* (see Attachment 4).

10. Revise Map 34-2 Public Realm Plan as follows (see Attachment 4):

a) identify 3 additional planned Parks / Open Space, all located on the north side of Labatt Avenue;

b) extend the Pedestrian Route currently shown on the plan along Bayview Avenue north to Mark Street;

c) add new Pedestrian Routes within *Mixed Use Area 'D'* between the planned Parks / Open Space located at the east ends of Mark Street and Labatt Avenue and with connections to the extended Pedestrian Route along Bayview Avenue; and

d) revise the legend by renaming "Proposed Open Space" as "Park / Open Space" and by renaming "Potential Pedestrian Route" as "Planned Pedestrian Route".

ISSUE BACKGROUND

This section provides a summary of City Council's decision history regarding the Queen-River Secondary Plan and a summary of the appellants and other parties identified through the LPAT appeal process, and their respective issues.

The Final Report on the Queen-River Secondary Plan dated December 14, 2014, provides a detailed description of the Queen-River area and surrounding uses,

transportation elements, built form heritage, natural heritage, ravine and natural feature protection, parks and community facilities. The Final Report is available at:
<https://www.toronto.ca/legdocs/mmis/2015/te/bgrd/backgroundfile-74409.pdf>

Decision History

Under the former City of Toronto Official Plan, the Queen-River area was subject to the Queen-River Part II Plan, which designated most of the area as *Restricted Industrial Area*. The Part II Plan designated the properties fronting on the east side of River Street from Dundas Street East to Wascana Avenue as *Low Density Mixed Commercial-Residential Area*.

At its meeting of November 26, 27 and 28, 2002, Council adopted the new Official Plan for the City of Toronto; the former Queen-River Part II Plan was not carried forward into the new Official Plan. The area is designated *Regeneration Areas* within the new Official Plan. The Official Plan states that development should not occur within *Regeneration Areas* until a Secondary Plan is in place.

City Council adopted the Queen-River Secondary Plan (OPA 287) (see Attachment 2) at their meeting on February 10 and 11, 2015. The Queen-River Secondary Plan area includes the subject site and is generally bounded by Dundas Street East to the north, Bayview Avenue to the east, Queen Street East to the south, and River Street to the west. The final report for the Queen-River Secondary Plan can be found using the following link: <http://www.toronto.ca/legdocs/mmis/2015/te/bgrd/backgroundfile-74409.pdf>

The Queen-River Secondary Plan was appealed to the Ontario Municipal Board, now referred to as the Local Planning Appeal Tribunal (LPAT), by several property owners in May 2015, who are described in the following section. The case number is PL150375. A pre-hearing conference was held on October 19, 2015, and a subsequent pre-hearing conference was held on September 5, 2018. A hearing date has not yet been scheduled. The status of any completed or planned hearings and the associated LPAT decisions are available using the following link:
<https://www.omb.gov.on.ca/ecs/CaseDetail.aspx?n=PL150375>

LPAT Appellants and Parties

The Secondary Plan was appealed by 6 different appellants, and through the LPAT pre-hearing conference process, 12 different parties have been established while one appeal was withdrawn. The appellants, parties and their respective interests are as follows:

1. 7LA TAS LP

Re: 77 River Street and 7 Labatt Avenue (*Mixed Use Area 'C'*)

This appeal is site-specific in nature and has essentially been settled through the City Council decision made in December 2016 to approve an Official Plan

Amendment and rezoning application for a 38-storey mixed-use building. The City Council decision is available at:

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2016.TE20.9>

2. Project Don Valley Plan Inc. / Defries Developments Limited

Re: 1-25 Defries Street (*Mixed Use Area 'B'*)

This appeal is site-specific in nature and has essentially been settled through the City Council decision made in July 2018 to support an Official Plan Amendment and rezoning application for a 37-storey residential building. The City Council decision is available at:

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2018.TE34.49>

3. 1405768 Ontario Limited / Transcontinental Fine Cars Ltd

Re: 328 Bayview Avenue (Audi dealership)

This appeal is related to the impact that planned new development in the Queen-River area will have on the existing and potential future operations of the Audi dealership. The appellant submitted a Traffic Impact Analysis detailing their concerns, which are summarized and addressed in this Report.

4. Lufra Development Corporation / 10033626 Canada Inc.

Re: 83-97 River Street and 2-4 Labatt Avenue

This is a site-specific appeal regarding the planned Neighbourhoods designation that applies to 83-97 River Street and 2-4 Labatt Avenue, which is also the subject of an application for an Official Plan Amendment and rezoning that was refused by City Council in October 2017. City Council's decision and the Refusal Report is available at:

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2017.TE26.31>

The proposed change in land use designation from *Neighbourhoods* to *Mixed Use Area 'E'* addresses this appeal with regard for the proposed Official Plan Amendment.

5. 2422533 Ontario Corp.

Re: 41 River Street

This is a site-specific appeal regarding the planned *Neighbourhoods* designation that applies to 41 River Street, which has essentially been settled through the approval of a Minor Variance application and the City's issuance of Notice of Approval Conditions for a Site Plan application for a new 5-storey mixed-use building with 26 rental dwelling units and 3 rental commercial units. The proposed changes to the Secondary Plan include a new site-specific provision for a 5-storey mixed-use building.

6. Mercedes-Benz

Re: 761 Dundas Street East and 10 Labatt Avenue (Mercedes-Benz dealership and parking lot)

This appellant has withdrawn their appeal.

7. Ron Palmer

Re: 19 River Street (Vinegar Lofts)

This is an area-wide appeal that raises concerns regarding the potential traffic impact and need for community services and facilities in the Queen-River area, as well as concerns regarding adverse impacts that a new tall building located within *Mixed Use Area 'D'* will have on the adjacent *Neighbourhood* to the north and particularly 19 River Street. This appeal is addressed through the proposed revised policy for *Mixed Use Area 'D'*, through an additional analysis of traffic impact, and through an area-specific Community Services & Facilities Study, which are described in this Report.

8. Toronto Standard Condominium Corporation (TSCC) No. 1990 and
Toronto Common Element Condominium Corporation (TCECC) No. 2315

Re: 19 River Street (Vinegar Lofts - 19 River Street)

This party raised concerns regarding traffic impact, character of the area, building heights, enhancements to the public realm, and particularly the impact that a new tall building located within *Mixed Use Area 'D'* will have on 19 River Street. This appeal is addressed through the proposed revised policy for *Mixed Use Area 'D'* and through the additional traffic impact analysis described in this Report.

9. Toronto Standard Condominium Corporation No. 1778

Re: 27-39 Old Brewery Lane (Malt House Lofts)

This party raised concerns regarding the impact of new development on existing homes, particularly the impact that a new tall building located within *Mixed Use Area 'D'* will have on 27-39 Old Brewery Lane. This appeal is addressed through the proposed revised policy for *Mixed Use Area 'D'*

10. Corktown Residents and Business Association (CRBA) Incorporated

Re: Corktown

This party has raised area-wide concerns regarding the lack of studies that informed the Queen-River Secondary Plan, particularly with respect to community services and facilities. This concern has been addressed by the Community Services & Facilities Study attached to this Report.

11. Toronto and Region Conservation Authority (TRCA)

Re: TRCA Regulated Area (valleylands in the Don Valley)

This party is involved to address issues and concerns pertaining to slope hazards and floodplain issues.

12. R. Sabeh-Azar

Re: 111-125 River Street

This party raised concerns regarding the planned land use designation for the lands at 111-125 River Street. The proposed change from a *Neighbourhoods* designation to a *Mixed Use Area 'E'* designation addresses this appeal.

COMMUNITY CONSULTATION

Consultation with Appellants and Parties

City staff liaised with the appellants and other LPAT parties over the past two years to discuss their issues and how they could potentially be resolved. This was done through a series of informal meetings, discussions at the LPAT pre-hearing conferences, email correspondence and discussions over the phone. Their issues are addressed through the proposed changes to the Queen-River Secondary Plan described in the Proposal section of this Report and as detailed in Attachments 3 and 4.

Landowners' Consultation

A consultation meeting with landowners of the properties within the proposed *Mixed Use Area 'E'*, comprising the lands at 83-125 River Street, 1-11 Mark Street, 16-18 Defries Street and 2-10 Labatt Avenue, was held on November 7, 2018. The purpose of the meeting was to get feedback on a proposal to change the planned land use designation from *Neighbourhoods* to *Mixed Use Areas*. Out of the 30 properties within *Mixed Use Area 'E'*, owners of 21 properties attended the meeting and completed a landowners' survey. The survey results indicated unanimous support for changing the land use designation from *Neighbourhoods* to *Mixed Use Areas*.

Community Consultation

A community consultation meeting regarding the proposed change from *Neighbourhoods* to *Mixed Use Area 'E'* for the lands at 83-125 River Street, 1-11 Mark Street, 16-18 Defries Street and 2-10 Labatt Avenue, was held on April 29, 2019. The meeting was also used to get feedback on the idea of creating new policies in the Queen-River Secondary Plan to provide for affordable housing. Approximately 34 members of the local community attended the meeting and provided feedback on the proposed *Mixed Use Area 'E'*, affordable housing, and on ideas and issues facing the Queen-River area in general. Their comments are summarized as follows, which have been categorized in order of frequency of comments:

Affordable housing:

- Affordable housing should be a guaranteed component of new development.
- More affordable housing is needed in the area.

Parks and open spaces:

- Create more local parkland and open spaces.
- Explore opportunities to create a direct connection between the Queen-River area and the Don Valley trail.
- The Don Valley trail is in poor condition and needs improvements.

Rental housing protection:

- Landlords of existing rental units that will be demolished should assist tenants in relocation and provide for rental replacement units.

Vehicular access and traffic:

- The Audi dealership, which has 150 employees, relies on truck access from Labatt Avenue. Carfrae Lane should be one-way northbound to minimize additional traffic on Labatt Avenue that may potentially use the Audi property to access Bayview Avenue.
- Provide a road connection between Bayview Avenue and Mark Street or Labatt Street, if possible.

Built form:

- New tall buildings should be designed to avoid excessive shadow and wind impacts.
- The existing houses along River Street are in very poor condition and will continue to deteriorate.

Safety:

- The area around the existing houses does not feel safe due to criminals, drug users and sex workers.

The comments above helped inform the proposed changes to the Queen-River Secondary Plan. Rationale for the proposed changes is provided in the Comments section of this Report.

PLANNING FRAMEWORK

Planning Act

Section 2 of the Planning Act sets out matters of provincial interest that City Council shall have regard for when carrying out its responsibilities, including: the orderly development of safe and healthy communities; the conservation of features of significant architectural, cultural and historic interest; the adequate provision of employment opportunities; the adequate provision of a full range of housing, including affordable housing; and the appropriate location of growth and development.

Provincial Land-Use Policies: Provincial Policy Statement and Provincial Plans

Provincial Policy Statements and geographically specific Provincial Plans, along with municipal Official Plans, provide a policy framework for planning and development in the Province. This framework is implemented through a range of land use controls such as zoning by-laws, plans of subdivision and site plans.

Provincial Plans are intended to be read in their entirety and relevant policies are to be applied to each situation. The policies of the Plans represent minimum standards. Council may go beyond these minimum standards to address matters of local importance, unless doing so would conflict with any policies of the Plans.

All decisions of Council in respect of the exercise of any authority that affects a planning matter shall be consistent with the PPS and shall conform with Provincial Plans. All comments, submissions or advice affecting a planning matter that are provided by Council shall also be consistent with the PPS and conform with Provincial Plans.

Staff have reviewed the proposed changes to the Queen-River Secondary Plan for consistency with the PPS (2014) and for conformity with the Growth Plan (2019). The outcome of staff analysis and review are summarized in the Comments section of this Report.

The Provincial Policy Statement (2014)

The Provincial Policy Statement (2014) (the "PPS") provides policy direction province-wide on land use planning and development to promote strong communities, a strong economy, and a clean and healthy environment. It includes policies on key issues that affect communities, such as:

- The efficient and wise use and management of land and infrastructure over the long term in order to minimize impacts on air, water and other resources;
- Protection of the natural and built environment;
- Building strong, sustainable and resilient communities that enhance health and social well-being by ensuring opportunities exist locally for employment;
- Residential development promoting a mix of housing; recreation, parks and open space; and transportation choices that increase the use of active transportation and transit; and
- Encouraging a sense of place in communities, by promoting well-designed built form and by conserving features that help define local character.

The provincial policy-led planning system recognizes and addresses the complex inter-relationships among environmental, economic and social factors in land use planning. The PPS supports a comprehensive, integrated and long-term approach to planning, and recognizes linkages among policy areas.

The PPS is issued under Section 3 of the *Planning Act* and all decisions of Council in respect of the exercise of any authority that affects a planning matter shall be consistent with the PPS. Comments, submissions or advice affecting a planning matter that are provided by Council shall also be consistent with the PPS.

The PPS recognizes and acknowledges the Official Plan as an important document for implementing the policies within the PPS. Policy 4.7 of the PPS states that, "The official plan is the most important vehicle for implementation of this Provincial Policy Statement. Comprehensive, integrated and long-term planning is best achieved through official plans."

A Place to Grow: Growth Plan for the Greater Golden Horseshoe (2019)

A Place to Grow: Growth Plan for the Greater Golden Horseshoe (2019) (the "Growth Plan (2019)") came into effect on May 16, 2019. This new plan replaces the previous Growth Plan for the Greater Golden Horseshoe, 2017. The Growth Plan (2019) continues to provide a strategic framework for managing growth and environmental protection in the Greater Golden Horseshoe region, of which the City forms an integral part. The Growth Plan (2019) establishes policies that require implementation through a Municipal Comprehensive Review (MCR), which is a requirement pursuant to Section 26 of the *Planning Act* that comprehensively applies the policies and schedules of the Growth Plan (2019), including the establishment of minimum density targets for and the delineation of strategic growth areas, the conversion of provincially significant employment zones, and others.

Policies not expressly linked to a MCR can be applied as part of the review process for development applications, in advance of the next MCR. These policies include:

- Directing municipalities to make more efficient use of land, resources and infrastructure to reduce sprawl, contribute to environmental sustainability and provide for a more compact built form and a vibrant public realm;
- Directing municipalities to engage in an integrated approach to infrastructure planning and investment optimization as part of the land use planning process;
- Achieving complete communities with access to a diverse range of housing options, protected employment zones, public service facilities, recreation and green space that better connect transit to where people live and work;
- Retaining viable lands designated as employment areas and ensuring redevelopment of lands outside of employment areas retain space for jobs to be accommodated on site;
- Minimizing the negative impacts of climate change by undertaking stormwater management planning that assesses the impacts of extreme weather events and incorporates green infrastructure; and
- Recognizing the importance of watershed planning for the protection of the quality and quantity of water and hydrologic features and areas.

The Growth Plan (2019) builds upon the policy foundation provided by the PPS and provides more specific land use planning policies to address issues facing the GGH region. The policies of the Growth Plan (2019) take precedence over the policies of the PPS to the extent of any conflict, except where the relevant legislation provides otherwise.

In accordance with Section 3 of the Planning Act all decisions of Council in respect of the exercise of any authority that affects a planning matter shall conform with the Growth Plan. Comments, submissions or advice affecting a planning matter that are provided by Council shall also conform with the Growth Plan.

Section 5.1 of the Growth Plan (2019) states that where a municipality must decide on a planning matter before its official plan has been amended to conform with the Growth

Plan (2019), or before other applicable planning instruments have been updated accordingly, it must still consider the impact of its decision as it relates to the policies of the Growth Plan (2019) which require comprehensive municipal implementation.

Planning for Major Transit Station Areas

The Growth Plan (2019) contains policies pertaining to population and employment densities that should be planned for in major transit station areas (MTSAs) along priority transit corridors or subway lines. MTSAs are generally defined as the area within an approximately 500 to 800 metre radius of a transit station, representing about a 10-minute walk. The Growth Plan requires that, at the time of the next municipal comprehensive review (MCR), the City update its Official Plan to delineate MTSA boundaries and demonstrate how the MTSAs achieve appropriate densities.

Bill 108, More Homes, More Choice Act, 2019, received Royal Assent on June 6, 2019. The Bill includes several changes to the provincial planning framework, including a provision to allow inclusionary zoning for lands within an MTSA. Inclusionary zoning allows municipalities to potentially create an Official Plan policy to require some affordable housing as a component of larger developments.

The Ontario Line, also referred to as the Relief Line, is a proposed new subway line between Pape station and Osgood station. The route and location of stations have not yet been approved but there are preliminary plans for a station near the intersection of Sumach Street and King Street East and a station on the former Unilever property located south of Eastern Avenue and west of Broadview Avenue. These potential station locations would be within 800 metres of at least part of the Queen-River area.

Toronto Official Plan

The Queen-River Secondary Plan area is designated *Regeneration Areas* on Map 18 - Land Use Plan. Official Plan Policy 4.7(2) states that "for each *Regeneration Area*, a framework for development will be set out in a Secondary Plan. Development should not proceed prior to approval of a Secondary Plan." The Secondary Plan will guide the revitalization of the area. The Queen-River Secondary Plan applies new land use designations for specific lands within the Queen-River area, including *Mixed Use Areas*, *Neighbourhoods*, and *Existing Use Areas*, which are shown on Map 34-1 of the Queen-River Secondary Plan that is provided in Attachment 1 of this Report.

Further information on the applicable policies for *Regeneration Areas* and other applicable Official Plan policies are provided in the Final Report for the Queen-River Secondary Plan, available at:

<https://www.toronto.ca/legdocs/mmis/2015/te/bgrd/backgroundfile-74409.pdf>

TOcore: Planning Downtown

City Council adopted OPA 406 on July 27, 2018. OPA 406 included amendments to the Downtown section of the Official Plan and Map 6 of the Official Plan and brought forward a new Secondary Plan for the entire Downtown area.

OPA 406, in conjunction with the associated infrastructure strategies that address water, energy, mobility, parks and public realm and community services and facilities, is the result of a three-year study called TOcore: Planning Downtown. The TOcore study area is generally bounded by Lake Ontario to the south, Bathurst Street to the west, the mid-town rail corridor and Rosedale Valley Road to the north and the Don River to the east. This OPA brings forward a comprehensive and integrated policy framework to shape growth in Toronto's fast-growing Downtown over the next 25 years. It provides the City with a blueprint to align growth management with the provision of infrastructure, sustain liveability, achieve complete communities and ensure there is space for the economy to grow.

On August 9, 2018 the City's application under Section 26 of the Planning Act was sent to the Minister of Municipal Affairs and Housing (MMAH) for approval. The Ministry issued its decision regarding OPA 406 on June 5, 2019.

OPA 352 – Downtown Tall Building Setback Area

On October 5-7, 2016, City Council adopted Official Plan Amendment (OPA) 352 – Downtown Tall Building Setback Area (currently under appeal). The purpose of OPA 352 is to establish the policy context for tall building setbacks and separation distances between tower portions of tall buildings Downtown. At the same meeting, City Council adopted area-specific Zoning By-laws 1106-2016 and 1107-2016 (also under appeal), which provide the detailed performance standards for portions of buildings above 24 metres in height.

The outcome of staff analysis and review of the following relevant Official Plan policies and designations and the Queen-River Secondary Plan are summarized in the Comments section of the Report.

Zoning

The Queen-River area is subject to former City of Toronto Zoning By-law 438-86 and the city-wide Zoning By-law 569-2013. The majority of the area is zoned *Industrial (I2 D3)* by Zoning By-law 438-86. The *I2 D3* zone permits a wide variety of non-residential uses including industrial workshops, studios, open storage yards, distribution depots and manufacturing plants. Residential uses are not permitted. Site specific amendments to the zoning by-law have been previously approved within the *I2 D3* area to permit residential development. The maximum density is 3 times the lot area.

The properties from 45-61 River Street are zoned *CR T2.5 C2.0 R1.5* under former City of Toronto Zoning By-law 438-86. Both are mixed use designations that permit a wide

variety of housing forms and commercial uses including office, retail and institutional uses. The properties along River Street between 27 River Street and 43 River Street and from 77 River Street to 125 River Street are subject to Zoning By-law 569-2013 and are zoned *CR 2.5 (c2.0;r1.5) SS2 (x1864)*, which permits a similar mix of commercial and residential uses. The current height limit for the entire Queen-River Secondary Plan area is 15 metres, excluding site-specific exceptions as described below.

A site-specific zoning bylaw (By-law 1255-2017) to allow a 38-storey mixed-use building at 77 River Street and 7 Labatt Avenue, located in *Mixed Use Area 'C'*, has been approved and is in effect. A site-specific zoning by-law to allow a 37-storey residential building at 1-25 Defries Street, located in *Mixed Use Area 'B'*, has been supported by City Council but has not yet been brought into effect by the LPAT. A minor variance application to allow a 5-storey residential rental building at 41 River Street, located within the planned *Neighbourhoods* designation, has been approved and is in effect.

Design Guidelines

The following design guidelines have been adopted by City Council and apply to the proposed changes to the Queen-River Secondary Plan. Official Plan Policy 5.3.2(1) states that guidelines will be adopted to advance the vision, objectives, and policies of the Plan. Urban design guidelines are intended to provide a more detailed framework for built form and public improvements.

City-Wide Tall Building Design Guidelines

City Council has adopted city-wide Tall Building Design Guidelines and directed City Planning staff to use these Guidelines in the evaluation of tall building proposals. The Guidelines establish a unified set of performance measures for the evaluation of tall building proposals to ensure they fit within their context and minimize their local impacts. The link to the guidelines is here:

<https://www.toronto.ca/legdocs/mmis/2013/pg/bgrd/backgroundfile-57177.pdf>.

Downtown Tall Buildings: Vision and Supplementary Design Guidelines

The guidelines do not apply to the Queen-River Secondary Plan because all Secondary Plan areas within the Downtown are excluded from the guidelines and continue to be guided by the city-wide Tall Building Design Guidelines.

Avenues and Mid-rise Buildings Study and Performance Standards

City Council adopted the Avenues and Mid-Rise Buildings Study and an addendum containing performance standards for mid-rise buildings. They identify a list of best practices and establish a set of performance standards for new mid-rise buildings. Key issues addressed include maximum allowable building heights, setbacks and step backs, sunlight and skyview, pedestrian realm conditions, transition to Neighbourhoods

and Parks and Open Space Areas and corner sites. The link to the guidelines is here:
<https://www.toronto.ca/city-government/planning-development/official-plan-guidelines/design-guidelines/mid-rise-buildings/>.

City Council also adopted a revised Mid-Rise Building Performance Standards Addendum, for staff to use together with the 2010 approved Mid-Rise Building Performance Standards in the preparation of area studies or during the evaluation of development applications, where mid-rise buildings are proposed and Performance Standards are applicable, until such time as City Council adopts updated Mid-Rise Building Design Guidelines. Council's decision is here:

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2016.PG12.7> and
<http://www.toronto.ca/legdocs/mmis/2016/pg/bgrd/backgroundfile-92537.pdf>.

Lands within the Queen-River area that are designated *Mixed Use Areas* but not identified as a suitable location for a tall building are potentially suitable for a mid-rise building. Mid-rise building proposals in such locations should generally comply with the Mid-Rise Building Performance Standards.

Growing Up Draft Urban Design Guidelines

In July 2017, Toronto City Council adopted the Growing Up Draft Urban Design Guidelines, and directed City Planning staff to apply the "Growing Up Guidelines" in the evaluation of new and under review multi-unit residential development proposals. The objective of the Growing Up Draft Urban Design Guidelines is that developments deliver tangible outcomes to increase liveability for larger households, including families with children at the neighbourhood, building and unit scale.

The Growing Up Draft Urban Design Guidelines have been considered in the review of this proposal. The Guidelines can be found here:

<https://www.toronto.ca/citygovernment/planning-development/planning-studies-initiatives/growing-up-planning-forchildren-in-new-vertical-communities/>

COMMENTS

This section provides an overview of provincial and municipal planning considerations used in the formation of the proposed changes to the Queen-River Secondary Plan. The comments draw on input from City staff, technical studies, Official Plan and Downtown Plan policies, design guidelines, an analysis of the proposed built form, surrounding context and historical context and community and stakeholder consultation, as described in this Report.

Provincial Policy Statement and Provincial Plans

The proposal has been reviewed and evaluated against the PPS (2014) and the Growth Plan (2019). The proposal has also been reviewed and evaluated against Policy 5.1 of the Growth Plan as described in the Planning Framework section of the Report.

Staff have determined that the proposal is consistent with the PPS and conforms with the Growth Plan.

Provincial Policy Statement (2014)

The PPS (2014) provides for a coordinated and integrated approach to planning matters within municipalities. Speaking to sustaining the health, livability, and safety of communities, Policy 1.1.1 states that land use should accommodate an appropriate range and mix of uses to meet long-term needs, avoid development which may cause environmental or public health and safety concerns, and that promote development that conserves biodiversity and considers the impacts of a changing climate. The proposed changes to the Queen-River Secondary Plan address these land use objectives as they will provide increased housing opportunities, potentially including affordable housing, that will make more efficient use of existing infrastructure and will provide for additional public realm improvements that will serve both existing and future residents and businesses.

Growth Plan for the Greater Golden Horseshoe (2019)

The Growth Plan (2019) reinforces the Provincial Policy Statement's goal of sustaining long-term economic prosperity via land use planning. One of the Growth Plan's primary objectives is to achieve "complete communities", described in part by Policy 2.2.1.4 as places that "provide for a more *compact built form* and vibrant *public realm*, including public open spaces." The proposed changes to the Secondary Plan will contribute to the creation of complete communities by providing for additional mixed-use development in *Mixed Use Area 'E'* that will serve the needs of the local community, additional planned parks and open spaces, and provisions for affordable housing.

Land Use

The proposed changes to the planned land use in the Queen-River area comprise the new *Mixed Use Area 'E'* designation and new Parks / Open Space locations within the *Mixed Use Area 'E'* designation. *Mixed Use Area 'E'*, which will potentially allow for mid-rise development and the potential for one or two towers up to approximately 33 storeys, is more compatible with the planned context than the currently planned *Neighbourhoods* designation because the lands are entirely surrounded by properties planned to be developed for tall buildings in the range of 27 to 38 storeys.

Goal 2d of the Queen-River Secondary Plan is to "reinforce the prevailing character of low and midrise buildings while allowing for a limited number of tall buildings." The proposed *Mixed Use Area 'E'* is consistent with this goal as it provides new opportunities for mid-rise buildings that are scarce in the area while providing for a limited number of tall buildings. With regard for the Mid-Rise Building Performance Standards, the maximum height of a mid-rise building should generally not exceed the width of the adjacent public rights-of-way.

In order to provide for animated uses at ground level along River Street, as well as to provide space for local retail and commercial uses that serve the local community, *Mixed Use Area 'E'* will prohibit new dwelling units on the ground floor facing River Street.

Density, Height, Massing

The proposed maximum height for a tower within *Mixed Use Area 'E'* is 106 metres, which allows for approximately 33 storeys. This height limit is intended to provide for a transition in tower height between the existing and planned towers in Regent Park located on the west of River Street and south of Dundas Street East that range from 28 to 29 storeys and the planned towers within the Queen-River area in *Mixed Use Areas 'B' and 'C'* that have heights in the range of 37 to 38 storeys. Despite the proposed Secondary Plan policy for a maximum height limit of 106 metres, the existing height limit in the zoning by-law will be used as the baseline for the purpose of determining a valuation for community benefits to be secured under Section 37 of the *Planning Act* when a rezoning application proposes an increase in height and/or density.

The proposed locations of the two potential tower sites within *Mixed Use Area 'E'* provide for generous tower separation between towers that will substantially exceed the minimum separation distance of 25 metres as specified in the Tall Building Design Guidelines and By-law 1107-2016 regarding tall building setbacks in the Downtown. The proposed tower locations are in accordance with the Secondary Plan Vision expressed in Section 2 that states "where tall buildings are introduced, they will be characterized by generous tower separations or spacing distances." The two potential tower sites will contribute to a cohesive streetscape and built form character along River Street as they will be balanced by the two tall buildings on the west side of River Street within Regent Park.

Massing within *Mixed Use Area 'E'* is intended to be consistent with the built form policies provided in Section 4.1 of the Secondary Plan. These policies indicate that tall buildings must be at least 20 metres away from a *Neighbourhood*, are encouraged to have tower floor plates that do not exceed 750 square metres, and have base buildings that do not exceed the width of the widest adjacent right-of-way. Proposals for new mid-rise buildings will be evaluated with regard for the Mid-Rise Building Performance Standards.

Some of the LPAT appeals relate to the potential impact a new tall building within *Mixed Use Area 'D'*, located at the northeast corner of River Street and Queen Street East, will have on the adjacent *Neighbourhood* to the north. To address the appellants' concerns, staff recommend that the permission for a tall building with a maximum height of 47 metres as stated in Policy 3.4.3 be revised to clarify that the tall building is only permitted when "the City is satisfied that the proposed development will not create any undue adverse impacts on adjacent properties related specifically to noise, shadow, wind, traffic, privacy and overlook." This qualifying statement largely reflects the development criteria for new development in *Mixed Use Areas* provided in Official Plan Policy 4.5(2).

The LPAT appeal concerning 41 River Street is with regard to a 5-storey mixed-use building that has already been permitted through approved applications for a Minor Variance and Site Plan Control. To settle this appeal, the proposed changes to the Secondary Plan include a site-specific policy to allow a 5-storey mixed-use building within a *Neighbourhood* that is typically limited to 4 storeys. The approved 5-storey building is appropriate for 41 River Street considering no variance was required to increase height above the pre-existing zoning height limit of 15 metres and considering there is an existing 5-storey building nearby at 19 River Street (Vinegar Lofts) within the same *Neighbourhood*. At the time the Minor Variance application was under review by staff, a community consultation meeting was held that found the local community was generally accepting of the proposed 5-storey building.

Sun, Shadow

Tall building proposals in the proposed *Mixed Use Area 'E'* will be subject to the development criteria provided in Official Plan Policy 4.5(2)(e) that requires new development in a *Mixed Use Area* to "maintain sunlight...for pedestrians on adjacent streets, parks and open spaces."

The two potential tower locations in *Mixed Use Area 'E'* will have minimal shadow impact on existing and planned parks and open spaces during the spring and fall equinoxes. The potential tower location adjacent to River Street and Labatt Avenue will have no shadow impact on the Regent Park Athletic Field or Oak Street Parkette. There will be minor impact on the Lower Don River Trail during the late afternoon when portions of the trail will be in shadow for approximately one hour. The other potential tower location at the southeast corner of River Street and Dundas Street East has the potential to shadow portions of the Oak Street Parkette for approximately one hour around midday. Shadow impact on the Lower Don Trail would be mitigated as the shadow would substantially overlap the shadow of planned tall buildings in *Mixed Use Areas 'A' and 'B'*.

Regarding shadow impact on adjacent streets and River Street in particular, shadow impact will be mitigated by the generous spacing between the planned towers in *Mixed Use Area 'E'* and by the limit on base building height that is restricted to the width of the widest adjacent right-of-way as per Policy 4.1.3 of the Queen-River Secondary Plan. Similar to the limit on base building height, new mid-rise developments are generally limited in height to the width of the adjacent right-of-way as per Performance Standard No. 1 of the Mid-Rise Building Performance Standards.

Existing *Neighbourhoods* will not experience any shadow impact from the potential tower locations in *Mixed Use Area 'E'* during the spring and fall equinoxes. Shadow impact from a potential tower in *Mixed Use Area 'D'* on the adjacent *Neighbourhood* to the north will be evaluated against the proposed revised policy for a new tall building that indicates the City must be satisfied that the proposed development will not create "undue adverse impacts" related to shadow, among other matters.

Shadow impact from new towers on existing *Neighbourhoods* is also protected by Official Plan Policy 4.5(2)(d) that requires new development in a *Mixed Use Area* to "locate and mass new buildings so as to adequately limit shadow impacts on adjacent *Neighbourhoods*, particularly during the spring and fall equinoxes.

Traffic Impact, Access, Parking

The development of new towers in the proposed *Mixed Use Area 'E'* will significantly increase the residential unit count in the area compared to the residential density anticipated when the Queen-River Secondary Plan was originally approved by City Council in 2015. Considering that Labatt Avenue will provide the only vehicular ingress from River Street towards *Mixed Use Area 'E'* and Mark Street will provide the only egress, the additional development will put more pressure at the intersections of River Street and Labatt Avenue and River Street and Mark Street. There may be a future need to signalize one or both of these intersection to address vehicle delays and provide for safe pedestrian crossings. The cost of signalization should be shared between the developers of new tall buildings in *Mixed Use Area 'E'* and secured in a cost-sharing agreement. Transportation Services will determine the threshold for a traffic signal through the review of future site-specific rezoning applications that will be required to include a Traffic Impact Study that further details of the projected traffic impact based on the proposed development statistics.

A Traffic Impact Analysis prepared by JD Engineering was recently submitted on behalf of the owner of the Audi dealership located within the Queen-River area at 328 Bayview Avenue, who is one of the appellants to the Secondary Plan. The analysis examined the potential impact that new development in the area will have on traffic and access to the Audi dealership and made several recommendations regarding traffic movement restrictions, dedicated on-street parking spaces, and revised Secondary Plan policies. The specific recommendations regarding the Queen-River Secondary Plan are summarized as follows:

- In order to allow the Audi dealership to make adjustments to their on-site operations, Policy 4.4.1 of the Queen-River Secondary Plan should not apply to the Audi dealership. The policy states "New surface parking lots and the expansion of existing surface parking are not permitted in the Queen-River Secondary Plan area unless for the purposes of a vehicle display area for a motor vehicle establishment."
- The Queen-River Secondary Plan should identify the road network of Labatt Avenue, Defries Street and Mark Street as a "goods movement corridor." The intent of this proposed policy is to prevent any future truck traffic restrictions from being applied to Labatt Avenue, Defries Street or Mark Street.

Transportation Services and City Planning have reviewed the aforementioned Traffic Impact Analysis and recommend the following with respect to the proposed changes to the Secondary Plan:

- Policy 4.4.1 of the Queen-River Secondary Plan be revised to provide for minor adjustments to existing surface parking lots; and
- Add a new policy to the *Existing Use Area* policies to specify that appropriate access for trucks will be maintained for commercial and industrial uses within the *Existing Use Area*. Staff do not find it appropriate to identify Labatt Avenue, Defries Street or Mark Street as a "goods movement corridor" because the Official Plan describes the City's goods movement system as the "major roads and rail freight networks and the pattern of collection and distribution points they serve". The local roads in question are not considered "major roads". As well, the existing Official Plan, Downtown Plan and Queen-River Secondary Plan do not identify any specific "goods movement corridor."

Streetscape

New development in *Mixed Use Area 'E'* will provide improvements to the adjacent streets in the form of animated uses at ground level along River Street, wider sidewalks, new street trees, and potentially other improvements such as bicycle parking or benches.

Housing Issues

A lack of affordable housing in the Queen-River area has been identified as a major concern by the local community. Affordable housing is also a city-wide issue impacting vulnerable residents as well households with greater incomes. City Planning recently prepared a staff report titled Inclusionary Zoning Official Plan Policy Directions, dated May 13, 2019, that was adopted by the Planning and Housing Committee on May 28, 2019. The report provided a draft Official Plan policy for affordable housing that will be the subject of public consultation. The report and Committee decision is available at: <http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2019.PH6.2>

The proposed draft Official Plan policy for affordable housing provided in the aforementioned staff report stipulates the following requirements for new development in a strong market area such as the Downtown:

- affordable housing is required when more than 100 dwelling units are proposed;
- affordable housing units will be maintained at affordable prices or rents for a minimum continuous period of 25 years;
- the minimum amount of required affordable housing is based on a percentage of the increase in residential density compared to the pre-existing zoning permission;
- residential condominium developments will provide a minimum 20% of the additional residential gross floor area as affordable rental or ownership housing; and

- residential rental developments that will not be condominium-registered for a period of at least 40 years will provide a minimum of 5% of the additional residential gross floor area as affordable rental housing.

The above requirements may be revised through the public consultation process and further analysis before City staff bring forward a staff report with recommendations for City Council to approve a comprehensive city-wide Official Plan policy, which potentially will only apply to Major Transit Station Areas as stipulated in Bill 108. At least part of the Queen-River area is anticipated to be within a Major Transit Station Area associated with the Ontario Line (also known as the Relief Line).

The City's current definition of affordable housing is a price or rent that is below the city-wide average. The draft Official Plan policy in the aforementioned report provides a proposed alternative definition of affordable housing based on household income.

The proposed affordable housing policy for the Queen-River Secondary Plan serves to highlight affordable housing as a priority for the area that should be pursued by City staff and may be secured as a Section 37 benefit or through other means as may be available when a development application is under review. The proposed policy is general in nature in order to ensure it does not conflict with a potential future city-wide affordable housing policy.

Parkland / Privately-Owned Publicly Accessible Open Space (POPS)

The Official Plan contains policies to ensure that Toronto's systems of parks and open spaces are maintained, enhanced and expanded. Map 8B of the City of Toronto Official Plan shows local parkland provisions across the City. The Queen-River area is within an area with 0 to 0.42 hectares of local parkland per 1,000 people, which represents the *lowest* quintile of current parkland provision. The site is in a parkland priority area, as per Chapter 415, Article III, of the Toronto Municipal Code.

A new public park was recently secured on the north side of Labatt Avenue as part of the planned development in Mixed Use Area 'B' at 1-25 Defries Street. City staff are currently reviewing a proposal to supplement that park by converting the east end of Labatt Avenue, which is a dead-end with no feasible opportunities for future vehicular connections, to a park. These two parcels of parkland may be considered the first phase of a new linear park to provide a new open space connection from the Regent Park neighbourhood and River Street to the naturalized open space behind the development at 1-25 Defries Street and down the slope of the Don Valley to Bayview Avenue where a planned sidewalk will provide a new connection to Corktown Commons.

To secure additional land for the linear park described above, a proposed change to the Queen-River Secondary Plan is to identify two new parks / open space locations in *Mixed Use Area 'E'* on the north side of Labatt Avenue between River Street and Defries Street. The locations will be added to Map 34-2 Public Realm Structure Plan (see Attachments 3 and 4). The proposed policies for *Mixed Use Area 'E'* include

direction to compliment the on-site parkland dedication with privately-owned, publicly-accessible open space (POPS). The two new planned parks / open spaces in *Mixed Use Area 'E'* will complete the linear park.

At the southeast corner of River Street and Dundas Street East, recent public realm improvements have created a new landscaped open space within the right-of-way. New development at this corner should add to the existing open space with a POPS. The proposed policies for *Mixed Use Area 'E'* include a requirement to supplement the existing open space in the right-of-way with a POPS.

The recently planned development at 1-25 Defries Street includes a new pedestrian route between Mark Street and Labatt Avenue within a 10-metre setback zone from the valley top-of-bank, as well as new pedestrian routes down the valley slope to an extension of the planned pedestrian route along the west side of Bayview Avenue that leads south to Queen Street East. These newly planned pedestrian routes are proposed to be added to Map 34-2 - Public Realm Structure Plan.

Mixed Use Area 'D', located at the northeast corner of River Street and Queen Street East and currently occupied by the Humane Society building, may be a suitable location for an additional park and/or open space if the site is redeveloped. However, the site is partially within the floodplain of the Lower Don River and most of the frontage along Queen Street East is far below street level, making the feasibility and location of any future park or open space uncertain. The proposed changes to the Secondary Plan therefore do not identify a planned park or open space in *Mixed Use Area 'D'* but staff will still explore opportunities for a park and/or open space when reviewing a future redevelopment proposal.

Community Services Assessment

Community Services and Facilities (CS&F) are an essential part of vibrant, strong and complete communities. CS&F are the lands, buildings and structures for the provision of programs and services provided or subsidized by the City or other public agencies, boards and commissions, such as recreation, libraries, childcare, schools, public health, human services, cultural services and employment services.

The timely provision of community services and facilities is as important to the livability of the City's neighbourhoods as "hard" services like sewer, water, roads and transit. The City's Official Plan establishes and recognizes that the provision of and investment in community services and facilities supports healthy, safe, liveable, and accessible communities. Providing for a full range of community services and facilities in areas experiencing major or incremental growth, is a responsibility shared by the City, public agencies and the development community.

In response to concerns raised by the local community and LPAT appellants, and considering the proposed additional density that the proposed change to the Secondary Plan would generate for the area, City Planning staff conducted a CS&F Study. The assessment is largely based on the policies and priorities contained in the City Council-

approved Downtown Secondary Plan and Downtown CS&F Strategy. Additional consultation was undertaken with Divisions and outside agencies representing the child care, schools, libraries and community recreation sectors. The complete study is provided in Attachment 5 of this Report.

The CS&F Study identified the following priorities and recommendations for the Queen-River area, which will be considered in the evaluation of future development applications.

Recreation

Based on Parks, Forestry and Recreation's Facilities Master Plan Study recommendations, the following priority/opportunity has been identified to serve this area:

- Funding contributions towards the replacement and expansion of the John Innes Community Recreation Centre and Indoor Pool.

Child Care

Based on consultation with Children's Services, the following gap and/or need has been identified within this area:

- Need for additional licensed, non-profit child care spaces through construction of new child care facilities which may be integrated in mixed-use buildings and/or co-located with other public facilities such as schools and community recreation centres.

Libraries

Based on consultation with Toronto Public Library, the following service gap and/or priority has been identified within this area:

- Funding contributions towards the renovation and expansion; and possible relocation of the Parliament Street neighbourhood library branch to the Regent Park neighbourhood.

Community Agency Space

Based on agency consultation as part of the Downtown CS&F Strategy work, the following priority has been identified within this area:

- Need for flexible, multi-purpose community space to be co-located as part of public facilities (e.g. school, community centres, libraries) and/or integrated within mixed-use buildings, to serve a highly diverse population comprised of newcomers, children, youth, working adults and seniors.

The CS&F Study will be used by City Planning staff and the local Councillor's office to help determine an appropriate allocation of community benefits secured in Section 37 Agreements associated with rezoning applications for new development proposals within *Mixed-Use Areas 'A', 'D' and 'E'* of the Secondary Plan. With respect to the CS&F

priorities and recommendations described above, staff find the current top CS&F priorities that may be secured within a new development in the Queen-River area include a child care facility and community agency space.

Conclusion

The proposed changes to the Queen-River Secondary Plan have been formulated to be consistent with the policies of the PPS (2014), the Growth Plan (2019), and the Toronto Official Plan. Staff are of the opinion that the proposed changes are consistent with the PPS (2014) and conform with the Growth Plan (2019). Furthermore, the proposal is in keeping with the intent of the Toronto Official Plan, particularly as it relates to the development criteria for *Mixed Use Areas* and responding to the planned context. Staff worked with the appellants, parties, and the community to address and resolve the following key concerns: impact on planned *Neighbourhoods*, strategy to address traffic impact and community services and facilities, and lack of affordable housing in the area. Staff recommend that Council support the proposed changes to the Queen-River Secondary Plan.

CONTACT

Thomas Rees, Senior Planner
Tel. No.: 416-392-1791
E-mail: thomas.rees@toronto.ca

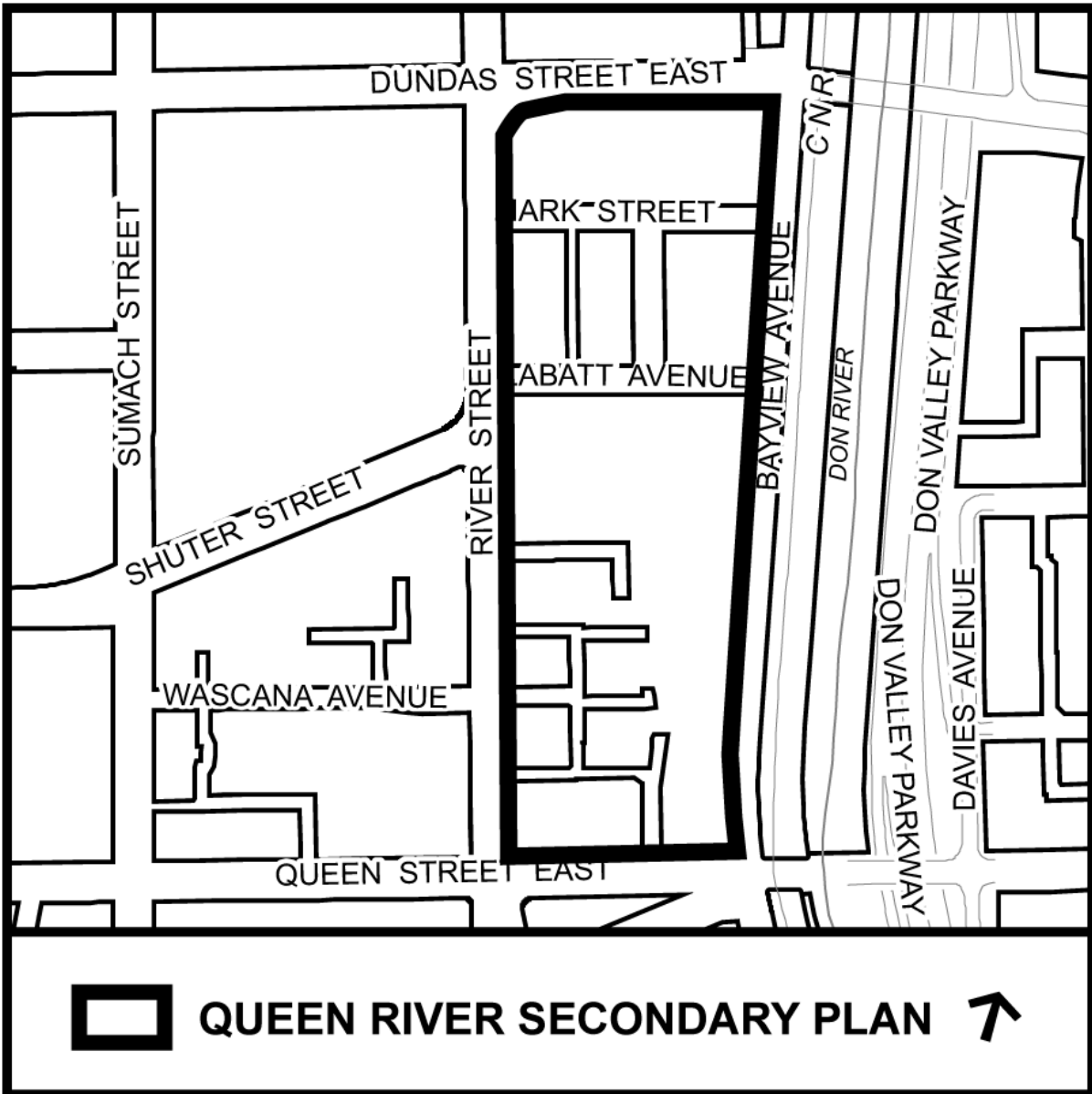
SIGNATURE

Lynda H. Macdonald, MCIP, RPP, OALA, FCSLA
Director, Community Planning
Toronto and East York District

ATTACHMENTS

City of Toronto Data/Drawings
Attachment 1: Location Map
Attachment 2: Existing Queen-River Secondary Plan
Attachment 3: Proposed Changes to Queen-River Secondary Plan
Attachment 4: Proposed Changes Incorporated into Queen-River Secondary Plan
Attachment 5: Community Services and Facilities Study

Attachment 1: Location Map



Attachment 2: Existing Queen-River Secondary Plan

34. QUEEN RIVER SECONDARY PLAN

1. INTRODUCTION

The Queen-River area is approximately 6.4 hectares and is located at the eastern edge of the Downtown as shown on Map 34-1. Historically, the area was home to breweries, other manufacturing uses, and low-rise residential houses. Today, the area is comprised of a number of privately owned properties, big and small, containing a mix of commercial, institutional and residential uses. Much of the area has been built-out and contains a variety of building forms including semi-detached houses, townhouses, automobile dealerships and low-rise office buildings. The eastern edge of the Queen-River area is partially within a provincially regulated floodplain and slope hazard associated with the Don Valley.

The Queen-River area has been slowly changing as vacant and underutilized sites have been redeveloped. Residential uses have become more common in the area. In addition, the areas surrounding Queen-River are undergoing significant changes. To the west, revitalization efforts are transforming Regent Park into a vibrant mixed-use and mixed-income neighbourhood with enhanced parks and community services. South of Queen-River, development in the West Don Lands is turning the former industrial area into a mixed-use community comprised of low and mid-rise buildings with taller buildings at strategic locations. Approximately 30 percent of the land area in the West Don Lands is to be used as parks and public spaces.

As interest in redeveloping underutilized sites to include residential uses continues, planning policies are needed to ensure that future development and reinvestment in the Queen-River area addresses:

- the relationship between the existing and emerging area context;
- the role existing buildings play in determining compatible built form;
- the appropriate interface between residential and non-residential uses;
- the promotion of new non-residential uses;
- the compatibility of new development with the environmental challenges brought forward by the Don Valley and the provincially-regulated floodplain related to the Don River; and
- public realm improvements, including new open spaces and connections, to help achieve a more complete community.

2. VISION AND GOALS

Vision

Finding the Right Balance for New Growth within Queen-River

This Secondary Plan establishes a vision and policies for development in the area that seek to maintain the established stable residential neighbourhoods while allowing for a greater intensity of built form on some of its larger sites, primarily by allowing for the introduction of taller buildings on a small number of sites in the Secondary Plan area. Where tall buildings are introduced, they will be characterized by generous tower separations or spacing distances which address the existing and planned context of the area to ensure the prevailing character of the area is one of mixed built form and use. To this end, the Secondary Plan policies establish the maximum number of tall buildings to be allowed within the area. The policies also help protect the existing low-rise residential neighbourhood areas from negative impacts associated with this more intense form of development such as increased shadowing and reduced access to skyview, light and privacy.

Promoting a Mix of Uses

The Queen-River area continues to contain a number of viable non-residential uses as well as an established and growing residential community. As new development proceeds, particular attention will be paid to the interface between non-residential and residential land uses to ensure their compatibility and to maintain and promote a viable environment for non-residential uses.

Creating a Sense of Place and Identity

A high quality and generous public realm is a key component of a healthy, liveable and safe community. This Secondary Plan includes policies to make the area more attractive and liveable by fostering high quality outdoor spaces that: include attractive tree lined streets, parks, publicly accessible open spaces; improve connectivity within the area and the surrounding areas; and improve physical and visual access to the Don Valley.

Goals

The Queen-River Secondary Plan provides planning policy that balances the need for more intensive forms of regeneration with the need to recognize and improve existing buildings and their accompanying uses in the area. It will be implemented as underutilized sites are redeveloped over time. The goals of the Secondary Plan are to:

- a) identify appropriate locations for growth while ensuring that new development is compatible with the existing and planned context;
- b) ensure that new development respects and reinforces the existing and planned built form character of the surrounding area;
- c) ensure that existing stable residential uses continue to have access to skyview, light and privacy by requiring new development to provide appropriate separation distances and transitions in building height and massing to lower-scaled residential *Neighbourhoods*;
- d) reinforce the prevailing character of low and midrise buildings while allowing for a limited number of tall buildings;
- e) preserve existing employment and accommodate growth of non-residential uses;
- f) ensure that new development addresses the interface between residential uses and non-residential uses in order to encourage the retention of commercial uses within the area by minimizing conflicts between differing land uses; and
- g) provide a framework for coordinated improvements to the public realm including streetscape improvements, the creation of new publicly accessible open spaces, improved connectivity within the area and to the surrounding areas, and improved physical and visual access to the Don Valley.

3. LAND USE DESIGNATIONS

Land Use Designations for the Queen-River Secondary Plan are shown on Map 34-1. Lands will be developed in conformity with the policies of the Official Plan including the *Neighbourhoods* land use policies which limit growth in stable residential areas and the *Mixed Use Areas* policies which provide opportunities for growth. The policies of the Official Plan will continue to apply, with some of these policies being further modified and enriched by the Queen-River Secondary Plan to address the local context and achieve the goals of this Secondary Plan. These more detailed or context derived policies are intended to work together with the Official Plan policies; however, should conflict arise between the two, the policies of this Secondary Plan will prevail.

Development Policies/Framework

The development policies in this Secondary Plan are divided into two sections. The first section includes area specific policies that apply to the land use designations as identified on Map 34-1. The second section contains policies that apply to the entire Secondary Plan area.

Area Specific Policies

3.1 ***Mixed Use Area 'A'***

Mixed Use Area 'A' is the eastern most area on the south side of Dundas Street East in the area identified as the Downtown and Central Waterfront on Map 2 - Urban Structure of the Official Plan. The area is surrounded by residential and commercial uses in lower-scale buildings and by underutilized sites where new development is expected. The existing surrounding buildings as well as the Regent Park revitalization west of *Mixed Use Area 'A'*, informs the built form and streetscape character for this section of Dundas Street East.

Mixed Use Area 'A' is expected to accommodate future growth. New development should better integrate the built form and streetscape of this area with the Regent Park redevelopment along Dundas Street East while taking into account the adjacent existing built form. New development will be sensitive to the existing adjacent low-rise *Neighbourhoods* area to the south and west by providing a transition to any higher built forms on the site and mitigating shadow, privacy and overlook issues. This area also provides one of the few opportunities to increase connectivity to, and within, the Queen-River area. A pedestrian connection to Defries Street will be established through this site. The ground floor uses of buildings along this pedestrian connection will be used to animate this space.

POLICIES

- 3.1.1 The *Mixed Use Areas* land use designation in Chapter 4 of the Official Plan will apply.
- 3.1.2 A maximum of one tall building, consisting of a base building and tower, may be permitted within *Mixed Use Area 'A'*.
- 3.1.3 The tall building will have a maximum height of 88 metres.
- 3.1.4 The tower portion of a tall building in the area will be located on the eastern portion of *Mixed Use Area 'A'* in order to limit the shadow, overlook and loss of privacy impacts for properties located within the adjacent *Neighbourhoods* designation.
- 3.1.5 An outdoor pedestrian connection from Dundas Street East to Defries Street will be required as generally shown on Map 34-2 as part of the development approvals process for new development in *Mixed Use Area 'A'*.

- 3.1.6 The creation of a publicly accessible open space at the eastern end of Mark Street will be encouraged as part of the development approvals process for new development in *Mixed Use Area 'A'* in consultation with the appropriate City staff and external agencies.
- 3.1.7 New development shall be set back by a minimum of 10 metres from the stable top of bank of the Don River valley and locations where slope instability, erosion and flooding present a significant risk to life or property.

3.2 ***Mixed Use Area 'B'***

Mixed Use Area 'B' is bordered by four streets, two of which terminate at the embankment adjacent to Bayview Avenue. This area is comprised of commercial uses contained in low-rise buildings. This secondary plan anticipates growth in this area and allows for one tower with a mix of residential and non-residential uses.

Redevelopment in this area should be designed to improve animation along the adjacent streets and improve the public realm including the possibility of creating a publicly accessible open space at the eastern end of Labatt Avenue that has the flexibility to connect to a future Bayview Avenue sidewalk. As the streets in this area are narrow, new development within this area should include an appropriately pedestrian-scaled streetwall so as to not overwhelm the public realm.

POLICIES

- 3.2.1 The *Mixed Use Areas* land use designation in Chapter 4 of the Official Plan will apply.
- 3.2.2 A maximum of one tall building, consisting of a base building and tower, may be permitted within *Mixed Use Area 'B'*.
- 3.2.3 The tall building will have a maximum height of 88 metres.
- 3.2.4 The creation of a publicly accessible open space at the eastern end of Labatt Avenue will be encouraged as part of the development approvals process for new development in *Mixed Use Area 'B'* in consultation with the appropriate City staff and external agencies.
- 3.2.5 New development shall be set back a minimum of 10 metres from the top of bank of the Don River valley and other locations where slope instability, erosion and flooding present a significant risk to life or property.

3.3 ***Mixed Use Area 'C'***

Mixed Use Area 'C' is located approximately in the centre of the Queen-River area and marks the dividing line between the primarily residential uses in lower-scale buildings concentrated in the south of the Queen-River area and the non-residential uses on large lots that occupy a large portion of the north end of Queen-River. Redevelopment in this area should respect the existing character and height of the street wall on the east side of River Street. It should provide adequate separation and transition in built form to the low-scale residential uses immediately south of the area in order to mitigate the negative impacts of higher built form elements on low-scale areas such as overlook, reduced privacy and loss of skyview. Redevelopment in this area should provide significant improvements to the public realm including publicly accessible open space.

POLICIES

- 3.3.1 The *Mixed Use Areas* land use designation in Chapter 4 of the Official Plan will apply.
- 3.3.2 A maximum of one tall building, consisting of a base building and tower, may be permitted within *Mixed Use Area 'C'*.
- 3.3.3 The tall building will have a maximum height of 88 metres.
- 3.3.4 The creation of a publicly accessible open space in *Mixed Use Area 'C'* will be required as part of as part of any significant development proposal and secured through the development approvals process.

3.4 ***Mixed Use Area 'D'***

Mixed Use Area 'D' is located at the southern boundary of the Queen-River area within the predominantly low to mid-rise Corktown neighbourhood and immediately north of the West Don Lands. Redevelopment within this area will provide transition to the mid to low-rise stable *Neighbourhoods* to the north to reduce privacy and overlook concerns. New development will reinforce the pedestrian scale and character of Queen Street East. New development will provide high quality architecture and an animated street presence on Queen Street East.

POLICIES

- 3.4.1 The *Mixed Use Areas* land use designation in Chapter 4 of the Official Plan will apply.
- 3.4.2 A maximum of one tall building, consisting of a base building and tower, may be permitted within *Mixed Use Area 'D'*.
- 3.4.3 The tall building will have a maximum height of 47 metres.
- 3.4.4 Any redevelopment will be subject to the Provincial natural hazard policies to the satisfaction of the Toronto and Region Conservation Authority.

3.5 ***Neighbourhoods Areas***

There are two areas identified as *Neighbourhoods* in the Queen-River Secondary Plan Area. The *Neighbourhoods* area north of Labatt Avenue is primarily made up of older house-form buildings containing residential uses. These buildings contribute to the character of the area and will help in achieving a mix and variety of housing types in the area as redevelopment of Queen-River occurs. The *Neighbourhoods* area located south of Labatt Street and *Mixed Use Area 'C'* is made up of a mix of older and more recently constructed house-form buildings as well as historical commercial buildings that have been adapted and reused for residential and live/work uses. The built form and laneways in this area exhibit a character most closely related to the historic Corktown community of which it is a part. Both *Neighbourhoods* designated areas are considered physically stable areas.

- 3.5.1 The *Neighbourhoods* land use designation in Chapter 4 of the Official Plan will apply.

3.6 ***Existing Use Area***

This area contains commercial and office uses and is located in the south-east portion of the Queen-River area. It is subject to the Toronto and Region Conservation Authority regulation and is within a floodplain which restricts future development/redevelopment opportunities. The Queen-River Secondary Plan does not alter the existing development permissions in this area.

POLICIES

- 3.6.1 Existing uses and buildings will continue to be permitted in this area.
- 3.6.2 Minor additions, replacement structures, property improvements and ancillary structures may be permitted within this area subject to all requirements and conditions as set out by the City and the Toronto and Region Conservation Authority.
- 3.6.3 This Secondary Plan does not alter the existing development permissions in this area.

4. GENERAL POLICIES

4.1 Built Form

The following built form policies represent key principles that are essential in implementing the vision of this Secondary Plan. In addition to the area specific policies, these general built form policies apply on an area-wide basis to help reduce the negative impacts associated with tall buildings such as increased shadowing and reduced access to skyview, light and privacy. They ensure new development fits within the existing and planned context, provides appropriate transitions to low-rise buildings and respects the scale and proportion of adjacent streets.

City of Toronto urban design guidelines, including those for tall buildings, mid-rise buildings and townhouses, will also be applied to the Queen-River Secondary Plan area as part of the development approval process, but do not form part of this plan.

POLICIES

Tall Building Fit and Transition in Scale

Towers

- 4.1.1 The tower portion of a tall building will be set back a minimum of 20 metres excluding balconies from the nearest property line of an area designated *Neighbourhoods*.
- 4.1.2 Tall buildings are encouraged to have a floor plate no larger than 750 square metres, unless it can be demonstrated to the satisfaction of City Staff that the impact of a larger floor plate (sunlight/shadow, transition, skyview and wind) can be sufficiently mitigated.

Base buildings

- 4.1.3 A base building height of up to 100 percent of the widest adjacent right-of-way width may be permitted provided there is a base building setback at a maximum height of 80 percent of the adjacent right-of-way width.
- 4.1.4 Base buildings will be designed to include setbacks and/or setbacks to limit shadow impacts on properties within areas designated *Neighbourhoods*.
- 4.1.5 The portion of the base building immediately adjacent to lower-scale areas should be no higher than the height of adjacent buildings.
- 4.1.6 The base building height may increase as the distance from the adjacent lower-scale buildings increases.

4.2 Public Realm

The public realm is comprised of streets, parks and other publicly owned and/or publicly accessible land. As the Queen-River area transitions to include more residential uses, public realm improvements are essential to create a more liveable community.

Opportunities for coordinated public realm improvements are limited due to the gradual nature of implementation and the lack of publicly owned lands within this Secondary Plan area. New developments in the area will be expected to contribute to public realm improvements by providing generous building setbacks, implementing an appropriate streetscape frontage, and through assisting with the creation of new parks and/or publicly accessible privately owned open space and connections between these spaces.

In keeping with the vision of this plan to create a high quality public realm that contributes to a healthy, liveable and safe community, streetscape improvements will be pursued in the Queen-River area, as outlined in the following policies and as shown on Map 34-2.

POLICIES

Building Setbacks and Streetscaping

- 4.2.1 New buildings will be set back from the street curb to provide ample space for tree planting, a pedestrian clearway, street furniture, lighting, as well as for landscaped open space within the site.

Laneway Improvements

- 4.2.2 Laneway improvements that enhance the pedestrian environment and reflect "Crime Prevention Through Environmental Design" principles will be encouraged, where applicable, as part of the development approvals process.

Parks and Open Space

- 4.2.3 Publicly accessible open space will be provided substantially in accordance with Map 34-2.
- 4.2.4 Additional on-site publicly accessible open space will be encouraged as part of the development review process.
- 4.2.5 The feasibility of removing the right turn channel at the southeast corner of River Street and Dundas Street East as shown on Map 34-2, and replacing it with a publicly accessible open space and related pedestrian amenities, will be reviewed and further evaluated by the City as part of future capital project considerations and/or as part of a community benefits related to the development approvals process for new developments in the area.

Pedestrian Connections

- 4.2.6 New developments within *Mixed Use Area 'A'* will provide publicly accessible pedestrian route/open space on-site substantially in accordance with Map 34-2 as part of the development approvals process.
- 4.2.7 The creation of a sidewalk or multi-use trail along the west side of Bayview Avenue outside the Queen-River boundary, as shown on Map 34-2, connecting the Queen-River area with the West Don Lands will be encouraged as part of future capital project considerations and/or as part of a community benefits related to the development approvals process for new developments in the area.

4.3 Noise and Odour Mitigation

POLICIES

- 4.3.1 New residential development will be appropriately designed, buffered and/or separated from existing adjacent or nearby non-residential uses, as necessary, and to the satisfaction of the City to prevent or mitigate adverse effects from noise, vibration, traffic, and odour upon occupants of the new development.
- 4.3.2 New non-residential development will be appropriately designed, buffered and/or separated from existing adjacent or nearby residential uses as necessary, and to the satisfaction of the City to prevent or mitigate adverse effects from noise, vibration, traffic, and odour upon occupants of the adjacent or near existing residential uses.

4.4 Parking

POLICIES

- 4.4.1 New surface parking lots and the expansion of existing surface parking are not permitted in the Queen-River Secondary Plan area unless it is used for the purposes of a vehicle display area for a motor vehicle establishment.

4.5 Height and/or Density Incentives

POLICIES

The policies of Section 5.1.1 of the Official Plan regarding Section 37 of the *Planning Act* will apply to the Queen-River Secondary Plan Area with the additional following policy direction.

- 4.5.1 In determining community benefits the following will be considered priorities, although others may also be secured as appropriate, and should be considered in the context of the policies of the Queen-River Secondary Plan:
- a) sidewalk and/or multi-use trail along the west side of Bayview Avenue connecting the Queen-River area with the West Don Lands (located adjacent to the Secondary Plan area);
 - b) laneway improvements that improve safety and enhance the pedestrian environment;
 - c) the removal of the right turn channel at the southeast corner of River Street and Dundas Street East and replacement with a public plaza or landscaped open space, including pedestrian amenities; and
 - d) the creation of a publicly accessible open spaces and/or parkettes at the eastern terminus of Mark Street and Labatt Avenue as shown on Map 34-2.

Additional community improvements, services and facilities may be identified that are not outlined in the Secondary Plan as part of the review and development approvals process for new development in the area. Community services and facilities studies may be used to assist in this identification.

5. INTERPRETATION

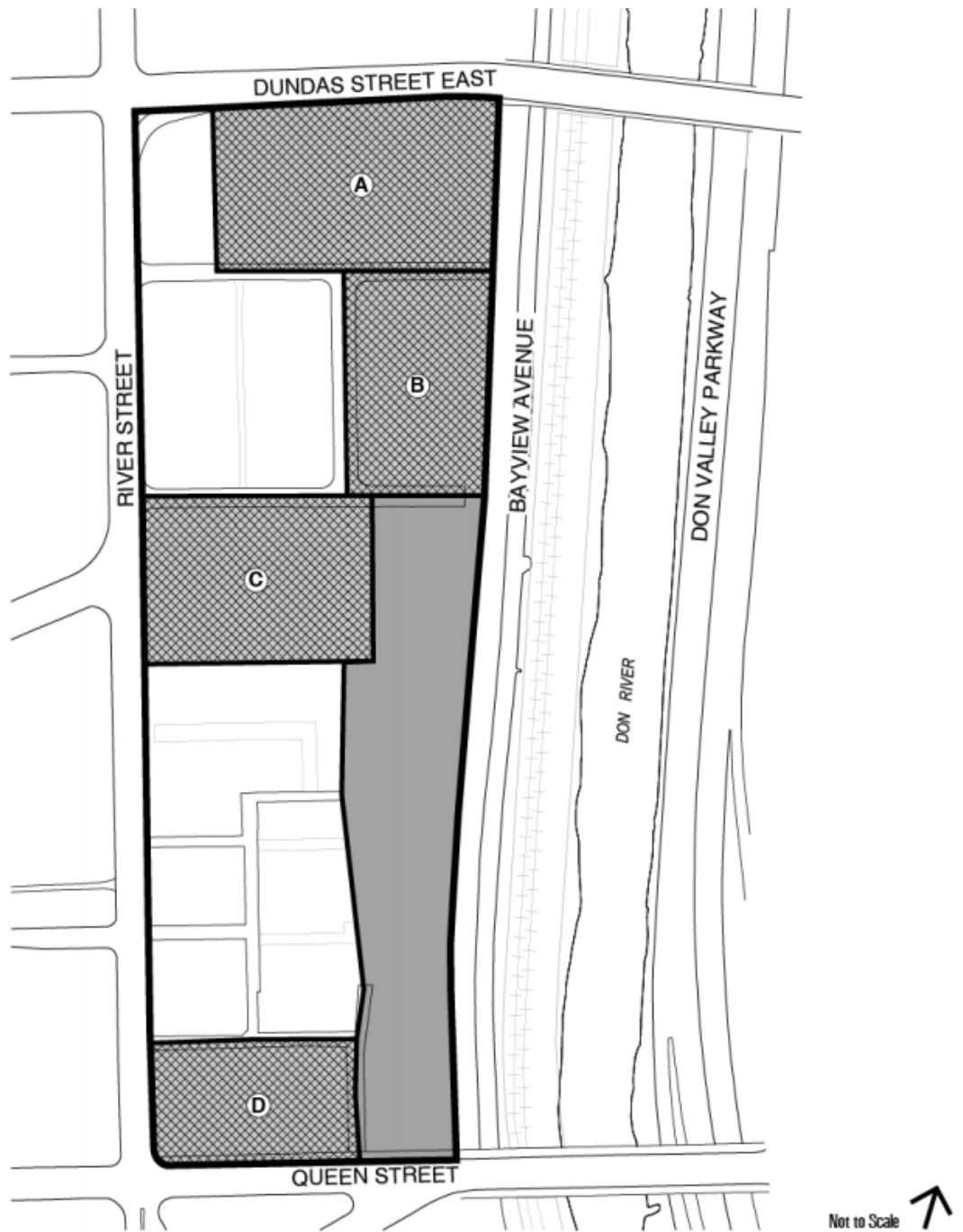
- 5.1 The lands affected by the Queen-River Secondary Plan are shown on Map 34-1.
- 5.2 The boundaries of this area are approximate and minor adjustments do not require an Official Plan Amendment.
- 5.3 The Queen-River Secondary Plan should be read as a whole together with the policies of the Official Plan to understand its comprehensive and integrative intent as a policy framework for decision making in the Queen-River area.
- 5.4 The policies of the Official Plan apply to the Queen-River area, unless otherwise stated in this Plan. Where there is a conflict between the policies of the Official Plan and those in the Secondary Plan, the Secondary Plan policies will prevail.
- 5.5 Building height will be determined in accordance with the definitions in the in-force zoning by-law and does not include mechanicals, elevator shafts, parapets or other building elements to be determined through the development approval process.

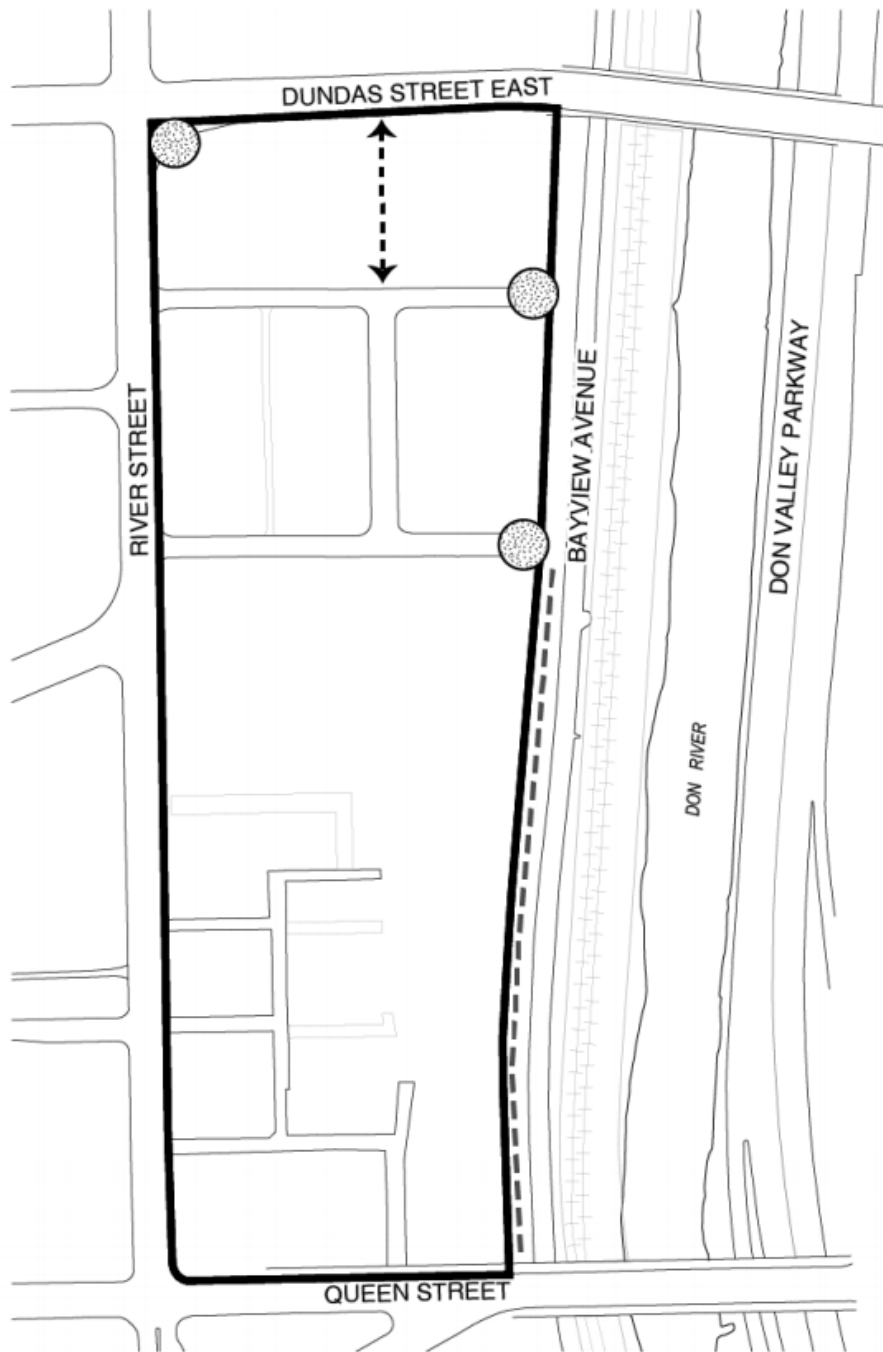
List of Maps

For the electronic version, please note some of these files may take some time to download.

Map 34-1 Land Use Plan

Map 34-2 Public Realm Structure Plan





Not to Scale



Attachment 3: Proposed Changes to the Queen-River Secondary Plan

1. Add a new Policy in Section 3.1 *Mixed Use Area 'A'*:

3.1.8 The City will actively pursue the provision of new affordable housing units in new developments.

2. Revise Policies 3.2.2 and 3.2.3 so that they read:

3.2.2 A maximum of one tall building, consisting of a 4-storey base building, an 11-storey middle component, and tower, may be permitted within *Mixed Use Area 'B'*.

3.2.3 The tall building will have a maximum height of 125 metres.

3. Revise Policies 3.3.2 and 3.3.3 so that they read:

3.2.2 A maximum of one tall building, consisting of a 2-storey base building, a 10-storey middle component, and tower, may be permitted within *Mixed Use Area 'C'*.

3.2.3 The tall building will have a maximum height of 120 metres.

4. Revise Policy 3.4.3 by adding a sentence following the existing policy so that it reads:

"The tall building will have a maximum height of 47 metres. The stated maximum height limit for any proposed tall building within *Mixed Use Area 'D'* may only be achieved when the City is satisfied that the proposed development will not create any undue adverse impacts on adjacent properties related specifically to noise, shadow, wind traffic, privacy and overlook."

5. Add a new Policy in Section 3.4 *Mixed Use Area 'D'*:

3.4.5 The City will actively pursue the provision of new affordable housing units in new developments.

6. Add new Policies in Section 3:

3.5 *Mixed Use Area 'E'*

Mixed Use Area 'E' is located on the east side of River Street between Dundas Street East and Labatt Avenue. Redevelopment in this area may include mid-rise buildings and up to two tall buildings in appropriate

locations that provide for appropriate tower separation. Redevelopment should provide significant improvements to the public realm.

POLICIES

3.5.1 The *Mixed Use Areas* land use designation in Chapter 4 of the Official Plan will apply.

3.5.2 A maximum of two tall buildings, each consisting of a base building and tower, may be permitted within *Mixed Use Area 'E'*, provided that one tall building must be located north of Mark Street and the other tall building must be located adjacent to River Street and adjacent to the planned Park / Open Space located on the north side of Labatt Avenue.

3.5.3 Tall buildings in *Mixed Use Area 'E'* will have a maximum height of 106 metres.

3.5.4 New dwelling units are not permitted on the ground floor facing River Street.

3.5.5 New development in *Mixed Use Area 'E'* on lands adjacent to Labatt Avenue must implement public realm improvements identified on Map 34-2 through a combination of parkland and publicly accessible open space, as appropriate.

3.5.6 New development in *Mixed Use Area 'E'* on lands adjacent to River Street and Dundas Street East should provide privately-owned publicly accessible space (POPS) adjacent to the existing open space feature located within the right-of-way on the southeast corner of River Street and Dundas Street East.

3.5.7 The City will actively pursue the provision of new affordable housing units in new developments.

7. Revise the existing the introductory description in existing Section 3.5 by deleting reference to the planned *Neighbourhood* located north of Labatt Avenue, which is proposed to be replaced by *Mixed Use Area 'E'*, so that it reads:

"There is one area identified as *Neighbourhoods* in the Queen-River Secondary Plan Area, which is located south of Labatt Street and *Mixed Use Area 'C'*. *This area* is made up of a mix of older and more recently constructed house-form buildings as well as historical commercial buildings that have been adapted and reused for residential and live/work uses. The built form and laneways in this area exhibit a character most closely related to the historic Corktown community of which it is a part.

This *Neighbourhoods* designated area is considered a physically stable area."

8. Add new Policy in Section 3.6 (previously 3.5) *Neighbourhoods*

3.6.1 A 5-storey mixed-use building is permitted on the property municipally known as 41 River Street.

9. Renumber existing Policies 3.5 and 3.5.1 as 3.6 and 3.6.1 respectively.
10. Renumber existing Policies 3.6, 3.6.1, 3.6.2, and 3.6.3 as 3.7, 3.7.1, 3.7.2 and 3.7.3 respectively.
11. Add new Policy in Section 3.7 (previously 3.6) *Existing Use Area*

3.7.4 Appropriate access for trucks will be maintained for commercial and industrial uses within the *Existing Use Area*.

12. Revise Policy 4.4.1 so that it reads:

"New surface parking lots and the significant expansion of existing surface parking are not permitted in the Queen-River Secondary Plan unless it is used for the purposes of a vehicle display area for a motor vehicle establishment. Minor adjustments to existing surface parking lots that do not significantly increase the number of parking spaces are permitted."

13. Update Map 34-1 by replacing lands designated *Neighbourhoods* located north of Labatt Avenue with *Mixed Use Area 'E'* as shown in Schedule 'A' of this By-law.

14. Update Map 34-2 as shown in Schedule 'B' of this By-law as follows:

a) In the legend, replace "Proposed Open Space" with "Park / Open Space";

b) Add 3 additional Parks / Open Space locations along the north side of Labatt Avenue;

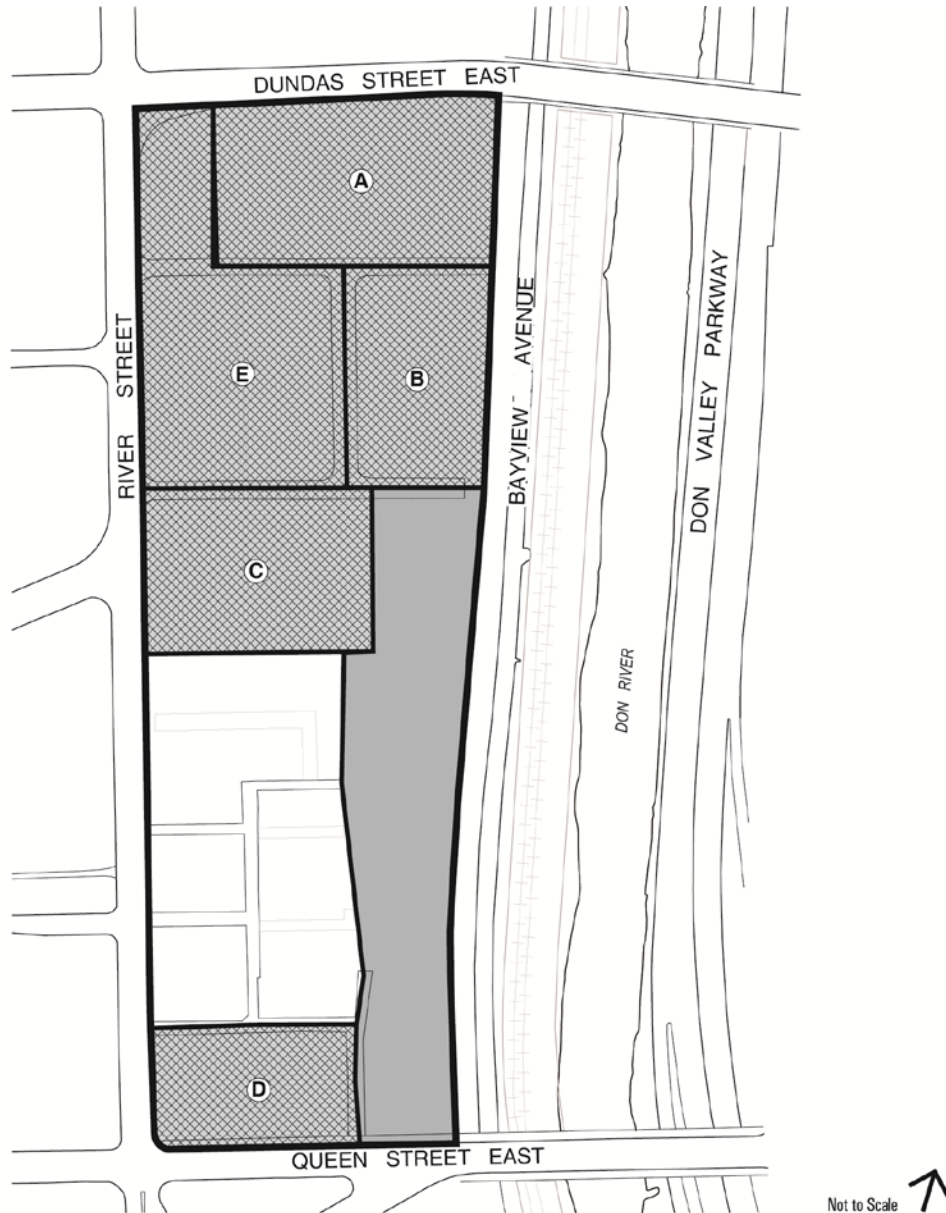
c) In the legend, replace "Potential Pedestrian Route" with "Planned Pedestrian Route";

d) Extend the existing Pedestrian Route north to Mark Street; and

e) Add a new Pedestrian Route within *Mixed Use Area 'D'* between the "Parks / Open Space" locations located at the east ends of Mark Street and Labatt Avenue and connect this Pedestrian Route to the extended

Pedestrian Route as referenced in (d) above through the Parks / Open Space located at the east ends of both Mark Street and Labatt Avenue;

Proposed Revised Map 34-1 - Land Use Plan



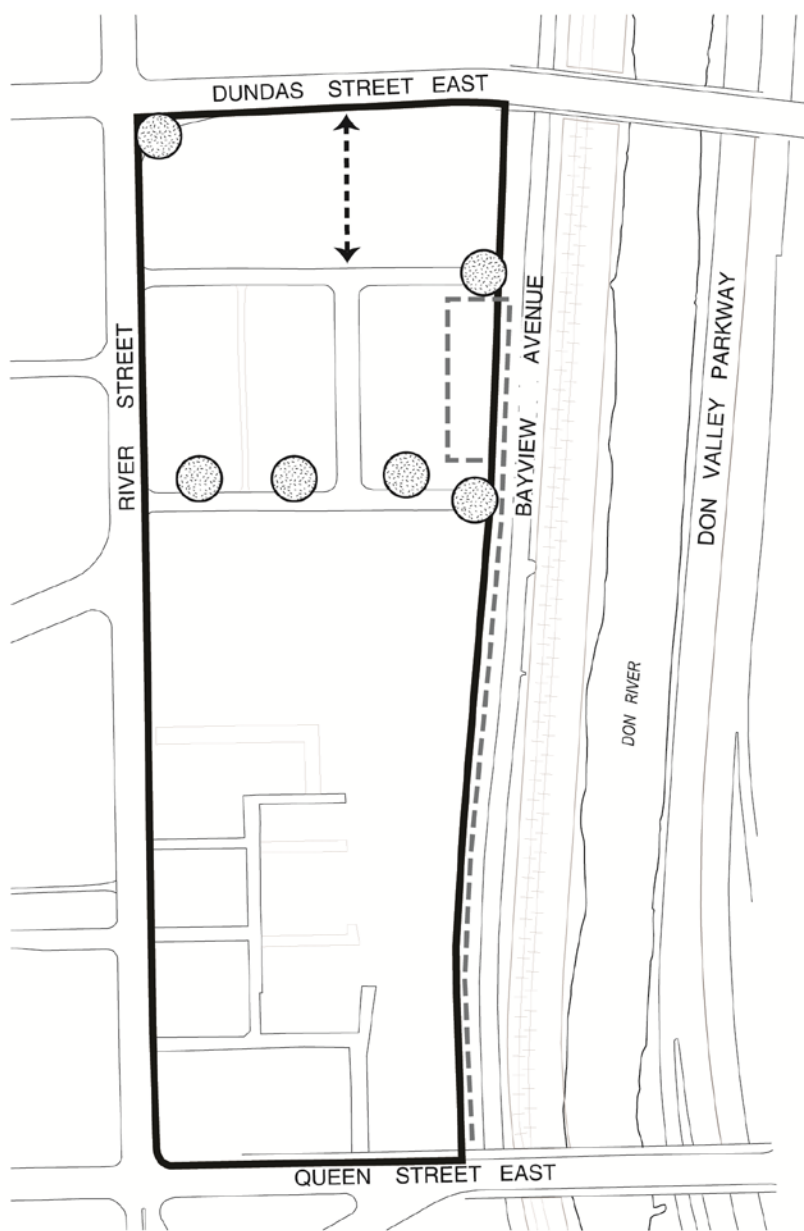
Queen-River Secondary Plan

MAP 34-1 Land Use Plan



June 2019

Proposed Revised to Map 34-2 - Public Realm Structure Plan



Not to Scale



Queen-River Secondary Plan

MAP 34-2 Public Realm Structure Plan

— Secondary Plan Boundary



Park / Open Space



Mid-Block Walkways



Planned Pedestrian Route

May 2019

Attachment 4: Proposed Changes Incorporated into Queen-River Secondary Plan

34. QUEEN-RIVER SECONDARY PLAN

1. INTRODUCTION

The Queen-River area is approximately 6.4 hectares and is located at the eastern edge of the Downtown as shown on Map 34-1. Historically, the area was home to breweries, other manufacturing uses, and low-rise residential houses. Today, the area is comprised of a number of privately owned properties, big and small, containing a mix of commercial, institutional and residential uses. Much of the area has been built-out and contains a variety of building forms including semi-detached houses, townhouses, automobile dealerships and low-rise office buildings. The eastern edge of the Queen-River area is partially within a provincially regulated floodplain and slope hazard associated with the Don Valley.

The Queen-River area has been slowly changing as vacant and underutilized sites have been redeveloped. Residential uses have become more common in the area. In addition, the areas surrounding Queen-River are undergoing significant changes. To the west, revitalization efforts are transforming Regent Park into a vibrant mixed-use and mixed-income neighbourhood with enhanced parks and community services. South of Queen-River, development in the West Don Lands is turning the former industrial area into a mixed-use community comprised of low and mid-rise buildings with taller buildings at strategic locations. Approximately 30 percent of the land area in the West Don Lands is to be used as parks and public spaces.

As interest in redeveloping underutilized sites to include residential uses continues, planning policies are needed to ensure that future development and reinvestment in the Queen-River area addresses:

- the relationship between the existing and emerging area context;
- the role existing buildings play in determining compatible built form;
- the appropriate interface between residential and non-residential uses;
- the promotion of new non-residential uses;
- the compatibility of new development with the environmental challenges brought forward by the Don Valley and the provincially-regulated floodplain related to the Don River; and
- public realm improvements, including new open spaces and connections, to help achieve a more complete community.

2. VISION AND GOALS

Vision

Finding the Right Balance for New Growth within Queen-River

This Secondary Plan establishes a vision and policies for development in the area that seek to maintain the established stable residential neighbourhoods while allowing for a greater intensity of built form on some of its larger sites, primarily by allowing for the introduction of taller buildings on a small number of sites in the Secondary Plan area. Where tall buildings are introduced, they will be characterized by generous tower separations or spacing distances which address the existing and planned context of the area to ensure the prevailing character of the area is one of mixed built form and use. To this end, the Secondary Plan policies establish the maximum number of tall buildings to be allowed within the area. The policies also help protect the existing low-rise residential neighbourhood areas from negative impacts associated with this more intense form of development such as increased shadowing and reduced access to skyview, light and privacy.

Promoting a Mix of Uses

The Queen-River area continues to contain a number of viable non-residential uses as well as an established and growing residential community. As new development proceeds, particular attention will be paid to the interface between non-residential and residential land uses to ensure their compatibility and to maintain and promote a viable environment for non-residential uses.

Creating a Sense of Place and Identity

A high quality and generous public realm is a key component of a healthy, liveable and safe community. This Secondary Plan includes policies to make the area more attractive and liveable by fostering high quality outdoor spaces that: include attractive tree lined streets, parks, publicly accessible open spaces; improve connectivity within the area and the surrounding areas; and improve physical and visual access to the Don Valley.

Goals

The Queen-River Secondary Plan provides planning policy that balances the need for more intensive forms of regeneration with the need to recognize and improve existing buildings and their accompanying uses in the area. It will be implemented as underutilized sites are redeveloped over time. The goals of the Secondary Plan are to:

- (a) identify appropriate locations for growth while ensuring that new development is compatible with the existing and planned context;
- (b) ensure that new development respects and reinforces the existing and planned built form character of the surrounding area;
- (c) ensure that existing stable residential uses continue to have access to skyview, light and privacy by requiring new development to provide appropriate separation

distances and transitions in building height and massing to lower-scaled residential *Neighbourhoods*;

- (d) reinforce the prevailing character of low and midrise buildings while allowing for a limited number of tall buildings;
- (e) preserve existing employment and accommodate growth of non-residential uses;
- (f) ensure that new development addresses the interface between residential uses and non- residential uses in order to encourage the retention of commercial uses within the area by minimizing conflicts between differing land uses; and
- (g) provide a framework for coordinated improvements to the public realm including streetscape improvements, the creation of new publicly accessible open spaces, improved connectivity within the area and to the surrounding areas, and improved physical and visual access to the Don Valley.

3. LAND USE DESIGNATIONS

Land Use Designations for the Queen-River Secondary Plan are shown on Map 34-1. Lands will be developed in conformity with the policies of the Official Plan including the Neighbourhoods land use policies which limit growth in stable residential areas and the Mixed Use Areas policies which provide opportunities for growth. The policies of the Official Plan will continue to apply, with some of these policies being further modified and enriched by the Queen-River Secondary Plan to address the local context and achieve the goals of this Secondary Plan. These more detailed or context derived policies are intended to work together with the Official Plan policies; however, should conflict arise between the two, the policies of this Secondary Plan will prevail.

Development Policies/Framework

The development policies in this Secondary Plan are divided into two sections. The first section includes area specific policies that apply to the land use designations as identified on Map 34-1. The second section contains policies that apply to the entire Secondary Plan area.

Area Specific Policies

3.1 Mixed Use Area 'A'

Mixed Use Area 'A' is the eastern most area on the south side of Dundas Street East in the area identified as the Downtown and Central Waterfront on Map 2 - Urban Structure of the Official Plan. The area is surrounded by residential and commercial uses in lower-scale buildings and by underutilized sites where new development is expected. The existing surrounding buildings as well as the Regent Park revitalization west of *Mixed*

Use Area 'A', informs the built form and streetscape character for this section of Dundas Street East.

Mixed Use Area 'A' is expected to accommodate future growth. New development should better integrate the built form and streetscape of this area with the Regent Park redevelopment along Dundas Street East while taking into account the adjacent existing built form. New development will be sensitive to the existing adjacent low-rise Neighbourhoods area to the south and west by providing a transition to any higher built forms on the site and mitigating shadow, privacy and overlook issues. This area also provides one of the few opportunities to increase connectivity to, and within, the Queen-River area. A pedestrian connection to Defries Street will be established through this site. The ground floor uses of buildings along this pedestrian connection will be used to animate this space.

Policies

3.1.1 The *Mixed Use Areas* land use designation in Chapter 4 of the Official Plan will apply.

3.1.2 A maximum of one tall building, consisting of a base building and tower, may be permitted within *Mixed Use Area 'A'*.

3.1.3 The tall building will have a maximum height of 88 metres.

3.1.4 The tower portion of a tall building in the area will be located on the eastern portion of *Mixed Use Area 'A'* in order to limit the shadow, overlook and loss of privacy impacts for properties located within the adjacent Neighbourhoods designation.

3.1.5 An outdoor pedestrian connection from Dundas Street East to Defries Street will be required as generally shown on Map 34-2 as part of the development approvals process for new development in *Mixed Use Area 'A'*.

3.1.6 The creation of a publicly accessible open space at the eastern end of Mark Street will be encouraged as part of the development approvals process for new development in *Mixed Use Area 'A'* in consultation with the appropriate City staff and external agencies.

3.1.7 New development shall be set back by a minimum of 10 metres from the stable top of bank of the Don River valley and locations where slope instability, erosion and flooding present a significant risk to life or property.

3.1.8 The City will actively pursue the provision of affordable housing units in new developments.

3.2 Mixed Use Area 'B'

Mixed Use Area 'B' is bordered by four streets, two of which terminate at the embankment adjacent to Bayview Avenue. This area is comprised of commercial uses contained in low-rise buildings. This secondary plan anticipates growth in this area and allows for one tower with a mix of residential and non-residential uses.

Redevelopment in this area should be designed to improve animation along the adjacent streets and improve the public realm including the possibility of creating a publicly accessible open space at the eastern end of Labatt Avenue that has the flexibility to connect to a future Bayview Avenue sidewalk. As the streets in this area are narrow, new development within this area should include an appropriately pedestrian-scaled streetwall so as to not overwhelm the public realm.

Policies

3.2.1 The *Mixed Use Areas* land use designation in Chapter 4 of the Official Plan will apply.

3.2.2 A maximum of one tall building, consisting of a 4-storey base building, an 11-storey middle component, and tower, may be permitted within *Mixed Use Area 'B'*.

3.2.3 The tall building will have a maximum height of 125 metres.

3.2.4 The creation of a publicly accessible open space at the eastern end of Labatt Avenue will be encouraged as part of the development approvals process for new development in *Mixed Use Area 'B'* in consultation with the appropriate City staff and external agencies.

3.2.5 New development shall be set back a minimum of 10 metres from the top of bank of the Don River valley and other locations where slope instability, erosion and flooding present a significant risk to life or property.

3.3 Mixed Use Area 'C'

Mixed Use Area 'C' is located approximately in the centre of the Queen-River area and marks the dividing line between the primarily residential uses in lower-scale buildings concentrated in the south of the Queen-River area and the non-residential uses on large lots that occupy a large portion of the north end of Queen-River. Redevelopment in this area should respect the existing character and height of the street wall on the east side of River Street. It should provide adequate separation and transition in built form to the low-scale residential uses immediately south of the area in order to mitigate the negative impacts of higher built form elements on low-scale areas such as overlook, reduced privacy and loss of skyview. Redevelopment in this area should provide significant improvements to the public realm including publicly accessible open space.

Policies

3.3.1 The *Mixed Use Areas* land use designation in Chapter 4 of the Official Plan will apply.

3.3.2 A maximum of one tall building, consisting of a 2-storey base building, a 10-storey middle component, and tower, may be permitted within *Mixed Use Area 'C'*.

3.3.3 The tall building will have a maximum height of 120 metres.

3.3.4 The creation of a publicly accessible open space in *Mixed Use Area 'C'* will be required as part of any significant development proposal and secured through the development approvals process.

3.4 Mixed Use Area 'D'

Mixed Use Area 'D' is located at the southern boundary of the Queen-River area within the predominantly low to mid-rise Corktown neighbourhood and immediately north of the West Don Lands. Redevelopment within this area will provide transition to the mid to low-rise stable Neighbourhoods to the north to reduce privacy and overlook concerns. New development will reinforce the pedestrian scale and character of Queen Street East. New development will provide high quality architecture and an animated street presence on Queen Street East.

Policies

3.4.1 The *Mixed Use Areas* land use designation in Chapter 4 of the Official Plan will apply.

3.4.2 A maximum of one tall building, consisting of a base building and tower, may be permitted within *Mixed Use Area 'D'*.

3.4.3 The tall building will have a maximum height of 47 metres. The stated maximum height limit for any proposed tall building within *Mixed Use Area 'D'* may only be achieved when the City is satisfied that the proposed development will not create any undue adverse impacts on adjacent properties related specifically to noise, shadow, wind traffic, privacy and overlook.

3.4.4 Any redevelopment will be subject to the Provincial natural hazard policies to the satisfaction of the Toronto and Region Conservation Authority.

3.4.5 The City will actively pursue the provision of affordable housing units in new developments.

3.5 Mixed Use Area 'E'

Mixed Use Area 'E' is located on the east side of River Street between Dundas Street East and Labatt Avenue. Redevelopment in this area may include mid-rise buildings and up to two tall buildings in appropriate locations that provide for appropriate tower separation. Redevelopment should provide significant improvements to the public realm.

POLICIES

3.5.1 The *Mixed Use Areas* land use designation in Chapter 4 of the Official Plan will apply.

3.4.2 A maximum of two tall buildings, each consisting of a base building and tower, may be permitted within *Mixed Use Area 'E'*, provided that one tall building must be located north of Mark Street and the other tall building must be located adjacent to River Street and adjacent to the planned Park / Open Space located on the north side of Labatt Avenue.

3.5.3 Tall buildings in *Mixed Use Area 'E'* will have a maximum height of 106 metres.

3.5.4 New dwelling units are not permitted on the ground floor facing River Street.

3.5.5 New development in *Mixed Use Area 'E'* on lands adjacent to Labatt Avenue must implement the public realm improvements identified on Map 34-2 through a combination of parkland and publicly accessible open space, as appropriate.

3.5.6 New development in *Mixed Use Area 'E'* on lands adjacent to River Street and Dundas Street East should provide privately-owned publicly accessible space (POPS) adjacent to the existing open space feature located within the right-of-way on the southeast corner of River Street and Dundas Street East.

3.5.7 The City will actively pursue the provision of affordable housing units in new developments.

3.6 Neighbourhoods

There is one area identified as *Neighbourhoods* in the Queen-River Secondary Plan Area, which is located south of Labatt Street and *Mixed Use Area 'C'*. This area is made up of a mix of older and more recently constructed house-form buildings as well as historical commercial buildings that have been adapted and reused for residential and live/work uses. The built form and laneways in this area exhibit a character most closely

related to the historic Corktown community of which it is a part. This *Neighbourhoods* designated area is considered a physically stable area.

3.6.1 The *Neighbourhoods* land use designation in Chapter 4 of the Official Plan will apply.

3.6.2 A 5-storey mixed-use building is permitted on the property municipally known as 41 River Street.

3.7 Existing Use Area

This area contains commercial and office uses and is located in the south-east portion of the Queen-River area. It is subject to the Toronto and Region Conservation Authority regulation and is within a floodplain which restricts future development/redevelopment opportunities. The Queen-River Secondary Plan does not alter the existing development permissions in this area.

Policies

3.7.1 Existing uses and buildings will continue to be permitted in this area.

3.7.2 Minor additions, replacement structures, property improvements and ancillary structures may be permitted within this area subject to all requirements and conditions as set out by the City and the Toronto and Region Conservation Authority.

3.7.3 This Secondary Plan does not alter the existing development permissions in this area.

3.7.4 Appropriate access for trucks will be maintained for commercial and industrial uses within the *Existing Use Area*.

4.0 GENERAL POLICIES

4.1 Built Form

The following built form policies represent key principles that are essential in implementing the vision of this Secondary Plan. In addition to the area specific policies, these general built form policies apply on an area-wide basis to help reduce the negative impacts associated with tall buildings such as increased shadowing and reduced access to skyview, light and privacy. They ensure new development fits within the existing and planned context, provides appropriate transitions to low-rise buildings and respects the scale and proportion of adjacent streets.

City of Toronto urban design guidelines, including those for tall buildings, mid-rise buildings and townhouses, will also be applied to the Queen-River Secondary Plan area as part of the development approval process, but do not form part of this plan.

Policies

Tall Building Fit and Transition in Scale

Towers

4.1.1 The tower portion of a tall building will be set back a minimum of 20 metres excluding balconies from the nearest property line of an area designated *Neighbourhoods*.

4.1.2 Tall buildings are encouraged to have a floor plate no larger than 750 square metres, unless it can be demonstrated to the satisfaction of City Staff that the impact of a larger floor plate (sunlight/shadow, transition, skyview and wind) can be sufficiently mitigated.

Base buildings

4.1.3 A base building height of up to approximately 100 percent of the widest adjacent right-of-way width may be permitted provided there is a base building stepback at a maximum height of approximately 80 percent of the adjacent right-of-way width.

4.1.4 Base buildings will be designed to include stepbacks and/or setbacks to limit shadow impacts on properties within areas designated *Neighbourhoods*.

4.1.5 The portion of the base building immediately adjacent to lower-scale areas should be no higher than the height of adjacent buildings.

4.1.6 The base building height may increase as the distance from the adjacent lower-scale buildings increases.

4.2 Public Realm

The public realm is comprised of streets, parks and other publicly owned and/or publicly accessible land. As the Queen-River area transitions to include more residential uses, public realm improvements are essential to create a more liveable community.

Opportunities for coordinated public realm improvements are limited due to the gradual nature of implementation and the lack of publicly owned lands within this Secondary Plan area. New developments in the area will be expected to contribute to public realm improvements by providing generous building setbacks, implementing an appropriate streetscape frontage, and through assisting with the creation of new parks and/or publicly accessible privately owned open space and connections between these spaces.

In keeping with the vision of this plan to create a high quality public realm that contributes to a healthy, liveable and safe community, streetscape improvements will be pursued in the Queen- River area, as outlined in the following policies and as shown on Map 34-2.

Policies

Building Setbacks and Streetscaping

4.2.1 New buildings will be set back from the street curb to provide ample space for tree planting, a pedestrian clearway, street furniture, lighting, as well as for landscaped open space within the site.

Laneway Improvements

4.2.2 Laneway improvements that enhance the pedestrian environment and reflect "Crime Prevention Through Environmental Design" principles will be encouraged, where applicable, as part of the development approvals process.

Parks and Open Space

4.2.3 Publicly accessible open space will be provided substantially in accordance with Map 34-2.

4.2.4 Additional on-site publicly accessible open space will be encouraged as part of the development review process.

4.2.5 The feasibility of removing the right turn channel at the southeast corner of River Street and Dundas Street East as shown on Map 34-2, and replacing it with a publicly accessible open space and related pedestrian amenities, will be reviewed and further evaluated by the City as part of future capital project considerations and/or as part of a community benefits related to the development approvals process for new developments in the area.

Pedestrian Connections

4.2.6 New developments within Mixed Use Area 'A' will provide publicly accessible pedestrian route/open space on-site substantially in accordance with Map 34-2 as part of the development approvals process.

4.2.7 The creation of a sidewalk or multi-use trail along the west side of Bayview Avenue outside the Queen-River boundary, as shown on Map 34-2, connecting the Queen-River area with the West Don Lands will be encouraged as part of future capital project considerations and/or as part of a community benefits related to the development approvals process for new developments in the area.

4.3 Noise and Odour Mitigation

Policies

4.3.1 New residential development will be appropriately designed, buffered and/or separated from existing adjacent or nearby non-residential uses, as necessary, and to the satisfaction of the City to prevent or mitigate adverse effects from noise, vibration, traffic, and odour upon occupants of the new development.

4.3.2 New non-residential development will be appropriately designed, buffered and/or separated from existing adjacent or nearby residential uses as necessary, and to the satisfaction of the City to prevent or mitigate adverse effects from noise, vibration, traffic, and odour upon occupants of the adjacent or near existing residential uses.

4.4 Parking

Policies

4.4.1 New surface parking lots and the significant expansion of existing surface parking are not permitted in the Queen-River Secondary Plan area unless it is used for the purposes of a vehicle display area for a motor vehicle establishment. Minor adjustments to existing surface parking lots that do not significantly increase the number of parking spaces are permitted.

4.5 Height and/or Density Incentives

Policies

The policies of Section 5.1.1 of the Official Plan regarding Section 37 of the Planning Act will apply to the Queen-River Secondary Plan Area with the additional following policy direction.

4.5.1 In determining community benefits the following will be considered priorities, although others may also be secured as appropriate, and should be considered in the context of the policies of the Queen-River Secondary Plan:

- (a) sidewalk and/or multi-use trail along the west side of Bayview Avenue connecting the Queen-River area with the West Don Lands (located adjacent to the Secondary Plan area);
- (b) laneway improvements that improve safety and enhance the pedestrian environment;
- (c) the removal of the right turn channel at the southeast corner of River Street and Dundas Street East and replacement with a public plaza or landscaped open space, including pedestrian amenities; and

(d) the creation of a publicly accessible open spaces and/or parkettes at the eastern terminus of Mark Street and Labatt Avenue as shown on Map 34-2.

Additional community improvements, services and facilities may be identified that are not outlined in the Secondary Plan as part of the review and development approvals process for new development in the area. Community services and facilities studies may be used to assist in this identification.

5.0 INTERPRETATION

5.1 The lands affected by the Queen-River Secondary Plan are shown on Map 34-1.

5.2 The boundaries of this area are approximate and minor adjustments do not require an Official Plan Amendment.

5.3 The Queen-River Secondary Plan should be read as a whole together with the policies of the Official Plan to understand its comprehensive and integrative intent as a policy framework for decision making in the Queen-River area.

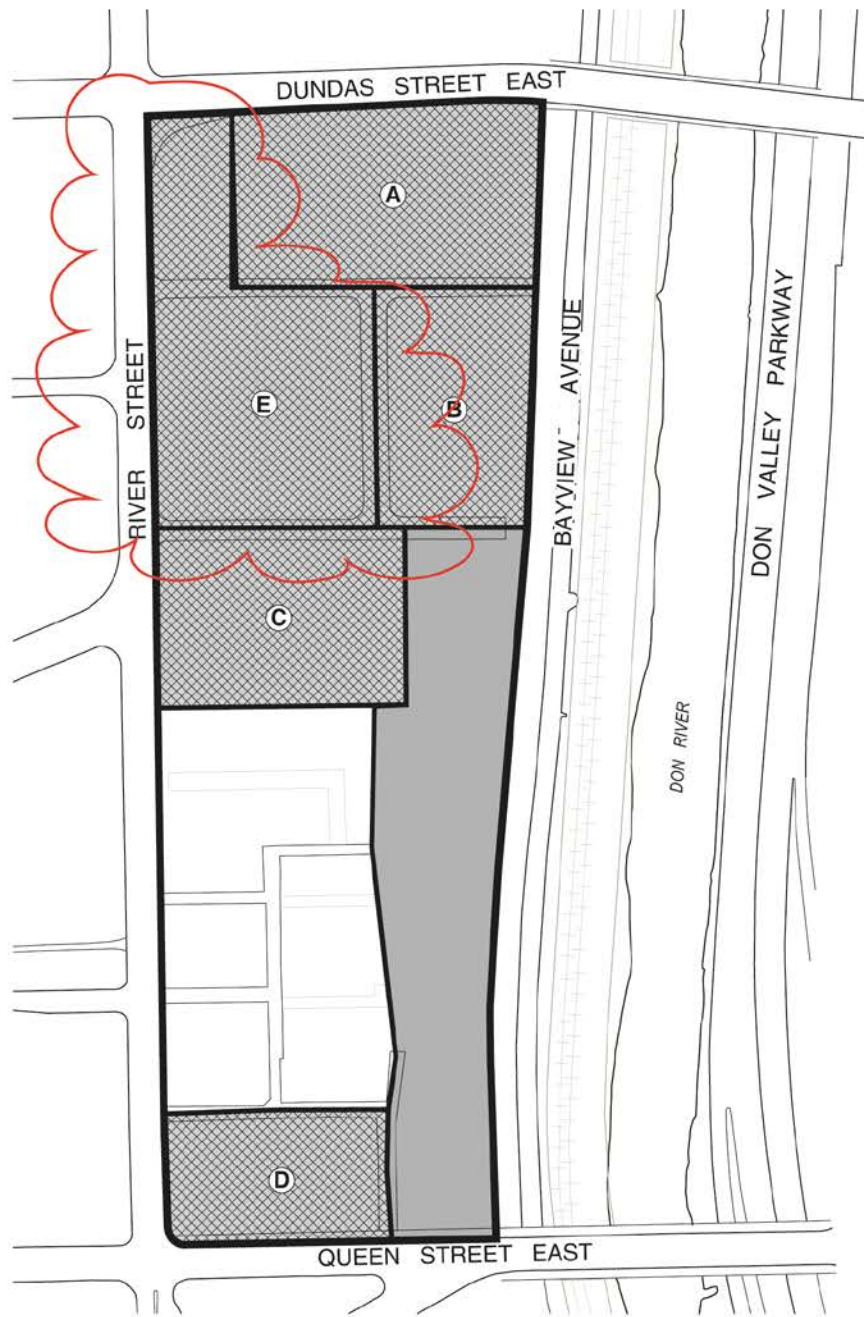
5.4 The policies of the Official Plan apply to the Queen-River area, unless otherwise stated in this Plan. Where there is a conflict between the policies of the Official Plan and those in the Secondary Plan, the Secondary Plan policies will prevail.

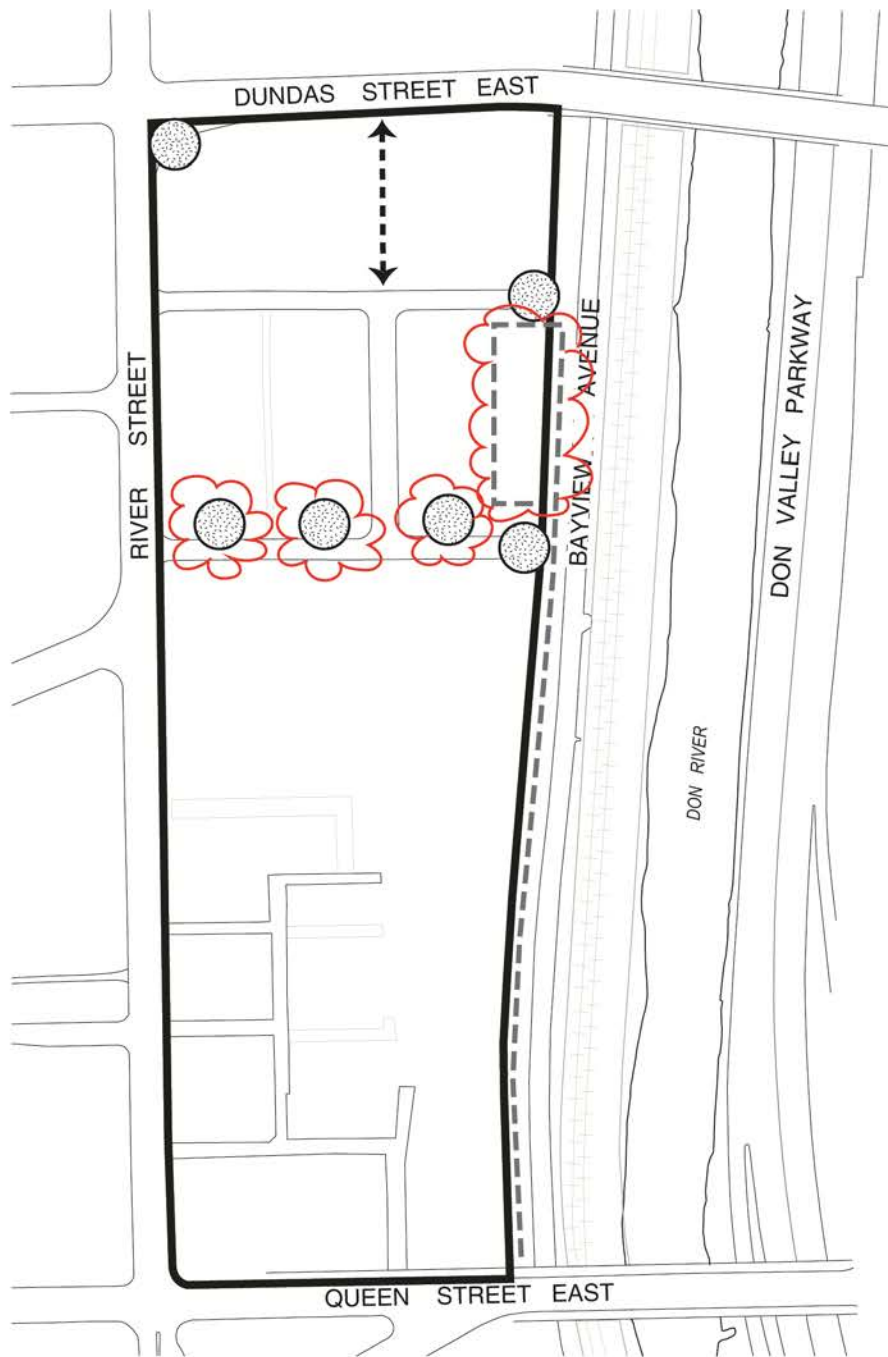
5.5 Building height will be determined in accordance with the definitions in the in-force zoning by-law and does not include mechanicals, elevator shafts, parapets or other building elements to be determined through the development approval process.

List of Maps

For the electronic version, please note some of these files may take some time to download.

Map 34-1	Land Use Plan
Map 34-2	Public Realm Structure Plan





Attachment 5: Community Services & Facilities Study

The following CS&F Study was prepared in response to an appeal of the Queen-River Secondary Plan to the Local Planning Appeal Tribunal (LPAT). This assessment is largely based on the policies and priorities contained in the Downtown (TOcore) Secondary Plan and CS&F Strategy. Additional consultation was undertaken with Divisions and outside agencies representing the child care, schools, libraries and community recreation sectors.

Provincial and Official Plan Policy

Community services and facilities (CS&F) contribute to the social, economic and cultural development of the city and are vital in supporting liveable communities. CS&F are publically accessible, non-profit facilities and places where City Divisions, agencies and boards, and school boards deliver programs and services. This includes child care centres, libraries, recreation facilities, schools and community space for human services. CS&F support a strong network of programs and services that are essential to building community capacity as well as the fostering of complete communities.

The Provincial Policy Statement 2014 (PPS) uses the term public service facilities and identifies that such facilities will be coordinated and integrated with land use planning so that they are financially viable and available to meet current and projected needs. The PPS supports the optimization and adaptive re-use of existing facilities.

The Growth Plan (2017) reinforces the PPS and further identifies that public service facilities form part of the achievement of complete communities and improve social equity and overall quality of life. The Growth Plan calls for facilities to be co-located where possible with preference given to locations in or near strategic growth areas easily accessible by active transportation and transit.

The City's Official Plan Policy 2.3.1.6 identifies that community and neighbourhood amenities will be enhanced where needed by improving and expanding facilities, creating new facilities and adapting existing services to changes in the needs of the neighbourhood. Section 3.2.2 of the Official Plan calls for adequate and equitable access to community services and local institutions, and sets out a policy framework that, among other things, encourages the inclusion of community service facilities as part of private development.

Downtown (TOcore) Secondary Plan – CS&F Policies

The subject site is located within the Downtown Secondary Plan Study area. At its meeting of May 22, 23 and 24, 2018, Council adopted OPA No. 406, a new Downtown Secondary Plan and related infrastructure strategies, including a CS&F Strategy. The Downtown CS&F Strategy will support implementation of the Downtown Plan for five key sectors – child care, recreation, schools, libraries and human services. Facility priorities identified from the Downtown CS&F Strategy will help to inform the development approval process for applications in the Downtown.

The Downtown Plan contains key policies that direct the provision of growth-related CS&F in a timely manner and to be evaluated within the context of a broader area, as part of the achievement of complete communities (Section 5 of Plan Linking Growth and Infrastructure To Achieve Complete Communities). Key CS&F policies are contained in Section 10 of the Plan and include:

- Community service facilities will be provided in a timely manner to support and be concurrent with growth.
- Development will contribute to the delivery of community service facilities, as appropriate, through:
 - New, expanded or retrofitted space for one or more community service facilities on-site; and/or
 - New, expanded or retrofitted community service facilities off-site within an appropriate distance; and/or
 - A contribution towards specific community service facilities that meets identified needs.
- Development will include a non-profit child care facility where it can be accommodated on the site.
- Development will be encouraged to provide space for community-based, non-profit organizations that are eligible for the City's Community Space Tenancy Policy.
- Replacement of community service facilities on-site or off-site through development.

Implementation of these policies are supported by the key needs and priorities identified in the Downtown CS&F Strategy.

Downtown CS&F Strategy – Facility Priorities

The Downtown CS&F Strategy identified five sectors - child care, libraries, recreation, schools and human services, involved in providing the community services and facilities necessary to support growth and the achievement of complete communities. Based on consultation with City Divisions, Agencies, and Boards as well as extensive stakeholder outreach undertaken over a 3 year time frame, a number of sector priorities were identified to respond to growth. Agency findings highlight a broad range of user groups (e.g. workers, students, small business, vulnerable population) that access CS&F in Downtown, many which are currently operating at or near capacity, in particular, child care centres, community recreation facilities and libraries.

Based on the Downtown CS&F Strategy findings, a number of facility priorities have been identified by sector, to respond to growth (both residential and non-residential) in the Downtown. These priorities include:

- Child Care: Additional non-profit licensed child care facilities based on estimated growth demand (approximately 3,700 new child care spaces) identified for the Downtown;
- Library: Facility improvements and/or expansions to the 8 neighbourhood branches that serve the Downtown, many that are undersized and currently operating at or near capacity;
- Recreation: Facility improvements and/or expansions to existing community recreation facilities that are ageing, in addition to planned recreation facilities, to respond to changing demographics and increased growth; and,
- Human Services/Community Space: Affordable, accessible and appropriate community space for non-profit human services organizations to run programs/services for a highly diverse Downtown population.

CS&F Profile - Queen-River Study Area

The Secondary Plan area is also within the Downtown (TOcore) Secondary Plan area and is within the Regent Park neighbourhood as defined in the TOcore study, one of 16 neighbourhoods in the Downtown.

Demographic Profile

The following profile is a summary of the City's (SDFA) Neighbourhood Profile for Regent Park and the Downtown CS&F Strategy Population and Growth Profile based on 2016 Census data.

- The Regent Park neighbourhood has a population of 10,803 and experienced an 8% population increase between 2011 to 2016.
- The youth (15-24 years) and working age adult (25-54 years) populations are significantly higher, at 16% and 52% respectively, than the City's rate, at 12% and 45% respectively.
- The neighbourhood has one of the highest household sizes in the Core with a high presence of children in all age ranges.
- Relative to other neighbourhoods in the Downtown, Regent Park has a higher proportion of children and youth.
- Regent Park is the most multilingual neighbourhood, with over 50% of residents speaking a language other than English at home.
- Large cohorts of immigrants from Bangladesh and China have arrived in recent years with Bengali and Mandarin being the top languages spoken at home.

- The neighbourhood has one of the lowest average household income and highest social assistance rate in the City.
- The neighbourhood is predominantly comprised of apartment building types (5+ storeys) at 73%.

Regent Park Neighbourhood Improvement Area (NIA)

The subject site is also located within the Regent Park Neighbourhood Improvement Area (NIA). City Council at its meeting of April 1, 2 and 3, 2014, approved a Toronto Strong Neighbourhoods Strategy (TSNS 2020), including the designation of 31 Neighbourhood Improvement Areas. The Strategy aims to advance equitable, economic, social, health, environmental, participation and community safety outcomes in targeted neighbourhoods across the City. Through actions by the City, in partnership with residents, businesses and agencies, investment in people, services, programs and facilities will be undertaken to strengthen NIA neighbourhoods.

Development Activity/Growth Analysis

Based on the development pipeline data (as of April 2016) contained in the Downtown CS&F Strategy, the Regent Park neighbourhood is identified as likely to experience high growth in the future, between 100% and 150% of the current population. This growth is expected to increase for both residential and non-residential over the longer term build out of the Plan.

Community Planning staff have provided growth analysis information for the Secondary Plan area based on additional growth from increased residential development. The Council-approved Secondary Plan currently provides for planned residential development at approximately 800 units. However, based on proposed residential development in the area, there will be an additional 1,000 dwelling units, resulting in a new residential population of approximately 1,600-1,701 persons (based on 1.6-1.71 PPU used by TOcore). This residential growth is in addition to the planned non-residential development for retail, office and commercial uses, at approximately 10,000 square metres. As such, there will be impact on the existing and planned CS&F in light of the increased number of residents and workers in the area.

Sector Analysis

Child Care

The Council approved Licensed Child Care Growth Strategy has a vision to serve 50% of children aged 0 to 4 years by 2026. Section 37 funding presents an important opportunity to increase the number of licensed child care spaces in recognition that there is an overall system shortage of spaces and capital funding.

In May 2017, Council adopted the Growing Up: Planning for Children in New Vertical Communities draft urban design guidelines. These provide guidance on the proportion and size of larger units recommended in new multi-unit residential developments, as

well as standard indoor and outdoor space and design requirements for the provision of child care facilities in mixed-use buildings.

There are five child care facilities in the Secondary Plan area providing approximately 240 spaces. Two are located just outside the area south of Queen Street East. The majority of these spaces are for preschoolers, full-day kindergarten and school-age children. Through the Downtown CS&F Strategy work, Children's Services have indicated that there are very few licensed child care spaces to serve the Regent Park and surrounding neighbourhood. As such, ongoing intensification and demographic trends will require additional spaces to be provided, particularly for infants and toddlers, to keep pace with growth.

The Downtown Plan CS&F policies prioritize the provision of child care in the Downtown to support future growth. It is estimated that approximately 3,700 new child care spaces will be required in the Downtown over the next 25 years, with the majority of spaces achieved through construction of new child care facilities. This growth does not incorporate demand that may result from non-residential growth. Children's Services advise that there is an increased demand for work place child care facilities in non-residential areas of the Downtown, in particular, the Health Sciences District.

Libraries

The Parliament Street Neighbourhood Branch located at 269 Gerrard Street East is the closest facility serving the Secondary Plan area. Other neighbourhood branches located within the broader 1.6 km radius library service catchment area include St. Lawrence and City Hall. Toronto Public Library (TPL) is undertaking a city-wide Master Plan Study targeted for completion in 2018. The FMP is intended to identify short and medium term priorities for capital investment.

The Downtown CS&F Strategy identifies the potential renovation, expansion and/or relocation of four neighbourhood library branches as part of TPL's 2018-2027 capital budget. They include the Parliament Street and St. Lawrence branches which will serve the growth in the Secondary Plan and surrounding area. Discussions are currently underway between TPL and TCH and other partners, to explore the potential to relocate the Parliament Street Library to a site within the Regent Park revitalization study area. TPL advise that to date, the discussions are moving forward with respect to the potential relocation of this branch to Regent Park with an estimated timing for 5+ years. In the meantime, TPL have increased their capital budget for 2019 to accommodate short to medium term improvements to the existing Parliament Street Branch which is in need of significant upgrades. TPL advise that potential Section 37 contributions should be secured towards facility upgrades to this aging facility in order to bring it up to more current standards.

Community Recreation

The Council approved Parks, Forestry and Recreation (PFR) Facilities Master Plan FMP (2019-2038) provides updated recreation facility priorities and identifies emerging needs and opportunities. An implementation strategy is targeted for Council in early

2019 to prioritize and provide timelines for recommended facility projects across the city.

The Regent Park Community Centre and Aquatic Centre are City-owned and operated recreation facilities located in the Regent Park neighbourhood. There is also the Cooper Koo Family Cherry Street YMCA that is located just south of the area in the West Don Lands. The Downtown CS&F Strategy identified recreation facilities to serve this area as part of PFR's Facilities Master Plan findings. The FMP identified the replacement and expansion of the John Innes Community Recreation Centre and indoor pool (part of the broader Moss Park redevelopment project), located just outside the neighbourhood but serves the broader area, as a future investment to support growth. This facility project is currently unfunded; however through the implementation strategy work, estimated timelines and funding associated with this project will be identified.

Schools

School sites and facilities play an important role as learning institutions and are also an integral community resource providing space, play spaces and green and open spaces that support the community. Each school board undertakes ongoing evaluation and monitoring to inform program and accommodation planning.

TDSB advise that the Secondary Plan area falls within the Nelson Mandela Public School and Jarvis Collegiate Institute catchment area. Based on 2017 TDSB data, Nelson Mandela P.S. currently has a utilization rate of 44% (based on a capacity of 778 and enrolment of 343). Jarvis C.I. has a utilization rate of 64% (based on a capacity of 1095 and enrolment of 696). Given the low utilization rates for these schools, TDSB have indicated that they currently have no school accommodation concerns.

TCDSB owns the former TDSB Duke of York elementary school located at 20 Regent Street to address school accommodation issues for the growing Downtown population for this area. TCDSB advise that they are currently awaiting Ministry funding to construct a new elementary school in the future to address growth in the Secondary Plan and surrounding area. St. Paul located is the closest TCDSB elementary school and currently has a low utilization rate of 36.9% (based on a capacity of 447 and projected enrolment of 165). This ageing facility functions as an important community hub as it serves a diverse student population living in the Regent Park neighbourhood, many which are part of newcomer families requiring support services such as translation services and community health programs.

Community Space / Human Service Agencies

Human Services refers to non-profit community based organizations that deliver a wide-range of programs and services across the city. They can include: youth, family and homelessness services; employment education and immigrant services; health medical and disability services; and seniors services. These services are generally located in community spaces/facilities that function as community hubs and are publically accessible such as schools, community centres and places of worship and libraries.

The City plays an important role in the delivery of CS&F by supporting the non-profit sector through a number of programs, including funding for community grants, providing Community Space Tenancy (CST) space opportunities and contracting agencies for the provision of specific programs and services through fee for service. City Council adopted a Community Space Tenancy (CST) policy that provides a framework for leasing City space to the non-profit community-based sector. Policy implementation is led SDFA and RES.

The Downtown CS&F Strategy identified the need for affordable, accessible and appropriate space as a key challenge to keep pace with population growth; facilitate co-location; and to develop and support integrated service delivery and innovative hub models. Stakeholder consultation has identified the need to co-locate services such as employment and community health at one location (e.g. school, community recreation centre) to provide a central location for residents to access services and programs for all age groups. In order to ensure the delivery of a diverse range of human services by the non-profit sector, the Downtown Plan includes a policy encouraging development to provide space for non-profit community-based organizations that are eligible for the City's CST policy. This policy, in addition to the requirement to replace community service facilities space as part of development, provides support to the sector and the City's programs within the sector.

CS&F Recommendations

In light of the foregoing, facility priorities (by sector) identified below have been identified in consultation with the sectors; and should be considered as part of the evaluation of development applications within the Queen-River Secondary Plan area.

Recreation

Based on PFR's Facilities Master Plan Study recommendations, the following priority/opportunity has been identified to serve this area:

- Funding contributions towards the replacement and expansion of the John Innes Community Recreation Centre and Indoor Pool.

Child Care

Based on consultation with Children's Services, the following gap and/or need has been identified within this area:

- Need for additional licensed, non-profit child care spaces through construction of new child care facilities which may be integrated in mixed-use buildings and/or co-located with other public facilities such as schools and community recreation centres.

Libraries

Based on consultation with Toronto Public Library, the following service gap and/or priority has been identified within this area:

- Funding contributions towards the renovation and expansion; and possible relocation of the Parliament Street neighbourhood library branch to the Regent Park neighbourhood.

Community Agency Space

Based on agency consultation as part of the Downtown CS&F Strategy work, the following priority has been identified within this area:

- Need for flexible, multi-purpose community space to be co-located as part of public facilities (e.g. school, community centres, libraries) and/or integrated within mixed-use buildings, to serve a highly diverse population comprised of newcomers, children, youth, working adults and seniors.