

257-259 and 291 Lake Shore Blvd E, 2 Small Street and 200 Queens Quay E (Quayside Blocks 1 & 2) – Zoning By-law Amendment Application – Decision Report – Approval

Date: June 21, 2024

To: Toronto and East York Community Council

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

Ward: 10 - Spadina-Fort York

Planning Application Number: 23 167778 STE 10 OZ

SUMMARY

This application proposes to amend former City of Toronto Zoning By-law 438-86, as amended by By-law 1049-2006, to permit the development of the first two blocks of the Quayside proposal, at 257-259 and 291 Lake Shore Boulevard East, 2 Small Street, and 200 Queens Quay East. The amendment would build on the approved master planning and implementing zoning for East Bayfront - West Precinct, increasing the permitted density and allowing for three mixed use towers of 70, 64 and 55 storeys, fronting on to Lake Shore Boulevard East and a linear 12-storey building fronting Queens Quay East. The applicant, Quayside Impact Limited Partnership, are the development partners of Waterfront Toronto for these lands.

The proposed Zoning By-law would permit 193,650 square metres of mixed-use development with up to 180,000 square metres of residential floor area, including 36,996 square metres of affordable rental housing (approximately 2,811 total residential units, including 458 affordable rental units). The proposal includes institutional, retail and community uses including a child care facility and a central Privately-Owned Publicly Accessible Space (POPS).

The applicant will provide the land and construct the affordable rental housing component while the City is responsible for securing the required funding. On completion, the affordable rental housing units will be conveyed to the City and will remain affordable in perpetuity. These units will meet the City's Official Plan definition of affordable rental housing and will include a mix of unit types, including three- and four-bedroom units.

The proposed development is consistent with the Provincial Policy Statement (2020) and conforms with A Place to Grow: Growth Plan for the Greater Golden Horseshoe (2020). The proposed development also conforms to the City's Official Plan, including the Central Waterfront Secondary Plan.

This report reviews and recommends approval of the application to amend the Zoning By-law, with a holding provision. The proposed development will contribute to the ongoing revitalization of the Central Waterfront as a complete, mixed-use community with significant affordable housing, a generous public realm, and high standards of sustainability and design.

This application forms part of the Quayside development, which includes additional Planning Applications at 333 Lake Shore Boulevard East, 3 to 7 Parliament Street, and 11 and 11R Small Street (Quayside Blocks 3, 4 and 5). Across both phases of the project, a total of seven mixed-use buildings ranging from 12-72 storeys are proposed, totaling 299,361 square metres of residential gross floor area and 23,221 square metres of non-residential gross floor area. In total, approximately 4,697 residential units are proposed, 869 of which are affordable rental housing units.

The report also recommends Council submit a request to the Province to identify Quayside as a Priority Project within the Lower Don Special Policy Area to permit Council's consideration of an Official Plan Amendment required for subsequent phases of the Quayside development. Subject to joint Ministerial approval of proposed Official Plan Amendments on Blocks 4 and 5, further reporting on planning applications for Quayside Blocks 3-5 will occur.

RECOMMENDATIONS

The Director, Community Planning, Toronto and East York District recommends that:

1. City Council amend the former City of Toronto Zoning By-law 438-86, as amended by By-law 1049-2006 for the lands at 257-259 and 291 Lake Shore Boulevard East, 2 Small Street, and 200 Queens Quay East substantially in accordance with the draft Zoning By-law Amendment included as Attachment 7 to this report.
2. City Council authorize the City Solicitor to make such stylistic and technical changes to the draft Zoning By-law Amendment as may be required.
3. City Council require the owner to enter into an Agreement pursuant to Section 37 of the Planning Act (as it read the day before the date Section 1 of Schedule 17 of the COVID-19 Economic Recovery Act, 2020, came into force) to the satisfaction of the Chief Planner and Executive Director, City Planning, and the City Solicitor, to secure the following community benefits:

Affordable Housing

- a. To secure the provision of a minimum of 20% of all residential gross floor area of the proposed development for affordable rental units through a dedication to the City of sufficient land, which for clarity may be stratified for the purpose of constructing the new affordable rental units on the lot to be owned by the City, to the satisfaction of the Chief Planner and Executive Director, City Planning and Executive Director, Housing Secretariat.

b. To secure the provision of not less than 996 square metres of new affordable rental units in addition to the requirement in item 3(a) above through a dedication to the City of sufficient land which may be stratified for the purpose of constructing the new affordable rental units on the lot.

c. Prior to the earlier of issuance of Notice of Approval Conditions for the Site Plan Application or first building permit for each building on the site, the Owner shall provide an affordable housing report identifying the provision of land within the subject building, subject to the confirmation of funding for the construction of units within the subject building, or in the absence of confirmation of funding, the provision of land within the site to satisfy the affordable housing obligations, all to be accepted by and to the satisfaction of the Chief Planner and Executive Director, City Planning and the Executive Director, Housing Secretariat. For clarity, such report may apply to one or more buildings within the site.

d. The provision of land to fulfill the affordable housing obligations shall be provided on a timely basis to the satisfaction of the Chief Planner and Executive Director, City Planning and Executive Director, Housing Secretariat, in accordance with the following principles:

1. Where land is provided as a stratified parcel within a market residential building as reflected in the accepted affordable housing report, and funding has been committed to construct affordable housing units within that building, the affordable housing units will be delivered commensurate with the market units within the building.

2. Where land is not being provided within a market building, the Owner shall identify the provision of land elsewhere on the site to satisfy the affordable housing obligations for that market building.

3. Where the accepted affordable housing report for a market residential building identifies that land will be provided elsewhere on the site, a Section 118 Restriction under the Land Titles Act, agreeing not to transfer or charge any part of the lands without prior written consent of the Chief Planner and Executive Director, City Planning, or their designate, may be required to be registered on the lands identified to be conveyed to the City, to the satisfaction of the City Solicitor.

4. Depending on the timing of funding being secured, delivery of land for affordable housing may not be fully commensurate with the rate of market residential construction, provided that the ultimate delivery of the land is satisfactorily secured to the satisfaction of the Chief Planner and Executive Director, City Planning and Executive Director, Housing Secretariat.

5. The Section 37 agreement may include provisions regarding the order of development of residential buildings within the site.

e. To secure the provision of a minimum 5% of residential gross floor area of the proposed development for low-end-of-market housing, subject to the availability of funding and to the satisfaction of the Chief Planner and Executive Director, City Planning and Executive Director, Housing Secretariat.

f. Any development containing ownership dwelling units shall provide not less than 5% of all ownership dwelling units with the following size restrictions:

1. A maximum residential gross floor area of 46.5 square metres for bachelor dwelling units;
2. A maximum residential gross floor area of 60.4 square metres for a one-bedroom dwelling unit;
3. A maximum residential gross floor area of 79 square metres for two-bedroom dwelling units;
4. A maximum residential gross floor area of 93 square metres for three-bedroom dwelling units;

Local Infrastructure Improvements

g. To secure the provision of local infrastructure improvements through one or a combination of the following:

1. to provide a contribution of \$69.86 per square metre of residential gross floor area towards local infrastructure improvements, to be paid prior to the issuance of the first above-grade building permit for the lot or for the portion of the lot being developed; and
2. to undertake local infrastructure improvements in lieu of part or all of the contribution set out above, the value of which is to be determined by the City.

Community Benefits

h. An indexed cash contribution of \$5,000,000 to be paid or secured as noted below in the Section 37 agreement. The total amounts are indexed upwardly in accordance with the Statistics Canada Non-Residential Construction Price Index for Toronto, calculated from the date of the Section 37 Agreement to the date of payments and is detailed as follows:

1. the owner shall provide an indexed cash contribution to the City in the amount of \$5,000,000, with the details including timing triggers to be secured in the Section 37 Agreement, to be allocated toward the capital costs of off-site non-profit childcare facilities in Quayside Blocks 3-5 or another appropriate location in the Keating Channel West Precinct to the satisfaction of the Chief Planner and Executive Director, City Planning; and

2. In the event that the cash contribution referred to in Section (h) above has not been used for the intended purpose within 5 years of this By-law coming into force and effect, the cash contribution may be redirected for another purpose, at the discretion of the Chief Planner and Executive Director, City Planning, in consultation with the local Councillor, provided that the purposes are identified in the Toronto Official Plan and will benefit the community in the vicinity of the lands.

Other Matters

i. The following matters are also recommended to be secured in the Section 37 Agreement as matters of legal convenience to support the development:

1. The owner shall, at its own expense, design, construct, provide easements for public use of and thereafter maintain on terms set out in the Section 37 Agreement the Privately-Owned Publicly Accessible Spaces ("POPS") as generally illustrated on Map 7 having a minimum area of 4100 square metres, with the location, configuration and design to be determined and secured in the context of site plan approval all to the satisfaction of the Chief Planner and Executive Director, City Planning.
2. The owner will agree at the time of Site Plan Approval to grant to the City a minimum 3 metre pedestrian easement for each pedestrian connection as generally shown on Map 7.
3. Prior to the issuance of Notice of Approval Conditions for the first development on the lot, City Council shall endorse Urban Design Guidelines for all of the lands within the Quayside development.
4. Prior to the issuance of any Building Permit in Development Blocks 1C and Development Block 2, including a permit for excavation and shoring, the applicant shall retain a consultant archaeologist, licensed by the Ministry of Citizenship and Multiculturalism, under the provisions of the Ontario Heritage Act, to carry out a program of archaeological monitoring for any subgrade disturbance, in accordance with the Archaeological memorandum prepared by ASI, dated June 9, 2023, and the Archaeological Monitoring and Mitigation Strategy prepared by ASI, dated January 18, 2024.
5. The consultant archaeologist shall submit a copy of the relevant assessment report(s) to the Heritage Planning Unit as an Acrobat PDF file.
6. Significant archaeological resources and findings will be incorporated into the proposed development through either in situ preservation and interpretation where feasible or will be commemorated and interpreted through exhibition development on site including, but not limited to, commemorative plaquing.

7. The owner shall, at the time of Site Plan Approval for each phase of development on the lot, complete wind tunnel testing and implementation of any identified mitigation measures to the satisfaction of the Chief Planner and Executive Director, City Planning.

8. In addition to the requirements of the Toronto Green Standard (TGS) version applicable at the time of the complete site plan application for each building on the lot, the owner shall provide sustainable development measures that, in the opinion of the City, would achieve the Canada Green Building Council (CaGBC) Zero Carbon Building Standard (Design) Version 3 or later, as an alternative compliance pathway to TGS Tier 2 energy and emissions performance as outlined in the City of Toronto Energy Modelling Guidelines, or an acceptable provision of alternative sustainable development measures as may be approved by the Chief Planner and Executive Director, City Planning.

9. If requested at the time of site plan approval, the owner shall provide a 5.0 metre wide easement from the outermost edge of the F.G. Gardiner Expressway consistent with the City of Toronto Municipal Consent requirements – Appendix S – Third Party Work in the Vicinity of City Bridge Structures, to the satisfaction of Transportation Services and Engineering and Construction Services.

4. City Council, in coordination with Waterfront Toronto and the Toronto and Region Conservation Authority, endorse the Quayside development in principle and request the Ministry of Municipal Affairs and Housing and the Ministry of Natural Resources and Forestry to identify Quayside as a Priority Project on Attachment 3 of the Protocol for the Lower Don Special Policy Area to enable Official Plan policies for Blocks 3-5 of the Quayside development which overlap with the Lower Don Special Policy Area to be considered by City Council.

5. City Council authorize the Chief Planner and Executive Director, City Planning and City staff to take any necessary steps to implement City Council's decision.

FINANCIAL IMPACT

This report recommends the execution of a Section 37 Agreement which includes provisions to secure in-kind contributions for Affordable Housing and cash contributions for Childcare.

The applicant will provide an in-kind contribution of land to the City to construct approximately 458 affordable rental housing units. In addition to the in-kind contribution, a cash contribution in the amount of \$5,000,000 is anticipated to be conveyed towards the delivery of an off-site non-profit childcare facility will be secured.

The funding requirements for the delivery of affordable housing and infrastructure is yet to be finalized and is anticipated to be reported in Q4 2024 or in early 2025. Any

additional financial impacts would need to be identified and submitted for consideration through future budget processes.

The Chief Financial Officer and Treasurer has reviewed this report and agrees with the information as presented in the Financial Impact Section.

DECISION HISTORY

City Council adopted the Central Waterfront Secondary Plan (CWSP) as an amendment to the Official Plan of the former City of Toronto on April 16, 2003. On December 5, 6 and 7, 2005, City Council adopted the East Bayfront Precinct Plan and Class Environmental Assessment Master Plan:

<http://www.toronto.ca/legdocs/2005/agendas/council/cc051205/pof10rpt/cl002.pdf>

Zoning By-law amendment 1049-2006 for the East Bayfront - West Precinct area was enacted by City Council on September 26, 2006: [Microsoft Word - 200607-017.tec.doc \(toronto.ca\)](#)

The CWSP and East Bayfront Zoning By-law were appealed to the Ontario Municipal Board (OMB), which approved the secondary plan and zoning by-law amendment with amendments for portions of the Central Waterfront including the site in 2012. The CWSP was brought partially into force within the City of Toronto Official Plan by the Local Planning Appeal Tribunal on August 16, 2018, including the Quayside site.

On July 19, 2022, City Council adopted EX34.11 "Quayside Business and Implementation Plan". The Quayside development will deliver approximately 23% of residential gross floor area (GFA) as affordable rental housing, which includes Waterfront Toronto's previous obligation for 8,640 square metres of affordable housing from the adjacent Parkside/Monde development at 12 Bonnycastle Street. In addition, 5% of the total residential GFA is proposed as affordable ownership units, pending funding support. This equates to a minimum of 800 and maximum of 875 affordable rental units, and approximately 200 affordable ownership units across the development: [Agenda Item History - 2022.EX34.11 \(toronto.ca\)](#).

On December 14, 2022, City Council adopted CC2.1 "2023 Housing Action Plan": City Council directed the City Manager to develop a housing action plan to achieve or exceed the provincial housing target of 285,000 new homes over the next 10 years, and report on how the plan can be actioned in ways that further Toronto's climate goals and good planning. This decision also included specific direction to revisit plans for the waterfront to optimize housing density: [Agenda Item History - 2023.CC2.1 \(toronto.ca\)](#).

A pre-application consultation (PAC) meeting was held on January 18, 2023. The current application was submitted on June 28, 2023 and deemed complete on July 28, 2023. Staff conducted Community Consultation Meetings for the application on November 1 and 6, 2023. Community consultation is summarized in the Comments section of this Report.

On November 8, 2023, City Council adopted EX 9.3 "Generational Transformation of Toronto's Housing System to Urgently Build more Affordable homes." Quayside is identified in the implementation plan to deliver new housing supply targets under the combined HousingTO and Housing Action Plan: [Agenda Item History - 2023.EX9.3 \(toronto.ca\)](#).

On November 8, 2023, City Council adopted EX9.14 "Advancing Waterfront East Light Rail Transit," approving the alignment of the Waterfront East Light Rail Transit (WELRT) and approving advancing the 60 percent design for the full WELRT project from Queens Quay to Villiers Loop. Quayside is located on the approved alignment and infrastructure and public realm works are to be coordinated: [Agenda Item History - 2023.EX9.14 \(toronto.ca\)](#)

THE SITE

Description

The site is a rectangular, 1.87 hectare block with frontages of approximately 195 metres on Queens Quay East and Lake Shore Boulevard East, 100 metres on Bonnycastle Street and 85 metres on Small Street. It is one block west of Parliament Street and immediately south of the Gardiner Expressway. The property was created through lake filling in the 1930s, with the current shoreline less than 200 metres to the south.

Existing Use

The site has been occupied by low-rise industrial and commercial buildings since the early 1950s (some recently demolished) and includes asphalt parking areas and an elevated billboard.

Surrounding Land Uses

Immediately east of the site is 12 Bonnycastle Street, with a 44-storey residential tower on Lake Shore Boulevard East and a 10-storey podium with ground-level retail framing Sherbourne Common Park and Queens Quay East. South of Queens Quay is the mixed use, mid-rise Bayside development. Lands west of Small Street include 307 Lake Shore Boulevard East, a property currently occupied by a low-rise commercial building subject to planning applications under appeal to the Ontario Land Tribunal, and lands planned for redevelopment in subsequent phases of the Quayside development. North of the site, beyond the Gardiner Expressway and Union Station Rail Corridor, is the low-to-mid-rise St. Lawrence community.

THE APPLICATION

Description

The proposed development consists of three towers with heights of 70, 64 and 55 storeys on Lake Shore Boulevard East and a 12-storey linear building fronting Queens

Quay East (242.4, 228.7, 188.0 and 49.9 metres, inclusive of the mechanical penthouse). A total of 2,811 residential units, including 458 affordable rental units, 12,106 square metres of institutional space, and 1,585 square metres of retail space are proposed surrounding a central, midblock POPS linking Bonnycastle and Small Streets, described by the applicant as a community forest. Rooftop urban agriculture is proposed on the linear Queens Quay East building. A Traction Power Substation required for the Waterfront East LRT is also planned on the site. See attachments 9-14 for the site plan, ground floor plan and elevation drawings.

This application represents the first two blocks of the Quayside development, also which includes 333 Lake Shore Boulevard East, 3 to 7 Parliament Street, and 11 and 11R Small Street (Quayside Blocks 3, 4 and 5), subject to active Official Plan and Zoning By-law Amendment and Draft Plan of Subdivision Applications (23 167792 STE 10 OZ, 23 170161 STE 10 SB). In its entirety, the Quayside development proposes seven mixed-use buildings ranging from 12-72 storeys are proposed totaling 299,361 square metres of residential gross floor area and 23,221 square metres of non-residential gross floor area. 4,697 residential units are proposed, 869 of which are affordable rental housing units. Recommendations on the applications for Quayside Blocks 3-5 will advance separately with a future report.

The development proponent, Quayside Impact Limited Partnership (QILP), is developing the Quayside lands in partnership with Waterfront Toronto. Waterfront Toronto is delivering infrastructure and public realm improvements for Quayside in close coordination with development proposals for the site through the Quayside Infrastructure and Public Realm project.

Density

The proposal has a density of 10.6 times the area of the site.

Dwelling Units

The proposal includes 2,811 dwelling units, including approximately 458 affordable rental units. 184 studio (6.5%), 1521 one-bedroom (54.1%), 766 two-bedroom (27.3%), 316 three-bedroom units (11.2%), and 24 four-bedroom units (0.9%) are proposed.

The proposed unit breakdown for the market and affordable rental units for the development is currently anticipated as follows:

Figure 1 – Proposed Unit Mix

	Studio	1- bedroom	2- bedroom	3- bedroom	4- bedroom	Total
Market Condo	144	1,378	583	248	0	2,353
	6.1%	58.6%	24.8%	10.5%	0.0%	83.7%
ARH	40	143	183	68	24	458

	Studio	1- bedroom	2- bedroom	3- bedroom	4- bedroom	Total
	8.7%	31.2%	40.0%	14.8%	5.2%	16.3%
Total	184	1521	766	316	24	2,811

Non-Residential Component

The proposal includes 13,691 square metres of non-residential floor area, including 1,585 square metres of retail and 12,106 square metres of institutional uses. Ground floor retail uses are proposed in the mid-rise Building 1C fronting Queens Quay East and the POPS space. The institutional uses include 9,058 square metres intended for an educational institution located in the first five floors of Building 1A and a 3,049 square metre “Community Care Hub” with mental and physical health services and a private childcare facility in the first three floors of Building 1B. A traction power substation (TPSS) required by the Toronto Transit Commission for the planned Waterfront East LRT is proposed on the ground floor and first underground level of Building 2.

Access, Bicycle Parking, Vehicle Parking and Loading

The proposal includes 288 parking spaces, including 258 spaces for residential use and 30 spaces for residential visitors, in a below-grade parking structure shared by all buildings on the site. 3,192 bike parking spaces are provided on the P1 and P2 underground parking levels, with dedicated stair and elevator access through Building 1A. Two Type B and two Type G loading spaces are proposed on the ground floor, with access from Lake Shore Boulevard East, and four Type C loading spaces are located in the shared underground. An additional Type B loading space is provided as a lay-by within the Lake Shore Boulevard East right-of-way for the TTC substation on Block 2.

Vehicular access to a consolidated underground garage is provided through a proposed unsignalized right-in/right-out driveway on Lake Shore Boulevard East and an additional driveway on Small Street. A previously proposed additional Bonnycastle Street site driveway access has been consolidated with the driveway access from Lake Shore Boulevard East. A pick-up drop-off area is located between buildings 1A and 1B. See Attachment 8: Site Plan.

Additional Information

See the attachments of this report for the Application Data Sheet, Location Map, Official Plan and zoning maps, a site plan, ground floor plan, elevations, and 3D views of the proposal. Detailed project information including all plans and reports submitted as part of the application can be found on the City's Application Information Centre at: toronto.ca/259LakeShoreBlvdE.

Reasons for Application

An application is required to amend Former City of Toronto Zoning By-law 438-86, as amended by By-law 1049-2006, to permit additional height, including three towers, regulate maximum floor area, amend the permitted uses and built form, and establish appropriate site-specific zoning maps and development standards such as building setbacks, massing, height, parking and loading, and affordable requirements.

APPLICATION BACKGROUND

Application Requirements

The following reports and studies were submitted in support of the application and are available at toronto.ca/259LakeShoreBlvdE:

- Air Quality and Odour Study
- Arborist Report
- Archaeological Assessment
- Architectural Plans
- Boundary Plan of Survey
- Community Services and Facilities Study
- Computer Generated Building Mass Model
- Contaminated Site Assessment
- Draft Zoning By-law Amendment
- Energy Strategy (Net Zero Emissions Report)
- Functional Servicing Report
- Geotechnical Study/Hydrogeological Study
- Green Roof Checklist
- Housing Issues Report
- Hydrological Review Form
- Landscape Plans
- Noise and Vibration Study
- Planning Rationale, Urban Design Analysis and Block Context Plan
- Public Consultation Strategy Report
- Public Utilities Plan
- Simplified Report Graphics
- Sun-Shadow Study
- Topographic Survey
- Toronto Green Standard Checklist
- Transportation Impact Study

Agency Circulation Outcomes

The application together with the applicable reports noted above, have been circulated to all appropriate agencies and City Divisions. Responses received have been used to

assist in evaluating the application and to formulate appropriate Zoning By-law standards.

POLICY & REGULATION CONSIDERATIONS

Provincial Land-Use Policies

All decisions of Council in respect of the exercise of any authority that affects a planning matter shall be consistent with the Provincial Policy Statement (2020), and shall conform to provincial plans, A Place to Grow: Growth Plan for the Greater Golden Horseshoe (2020), the Greenbelt Plan, and others.

Official Plan

The Official Plan Urban Structure Map 2 identifies the site as part of the Downtown and Central Waterfront. The land use designation for the site is Regeneration Areas. See Attachment 3 of this report for the Land Use Map. The Official Plan should be read as a whole to understand its comprehensive and integrative intent as a policy framework for priority setting and decision making.

The Official Plan can be found here: <https://www.toronto.ca/city-government/planning-development/official-plan-guidelines/official-plan/>.

Lower Don Special Policy Area

Established on September 8, 1994, the Special Policy Area (SPA) for the Lower Don restricts new or intensified development beyond existing permissions in the former City of Toronto Official Plan to mitigate risks to human health and safety and property damage from a flooding event associated with the Don River. On April 27, 2018, the City of Toronto signed a joint agreement with the Ministry of Municipal Affairs and Housing (MMAH) and the Ministry of Natural Resources and Forestry (MNRF) establishing a protocol to address land use planning and development approvals in the Lower Don SPA, responding in part to policy 3.1.4 of the Provincial Policy Statement, 2014, which requires any changes or modifications to Official Plan policies, land use designations, or boundaries within the Lower Don SPA to first be approved by the Ministers of MMAH and MNRF. The Protocol intends to ensure development is phased in coordination with the deployment of flood mitigation works, including the Don Mouth Naturalization Project, which is expected to be complete in late 2024.

Blocks 1 and 2 of the Quayside are outside of the Lower Don SPA. A portion of Blocks 4 and 5 of Quayside overlap with the Special Policy Area. These lands are subject to a separate Official Plan and Zoning By-law Amendment application. Joint Ministerial approval will be required to advance the proposed Official Plan Amendment within the Lower Don SPA.

Site and Area Specific Policy 764

The site is located within 800 metres of the planned Corktown subway station on the Ontario Line. On July 22, 2022, City Council adopted Official Plan Amendment No. 570 (OPA 570) which included delineation of the Corktown Protected Major Transit Station Area (PMTSA). The Corktown PMSA has a minimum population and employment target of 400 residents and jobs combined per hectare and a minimum density of 2.0 FSI is required for the site on Map 2 of Site and Area Specific Policy 764. OPA 570 is subject to approval by the Minister of Municipal Affairs and Housing.

Secondary Plan

The Central Waterfront Secondary Plan (CWSP) has four core principles to guide waterfront renewal:

- (A) Removing barriers/making connections
- (B) Building a network of spectacular waterfront parks and public spaces
- (C) Promoting a clean and green environment
- (D) Creating dynamic and diverse new communities

The site is designated Regeneration Areas in the CWSP. See Attachment 4 of this report for the CWSP Map. These lands may be subdivided into smaller areas for a wide variety of both public and private development ranging from industries to residential to community services and parks, offices, stores, hotels and restaurants. These areas are expected to be designed at ground floor level to complement the activities anticipated in adjacent public spaces and, particularly where they are adjacent to the water's edge, deliver the highest quality of design excellence.

The CWSP has an overall goal that affordable rental housing and low-end-of-market housing will make up 25% of all housing units within the Central Waterfront, of which 20% will be affordable rental housing. The CWSP also states that at least one-quarter (25%) of the affordable rental units will be two-bedroom units or larger.

The Central Waterfront Secondary Plan can be found here: [CENTRAL WATERFRONT SECONDARY PLAN \(toronto.ca\)](https://www.toronto.ca/cwsp/)

East Bayfront Precinct Plan

Quayside Blocks 1 and 2 are subject to the East Bayfront Precinct Plan (2005). The precinct plan was prepared to guide waterfront revitalization between Jarvis Street and Parliament Street and has informed environmental assessments, development application decisions, regulatory documents, and public investment in waterfront infrastructure, public spaces, and community facilities. The precinct plan envisions a mixed-use district with diverse employment and residential functions and a public realm that makes it a significant destination. The plan calls for design excellence, elevated levels of sustainability, community facilities and affordable housing in a community connecting Toronto's city centre with the water. The precinct plan encourages the creation of larger housing units for families with children, seniors housing, housing for

downtown workers, a wide range of tenure options in the delivery of housing, and a mix of affordable and market housing.

The East Bayfront Precinct Plan can be found here: [east bayfront precinct plan.indd \(waterfrontoronto.ca\)](#)

Zoning

The site is subject to the former City of Toronto Zoning by-law 438-86, as amended. The site is zoned CR(h) under Zoning By-law 1049-2006, as approved by the Ontario Municipal Board in 2012 to implement the Central Waterfront Secondary Plan in the East Bayfront - West Precinct (the “East Bayfront Zoning By-law”). The CR zoning category permits a range of mixed commercial and residential development and the “h”, or holding provision, requires conditions be satisfied and/or secured through agreements prior to new development proceeding. This property is not subject to City of Toronto Zoning by-law 569-2013. See Attachments 5 and 6 of this report for existing Zoning By-law maps.

The existing zoning does not explicitly limit density, but height and setback requirements together constrain the overall achievable density on site to approximately 169,566 square metres of mixed use development. A mid-rise built form is permitted across the site with a maximum permitted height of 38 metres along Queens Quay East and 46 metres along Lake Shore Boulevard East and “bump-ups” up to an additional 12 metres above these heights permitted in certain areas.

The in-force zoning requires a ground floor animation frontage along Queens Quay East where retail, restaurant and other uses as well as weather-protected colonnades are required. Specific setback lines are defined along Lake Shore Boulevard East as well as build-to lines within the block, intended to frame a central open space.

By-law 1049-2006 requires the provision of not less than 20% of the total number of dwelling units as affordable rental housing through one or a combination of the following delivery models to be secured by a Section 37 agreement:

- a. The provision and maintenance of new affordable rental housing on the lot for a term of not less than 25 years;
- b. A dedication to the City of sufficient land for the purpose of constructing the new affordable rental housing on the lot; or,
- c. A cash-in-lieu contribution to the City in the amount of the value of land otherwise required in (b) to be paid prior to the issuance of the first above-grade building permit for the lot or the portion of the lot being developed.

As a condition of removing the “h” symbol on the lands, the East Bayfront Zoning By-law requires the execution and registration of an agreement securing among other facilities, services and matters, the provision of affordable rental housing.

Design Guidelines

The following design guidelines have been used in the evaluation of this application:

- Tall Building Design Guidelines
- Mid-Rise Building Performance Standards
- Affordable Rental Housing Design Guidelines
- Growing Up Guidelines for Children in Vertical Communities
- Design Guidelines for Privately-Owned Publicly Accessible Spaces (POPS)
- Pet Friendly Design Guidelines for High Density Communities
- Retail Design Manual
- Toronto Accessibility Design Guidelines
- Lake Shore Boulevard East Public Realm Vision, Phasing, and Implementation Plan

The City's Design Guidelines may be found here: <https://www.toronto.ca/city-government/planning-development/official-plan-guidelines/design-guidelines/>

Toronto Green Standard

The TGS is a set of performance measures for green development. Applications for Zoning By-law Amendments, Draft Plans of Subdivision and Site Plan Control are required to meet and demonstrate compliance with Tier 1 of the Toronto Green Standard. City Agencies, Corporations and Division-owned facilities are required to be designed and built to a higher standard, reflecting Council direction for City leadership and demonstration to achieve high performance sustainability and Transform TO climate change objectives. The TGS can be found here:

<https://www.toronto.ca/citygovernment/planning-development/official-plan-guidelines/toronto-green-standard/>

Site Plan Control

The application is subject to site plan control. Four related site plan control applications (application numbers 23 167822 STE 10 SA, 23 167843 STE 10 SA, 23 167857 STE 10 SA and 23 167863 STE SA) were submitted on June 28, 2023 and deemed complete on July 28, 2023.

Part Lot Control

A part lot control application (application number 23 167867 STE PL) was submitted for this site on June 28, 2023 and deemed complete on July 28, 2023. Staff will report to Community Council on the Part Lot Control application when further details on the proposed land division are determined.

COMMUNITY CONSULTATION AND DESIGN REVIEW PANEL

On November 1 and 6, 2023, City Planning hosted virtual and in-person community consultation meetings. Approximately 25 members of the public attended each meeting, as well as City staff, Deputy Mayor Malik, and representatives from Waterfront Toronto and the applicant. Comments and questions provided by the meeting attendees included:

- Support for affordable housing and increased housing density on the waterfront
- Questions about ownership, operation of, and access to the affordable rental housing units and amenity spaces
- Questions about levels of affordability and whether units will be rent controlled
- Suggestions that more affordable housing be provided and greater height and density considered in exchange for more affordable units
- Concerns raised by the York South-Weston Tenants Union related to increasing rental rates at other buildings owned and operated by the applicant.
- Both support for and concerns with the height and density of the proposal
- Questions about Waterfront East LRT implementation timelines and transportation impacts of the proposed development
- Questions about pedestrian safety, street design and traffic signals
- Concerns about a proposed vehicular access on Bonnycastle Street
- Support for bicycle infrastructure and parking facilities
- Support for the proposed public realm and architecture
- Questions about the retail and community services available to the community
- Questions regarding the viability and longevity of the community forest landscape
- Concerns about environmental conditions, including wind, noise, and vibration.
- Questions about the construction process and timeline.

On February 28, 2024 the Quayside development was brought to the Waterfront Toronto Design Review Panel. Panel members were supportive of the plan, general massing, proposed building heights and zoning envelopes. The panel supported the community forest concept, emphasizing the importance of sun and wind conditions to a successful space. The panel also encouraged further consideration of the retail strategy to maximize animation of Queens Quay East with smaller retail units and a mix of retail uses to serve the community.

Issues identified through community consultation and the Waterfront Design Review Panel have been considered in the review of this application. Comments with respect to housing, density, transportation impacts, public realm, community services, and environmental conditions are addressed in the Comments section below.

Statutory Public Meeting Comments

In making their decision with regard to this application, Council members will have an opportunity to view the oral submissions made at the statutory public meeting held by the Toronto and East York Community Council for this application at the time of consideration of this report, as these submissions are broadcast live over the internet and recorded for review.

COMMENTS

Provincial Policy Statement and Provincial Plans

Staff's review of this application has had regard for the relevant matters of provincial

interest set out in the Planning Act. Staff has reviewed the current proposal for consistency with the Provincial Policy Statement (2020) and conformity with the Growth Plan (2020). In the opinion of Staff, the proposal is consistent with the PPS and conforms with the Growth Plan.

Lower Don Special Policy Area

Although Blocks 1 and 2 of Quayside are not located in the Lower Don Special Policy Area, joint Ministerial approval will be required to advance future Official Plan amendments implementing subsequent phases of the Quayside development.

Provincial approval should be pursued proactively to avoid any delay to the remaining approvals from the City of Toronto needed to implement the Quayside development. The Protocol provides the opportunity to identify certain developments as 'Priority Projects' which entails a streamlined approvals process. To ensure the timely approval of the forthcoming Official Plan Amendment for Blocks 3, 4, and 5, in addition to the recommendations of this report pertaining to the proposed Zoning By-law Amendment for Blocks 1 and 2, staff recommend City Council submit a request to the Province for the addition of Quayside to the Priority Projects on Attachment 3 of the Protocol and provide the information requested by MMAH staff for consideration.

Ministry staff require a planning rationale for the project, a Memorandum describing the status of flood mitigation works, and a description of any interim measures necessary to mitigate the existing flood risk. Flood risk is anticipated to be eliminated upon completion of the Port Lands Flood Protection project so staff anticipate flood risk can be appropriately addressed through holding provisions in forthcoming zoning by-law amendments for Blocks 4 and 5.

Land Use

This application has been reviewed against the Official Plan and CWSP policies described in the Policy and Regulation Considerations Section of the Report as well as the policies of the Official Plan as a whole. The proposed land uses are consistent with the site's Regeneration Areas designation, which provides for a wide variety of mixed-use development ranging from industries to housing to community services and parks, offices to stores to hotels and restaurants.

The proposal would contribute to the planned development of the East Bayfront as a complete community by providing a range of residential and non-residential uses. The proposed community, retail, commercial services, child care, institutional, and urban agriculture uses would offer opportunities to meet daily needs locally, promoting sustainable travel patterns and offering a high standard of community living. To provide for this complete community, the proposed zoning by-law amendment would permit a mix of residential and non-residential land uses, and require a minimum floor area dedicated to ground floor animation and community uses. The proposed zoning by-law amendment also introduces several new permissions associated with the proposed urban farm, and additional commercial and transportation uses.

Land Use Compatibility: Noise, Vibration and Air Quality

The CWSP provides direction for the successful redevelopment of brownfield sites into sustainable residential and employment areas, including the use of appropriate buffering and mitigation to prevent adverse effects from odour, noise and other contaminants.

With respect to land use compatibility with nearby industrial uses, including the Redpath facility and adjacent transportation corridors, residential, community, and institutional land uses are approved uses in Zoning By-law 1049-2006. Holding provisions in the by-law include comprehensive requirements for noise, vibration and odour studies, detailed design plans, and warning clauses related to the Redpath sugar facility to be addressed through site plan applications. This proposal does not remove or change these conditions. Appropriate mitigation measures will be secured through site plan approval for each building in the proposed development.

Noise and vibration and air quality and odour studies were submitted in support of the development. Further study of the Redpath, Lafarge, and Port Lands Energy Centre (PEC) facilities were required and revised noise and air reports incorporating necessary information from these facilities were submitted to City Planning on May 29, 2024.

The site remains subject to a holding provision that requires a site plan application be submitted with accompanying noise and air quality studies before the holding provision will be lifted.

City Planning will have the submitted noise and vibration and air quality studies peer reviewed to the satisfaction to the Chief Planner and Executive Director, City Planning. If necessary, staff will report to Council regarding a Class 4 Noise Area classification for the site and with any recommended technical amendments to the zoning by-law resulting from the noise and air review.

Housing

The Official Plan directs that a full range of housing in terms of form, tenure and affordability be provided to meet the current and future needs of residents. The CWSP likewise directs that a mix of housing types, densities and tenures will accommodate a broad range of household sizes, composition, ages and incomes contributing to the vitality of the Central Waterfront as well as the opportunity for residents to remain in their communities throughout their lives. Staff are satisfied that the proposal responds to these policies.

Affordable Housing

The applicant will convey 20% of the total residential gross floor area (35,991.2 square meters) for Blocks 1 and 2 to the City for the purposes of affordable rental housing. An additional 996 square metres will be provided to address Waterfront Toronto's outstanding obligations from the Parkside/Monde development (12 Bonnycastle Street). The remaining 7,644 square metres of the Parkside obligations will be provided by the applicant in Blocks 3-4 of Quayside.

In total, the proposed 36,987 square meters of conveyed residential GFA is expected to represent 458 affordable rental housing units. The construction of the affordable rental housing units will be completed by the applicant and funded through various government housing funding and financing programs as well as a portion of the proceeds from the sale of the Quayside lands. City staff are working with Canada Mortgage and Housing Corporation, Waterfront Toronto, and the applicant on developing a comprehensive funding and financing strategy to ensure the timely construction of the affordable housing component and will report to City Council on the results by the end of 2024.

The affordable rental units are expected to be comprised of approximately 10% studio, 30% one-bedroom, 40% two-bedroom, 15% three-bedroom, and 5% four-bedroom units and are currently planned to be located in Buildings 1A, 1C and 2. The location of the affordable rental units is currently being finalized by the applicant in consultation with Waterfront Toronto and the City to facilitate the timely delivery of affordable housing. These units will meet the affordable rental housing definition in the City's Official Plan and will be permanently affordable as they will be owned by the City and operated by non-profit housing partners.

An additional 5% of the gross residential floor area is proposed as low-end-of-market housing, defined in the CWSP as small private ownership housing units suitable for households of various sizes and composition and would be affordable to low and moderate income households. By way of example, for 2024, the City's affordable ownership definition sets a price of \$274,395 for a two-bedroom unit. This residential GFA would equate to approximately 200 units. The provision of these affordable ownership units depends on the availability of funding from the City and other levels of government.

The proposed approach to providing affordable housing is consistent with the requirements of the Central Waterfront Secondary Plan (CWSP), the East Bayfront Zoning By-law, and the Council-adopted Quayside Business and Implementation Plan. Affordable rental housing requirements will be secured in the Section 37 agreement with the City of Toronto.

Unit Mix

The proposed housing unit mix across all affordable and market housing units, including 27.3% two-bedroom and 12.1% three bedroom or larger units, exceeds the minimum provision of larger units recommended in the Growing Up Guidelines and meets the requirements of the City's Affordable Housing Design Guidelines. This unit mix will contribute to the range of housing options available to a variety of households in the Central Waterfront.

Public Realm

City staff are satisfied that the proposal is consistent with the applicable public realm policies of the Official Plan and CWSP, and relevant design guidelines. The proposal provides for an improved public realm on site and contributes to the network of open spaces envisioned in the East Bayfront Precinct Plan.

As the main east-west route in the Central Waterfront, Queens Quay East is planned as the East Bayfront's "main street" and an important public space destination. A 3 metre setback is provided along Queens Quay East, providing for appropriate pedestrian clearways and spill-out space for required ground floor animation uses. The proposed Zoning By-law Amendment would remove a requirement in Zoning By-law 1049-2006 to build colonnades in this location. Staff accept this change as pedestrian weather protection is addressed through site plan control and the Toronto Green Standard and colonnades can present challenges for the visibility of active frontages. Acceptable base building setbacks are also proposed to define the public realm on Bonnycastle street, Lake Shore Boulevard East, and Small Street.

Supplementing the public street network, a large, central open space extends the public realm through the site, providing new north-south and east-west mid-block connections with direct access from the public sidewalks on each public street. This space, referred to by the applicant as a "Community Forest," is proposed to be over 8,800 square metres across the Quayside development, including 7,535 square metres of open space on Blocks 1 and 2 according to the applicant's Planning Rationale report.

The public realm is expanded further by the proposed overhang, portal and "alcove" through Building 1C, as shown in Attachment 9: Ground Floor Plan. Consistent with the CWSP direction to remove barriers and make connections, the 18.4 metre-wide, five-storey portal provides a visual connection between Queens Quay East and the proposed POPS and is aligned with a view corridor through Aitken Place Park to Lake Ontario. These features contribute positively to the public realm and are secured in the proposed Zoning By-law Amendment.

The proposed site and landscape plans have been coordinated with Waterfront Toronto's Quayside Infrastructure and Public Realm project and will be refined through the site plan control process.

Density, Height, Massing

Provincial and City policies direct growth toward Toronto's Downtown. These policies emphasize accommodating growth in well-designed complete communities that meet daily needs with access to jobs, services, community facilities, and a full range of housing. The Official Plan requires development to be located and organized to fit with its existing and planned context. The Official Plan also recognizes that the portion of the Central Waterfront located downtown offers unique opportunities for substantial employment and residential growth and for upgrades and expansion to the public realm and community facilities as waterfront revitalization proceeds, guided by the policies of the Central Waterfront Secondary Plan.

The density of 10.6 FSI proposed for the site is comparable with the existing and planned densities of other large site developments located in the eastern Central Waterfront between Lake Shore Boulevard East and Queens Quay East. The proposed density is consistent with Council direction (CC2.1) to optimize housing density in the waterfront and this proposal would provide this density in a community with a range of

housing, including substantial affordable housing; a mix of non-residential spaces, including community facilities; and well-designed buildings and open spaces.

The site is on the route of the planned Waterfront East Light Rail Transit and will be served by the future Corktown Ontario Line subway station. Prior to the completion of this higher-order transit, the site will be served by existing bus routes. The City and TTC are exploring opportunities to improve bus service, such as dedicated bus lanes, and will monitor conditions as development occurs – any interim transit improvements will need to be closely coordinated with Quayside and other major projects such as the Gardiner rebuild. The site will also connect to the Toronto's bicycle network via existing and planned bike lanes on Lower Sherbourne Street and Parliament Street and the Martin Goodman Trail. The proposed density is appropriate to the existing and planned context and transit and active transportation connectivity.

CWSP policy 32 requires new development to be located, organized and massed to protect view corridors, frame and support the adjacent public realm and discourage privatization of public spaces with built form that will result in comfortable micro-climates in the public realm. Through precinct plans and development approvals, a built form context has emerged with tall buildings situated along Lake Shore Boulevard and a generally mid-rise scale existing and planned along Queens Quay East. Although existing zoning permissions provide for a mid-rise built form across the entire property, the proposal has demonstrated that Quayside Blocks 1 and 2 can accommodate multiple towers meeting appropriate tall building design criteria.

Staff are satisfied that the distribution of the proposed density in towers on the northern part of the site along Lake Shore Boulevard East provides for appropriate density along with a large central open space on site and a mid-rise street wall on Queens Quay East compatible with surrounding buildings. The proposed built form reflects the overall pattern of the East Bayfront Precinct Plan, which envisions greater height on Lake Shore Boulevard East, stepping down towards a mid-rise Queens Quay East and a lower scale along the water's edge. See attachments 10-15 for elevation drawings and 3D massing models showing the proposal in context.

Towers

The proposed base buildings frame the public streets and define a central open space, supporting a comfortable public realm by buffering this area from the adjacent Lake Shore/Gardiner Expressway corridor. Parking and servicing impacts on the public realm are limited by providing consolidated vehicular access on Lake Shore Boulevard East and Small Street. Building entrances are provided on public streets and in the central POPS space. Staff are satisfied that appropriate base building setbacks are proposed between the towers and mid-rise building.

Building 1A includes a distinctive curved podium ranging in height from 11 to 22 storeys, providing a height transition between the tower and the proposed midrise Building 1C. Building 1B includes a terraced four-storey podium accommodating the proposed community hub, and a “transition zone” from the 5 to the 29 storey where the massing is shifted to provide terraces on the 18, 24 and 30 storeys. Plans submitted to demonstrate the massing and configuration of Building 2, which will be subject to a

future architectural competition, indicate an 11-storey podium with the tower shifted south to accommodate the TTC substation on the ground floor. Staff will continue to work with the applicant and TTC to refine this building and its relationship to the public realm through a future site plan control application.

Proposed tower separation distances are suited to the waterfront context and proposed building heights. As proposed, a tower separation of 40m is achieved between the tallest Buildings 1A and 1B, and 34m metres separate Buildings 1B and 2. The proposed Zoning By-law Amendment provides for a minimum 12.5 metre tower setback from the centreline of surrounding streets, minimum separation distances of 35 metres between Towers 1A and 1B and 30 metres between Towers 1B and 2, and a minimum 25 metre separation between “tower transition zones” up to 85 metres in height.

Tower 1A, 1B and 2 would have a maximum average tower floor plate size of 850 square metres. This is generally aligned with the Tall Building Guidelines, which recommend 750 square metre floor plates but contemplate flexibility for towers larger than 50 storeys, and the East Bayfront Precinct Plan, which recommends 800 square metre floor plates for taller building elements. Impacts of the larger floor plates are appropriately limited given the proposed separation distances and design attention given to the shape and articulation of the towers.

The proposed tower heights of 70, 64 and 55 storeys (242.4, 228.7 and 188.0 metres, inclusive of the mechanical penthouse) are appropriate in the existing and planned context and considering the achievement of broad tower separation and appropriately limited floorplates. Staff are of the opinion that the proposal, which will form part of the overall arrangement and variation of tower heights in the Quayside development, will create an appropriate contribution to the waterfront skyline while acceptably limiting impacts on the public realm. Sun, shadow, and wind impacts are discussed below.

With respect to airspace concerns, Nav Canada has evaluated the proposal and has indicated that it has no objection to the project as submitted.

Queens Quay East building

The proposed 12-storey building on Queens Quay East provides a continuous 43.7 metre street wall framing the public realm and a large contiguous rooftop space intended to support a rooftop farm. The applicant has indicated they intend to construct the building using mass timber. Although building materials cannot be secured through the zoning by-law, the proposed height permission would provide for appropriate floor-to-ceiling heights within the residential and retail spaces while accommodating structural requirements of mass timber construction. Staff are satisfied that the proposed height is comparable to the mid-rise buildings to the immediate south on Queens Quay East and is appropriate in context.

Although longer than a typical mid-rise building, street-level articulation and pedestrian connectivity are provided through the location of a three-storey overhang, five-storey portal, and two-storey “alcove” at varying points along the street and through the proposed arrangement of balconies.

Overall, staff are satisfied that the proposed built form is compatible with the existing and planned context. The proposed variation in building types, building orientation and placement to create a large central open space and maintain visual connections between the city and the lake are generally consistent with the CWSP and East Bayfront Precinct Plan. Staff are satisfied that the density, built form and massing of the proposed development conform to the policies of the Official Plan and CWSP and meet the intent of the Tall Building Guidelines and East Bayfront Precinct Plan.

Design Guidelines

The applicant has prepared draft urban design guidelines intended to inform site plan control applications and future design competitions for buildings planned in later stages of the Quayside development. Staff have provided initial feedback on these guidelines. The applicant has indicated that additional time is required to complete these guidelines. Staff recommend that completion of the urban design guidelines be required prior to the approval of the site plan application for the first building to be constructed in Quayside.

Sun, Shadow, Wind

Overall, the microclimate conditions associated with the development are acceptable, considering the site's location in an area planned for significant intensification and the policies of the CWSP, which require built form to result in comfortable microclimates in the public realm.

Sun-shadow studies submitted by the applicant demonstrate acceptable off-site impacts. Compared with as-of-right development permissions, most new shadowing occurs to the north on the rail corridor, Gardiner Expressway and Lake Shore Boulevard, with additional intermittent shadows cast on the St. Lawrence neighbourhood, David Crombie Park and Princess Street Park during the spring and fall equinoxes. The proposed tower height variation, floor plates and broad separation distances help to maintain sunlight access in these areas. New shadows do not extend beyond the rail corridor in the summer.

An acceptable range of sun conditions will be available on site. The proposed Zoning By-law Amendment secures building heights, separation distances, POPS dimensions and portal/overhang locations, ensuring sunlight on and off-site.

A pedestrian level wind assessment prepared by RWDI dated March 14, 2024 assesses potential wind impacts on the public realm and in amenity areas resulting from the massing of the proposed buildings. The proposed development is taller than its surroundings and is expected direct wind to ground level. The tower podiums and lower massing of the Queens Quay East building are anticipated to moderate wind impacts, but some localized higher winds are predicted in areas on site.

Acceptable wind conditions are achieved in key areas of the public realm. Wind conditions along street frontages are expected to be comfortable at most areas for sitting or standing in the summer and fall and for standing and walking in the winter and spring. The study indicates that the central POPS space will have wind conditions

comfortable for standing during the summer and recommends wind control and landscape features in locations with higher winds and to extend the use of the space in shoulder seasons. Localized higher wind speeds are anticipated at ground level between towers, particularly in spring and winter. Additional modelling conducted by the consultant indicates that deep canopies can reduce wind speeds between the towers.

Suitable wind conditions are anticipated in rooftop amenity areas on the mid-rise building year-round. Wind conditions in the outdoor play area associated with the childcare centre on the second floor of building 1B are anticipated to be most comfortable in summer and fall, with conditions comfortable for sitting, standing or walking throughout the year. Outdoor residential amenity areas on the proposed towers are expected to experience higher wind speeds and gusts that will require wind control measures to achieve appropriate safety and comfort criteria.

The report recommends more detailed wind analysis and wind mitigation measures in areas in the public realm and on site that may experience wind speeds higher than desired for the intended use. To address wind conditions, City Planning will require more detailed wind assessments using wind tunnel testing for each site plan application. Wind mitigation measures will be secured through the Section 37 agreement and through site plan control.

Transportation

Transportation Services are generally supportive of the proposal, subject to comments provided in the memorandum from Engineering and Construction Services dated May 8, 2024.

The proposed development is projected to generate 290 new two-way vehicular trips during both the morning and afternoon peak hours. Given the low proposed parking rate on-site, this trip generation includes 55 two-way trips associated with pick-up/drop-off activity (e.g., taxi, ride-share, delivery, etc.), plus 25 trips associated with the institutional use. The applicant's Urban Transportation Considerations Report, prepared by BA Group and dated June 28, 2023, concludes that the projected development traffic can be acceptably accommodated on the surrounding road network. Transportation Services accepts the methodology and conclusions of the submitted report.

Driveway connections on Lake Shore Boulevard East and Small Street are proposed. The development includes a parking supply of 290 spaces, consisting of 258 spaces for residents, 30 shared visitor and non-residential spaces, and 2 car-share spaces. This parking supply includes 46 accessible parking spaces. Parking spaces would be located within a consolidated two-level underground garage.

3,142 bicycle parking spaces are proposed including 576 short-term and 2,566 long-term spaces. Contemporary bicycle parking standards consistent with Zoning By-law 569-2013, Bicycle Zone 1 are included in the zoning by-law recommended by staff. Based on the non-residential uses proposed and associated long-term bicycle parking requirement, two shower/change facilities must be provided for each gender. These are shown on plans on the P1 level beneath Buildings 1A and 1B.

Transportation Services staff have reviewed and accepted the loading supply of two Type G and two Type B loading spaces at grade and four Type C loading spaces within the underground. The configuration of the loading spaces and at-grade loading area is generally acceptable and will be reviewed further through the site plan control process to minimize impacts on the public realm.

Transportation Demand Management (TDM)

To support walking, cycling, and transit and maximize the capacity of the surrounding transportation network, Transportation Services requires the following Transportation Demand Management (TDM) provisions to be provided, generally as outlined in the submitted Transportation Study Update, dated March 15, 2024, by BA Group:

- A minimum of two publicly accessible car-share spaces on-site;
- A minimum payment of \$85,000 for the provision of at least one bike-share station capable of charging e-bikes on-site;
- One annual car-share and/or bike-share membership per unit, offered for the first year of occupancy;
- A minimum of one bike repair station provided in each building (minimum four total for the subject site);
- A mobility hub on-site, including a bicycle repair shop and cycling school;
- A transit information centre in the lobby of each building to inform on information regarding transit schedules, walking and cycling routes amongst other items; and
- Travel Mode Information Packages to promote transit use and reduce automobile dependence.

Road Widening

To satisfy the Official Plan requirement of a 38 metre right-of-way for this segment of Queens Quay East a 2.0 metre road widening dedication along the Queens Quay East frontage of the site is required. This conveyance is identified on the draft site-specific zoning maps and will be implemented through site plan approval.

Gardiner Expressway Structure

The site is located immediately adjacent to the F.G. Gardiner Expressway bridge structure and is subject to the requirements of the City's MCR Appendix S-Third Party Work in the Vicinity of City Bridge Structures. A 5.0 metre setback is required above and below grade from the outermost edge of the structure for maintenance and potential future dismantling of the expressway.

The above and below-grade setback is required in the Zoning By-law Amendment recommended by staff. The submitted architectural plans demonstrate compliance, except for an encroachment into the below-grade setback. The Section 37 agreement will secure easements for expressway maintenance if required through site plan approval.

Streetscape

Streetscapes abutting the site are being delivered by Waterfront Toronto through the Quayside Infrastructure and Public Realm project, which includes realignment of Parliament Street and implementing a portion of the streetscape designs for the Waterfront East LRT. In November 2023, City Council approved advancing the 60 percent design for the Waterfront East LRT project. This includes the reconstruction and extension of Queens Quay East through the Quayside development frontage to provide transit in a dedicated right of way, along with roadway, active transportation, and public realm improvements.

The proposed development's site organization and building design, including setbacks and pedestrian and vehicular access points, have been coordinated with Quayside Infrastructure and Public Realm design work and 60% design for Waterfront East LRT. Coordination will continue through the site plan approval process.

Servicing

Engineering and Construction Services staff have reviewed the proposal. Outstanding technical requirements will be addressed through a holding provision which requires the owners to submit a revised Functional Servicing and Stormwater Management report to the satisfaction of the Chief Engineer and where any upgrades to municipal infrastructure is determined to be required, to make satisfactory arrangements for this work to be completed.

Solid Waste

Solid Waste Management have reviewed the application and request revisions to the architectural plans to ensure required waste storage rooms are provided. These revisions will be addressed through a holding provision.

Amenity Space

Under Zoning By-law 1049-2006 a maximum of 300 square metres each of indoor and outdoor residential amenity space may be required for any building. The proposed amenity allocation of 3,214 square metres indoor amenity space (1.14 square metres per unit) and 1,638 square metres outdoor amenity space (0.58 square metres per unit) exceeds and will replace the existing maximum requirements. The amount of private outdoor amenity space is acceptable given the substantial POPS space that will be available to residents, including play areas suitable for children and pet facilities.

Amenity spaces are proposed to be accessible to residents of both affordable and market housing units. This access will be secured in the Section 37 agreement related to affordable housing delivery.

Parkland

In accordance with [Section 42 of the Planning Act](#), the Owner is required to satisfy the parkland dedication requirement through land and/or cash-in-lieu. Per the [Quayside Business and Implementation Plan](#) report, parkland dedication requirements have been

satisfied for the as-of-right development in Quayside. Potential requirements for any further parkland dedication are under review with City Planning and Parks, Forestry and Recreation. If cash-in-lieu is required based on additional proposed density, it will only apply to the increase in density above as-of-right development permissions and would be calculated for applicable units and gross floor area.

As per [Toronto Municipal Code Chapter 415-29](#), the appraisal of the cash-in-lieu will be determined under the direction of the Executive Director, Corporate Real Estate Management. Additionally, the [Toronto Municipal Code Chapter 415-28](#), requires that the payment be made prior to the issuance of the first above-ground building permit for the land to be developed.

Privately-Owned Publicly Accessible Space (POPS)

In accordance with the Official Plan, POPS are spaces that contribute to the public realm but remain privately owned and maintained. POPS do not replace the need for new public parks and open spaces. A portion of the central “Community Forest” open space will be secured as a POPS of approximately 4100 square meters with entry points on Bonnycastle Street, Small Street, Lake Shore Boulevard East and through openings in the mid-rise building on Queens Quay East. The proposed POPS will be framed and animated by the proposed buildings and programmed with patios, play areas, plazas, outdoor seating, pathways, off-leash dog runs, and biodiverse plantings.

Staff consider the proposed POPS to be a positive element of the proposal. It will contribute to the public realm and open space network, providing a variety of year-round experiences for residents and visitors and enhanced pedestrian connectivity as generally envisioned in the CWSP and East Bayfront Precinct Plan.

Staff recommend securing delivery of and public access to the POPS in the site specific zoning by-law as a matter of legal convenience in addition to the existing Section 37 provisions that apply to the site.

Tree Preservation and Plantings

The application is subject to the provisions of the City of Toronto Municipal Code, Chapter 813 Article III (Private Tree by-law). Urban Forestry requires three new trees to replace one private tree proposed for removal. The landscape plans propose the planting of a sufficient number of large-growing shade trees to satisfy the compensation planting requirements for private tree removals. There are no existing street trees. New City trees within the public rights-of-way will be delivered by Waterfront Toronto through Quayside Infrastructure and Public Realm works.

The applicant has proposed extensive on-site tree plantings within the “Community Forest” POPS space. Urban Forestry and Urban Design staff are working closely with the applicant design team to address technical requirements for a successful landscape, including soil volume, species selection and microclimate conditions.

Archaeological Assessment

Heritage Planning staff have reviewed the development application and the memorandum entitled "Summary Archaeological Technical Memorandum, Quayside Lands, City of Toronto, Ontario" dated June 9, 2023 and Archaeological Monitoring and Mitigation Strategy dated January 18, 2024, both completed by ASI. The memorandum summarizes the results of several previous archaeological assessments undertaken on parts or the entirety of the site. The memorandum concludes that, while the majority of the property is free of further archaeological concern, construction excavations within the property should be subject to a program of archaeological monitoring to document any remains of the 1870 Don Breakwater that may be present.

Heritage Planning concurs with the recommendations of the memorandum and recommends that Development Blocks 1C and 2 be subject to a program of archaeological monitoring for any subgrade disturbance. This monitoring will be secured through a Section 37 agreement and implemented through site plan approval.

Public Art

CWSP Policy 14 provides for a coordinated Central Waterfront public art program for both public and private developments. A public art contribution in accordance with the City's public art program is required under the holding provisions of the existing zoning by-law. The applicant's Planning Rationale report notes that public art will be provided. Staff recommend retaining the existing requirement in the Zoning By-law.

Toronto Green Standard

Council has adopted the Toronto Green Standard (TGS). The TGS is a set of sustainable design requirements for new private and City-owned development. Applications for Zoning By-law Amendments, Draft Plans of Subdivision and Site Plan Control are required to meet and demonstrate compliance with Tier 1 of the Toronto Green Standard. Tiers 2 and 3 are voluntary, higher levels of performance with financial incentives. Tier 1 performance measures are secured on site plan drawings and through a Site Plan Agreement or Registered Plan of Subdivision.

The applicant's Planning Rationale report indicates that the project is proposed to meet Toronto Green Standard Version 4, Tier 2 and the proposed buildings will obtain the Canada Green Buildings Council (CaGBC) Zero Carbon Building Design certification. Developments that achieve higher Tiers of the TGS may be eligible for post-construction development charge refunds.

City Council's direction has been to require TGS Tier 2 performance for City affordable housing projects. The sustainability targets for this prominent site have been established through the agreement between Waterfront Toronto and QILP and will be further addressed through affordable housing agreements and detailed design.

Staff recommend removing an existing holding provision in Zoning By-law 1049-2006 that requires the achievement of LEED Silver Certification. This obligation will be modernized with the proposed CaGBC Zero Carbon Building Design target reflected in

the Section 37 agreement. An existing holding provision related to renewable or district energy connections will remain in place.

Community Services and Facilities

The Official Plan establishes and recognizes that the provision of and investment in community services and facilities supports healthy, safe, liveable, and accessible communities. Community services and facilities are the building blocks of our neighbourhoods, foundational to creating complete communities and include matters such as recreation, libraries, childcare, schools, public health, and human and cultural services. Providing for a full range of community services and facilities in areas that are inadequately serviced or experiencing growth is a shared responsibility.

The applicant is not providing community services and facilities that will be conveyed to the City. A community hub is proposed within Building 1B, which includes a private child care space for approximately 62 children, community facilities including a communal kitchen, education spaces, collaborative working spaces, health and wellness spaces, a café and artistic spaces (a theatre and an auditorium). This is not part of a Section 37 Agreement and is part of a private agreement between Waterfront Toronto and the development proponent.

CWSP Policy 36 encourages integrating community facilities into private developments. The site-specific zoning by-law amendment secures a minimum floor area for community and childcare uses in the to ensure this facility is delivered.

The applicant submitted a Community Services and Facilities study as part of their application. As part of the review of the application, additional childcare space was identified as a priority. To serve additional demand generated by the proposed density in both phases of the Quayside development, staff recommend securing a Section 37 contribution toward additional off-site childcare in the vicinity of the proposed development.

Schools

The future Quayside Block 5, located east of the Parliament Slip and south of the future Queens Quay East extension, is proposed as institutional block with an elementary school and a potential cultural centre (subject to a separate planning application). City Planning staff have identified the school as one of four public elementary schools in need of immediate funding commitments to serve growing waterfront populations.

All school boards have been circulated on this application and TDSB has confirmed interest in the Block 5 school site. City staff will continue to engage all relevant parties to advance the school site in this location through the Official Plan and Zoning By-law Amendment and Draft Plan of Subdivision processes for Quayside Blocks 3-5.

Section 37

As noted above, Zoning by-law 1049-2006 secures Section 37 community benefit obligations on these lands. Accordingly, pursuant to Section 37.1 of the Planning Act,

the lands remain subject to the former Section 37 density bonusing framework. By-law 1049-2006 requires the following Section 37 benefits:

- the provision of 20% of residential units as affordable rental housing for a term of 25 years, the dedication of lands sufficient to construct 20% of the total number of units as affordable rental housing, or cash-in-lieu of the value of such lands.
- size restrictions are also required for 5% of ownership dwelling units.
- a contribution of \$69.86 per square metre toward the cost of local infrastructure improvements or to the provision of local infrastructure improvements.

The existing Section 37 obligations are retained in the proposed Zoning By-law Amendment. The subject Zoning By-law Amendment does not propose to repeal or remove any Section 37 obligations such that a transition to the CBC framework would occur. Rather the proposed amendments to the Section 37 provisions in the Zoning By-law Amendment update and supplement the existing requirements. Staff recommend updating the affordable rental housing terms to remove the option for cash-in-lieu of affordable rental housing. The affordable rental housing obligations are also updated to include a portion of an outstanding obligation for Parkside which will be delivered on Blocks 1 and 2. The delivery approach has also been updated to allow for the provision of residential gross floor area for affordable rental housing, within the proposed residential buildings and/or within a standalone building.

Given the proposed increase in density above as-of-right permissions, a contribution of \$5,000,000 will be paid to the City by way of a Section 37 Agreement to be allocated toward the capital costs of non-profit childcare facilities in the Keating Channel Precinct.

The owner will be required to enter into an agreement pursuant to Section 37 of the Planning Act. The Section 37 Agreement would also be used as a legal convenience to secure obligations noted in this report and listed in the recommendations of this report.

Holding Provision

This report recommends the adoption of a Zoning By-law Amendment that is subject to a holding provision under Section 36 of the Planning Act, restricting the proposed use of the lands until the conditions to lifting the holding provision, as set out in the By-law, are satisfied. Section 5.1.2 of the Official Plan contemplates the use of a holding provision and outlines the types of conditions that may have to be satisfied prior to the removal of a holding provision. Central Waterfront Secondary Plan policy 2.6 further describes how holding by-laws may be used to provide for orderly development, secure professional or technical studies to assess development impacts, address issues of environmental sustainability, design excellence, soil remediation, flood control, infrastructure requirements and servicing and to ensure an equitable sharing of associated costs.

Under Zoning By-law 1049-2006, holding provisions apply to the site. The applicant has not applied to lift the existing holding provisions. To lift the holding provision, a range of conditions must be satisfied or secured in agreements, including a public art contribution of at least 1% of gross construction costs, the provision of sustainable design measures achieving LEED Silver certification, potential connections to district energy or renewable energy sources, the review of site plan applications by the

Waterfront Toronto Design Review Panel, and detailed requirements for noise, vibration and odour studies, detailed design plans, and warning clauses related to the Redpath sugar facility to be addressed through site plan applications and the building permit process.

The existing holding provisions will remain until the applicant demonstrates fulfilment of the conditions required to lift them. Based on the review of the proposed development, staff recommend applying additional or modified holding provisions to the site. As discussed above, the holding provision requiring LEED Silver certification will be deleted, with contemporary sustainability requirements addressed in the Section 37 agreement. The specific conditions to be met prior to the removal of the proposed holding provisions in the proposed By-law include entering into an agreement or agreements to secure:

Figure 2 – “H” Conditions

New conditions	<ul style="list-style-type: none"> • Submission of a Functional Servicing and Stormwater Management report to the City satisfactory to the Chief Engineer and Executive Director, Engineering and Construction Services • Securing any required upgrades and/or construction to any municipal infrastructure to support the development • Submission of architectural plans demonstrating the provision of waste storage rooms to the satisfaction of Solid Waste Management
Existing conditions - retained	<ul style="list-style-type: none"> • A public art contribution in accordance with the City’s public art program of a value not less than 1% of the gross construction costs of all buildings and structures to be erected on the lot; • The connection of all buildings to a district energy system and/or on-site renewable energy sources, if available at costs comparable to other energy sources; • The submission of Site Plan Application(s) for review and comment by the Toronto Waterfront Revitalization Corporation Design Review Panel; • Detailed requirements for noise, vibration and odour studies, detailed design plans, and warning clauses related to the Redpath sugar facility to be addressed through site plan applications and the building permit process. • Entering into a Section 37 agreement to secure provision of services, facilities or matters identified in the by-law.

The Chief Planner and their designate have the authority to make decisions on applications to remove holding provisions, which do not contain financial implications not previously authorized by Council.

Conclusion

Staff are of the opinion that the proposal is consistent with the PPS (2020) and conforms with A Place to Grow: Growth Plan for the Greater Golden Horseshoe (2020). The proposal conforms to the Official Plan and the policies of the Central Waterfront Secondary Plan, particularly as it relates to providing a mix of housing types, densities and tenures to accommodate a range of household sizes, including affordable rental housing; promoting a high-quality public realm and design excellence; prioritizing sustainable transportation; and integrating community facilities into private developments.

Staff worked with the applicant and the community to address and resolve the following key concerns: securing affordable housing obligations; securing non-residential uses, including the proposed community hub; relocating proposed child care facilities away from the Gardiner Expressway; ensuring appropriate built form relationships to the public realm; reducing impacts of parking and loading and the pick-up and drop-off area; securing the POPS; ensuring appropriate tree planting, soil volume and landscape viability; and coordination with Quayside Infrastructure and Public Realm works.

Overall, the proposal aligns with the core principles of the Central Waterfront Secondary Plan and East Bayfront Precinct Plan, supporting connections to and through the waterfront, delivering unique open spaces, advancing sustainable design, and providing for a dynamic and diverse community with substantial new housing, including affordable rental housing, supported by a mix of non-residential land uses in a dense, compact and transit-supportive form. Staff recommend that Council approve the application.

CONTACT

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SIGNATURE



Carly Bowman, Director
Community Planning, Toronto and East York District

ATTACHMENTS

City of Toronto Data/Drawings

- Attachment 1: Application Data Sheet
- Attachment 2: Location Map
- Attachment 3: Official Plan Land Use Map
- Attachment 4: Central Waterfront Secondary Plan Map
- Attachment 5: Existing Zoning By-law Map
- Attachment 6: East Bayfront – West Precinct Zoning By-law Map
- Attachment 7: Draft Zoning By-law Amendment

Applicant Submitted Drawings

- Attachment 8: Site Plan
- Attachment 9: Ground Floor Plan
- Attachment 10: East Elevation
- Attachment 11: North Elevation
- Attachment 12: South Elevation
- Attachment 13: West Elevation
- Attachment 14: 3D Massing Model – View to North
- Attachment 15: 3D Massing Model – View to South

Attachment 1: Application Data Sheet

Municipal Address: 259 LAKE SHORE BLVD E Date Received: June 29, 2023
 Application Number: 23 167778 STE 10 OZ
 Application Type: Zoning By-law Amendment
 Project Description: 3 mixed-use towers and a linear building with heights of 70, 64, 55 and 12 storeys with a central mid-block open space.

Applicant	Agent	Architect	Owner
Urban Strategies		architects-Alliance Alison Brooks Architects Henning Larsen Adjaye Associates	Quayside Block 1 Inc.

EXISTING PLANNING CONTROLS

Official Plan Designation:	Regeneration Areas	Site Specific Provision:	Central Waterfront Secondary Plan
Zoning:	CR(h)	Heritage Designation:	N
Height Limit (m):	38 / 46	Site Plan Control Area:	Y

PROJECT INFORMATION

Site Area (sq m): 18,240 Frontage (m): 195 Depth (m): 100

Building Data	Existing	Retained	Proposed	Total
Ground Floor Area (sq m):			8,346	8,346
Residential GFA (sq m):			179,956	179,956
Non-Residential GFA (sq m):	4,479		13,691	13,691
Total GFA (sq m):	4,479		193,647	193,647
Height - Storeys:			70	70
Height - Metres:			231	231

Lot Coverage Ratio (%): 45.76 Floor Space Index: 10.62

Floor Area Breakdown	Above Grade (sq m)	Below Grade (sq m)
Residential GFA:	179,956	

Retail GFA: 1,585
Office GFA:
Industrial GFA:
Institutional/Other GFA: 12,106

Residential Units by Tenure	Existing	Retained	Proposed	Total
Rental:			458	458
Freehold:				
Condominium:			2,353	2,353
Other:				
Total Units:			2,811	2,811

Total Residential Units by Size

	Rooms	Bachelor	1 Bedroom	2 Bedroom	3+ Bedroom
Retained:					
Proposed:		184	1,521	766	340
Total Units:		184	1,521	766	340

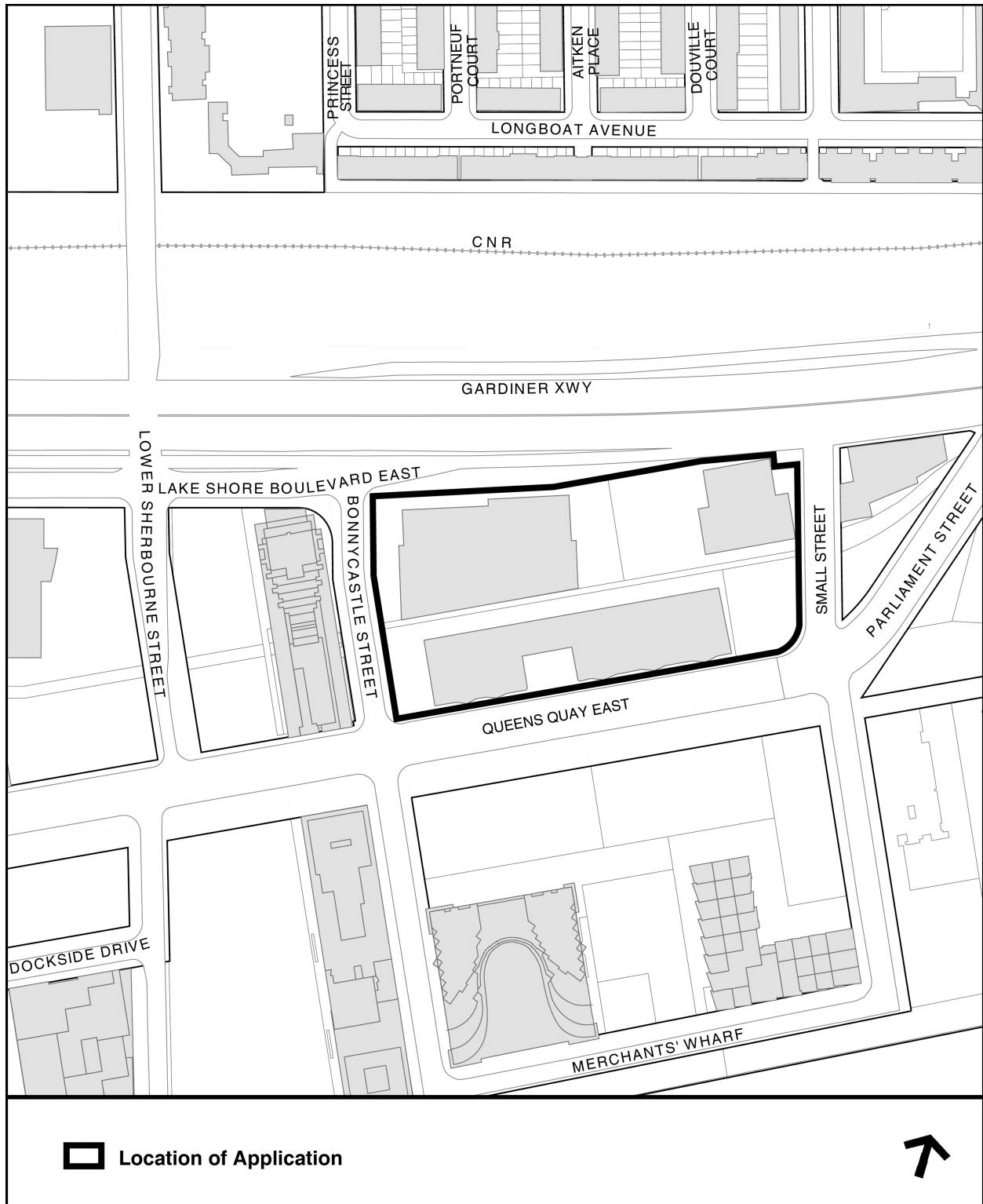
Parking and Loading

Parking Spaces: 290 Bicycle Parking Spaces: 3142 Loading Docks: 8

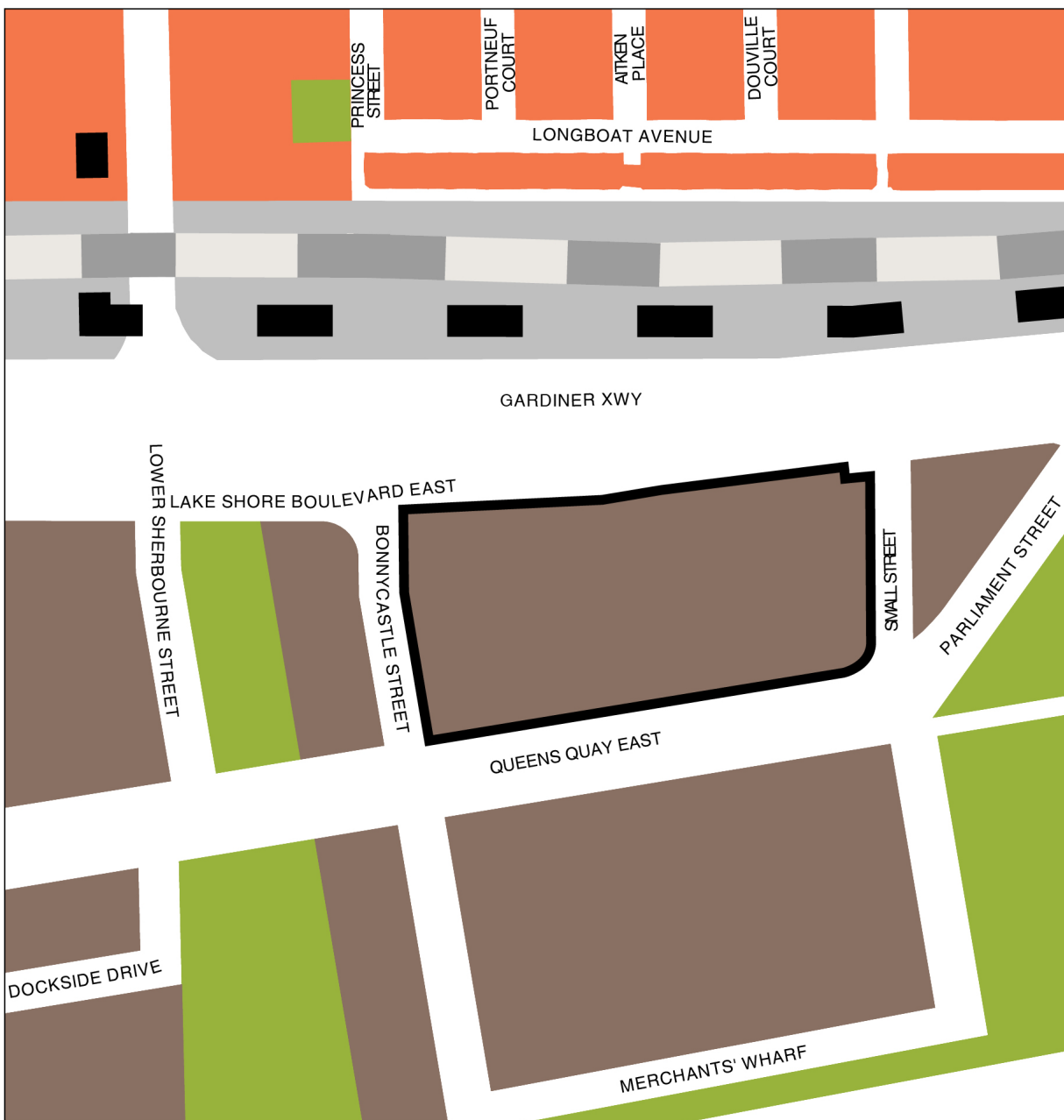
CONTACT:

Chris Hilbrecht, Senior Planner, Community Planning
(416) 392-0172
Chris.Hilbrecht@toronto.ca

Attachment 2: Location Map



Attachment 3: Official Plan Land Use Map



Official Plan Land Use Map #18

257-259 and 291 Lake Shore Blvd E
2 Small Street and 200 Queens Quay E

File # 23 167778 STE 10 0Z



Location of Application



Apartment Neighbourhoods



Parks



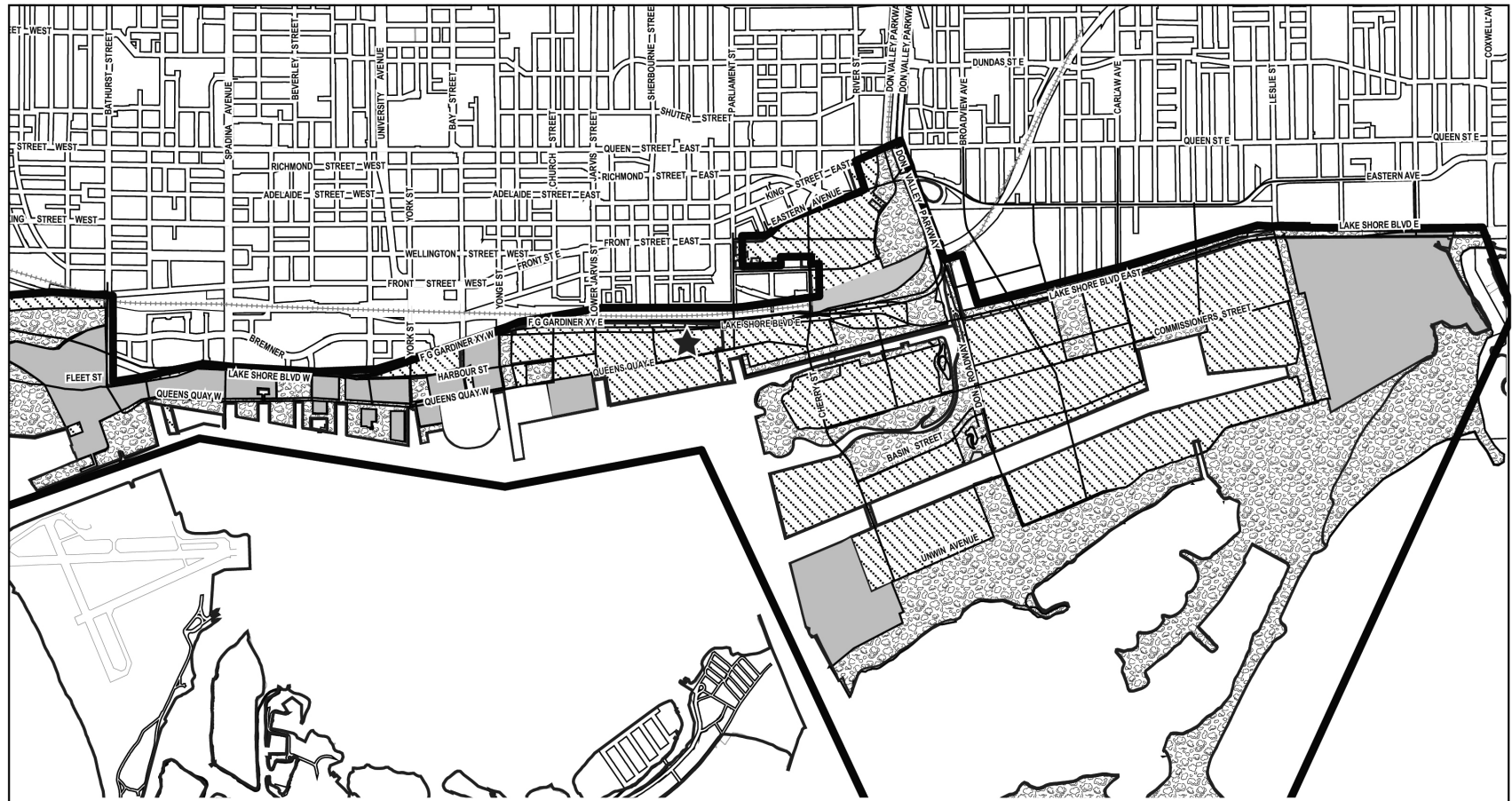
Regeneration Areas



Utility Corridors



Not to Scale
Extracted: 05/31/2024



Central Waterfront Area Secondary Plan

Map E - Land Use Plan 1-3

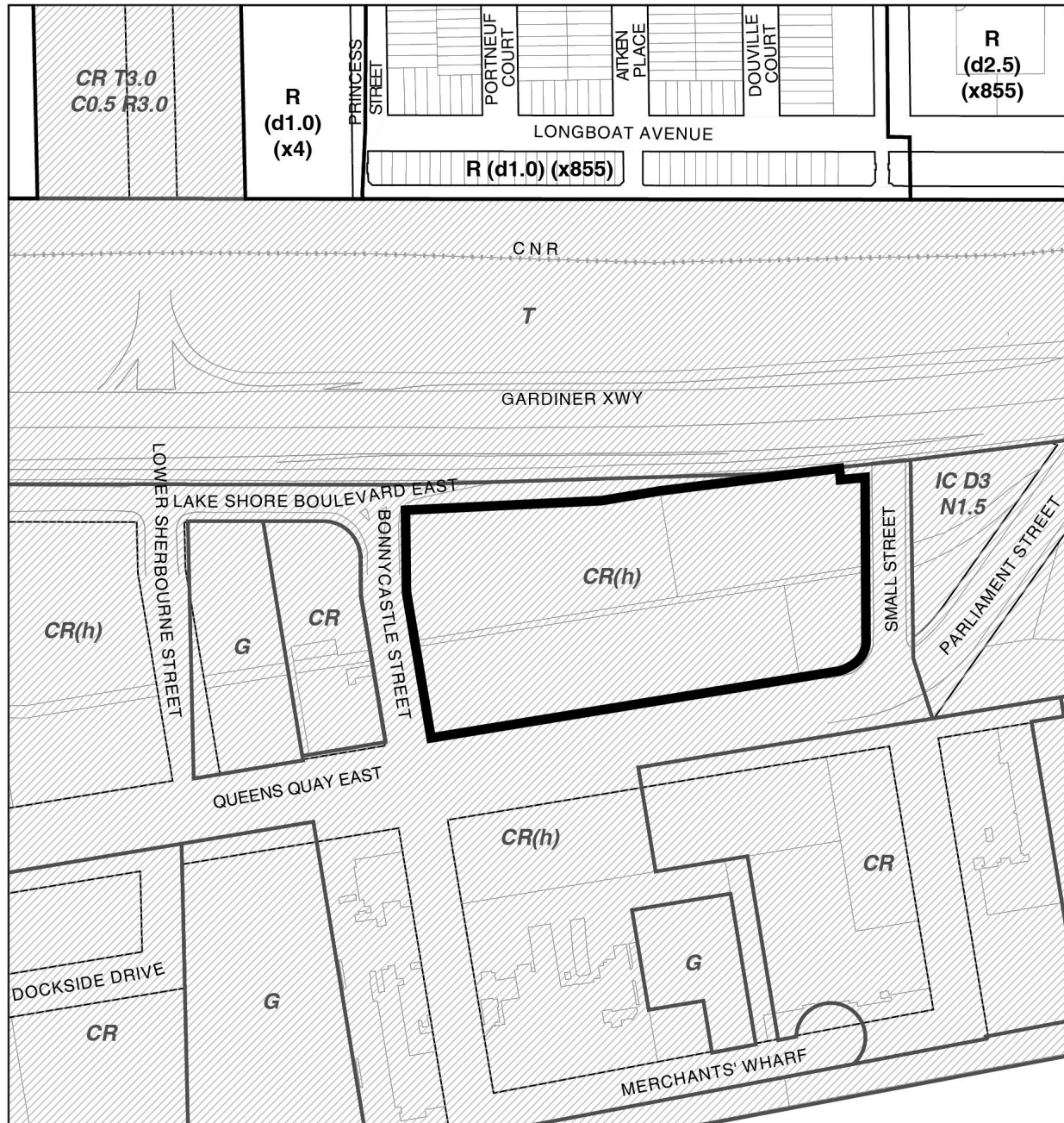
257-259 and 291 Lake Shore Blvd E
2 Small Street and 200 Queens Quay E

File # 23 167778 STE 10 OZ

- Secondary Plan Boundary
- Location of Application
- Parks and Open Space Areas
- Regeneration Areas
- Existing Use Areas

Not to Scale
Date Exported: 05/31/2024

Attachment 5: Existing Zoning By-law Map



Zoning By-law 569-2013

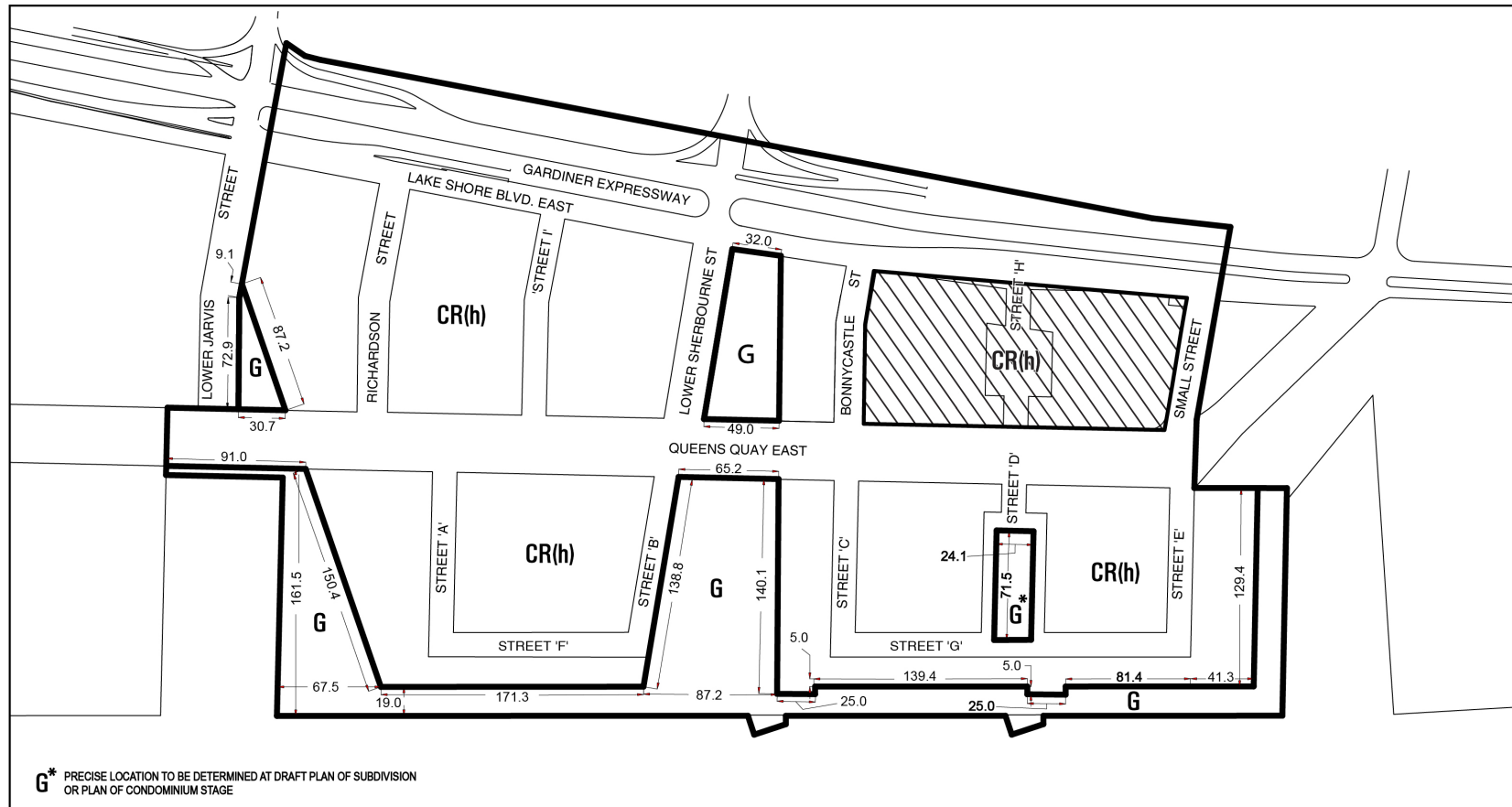
**257-259 and 291 Lake Shore Blvd E
2 Small Street and 200 Queens Quay E
File # 23 167778 STE 10 OZ**

Location of Application
R Residential

See Former City of Toronto By-law No. 438-86
CR Mixed-Use District
T Industrial District
IC Industrial District
G Parks District



Not to Scale
Extracted: 05/31/2024



East Bayfront - West Precinct
Map A: District Use Map

257-259 and 291 Lake Shore Blvd E
2 Small Street and 200 Queens Quay E

File # 23 167778 STE 10 0Z

The Location of Streets 'A', 'B', 'C', 'D', 'E', 'F', 'G', 'H', and 'I' Are Shown For Illustrative Purposes Only



See Former City of Toronto By-law No. 438-86

CR Mixed-Use District
T Industrial District
IC Industrial District
G Parks District

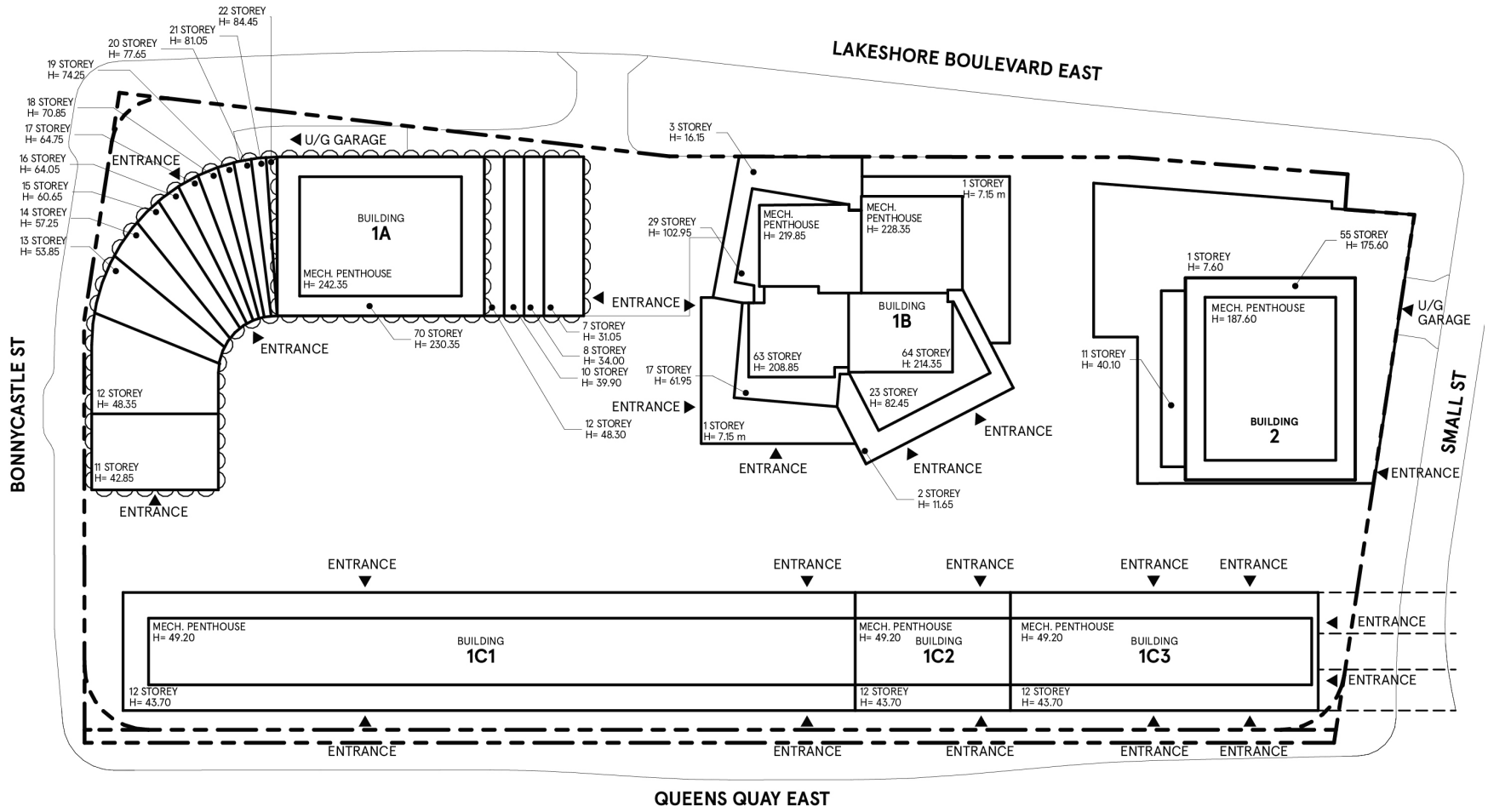


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Date Exported: 05/31/2024

Attachment 7: Draft Zoning By-law Amendment

This attachment will be provided prior to the July 10th, 2024 Toronto and East York Community Council Meeting.

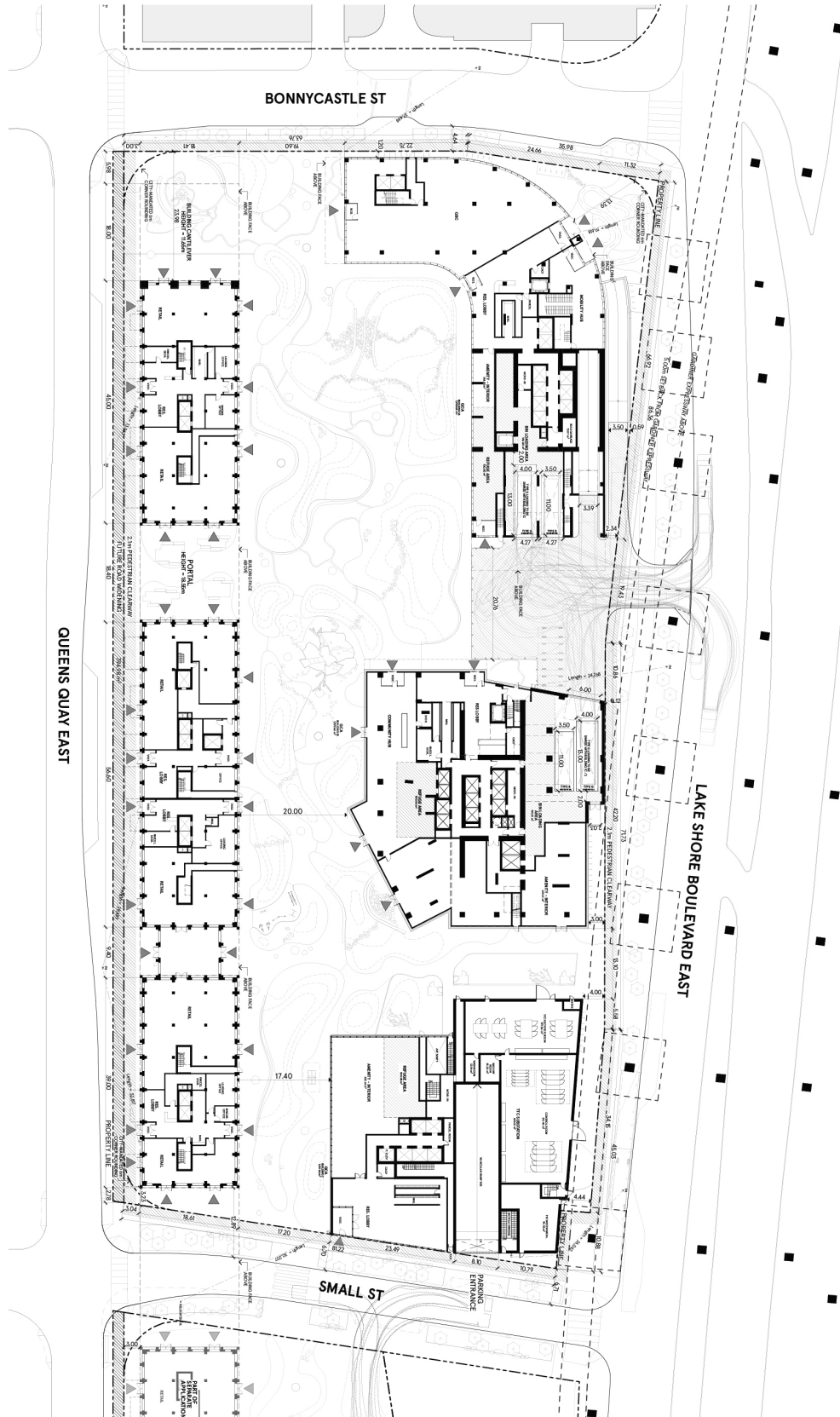


Site Plan

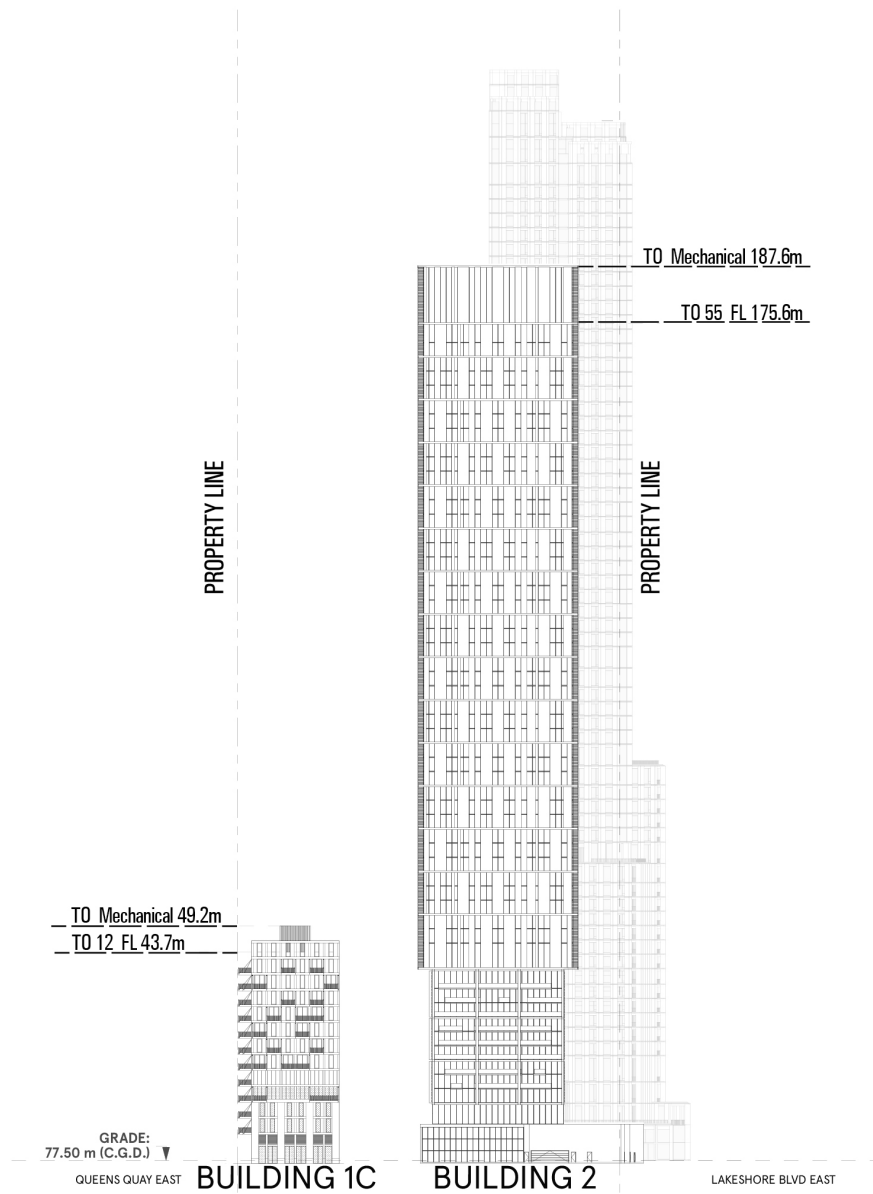


Attachment 9: Ground Floor Plan

Ground Floor Plan

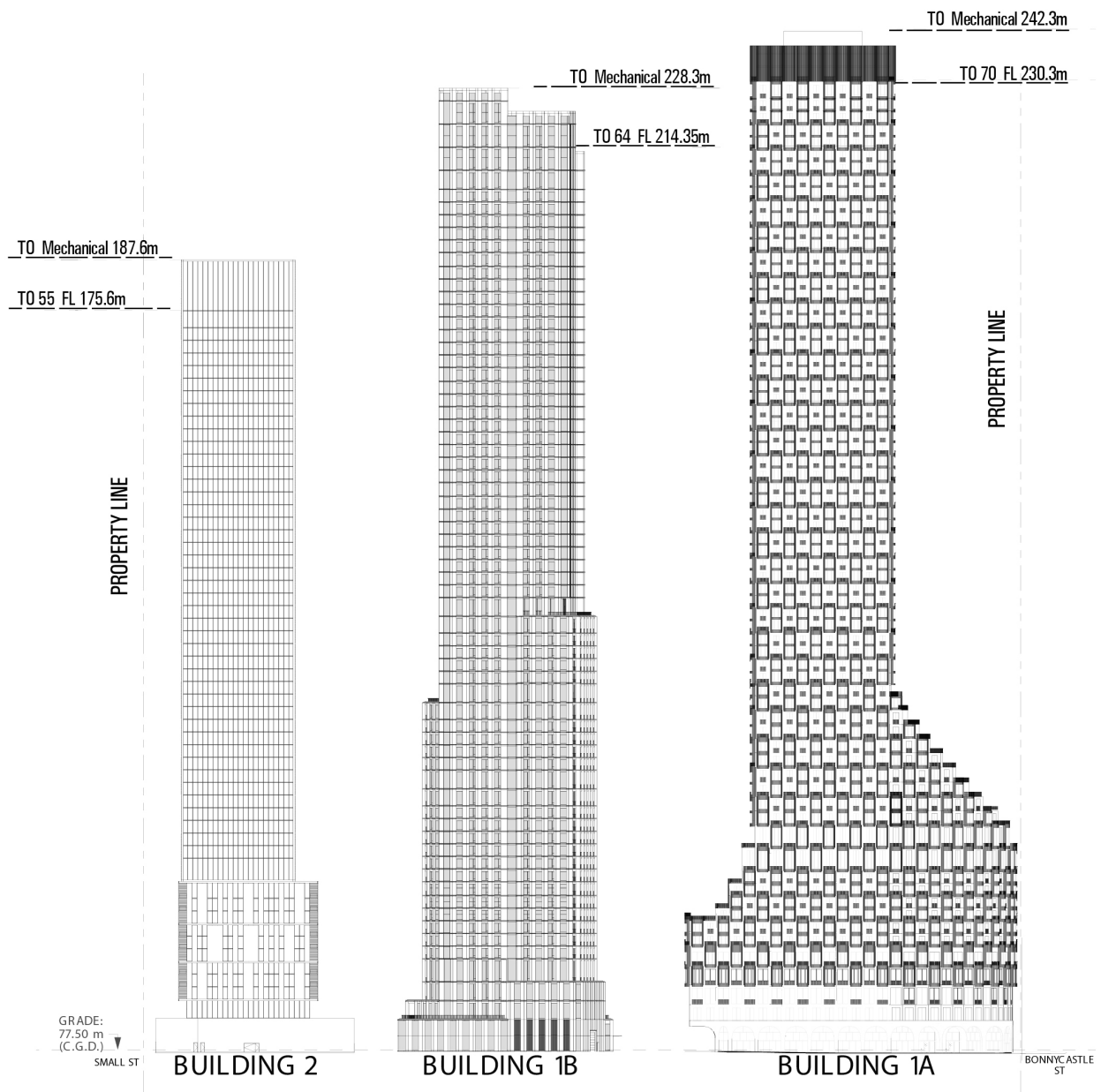


Attachment 10: East Elevation



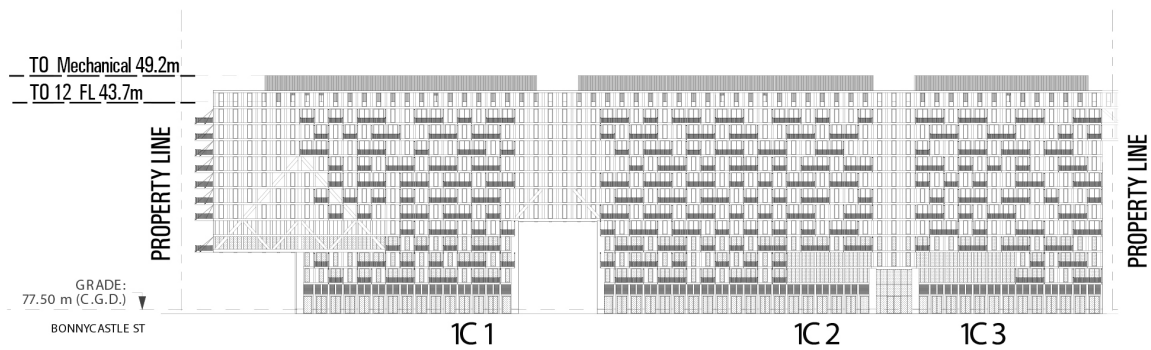
East Elevation

Attachment 11: North Elevation



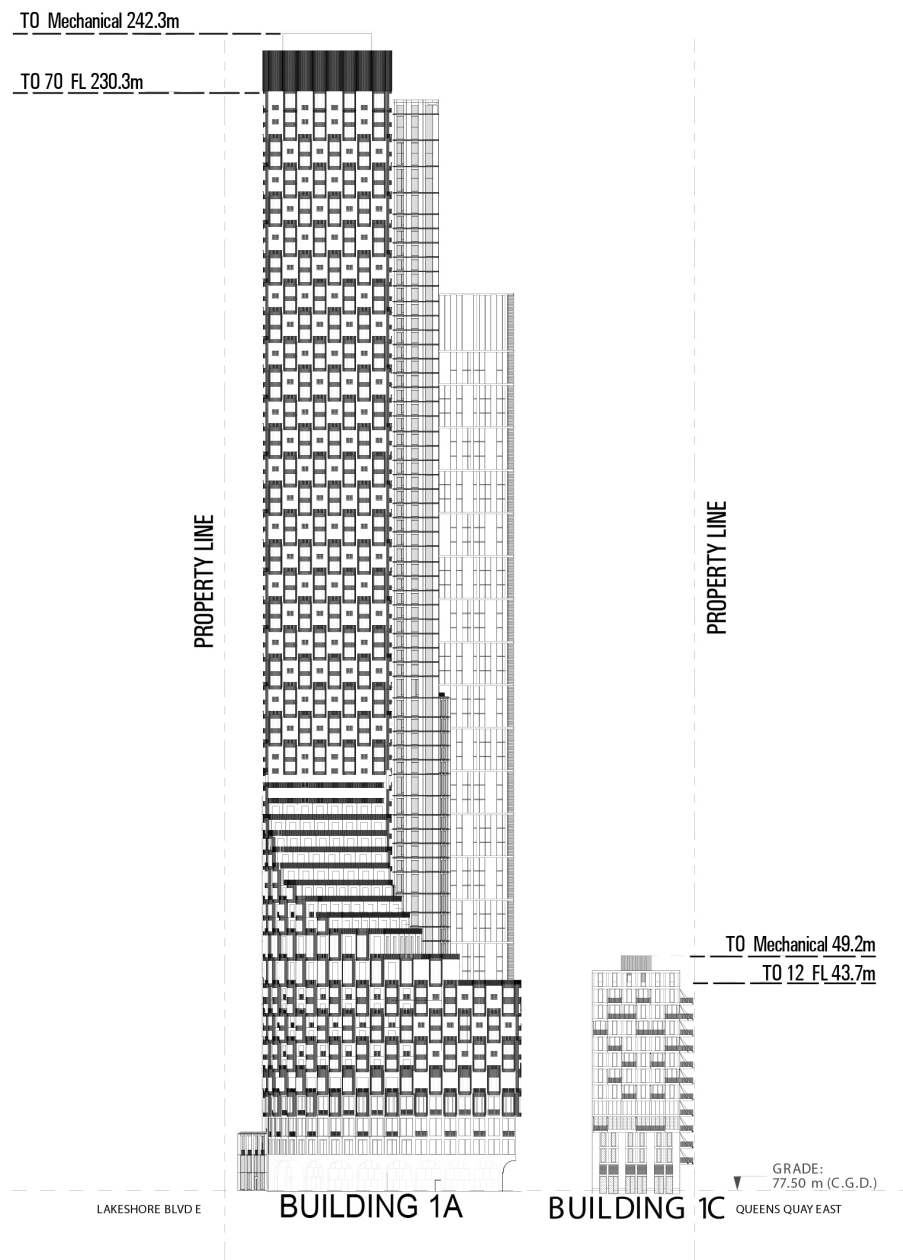
North Elevation

Attachment 12: South Elevation



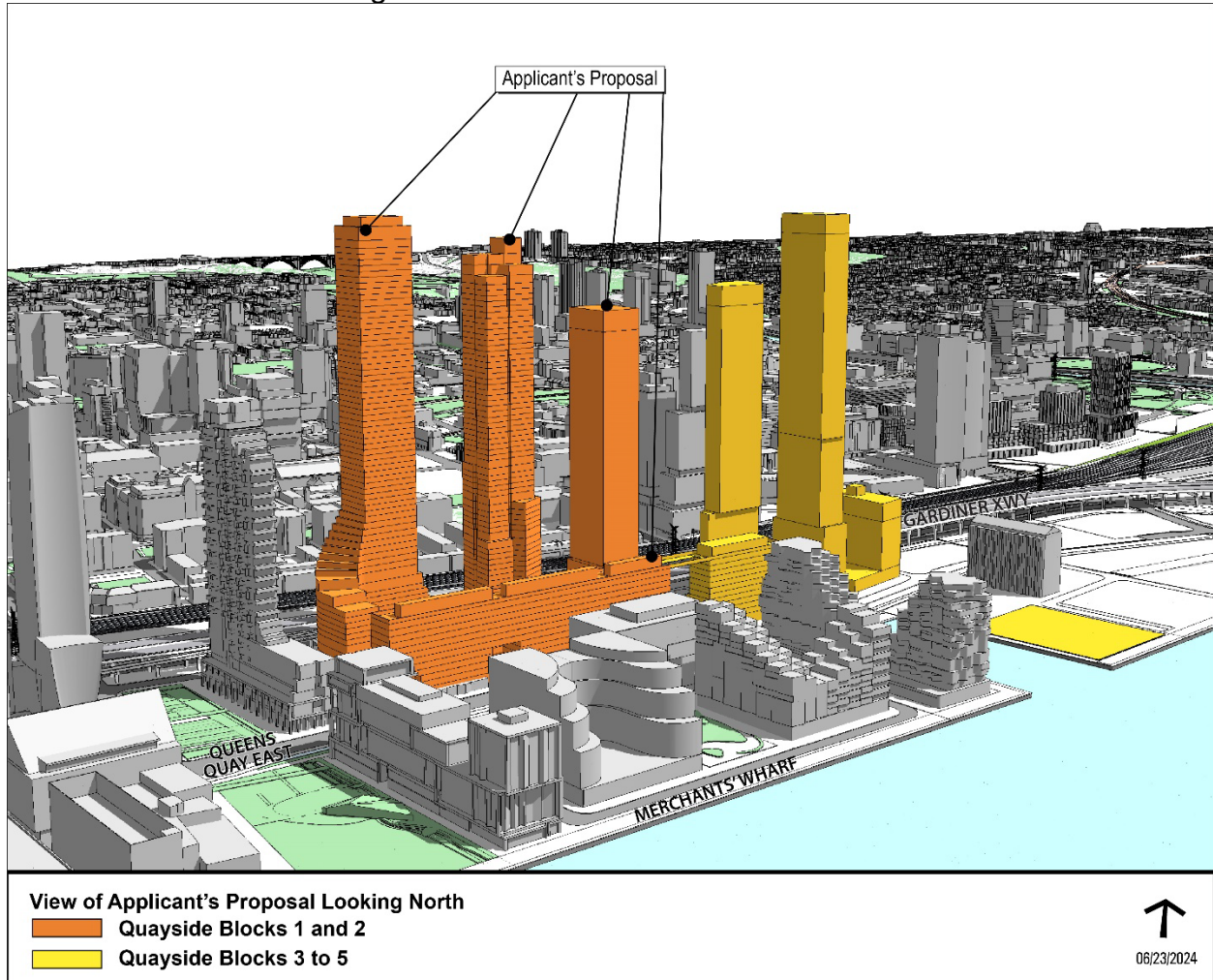
South Elevation

Attachment 13: West Elevation



West Elevation

Attachment 14: 3D Massing Model – View to North



Attachment 15: 3D Massing Model – View to South

