

257, 259 and 291 Lake Shore Boulevard East, 2 Small Street and 200 Queens Quay East – Class 4 Noise Area Classification (NPC-300)

Date: April 13, 2026

To: Toronto and East York Community Council

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

Ward: 10 - Spadina-Fort York

Planning Application Number: 25 231179 STE 10 OZ

SUMMARY

This report recommends that City Council classify 257, 259 and 291 Lake Shore Boulevard East, 2 Small Street and 200 Queens Quay East, identified as Quayside Blocks 1A, 1B, 1C, and 2 (the "Site") as a Class 4 Noise Area under the Environmental Noise Guideline, Stationary and Transportation Sources - Approval and Planning (Publication NPC-300) administered by the Ministry of Environment, Conservation and Parks (MECP).

A Class 4 classification allows for higher sound level limits than would otherwise be permitted in relation to a sensitive land use such as residential dwellings and associated outdoor living areas. The impacts of such higher levels would be mitigated by the implementation of noise control measures as part of site plan approval that are required as a condition to lift the holding provision and for development to proceed.

A Noise and Vibration Assessment for Quayside Block 1A, and a Draft Noise and Vibration Impact Study for Quayside Blocks 1B, 1C, and 2, were prepared by RWDI in support of the proposed development at the Site. The City retained a peer reviewer, Arcadis Professional Services (Canada) Inc., to review the studies. RWDI and Arcadis conclude that a Class 4 classification of the Site is appropriate to ensure regulatory compliance for Redpath Sugar at 95 Queens Quay East and Amrize (formerly Lafarge Canada) at 54 Polson Street.

RECOMMENDATIONS

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

1. City Council classify 257, 259 and 291 Lake Shore Boulevard East, 2 Small Street and 200 Queens Quay East, as a Class 4 Noise Area pursuant to Ministry of

Environment Environmental Noise Guideline - Stationary and Transportation Sources - Approval and Planning Publication NPC-300, August 2013, as shown in Attachment 2.

2. City Council direct the Executive Director, Development Review Division or their designate to forward a copy of the City Council Decision Document to the Ministry of Environment, Conservation and Parks.

FINANCIAL IMPACT

There are no financial implications resulting from the recommendations included in this report in the current budget year or in future years.

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 1049-2006 for the East Bayfront - West Precinct area was enacted by City Council on September 26, 2006:

<https://www.toronto.ca/legdocs/2006/agendas/council/cc060925/te7rpt/cl017.pdf>

The CWSP and East Bayfront Zoning By-law were appealed to the Ontario Municipal Board (OMB), which modified and approved the secondary plan and zoning by-law for portions of the Central Waterfront including the Site in 2012. As part of this settlement, a settlement was reached between Redpath Sugar Ltd., the Toronto Waterfront Revitalization Corporation, and the City of Toronto resolving issues of land use compatibility between Redpath and nearby residential development and outlining requirements for developments with sensitive uses. The CWSP was brought into force for the Site by the then-Local Planning Appeal Tribunal on August 16, 2018.

On July 24 and 25, 2024, City Council adopted TE15.5 "257-259 and 291 Lake Shore Boulevard East, 2 Small Street and 200 Queens Quay East (Quayside Blocks 1 and 2) - Zoning By-law Amendment Application - Decision Report - Approval," to permit the development of the first two blocks of the Quayside proposal. The zoning by-law amendment maintained holding provisions that required the provision of noise studies and the implementation of noise mitigation measures identified in the studies. The report also advised that, 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 [Agenda Item History - 2024.TE15.5 \(toronto.ca\)](#)

On December 16 and 17, 2025, City Council adopted TE27.5 "257-259 and 291 Lake Shore Boulevard East, 2 Small Street and 200 Queens Quay East (Quayside Blocks 1

and 2) - Zoning By-law Amendment and Part Lot Control Exemption Application - Decision Report - Approval,” to revise development standards for the first two blocks of the Quayside proposal to revise built form, densities, and other development standards. The Decision Report can be found here: [Agenda Item History - 2025.TE27.5 \(toronto.ca\)](#)

THE SITE AND SURROUNDING LANDS

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. Redpath Sugar, at 95 Queens Quay East, is a sugar refinery approximately 450 metres to the west of the Site. Amrize (formerly Lafarge Canada) is located at 54 Polson Street, approximately 500 metres south of the Site. See Attachment 1 for the Location Map.

Surrounding Uses

North: Lake Shore Boulevard East, Gardiner Expressway and the Union Station Rail Corridor. Further to the north is the St. Lawrence community.

South: Bayside development, a mixed-use, mid-rise development.

East: 307 Lake Shore Boulevard East, a low-rise commercial building subject to planning applications under appeal at the Ontario Land Tribunal, and lands comprising the subsequent phases of the Quayside development.

West: 12 Bonnycastle Street, 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.

PROPOSAL

Description

An approved mixed-use community of 2,850 residential units, including 553 affordable rental units, and a range of retail and institutional uses as well as a publicly-accessible open space is planned for the Site. Zoning by-law amendments were adopted by Council in July 2024 and December 2025. Noise, vibration, and air reports were provided in support of the development applications:

- Addendum to 2024 Rezoning Submission – Noise and Vibration Assessment Quayside Development Block 1A, Toronto, Ontario, prepared by RWDI, dated September 25, 2025;
- DRAFT Quayside Development Buildings 1B, 1C, & 2 Noise and Vibration Impact Study, prepared by RWDI, dated September 22, 2025;
- Addendum to 2024 Rezoning Submission Air Quality and Odour Assessment Quayside Development Building 1A, Buildings 1B, 1C, and 2, by RWDI, dated September 25, 2025.
- Addressing Peer Review Comments on Air Quality and Odour Assessment Quayside Development by RWDI, dated March 6, 2026.

Site Plan Control

Five Site Plan Control applications have been submitted for the Site. A detailed chart of the applications is provided below:

Table 1: Applications submitted for Quayside

Application Number	Quayside Block	Phase	Status
23 167822 STE 10 SA	Master Site Plan	Phase 1	Under review
23 167843 STE 10 SA	Block 1A	Phase 2	On hold
23 167857 STE 10 SA	Block 1B	Phase 1	Under review
23 167863 STE 10 SA	Block 1C	Phase 1	Under review
25 231195 STE 10 SA	Block 2	Phase 1	Under review

The Noise and Vibration Assessment for Quayside Block 1A and Draft Noise and Vibration Impact Study for Quayside Blocks 1B, 1C, and 2 submitted with the Site Plan applications identified noise sources from the Redpath Sugar refinery at 95 Queens Quay East (approximately 450 metres west of the site) and the Amrize cement terminal at 54 Polson Street (approximately 500 metres southeast of the site) on the development. A Class 4 designation has been recommended by the Applicant's noise and vibration studies and the City's peer review of the Noise and Vibration studies.

Additional Information

See attachments 1 and 2 of this report for the Location Map and Site Plan and Class 4 classification. Detailed project information can be found on the City's Application Information Centre at: toronto.ca/259LakeShoreBlvdE

POLICY AND REGULATION CONSIDERATIONS

Provincial Land-Use Policies

All decisions of Council in respect of the exercise of any authority that affect a planning matter shall be consistent with the Provincial Planning Statement (2024).

Provincial Noise Guidelines

The Ministry of Environment, Conservation and Parks (MECP) has published guidelines that address noise issues as they relate to land use planning and permitted requirements (as part of an Environmental Compliance Approval) for industrial and institutional establishments, or transportation facilities located in proximity to sensitive land uses, including residential uses.

In 2013, the Ministry of Environment and Climate Change (now MECP) released "Environmental Noise Guideline, Stationary and Transportation Sources - Approval and Planning (Publication NPC-300)", which replaced previous guidelines. NPC-300 classifies noise sensitive receptors by area. Depending on the receptor area designation, different guideline sound limits apply. The four classes of receptors are as follows:

- Class 1 - Urban Areas
- Class 2 - Suburban/Semi-Rural Areas
- Class 3 - Rural Areas
- Class 4 - Infill Areas

The Class 4 classification is intended to allow for residential infill and redevelopment in proximity to existing stationary sources of noise while still protecting residences from undue noise. A Class 4 Area classification allows for higher daytime and nighttime sound level limits than would otherwise be permitted in relation to noise sensitive land use such as residential dwellings and associated outdoor living areas.

Class 4 Areas require formal designation by the land use planning authority. City Council is the relevant land use planning authority.

Central Waterfront Secondary Plan

The Central Waterfront Secondary Plan (CWSP) recognizes Redpath Sugar as a symbol of the Waterfront's industrial heritage and an important employment generator. Planning decisions shall have regard to all applicable provincial and municipal policies, regulations and guidelines to prevent undue impacts from development on Redpath Sugar and impacts from Redpath Sugar on nearby development which may result in land use compatibility issues.

Sensitive land uses may be prohibited, limited and/or protected through phasing, massing and siting, buffering and design mitigation measures in proximity to Redpath Sugar to ensure compatibility. In addition, noise and air emissions reports are required in support of development approval requests and must specify how compatibility will be

achieved and maintained between Redpath Sugar and the proposed development and may include measures recommended to minimize impacts.

The following lands in the Toronto waterfront have been classified by City Council or the Ontario Land Tribunal as Class 4 Noise areas, recognizing their proximity to industrial and employment uses:

- Lower Yonge Precinct (1-7 Yonge Street)
- 215 Lake Shore Boulevard East
- Several precincts in the Port Lands
 - Ookwemin Minising;
 - Polson Quay;
 - South River Precinct;
 - Media City Precinct;
 - Turning Basin Precinct;
 - McCleary District;
 - Hearn District; and
 - Warehouse District.

Zoning

The site is zoned CR(h) under Zoning By-law 1510-2025. The CR zoning permits a range of towers and mid-rise buildings with a mix of commercial and residential uses, subject to an “h” holding provision. 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 and the implementation of mitigation measures to be secured through site plan approval.

COMMENTS

Arcadis Professional Services (Canada) Inc., working on behalf of the City, peer reviewed the RWDI studies as required by the holding provisions in the zoning by-law. The peer review determined that while some items in the draft studies are missing, the provision of these items would not change the conclusions and recommendations. Recommended mitigation measures from the applicant's studies are provided below:

- A Class 4 Noise area classification for the site;
- Installation of central air-conditioning so that all suites' windows can remain closed;
- The inclusion of noise warning clauses related to transportation, rail, and commercial and industrial noise impacts;
- Glazing window treatments on suite bedroom windows and exterior balcony doors; and
- Warning clauses to be included in agreements and offers of purchase and sale or lease, advising residents and tenants of the proposed development that these lands have been formally classified as a Class 4 Area by the City and that higher sound level limits are permitted, and the noise levels are based on the assumption that windows and exterior doors are closed.

The studies recommend that a Class 4 Noise Area designation be approved by City Council, as the noise levels generated by Redpath Sugar and Amrize exceed Class 1 Noise limits but do meet Class 4 Noise limits. The classification would allow for continued operation in compliance with Ministry of the Environment, Conservation and Parks approvals. Potential modifications to update the noise limit criteria in the Minutes of Settlement between Redpath, the landowner, and the City from NPC-205/LU-131 criteria to NPC-300 criteria are under discussion.

Community Planning relies on the RWDI studies as the basis for recommending a Class 4 classification for the Site, in addition to the noise mitigation measures proposed. The recommended on-site mitigation measures in the noise studies will be secured through the Site Plan Control process, in accordance with the in-force holding provisions for the Site. In addition, the applicant will need to provide a finalized Noise and Vibration Study for the Site in order for the holding provision on the site to be lifted.

Should City Council classify the Site as a Class 4 Noise Area, City staff will forward a copy of the City Council Decision Document to the Ministry of Environment, Conservation and Parks.

CONTACT

Benjamin Waters, Planner, Community Planning, Tel. No. (416) 338-8355, E-mail: Benjamin.Waters@toronto.ca

SIGNATURE



Carly Bowman, M.Sc.Pl., MCIP, RPP
Director, Community Planning
Toronto and East York District

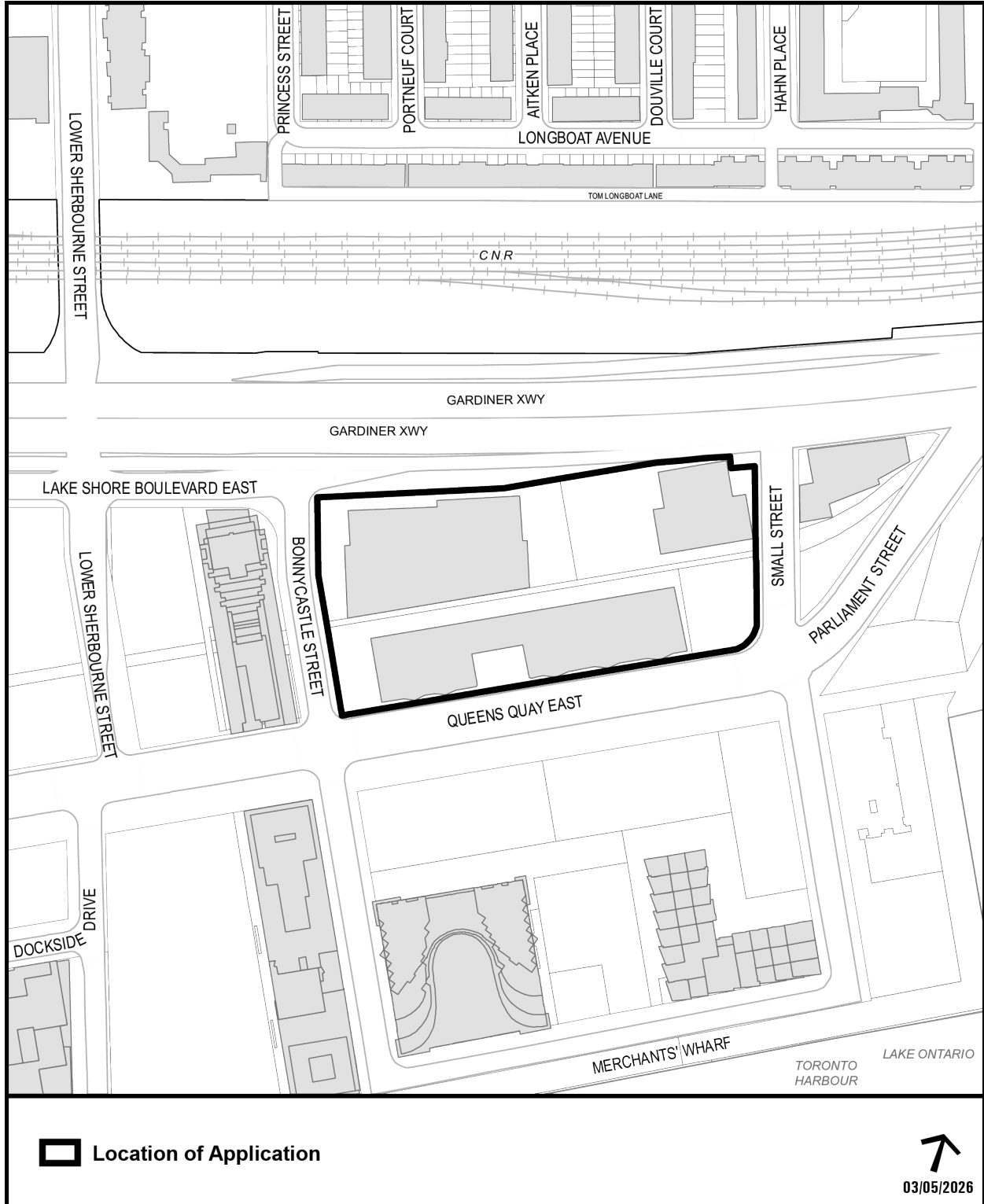
ATTACHMENTS

City of Toronto Information/Drawings

Attachment 1: Location Map

Attachment 2: Site Plan and Class 4 Designation Area

Attachment 1: Location Map



Attachment 2: Site Plan and Class 4 Designation Area

