

2021.05.26

Ontario Line

# Queen-Spadina Station

378 Queen Street West, 165-177 Spadina Avenue

443-455 Queen Street West



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# 1.0 Introduction

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**1.1 Purpose of this Document**

**1.2 Overview of Report Structure**

## 1.1 Purpose of this Document

The Transit Oriented Communities Program is a critical component of the Province of Ontario's new market-driven approach to delivering transit infrastructure and transit-oriented development. The Ontario Line Technical Advisory Team (OLTA and/or One Team) has been retained on behalf of Metrolinx (MX) and Infrastructure Ontario (IO) to provide planning advisory services, including the development of Planning and Urban Design Rationales, in support of a rezoning on the sites of future transit stations and essential staging and construction sites along the Ontario Line. The Ontario Line will be a 15.5 kilometre higher-order transit line in Toronto with 15 stations. This rationale pertains to the Queen-Spadina Station Transit Oriented Community (TOC).

The proposed re-zoning is based on an indicative development concept prepared in coordination with the transit station Reference Concept Designs (RCD) advanced to schematic design level by the OLTA Team. Performance Standards and Output Specifications prescribe the program and structural interface to protect for overbuild. This report will establish a rationale for the general height, density and design parameters envisioned, which will form the basis of planning approvals.

Queen-Spadina Station is one of five new stations proposed in the Downtown and Central Waterfront Area. Located along one of the city's most well-known and cherished main streets,



**Figure 1:** Illustrative Rendering - Spadina Avenue, looking north towards Queen Street West

existing small-scale commercial buildings will be transformed into civic landmarks reflecting both the historic character of the area and the significance of the new Ontario Line station. In total, the proposed development comprises two mixed-use buildings at 14 and 15-storeys (excluding mechanical/amenity storeys), delivering approximately 217 new residential units and 1,900 sq.m. of non-residential GFA.

Directly integrated with planned transit station infrastructure, the proposed TOC developments will maximize opportunities to provide direct and convenient multi-modal transit connections in the very heart of Toronto's Downtown Area. The transformation of these TOC sites provides an opportunity to advance municipal, regional

and provincial planning policy objectives while providing new opportunities for residents and visitors to live, work, learn and play within one of the Downtown's most attractive and successful neighbourhoods. The proposed developments respond to the existing and planned context, contribute to the provision of community amenities, and introduce a number of public realm improvements aimed at supporting a more connected urban landscape.

The purpose of this document is to provide a planning and urban design rationale to support proposed TOC developments at Queen-Spadina Station, comprised of two sites located at the intersection of Queen Street West and Spadina Avenue.



**Figure 2:** Illustrative Rendering - Queen Street West, looking west



## 1.2 Overview of Report Structure

This document is organized into six parts:

- |                          |                                                                                                                                                                                                                                                                                                                                                                                                                                                              |
|--------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <b>1.0 Introduction</b>  | presents an overview of the report identifying the purpose as well as key features of the proposed developments.                                                                                                                                                                                                                                                                                                                                             |
| <b>2.0 Background</b>    | provides the basis for this Planning Rationale by outlining the broad objectives and principles of the Transit Oriented Communities (TOC) program. It also introduces the site, its current conditions and surrounding areas within the City, transportation context and existing and planned development context.                                                                                                                                           |
| <b>3.0 Proposal</b>      | presents the facts about the proposed development. This section includes a summary of key development statistics and plans, including the site plan, roof/landscape plan, and elevation section drawings.                                                                                                                                                                                                                                                    |
| <b>4.0 Design</b>        | includes a detailed analysis of the site and its adjacent urban design components, and how the proposed design responds to these conditions. It includes consideration of the built form context and public realm context, including an examination of heights, building typology, massing, streetwall and setback patterns, site access, connectivity to surrounding areas, streetscape and landscape treatment, and heritage interpretation, among others. |
| <b>5.0 Policy Review</b> | provides a summary of relevant provincial, regional and municipal planning policy, and a detailed analysis of how the proposed development conforms to existing direction provided within the statutory planning framework. Relevant non-statutory planning studies and guidelines are also assessed insofar as they are applicable to and inform the proposed development.                                                                                  |
| <b>6.0 Rationale</b>     | concludes the document by presenting the argument for why and how the proposed development represents good planning. It also identifies a list of the technical reports and studies that have been completed in support of the proposed development.                                                                                                                                                                                                         |

# 2.0 Background

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## **2.1 Ontario Line**

2.1.1 The Ontario Line

2.1.2 The Transit Oriented Communities Program

## **2.2 Station Area**

2.2.1 Station Neighbourhood

2.2.2 Transportation Context

2.2.3 Development Context

2.2.4 North Site & Surroundings

2.2.5 South Site & Surroundings

## 2.0 Background

Metrolinx and Infrastructure Ontario are working together to deliver the Ontario Line rapid transit project in collaboration with the City of Toronto and the Toronto Transit Commission. This significant piece of city-building infrastructure will weave its way through the heart of the city, from Ontario Place to the Ontario Science Centre, connecting residents and visitors to diverse communities across the city.

The Province's new Transit-Oriented Communities program leverages this imminent investment in transit infrastructure to catalyze the creation of new housing, jobs, and community amenities in neighbourhoods across the line. As a result, the Ontario Line and the TOC program together represent an important step toward providing transit investment commensurate with the rate of growth in the Greater Toronto Area.

The TOC program for the Ontario Line project is being implemented through an approvals process that balances consideration for the intent of planning policy with the certainty and efficiency required to deliver essential transit faster. This process remains rooted in principles of good planning and involves careful study of the existing and emerging context of these neighbourhoods and the potential impacts of proposed TOC developments.

This section provides the essential background necessary to understand proposed developments at Queen-Spadina Station including a high-level overview of the Ontario Line, the TOC program, and an examination of the existing and emerging context of the area surrounding the TOC development sites.



**Figure 3:** Illustrative Rendering - Station entrance (north site), looking west

## 2.1 The Ontario Line

### 2.1.1 The Ontario Line

On April 10, 2019, the Province of Ontario announced a \$28.5 billion commitment to future transportation improvements within the Greater Toronto Area, known as the 'New Subway Transit Plan for the GTA'. The plan encompasses four rapid transit projects: the Ontario Line, Yonge North Subway Extension, Scarborough Subway Extension and Eglinton Crosstown West Extension. Collectively, these projects represent the largest subway expansion in Ontario's history.

The Ontario Line is the first project being implemented as part of this expansion. The line connects the city from west to east and from south to north, running from the terminus at the

Exhibition grounds and Liberty Village, through the centre of the City, up toward Thorncliffe Park and Flemingdon Park before connecting to the Eglinton Crosstown LRT at the new Science Centre Station at Don Mills and Eglinton. Over half of the route is planned to run underground through new tunnels, with the remainder running along elevated and at-grade rail corridors.

Current plans for the Ontario line consist of 15 stations across the 15.5-kilometre alignment. This route transverse 6 interchange stations and 17 new, multi-modal connections to GO passenger train service (Lakeshore East and West), the TTC Bloor-Danforth subway (Line 2), the Eglinton Crosstown LRT, and the King, Queen, Bathurst, Spadina, Harbourfront and Gerrard TTC streetcar



**Figure 4:** Ontario Line Map - Queen-Spadina



lines. Perhaps most significantly, the proposed route provides a much needed alternative rapid transit route through the city’s downtown areas, offering relief to the already overcrowded TTC Yonge-University (Line 1) subway.

The need for capacity relief for Line 1, Toronto’s first subway line and only one of three that run through the City’s central areas, has been identified and studied for over 30 years, with various iterations of the proposed route appearing in municipal documents as early as 1985. The Ontario Line will help make it faster and easier for Torontonians to get where they need to be each day. Analysis contained in Metrolinx’s November 2020 Preliminary Design Business Case demonstrates that the line is projected to allow more than 225,000 people to access rapid transit within a 10-minute walk, make 47,000 more jobs accessible by transit (in 45 minutes or less), and reduce crowding by as much as 12% on the busiest stretch of Line 1.

The process of delivering the Ontario Line is ongoing, partially facilitated through a modified Site Plan Review (SPR) for the stations in collaboration with relevant stakeholders at the City of Toronto and Toronto Transit Commission.

Along the Ontario Line, Queen-Spadina station is within the Downtown Segment, consisting of Exhibition, King-Bathurst, Queen-Spadina, Osgoode, Queen, Moss Park, and Corktown. TOC sites at Queen-Spadina Station are prominently located in the heart of Toronto’s Downtown Area. A City staff review of the Ontario Line (October 29, 2019) found that the line offers distinct opportunities for transit-oriented development within areas of Toronto’s Downtown where the City’s Official Plan directs for population and employment growth. This report further concludes that the area around the Queen-Spadina station is anticipated to attract the most significant growth across the line.

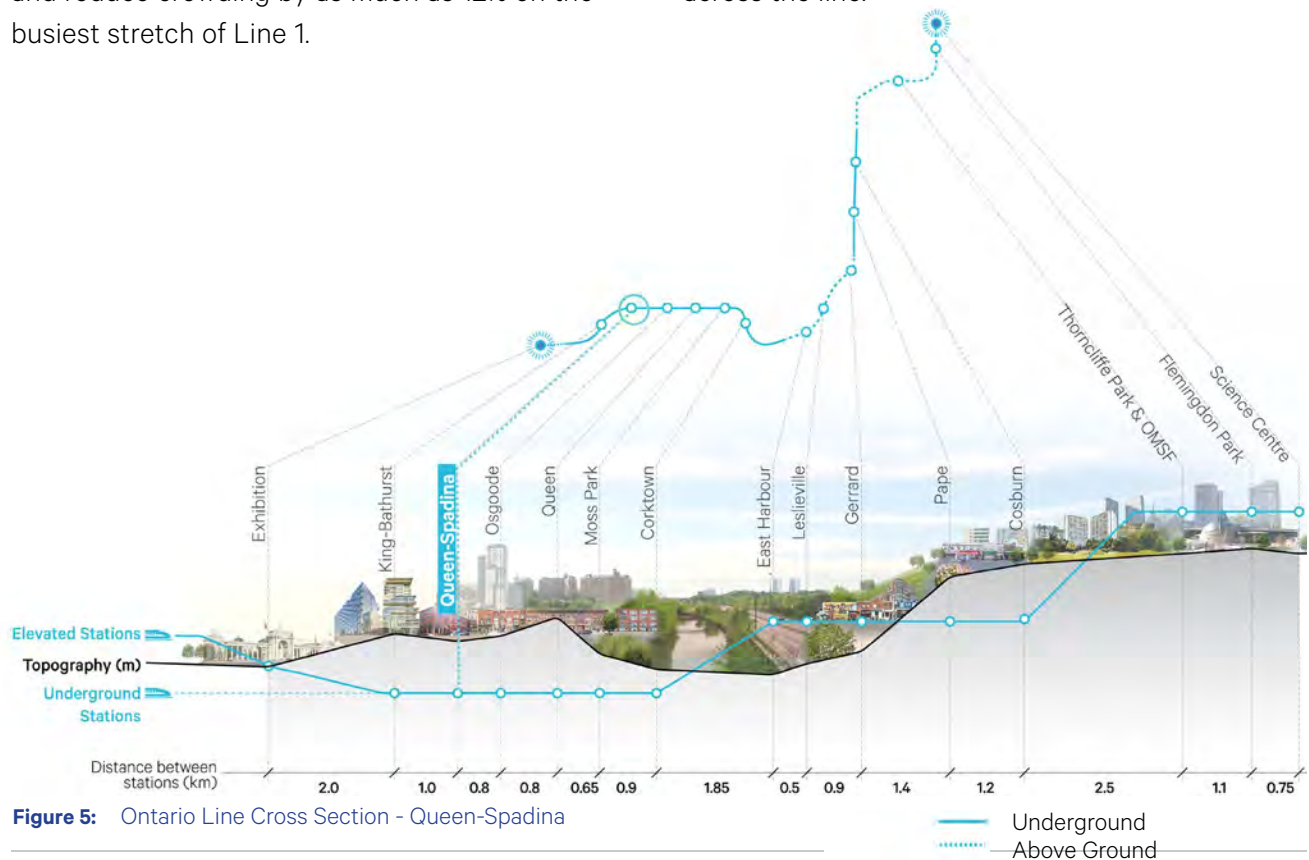


Figure 5: Ontario Line Cross Section - Queen-Spadina

## 2.1.2 The Transit Oriented Communities Program

The Transit Oriented Communities (“TOC”) program is part of the Province of Ontario’s new approach to transit delivery. Through the program, transit infrastructure across the Ontario Line will be delivered alongside TOCs, consisting of higher-density, mixed-use developments that will be structurally integrated with or directly adjacent to transit stations on sites required for transit need. These TOC developments represent a new typology within the GTHA context, with significant potential to advance important city-building and complete community objectives. Importantly, by integrating transit delivery with development, this approach also ultimately intends to offset the cost of station construction. To that end, the Province is collaborating with key stakeholders from the City and the private sector to ensure the coordinated delivery of transit and integrated TOC on time, on budget and with the efficient use of public and private resources.

The delivery of development through the TOC program will be delivered through a discreet approvals process, separate from the Ontario Line transit infrastructure approvals (SPR) process, which is nonetheless rooted in the principles of good planning. This process balances many objectives related to technical, market, and community requirements. Functionally, these developments will be built adjacent to or over stations and transit infrastructure, requiring

complex structural systems and impact mitigation strategies. TOC development is also required to support positive value capture for the Province to maximize transit investment while reducing taxpayer burden, requiring a scale and density of development that typically exceeds the planned context of an area prior to the introduction of new higher order transit. However, while the approach recognizes that a certain density must be achieved to offset costs, the good planning lens applied to the TOC program requires that development must be informed by and respond to the surrounding context, mitigate impacts and make a positive contribution to the public realm and the broader communities.

Across the Ontario Line, proposed TOC developments will promote transit-supportive densities by anticipating the appropriate future scale of development for an area given the transformative effects of new higher order transit. These developments will catalyze further investment in and around station areas, acting as agents of change that support the continued growth of these areas as complete communities containing the fundamental ingredients of city life. Importantly, investment in these developments will recognize distinct community needs and contribute to broader, city-wide placemaking objectives, and the social well-being and economic prosperity of residents and businesses in the long term.

## 2.2 Station Area

The Queen-Spadina TOC sites are centrally located along the Queen Street West corridor—one of the city’s most cherished main streets and an identified Heritage Conservation District—at the confluence of a number of the downtown’s well-known and historic neighbourhoods. This section provides an overview of these neighbourhoods, as well as the transportation and development context surrounding the sites. In addition, it provides a summary of the sites themselves, including their location, size, current use, and direct adjacencies.

Proposed developments at Queen-Spadina station consist of two sites located on the north-east and south-west corners of Queen Street West and Spadina Avenue. Of the two TOC development sites, the north-east site is a single property with the following municipal address: 378 Queen Street West and 165-177 Spadina Avenue. For the purposes of this rationale, this site will be referred to as “the north site”. The south-west site is an assembly of five properties under separate ownership with the following municipal addresses: 443, 449, 451, 453 and 455 Queen Street West. For the purposes of this rationale, this site will be referred to as “the south site”.



Source: Google Earth

**Photo 1:** Queen-Spadina Area



## 2.2.1 Station Neighbourhood

TOC sites at Queen-Spadina station are centrally located at a prominent intersection within Toronto’s Downtown area. Both Queen Street West and Spadina Avenue are streets of civic importance due to their distinct physical identities and uses over the years as well as the presence of many historic cultural landmarks. The sites are also at the meeting point of several neighbourhoods.

### Surrounding Neighbourhoods

To the north are the diverse neighbourhoods of Alexandra Park, The Grange, Kensington and Chinatown, home to the Art Gallery of Ontario, the Ontario College of Art and Design, Kensington Market, Grange Park, and Toronto’s largest and oldest Chinatown. Nearly 18,000 residents live in this collection of dense, urban neighbourhoods, which are also rapidly changing.

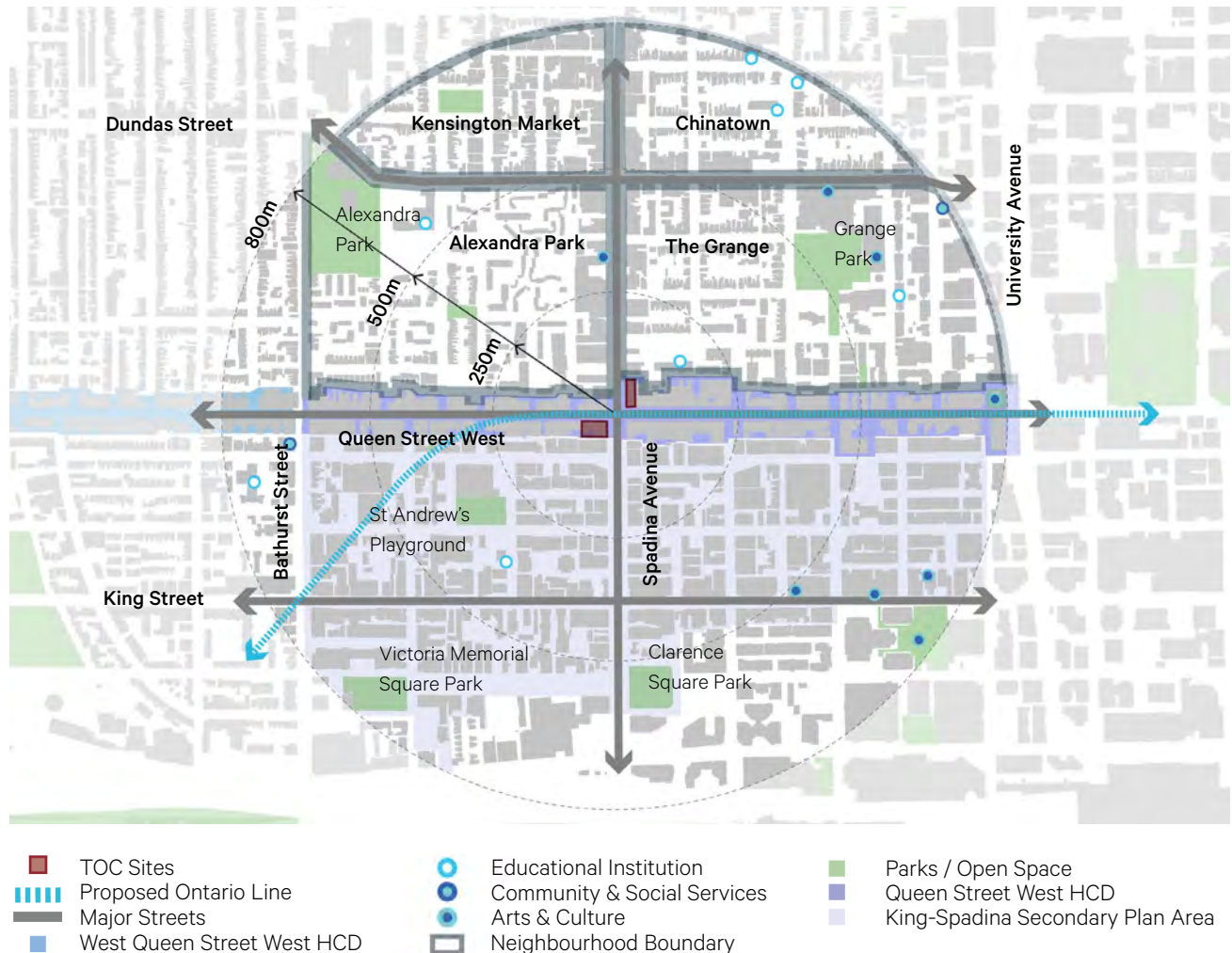


Figure 6: Queen-Spadina Neighbourhood Context





**Photo 2:** 401 Richmond



**Photo 3:** Grange Park

Clear evidence for this ongoing transformation is the Alexandra Park Revitalization project, a large-scale mixed-income redevelopment of the Alexandra Park Housing Cooperative, led jointly by Tridel, Toronto Community Housing and the Atkinson Co-op.

### **King-Spadina**

To the south is the King-Spadina area, an expansive area bounded by John and Simcoe Streets to the east, Front and Wellington Streets. It contains several other Downtown districts, including the Fashion, Entertainment and western portion of the Financial District. Just a few decades ago, King-Spadina was a sleepy post-industrial district facing minimal investment. Due to shifting cultural trends and an initiative by the City to loosen land use controls to permit a wide range of uses (notably residential), this area has experienced extraordinary growth and transformation over the past 20 years. While the most obvious sign of this transformation is the numerous residential condominium developments and corresponding population growth, the area remains an important focal point for employment uses. In fact, rapid population growth has been matched by roughly equivalent growth in the total number of jobs between 1996 and 2016. As a result, King-Spadina today is a vibrant mixed-use community, with a rich offering of retail, office, institutional, and residential uses. In closer proximity to the TOC sites, the historic clustering of the textile industry around Spadina Avenue has meant that the street, and particularly the stretch between Queen Street and King Street, has come



**Photo 4:** Kensington Market



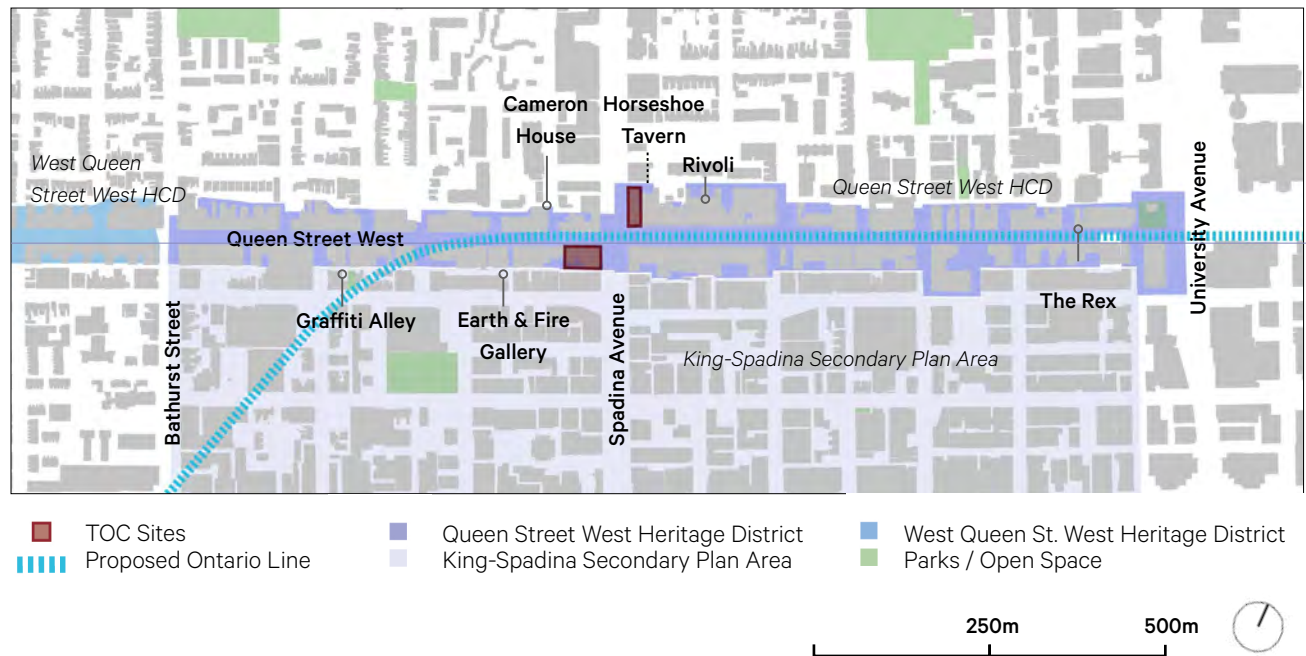
**Photo 5:** Alexandra Park

to be known as the “Garment District.” This history is evident in the prevailing physical character, dominated by brick and beam warehouses ranging roughly between 6 – 12 commercial storeys (about 8 – 14 residential storeys).

The King-Spadina area is home to many important cultural spaces, including the TIFF Bell Lightbox, 401 Richmond, Centre for Social Innovation, Roy Thomson Hall, Second City, among other smaller-scale venues and organizations. There is also a clustering of creative industries and technology sector jobs, particular along Spadina Avenue, including the headquarters of Canadian tech company Shopify, Canadian offices for Snap Inc. (Snapchat) and BuzzFeed, the coding training centre BrainStation, and a number of major architecture and design firms.

### **Queen Street West**

Queen Street is one of the oldest main streets in Toronto. It was an integral element in the early layout of the City’s street network, connecting the Beaches neighbourhood in the east with High Park to west. Laid out in 1793, Queen Street, then known as Lot Street, represented the northern boundary between the “New Town Extension”, and the Park Lots of the City’s elite and was an important structuring element of many of the city’s residential neighbourhoods. By the mid 1800’s Lot Street had been renamed Queen Street in honour of Queen Victoria and, with the expansion of the railways along the waterfront, large-scale growth and development in the area began to



**Figure 7:** Queen Street West Corridor

take shape. By the turn of the 19th century, this area had become an important focal point for the textile and garment industries. Through history, the entirety of Queen Street has maintained a pedestrian scaled, mixed-use character, serving the needs of adjacent neighbourhood residents as well as visitors.

Though Queen Street West is the name of any portion of Queen Street west of Yonge Street, the segment of Queen Street West from University to Bathurst is what is referred to when one speaks of “Queen Street West” the place, an important destination for City residents, residents of the GTA and tourists, containing region-drawing retail and entertainment uses.

In the 1980s, due to its affordable housing at the time and proximity to the Ontario College of Art

& Design, Queen Street West became a location for artists, students and musicians and the City’s alternative music community in particular. This growing popularity saw the relocation of CHUM-City TV, the home of MuchMusic (Canada’s music television station), to 299 Queen Street West in the late 1980s. In the 1990s the growing popularity of the district, which MuchMusic broadcasted nationally, led to an influx of larger commercial retailers with the artists, students and musicians gradually moving westward.

Today, Queen Street West, is a mix of old, new, international and local retailers and restaurants. It also remains an important cultural corridor, including a significant concentration of live music venues in immediate proximity to the TOC sites, such as the Cameron House, the Rivoli, Horseshoe Tavern, the Rex, Bovine Sex Club, and the Velvet





**Photo 6:** Queen Street

Underground. Graffiti Alley, located just south of the main road, is another prominent cultural attraction for both tourists and Toronto residents. In addition, the historic and cultural lineage of Queen Street West as a prominent commercial main street remains legible. Queen Street West is characterized by a pedestrian oriented streetscape predominately framed by three- and four-storey mixed-use buildings, many dating back to late 19th and early 20th century. Due to the concentration of built and cultural heritage associated with the street and development pressure following its growing popularity in the 1990s and 2000s, the section of Queen Street West between University Avenue and Bathurst Street was designated a Heritage Conservation District under Part V of the Heritage Act in 2007.



**Photo 7:** Queen Street and Beverley Street

Queen Street West's character is reflected in the Downtown Secondary Plan, where Queen Street West is identified as both a Priority Retail Street, a designation intended to maintain and enhance the retail vitality of the Downtown, and is provided the Mixed Use Area 3 designation intended to preserve its main street character.



## 2.2.2 Transportation Context

The area surrounding Queen and Spadina benefits from excellent connectivity. The TOC sites are well served by the existing surface routes along both Spadina Avenue (511 Spadina), operating in a dedicated lane, and Queen Street West (501 Queen). Spadina Avenue is an existing route on the City of Toronto’s Cycling Network, with shared lane pavement markings in both directions running from Fort York Blvd. to College Street. Spadina is also identified as a potential future Priority Cycling Corridor, one in a network of

routes intended to provide safe, convenient and comfortable cycling connections. The site is in close proximity to the Adelaide and Richmond Cycle routes which provides dedicated connections to the east and west. While Queen Street West is not identified as part of the existing Cycling Network, the street is often used as an informal cycling route, providing critical links between established paths. There are four Bike Share docking stations within 250m of the TOC sites with a total of 70 docks available.

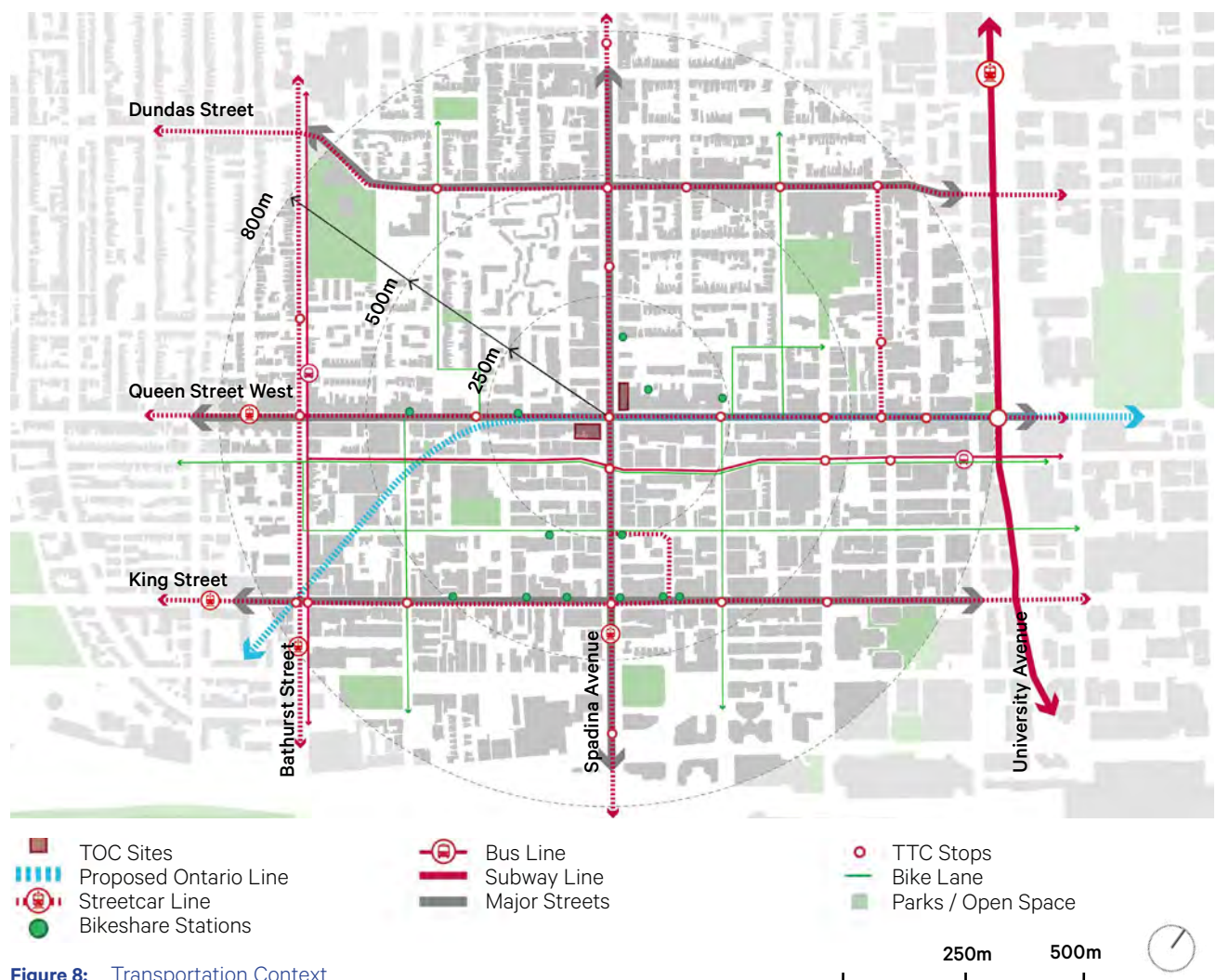


Figure 8: Transportation Context

### 2.2.3 Development Context

As noted, the TOC sites are located within well-established built form contexts along Queen Street West and Spadina Avenue, each with a discrete and well-defined scale. Queen Street West has maintained its character as a low-scale, 2 to 4-storey street at the northern edge of one of the City’s tallest areas, while Spadina Avenue is dominated by brick-and-beam warehouse buildings ranging from 2 – 12 commercial storeys. These scales have been used as important reference points in establishing height patterns in the King-Spadina Area,

largely informed by the King-Spadina Secondary Plan. Within the Plan, proposed development is directed to decrease in height from Front Street toward Queen (following a generally existing pattern) and also westward from the Financial District to Bathurst Street. The area around the TOC sites is also subject to intense development activity, primarily concentrated to the east of Spadina in the King-Spadina Area, as shown on the figure below.

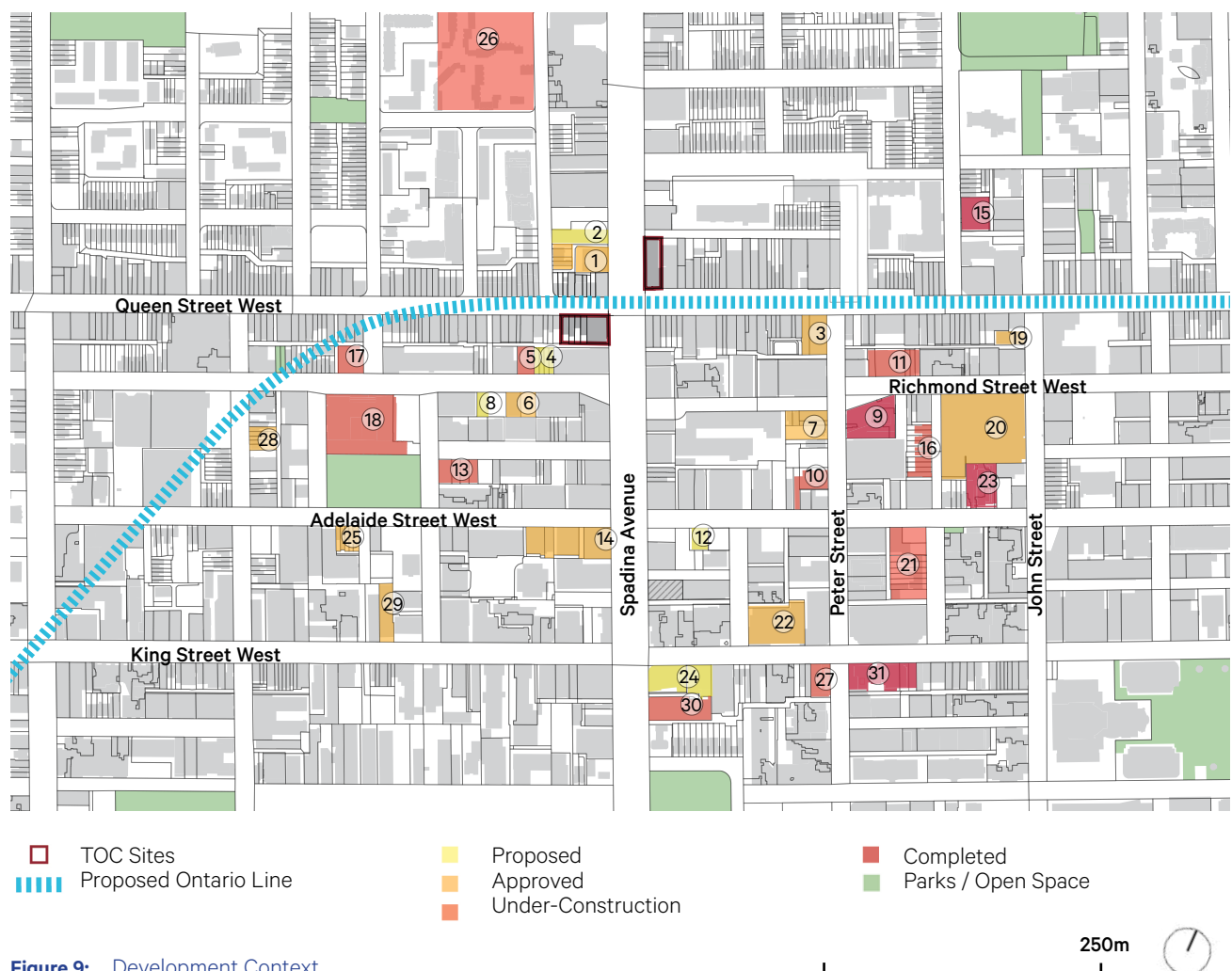


Figure 9: Development Context

No.	Address	Status	Height (ST)	Height (m)	Use	# of Units
1	170 SPADINA AVE	Approved	12	46.9	Mixed-Use	144
2	184 SPADINA AVE	Proposed	17	54.6	Commercial	-
3	375 QUEEN ST W	Approved	7	36	Commercial	-
4	450 RICHMOND ST W	Proposed	19	61	Mixed-Use	111
5	452 RICHMOND ST W	Under Construction	17	58.2	Mixed-Use	130
6	457 RICHMOND ST W	Approved	19	57	Mixed-Use	136
7	122 PETER ST	Approved	39	128	Mixed-Use	270
8	471 RICHMOND ST W	Proposed	17	53	Commercial	
9	117 PETER ST	Recently Completed	36	124.1	Mixed-Use	410
10	102 PETER ST	Under Construction	47	153	Mixed-Use	696
11	324 RICHMOND ST W	Under Construction	27	93.6	Mixed-Use	344
12	355 ADELAIDE ST W	Proposed	50	165.2	Mixed-Use	285
13	49 CAMDEN ST	Under Construction	14	45	Commercial	-
14	96 SPADINA AVE	Approved	16	69.6	Commercial	-
15	15 BEVERLEY ST	Recently Completed	11	35.7	Residential	96
16	38 WIDMER ST	Under Construction	46	139	Mixed-Use	426
17	520 RICHMOND ST W	Under Construction	15	52.4	Mixed-Use	125
18	497 RICHMOND ST W	Under Construction	13	47.6	Mixed-Use	299
19	160 JOHN ST	Proposed	11	43.7	Commercial	-
20	126 JOHN ST	Proposed	42	145.1	Mixed-Use	685
21	8-30 WIDMER ST	Under Construction	49	157	Mixed-Use	131
22	400 KING ST W	Proposed	48	157	Mixed-Use	620
23	290 ADELAIDE ST W	Recently Completed	42	138.7	Mixed-Use	369
24	401-415 KING ST W	Proposed	45	149	Mixed-Use	435
25	445 ADELAIDE ST W	Approved	14	45.7	Commercial	-
26	571 DUNDAS ST W	Under Construction	15	55	Residential	2346
27	357 KING ST W	Under Construction	42	148.1	Mixed-Use	324
28	135 PORTLAND ST	Approved	16	49.9	Mixed-Use	129
29	544 KING ST W	Approved	17	50.7	Mixed-Use	88
30	57 SPADINA AVE	Under Construction	36	121	Mixed-Use	286
31	355 KING ST W	Under Construction	48	155.8	Mixed-Use	807

\* Approved or settled via OMB/LPAT

Figure 10: Development Activity Table

Recent and approved proposals in this area are typically mixed-used, averaging heights of roughly 30-storeys and extending upwards of 50-storeys in some locations. However, development activity in closer proximity to the TOC sites typically takes a more low- to mid-rise form. Along Spadina Avenue, two notable developments are active in close proximity to the TOC sites including a recent LPAT-approved 12-storey mixed-used development at 170 Spadina and a proposed 15-storey commercial building at 184 Spadina. Along Queen Street West, major development activity is limited to minor improvements and infill due to the narrow lot frontages as well as the HCD restrictions and zoning, both of which cap the height at 4-storeys subject to an angular plane.

It should be noted that the Queen Street West HCD is an older HCD, which historically has been more limiting to development. More recent HCD studies for portions of Queen Street to the west of Bathurst have released draft policy allowing

up to 6-storeys on Queen Street, provided that adequate setbacks are achieved under an angular plane. While no plans are underway for a similar revision to the existing Queen Street West HCD east of Bathurst, these studies signal a new understanding of methods to conserve main streets valued for their architecture and scale.

One example of a Queen Street West fronting property exceeding 4-storeys is the second phase of the Queen Richmond Centre, a 7-storey office addition at Queen and Peter (one block east of the south site). This proposal was approved at the LPAT on the grounds that the intent of the HCD Plan to conserve a legible 4-storey streetwall was maintained, due to the stepbacks provided and the fact that the height of the development is contained under the angular plane identified in the zoning and HCD Plan.



**Photo 9:** 170 Spadina Avenue (Development)

Image Source: City of Toronto Application Information Centre



**Photo 8:** 375 Queen Street West (Development)

Image Source: City of Toronto Application Information Centre



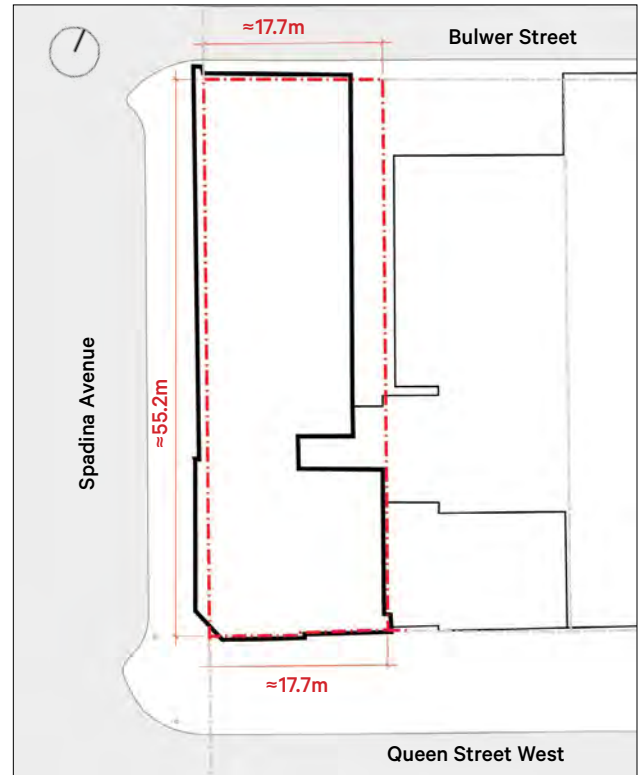
### 2.2.4 North Site & Surroundings

**378 Queen Street West,  
165-177 Spadina Avenue**

<b>Site Area</b>	975 sq.m.
<b>Current Use</b>	Commercial / Residential

The north site comprises a single property located on the north-east corner of Queen Street West and Spadina Avenue. In total, the rectangular site is approximately 975 sq.m. with a 17.7m frontage on Queen Street West, a 55m Frontage on Spadina Avenue and a 17.7m frontage on Bulwer Street.

The north site is currently operating as a three storey commercial and residential building, the location of an existing CIBC branch as well as several assorted retail and local service uses. The building as it stands today was constructed in 1902. While minor exterior alterations appear to have been carried out to through the 1970s and 1980s, the building remains more or less unchanged architecturally from its original 1902 form. The north site is also a contributing property in the HCD plan, which means it is a property that displays attributes that contribute to the cultural heritage value of the district as a whole.



**Figure 11:** North Site - Plan



**Photo 11:** North Site - Queen Street West Frontage



**Photo 10:** North Site - Historical Photo



**Photo 12:** Spadina Frontage



## Adjacencies

The north site is adjacent to a number of important cultural spaces, sensitive uses, and character defining heritage buildings. The most significant of these adjacencies include Ogden Junior Public School (9) and the existing brick-and-beam building at 185 Spadina (1) to the north, active developments at 170 Spadina (7) and 184 Spadina (8) to the west and the Horseshoe Tavern (4) to the east.

### Legend

- ① 185 Spadina Avenue
- ② 441 Queen Street West
- ③ 372 Queen Street West
- ④ 370 Queen Street West (Horseshoe Tavern)
- ⑤ 160 Spadina Avenue
- ⑥ 170 Spadina Avenue
- ⑦ 174 Spadina Avenue
- ⑧ 182-184 Spadina
- ⑨ Ogden Junior Public School



Figure 12: North Site Adjacencies



**Photo 13:** 185 Spadina (1)



**Photo 14:** 441 Queen Street West (2)



**Photo 15:** Horseshoe Tavern (4)



**Photo 16:** 160 Spadina Avenue (5)

**North:** immediately to the north of the site is Bulwer Street, which provides a one-way, east connection from Spadina Avenue to Soho Street. Across Bulwer is 185 Spadina (1), a 7-storey commercial/office mid-rise. The wider block to the north is comprised of a 4-storey hotel, the 2-storey Ogden Junior Public School (9), a row of 3-storey townhomes and a 4-storey commercial building.

**South:** Queen Street is immediately south of the site, with a dedicated westbound stop for the 501 Queen streetcar. Further south facing The north site is 441 Queen Street West (2), a 3-storey, individually designated (Part IV) heritage building. The wider block immediately south of the site consists predominately of 2 to 3-storey retail and commercial buildings.

**East:** To the east, The north site is located directly beside 372 Queen Street West (3), a 2-storey building currently operating as an A&W restaurant. One property over is the Horseshoe Tavern (4), an iconic live music venue operating since 1947. Further to the east, the remainder of the block is comprised of 2 to 3-storey commercial buildings.

**West:** Spadina Avenue is located immediately to the west of the site, with a northbound stop for the 510 Spadina streetcar. Across the street at the corner is a 2-storey commercial building currently operating as a McDonald's restaurant (5). An active development is currently beginning construction at 170 Spadina Avenue (6) , approximately 40m east of the site. Moving north, 174 Spadina (7) is a 7-storey commercial building followed by a development under review at 182-184 Spadina (8) proposing a hotel with 15 and 17-storey tower elements fronting Spadina Avenue and Cameron Street respectively.



## 2.2.5 South Site & Surroundings

### 443-455 Queen Street West

<b>Site Area:</b>	1,588 sq.m.
<b>Current Use</b>	Commercial / Residential

The south site comprises of the assembly of five properties on the south-west corner of Queen Street West and Spadina Avenue. In total, the site is approximately 1,588 sq.m with a 52m frontage on Queen Street West, a 30m frontage on Spadina Avenue.

These properties are two- to three-storey mixed-use buildings with commercial, retail and service uses at grade and residential uses in the upper storeys. Currently, the corner property is operating as a TD Bank while the others appear to house various small-scale retail, office and residential uses. All properties are part of the Queen Street HCD however 449, 451 and 453 Queen Street West are contributing properties while 443 and 455 are non-contributing properties. This distinction is based on the relative contribution of these properties to the overall cultural value and attributes of the district as a whole and not necessarily based on the individual properties' aesthetic or architectural value.

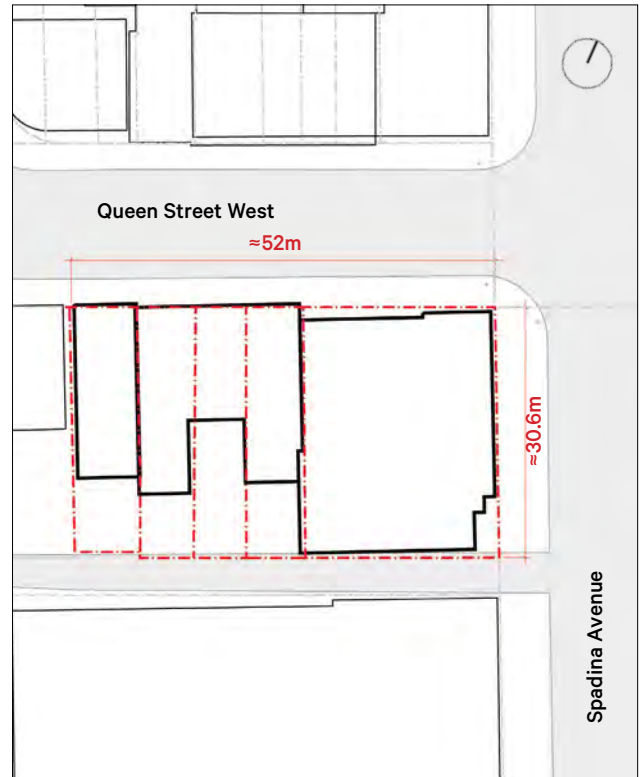


Figure 13: South Site - Plan



Photo 18: South Site Spadina Avenue Frontage

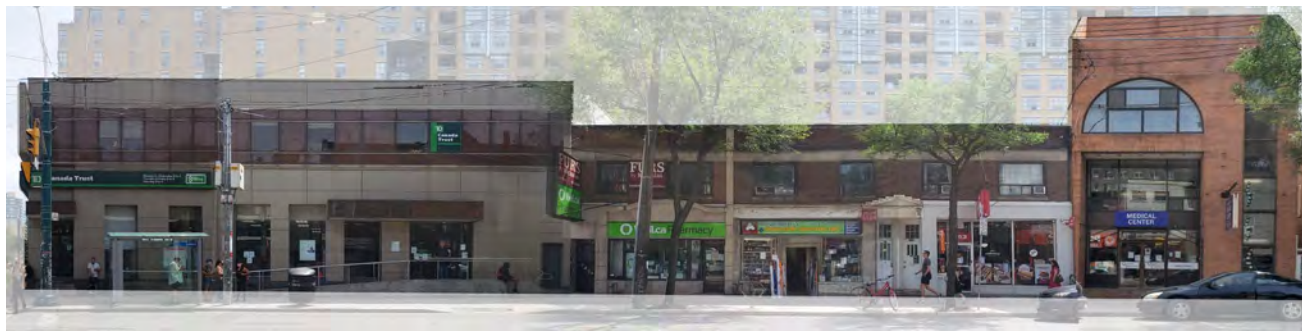


Photo 17: South Site Queen Street Frontage

## Adjacencies

For the south site, the most significant adjacencies include Graffiti Alley (3) and the existing Morgan Building (4) to the south, a character-defining row of 2 to 3-storey commercial buildings to west (6), and the individually (Part IV) designated GRR Cockburn Building to the north (2).

### Legend

- ① 160 Spadina Avenue
- ② 388-396 Queen Street West (GRR Cockburn)
- ③ Graffiti Alley
- ④ 438 Richmond Street West (The Morgan)
- ⑤ 441 Queen Street West
- ⑥ 459 Queen Street West



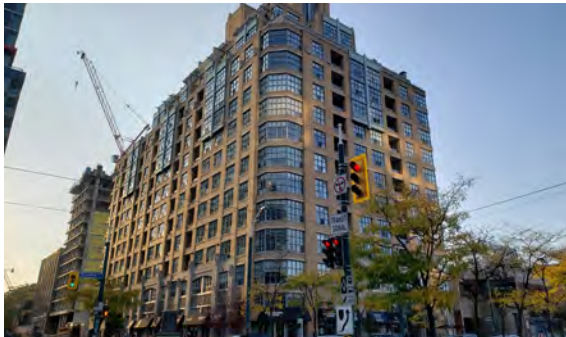
Figure 14: South Site Adjacencies







**Photo 19:** GRR Cockburn Building (2)



**Photo 22:** The Morgan (4)



**Photo 20:** 441 Queen Street West (5)



**Photo 21:** West Queen Street Shops (6)

**North:** Queen Street West is immediately north of the site, with a dedicated eastbound stop for the 501 Queen streetcar. Immediately across the street on the north side of Queen Street West is a row of 2 and 3-storey commercial buildings, including the individually designated (Part IV) GRR Cockburn building at 388-396 Queen Street West (2).

**South:** an entrance to Graffiti Alley is located immediately to the south of the site. This laneway provides parking and servicing/loading for properties fronting onto both Queen and Richmond Streets. Further south is the Morgan at 438 Richmond, a 15-storey mixed-use building with retail at-grade and residential units above.

**East:** Spadina Avenue is located immediately to the east of the site, with a southbound stop for the 510 Spadina streetcar. 441 Queen Street West is located on the opposite (south-east) corner.

**West:** To the west, the south site is located directly beside 459 Queen Street West, a 2-storey building with takeout restaurants operating at-grade with residential above. Further west, this pattern of 2 to 4-storey buildings continues virtually uninterrupted to Bathurst Street.

# 3.0 The Proposal

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**3.1 Principles**

**3.2 The Proposal**



## Queen-Spadina Station

At Queen-Spadina station, two sites will be developed through the Province of Ontario's TOC program, introducing **new landmark structures** through a process of sensitive urban infill. These developments will reflect the **rich cultural heritage** value and **character of Queen Street West and Spadina Avenue** and the surrounding neighbourhoods while contributing to the continuing growth of this area as a **vibrant complete community**.

Located on opposite corners of the Queen-Spadina intersection, the proposed developments will consist of a mix of residential, transit and retail uses, providing primarily new **transit-supportive housing** options with some **employment** opportunities. The proposed developments support a mixed-use and transit-oriented community along the Queen Street West corridor, accommodating roughly **375 people and 60 jobs** within a future Major Transit Station Area.





### 3.1 Principles

The proposed developments are grounded in good planning. Good planning is concerned with the physical form of the proposals, the uses within them, and how the proposal fits into the existing and planned context, impacts the community, and frames the public realm. Rooted in the aspirational objective of building transit-supportive complete communities, TOC development is guided by 8 principles:

#### Appropriate Mix of Uses

TOC development will provide for a context appropriate mix of uses that support the achievement of complete communities.

#### Transit Supportive Density

TOC development will introduce a critical mass of people and/or jobs in a manner that increases transit ridership thereby reducing reliance on personal automobiles and traffic congestion.

#### Integration with Surrounding Area

TOC development will respond to existing context through transitions in scale, building typologies, setbacks and stepbacks and minimize impacts on surrounding sensitive uses while anticipating the future scale of intensification.

#### Great Public Realm

TOC development will maximize opportunities to improve pedestrian experience and value for the community with an enhanced public realm, active ground floor uses, direct access to transit stations, and permeable, well-connected sites with a high level of site porosity.

#### Transit Infrastructure Integration

TOC development will maximize opportunities to provide direct and convenient multi-modal transit connections (e.g. bus, streetcar, LRT, subway, GO Rail) and number of residents and jobs with direct access to higher order transit.

#### Natural, Built, and Cultural Heritage

TOC development will maximize the conservation of existing features and resources that are integral to the economic prosperity, environmental health, and social well-being of the surrounding neighbourhoods and communities.

#### Housing Supply and Jobs

TOC development will increase the supply of housing options, including affordable housing and family sized units, and will provide new employment growth in targeted locations.

#### Community Amenities and Infrastructure

TOC development will encourage investment in integrated or adjacent community infrastructure (e.g. parks, recreation centres) to help promote city building and complete communities.

### 3.2 The Proposal

The proposed TOC developments at Queen-Spadina station consist of two buildings on two sites, both directly integrated with below-grade transit infrastructure for the Ontario Line (to be delivered through a separate process), with access to the stations provided via at-grade entrances along Queen Street West and Spadina Avenue. Anchored at the corner and framing the intersection, the proposed developments introduce transit-supportive building forms that nonetheless respect and conserve the well-established cultural heritage value and main street character of Queen Street West.

Design Parameters	North Site	South Site
<b>Maximum Height</b> (height in metres inclusive of mechanical) (height in storeys exclusive of mechanical)	57.6 m / 15ST	52.1 m / 14ST
<b>Density (FSI)*</b>	7.4	6.8
<b>Total GFA (sq.m.)</b>	6,662	9,948
<i>Residential GFA (sq.m.)</i>	6,662	8,034
<i>Non-Residential GFA (sq.m)</i>	0	1,914
<b>Residential Units</b>	95	122
<b>Larger Sized Units</b>	25	31
<b>Vehicular Parking</b>	0	0
<b>Bicycle Parking</b>	149	228

\* inclusive of transit station (provided through separate process)  
Stats based on indicative concept  
Refer to diagrams in Section 4 for additional design parameters

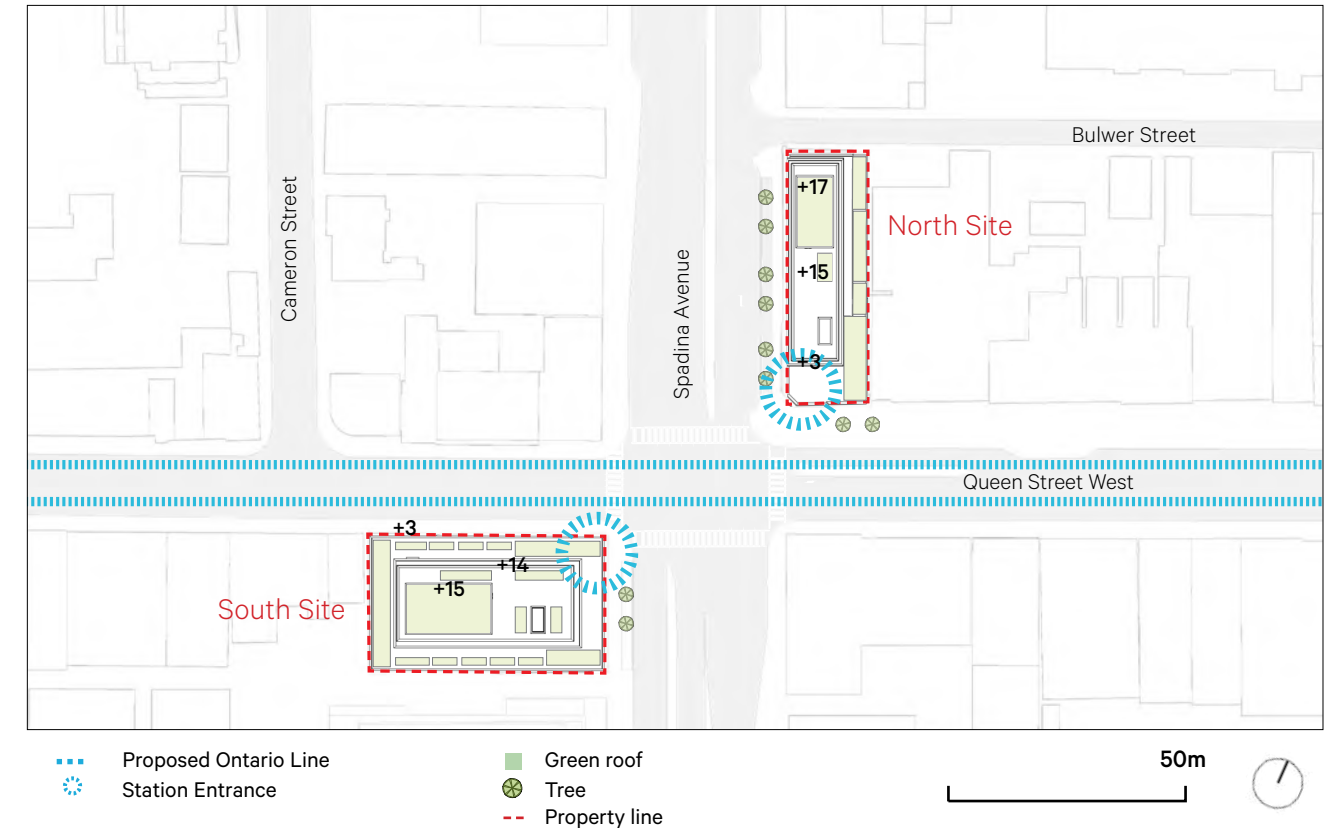


Figure 15: Queen-Spadina TOC - Master Plan



The proposed heights will limit shadow impacts on nearby Neighbourhoods and sensitive uses (such as Ogden Park Public School) while introducing a new height peak along Queen Street West and Spadina Avenue, consistent with the sites' location as the central landmark of a new Major Transit Station Area.

Station entrances will be placed with prominent frontages at the intersection of Queen Street West and Spadina Avenue, providing direct access to existing, high-trafficked surface transit routes operating along Queen (501 Streetcar) and Spadina (510 Dedicated Route Streetcar) and connecting residents and visitors with one of the most successful and attractive areas of the city.

Careful consideration of existing street proportion, streetwall height, setbacks, setbacks and façade rhythm along Queen Street West will inform the massing and articulation of the base building to conserve the main street character of this corridor, frame the public realm and improve the pedestrian experience.

The proposed developments will deliver new housing opportunities, providing approximately 217 residential units including family-sized units and affordable units, complemented by generous amenity space.

A mix of uses, including residential, transit and space for flexible retail uses, will be provided at densities supporting the area's continued growth as a transit-oriented complete community.

The existing heritage building on the north site is intended to be conserved and incorporated into a new podium for the TOC.

Transit-oriented and pedestrian-friendly streetscape improvements will be introduced along both Queen Street West and Spadina Avenue reflecting on the civic importance of the intersection as the meeting point of two identified Great Streets.

Active frontages, including transit entrances, residential lobbies and retail space will animate Queen Street West as a Priority Retail Street.

Figure 16: Queen-Stadina TOC - Key Moves



**North Site**

On the north site, the existing 3-storey heritage building will be conserved with slight modifications to the facades to facilitate improved accessibility (to be coordinated through a separate heritage review process) and accommodate higher volumes of pedestrian traffic. Above this base, the concept proposes a sculpted addition up to a height of 15 storeys (exclusive of two-storey mechanical/amenity). This concept draws the primary mass towards the established mid-rise character along Spadina Avenue while reinforcing the character defining low-rise street edge along Queen Street West.

To permit design flexibility for the mechanical elements located above the 15th storey, residential uses may be located on the 16th storey as the mechanical may shift or be located elsewhere. Protecting for this may require permissions for an additional storey and/or additional floor of residential GFA beyond what is shown in the indicative concept.

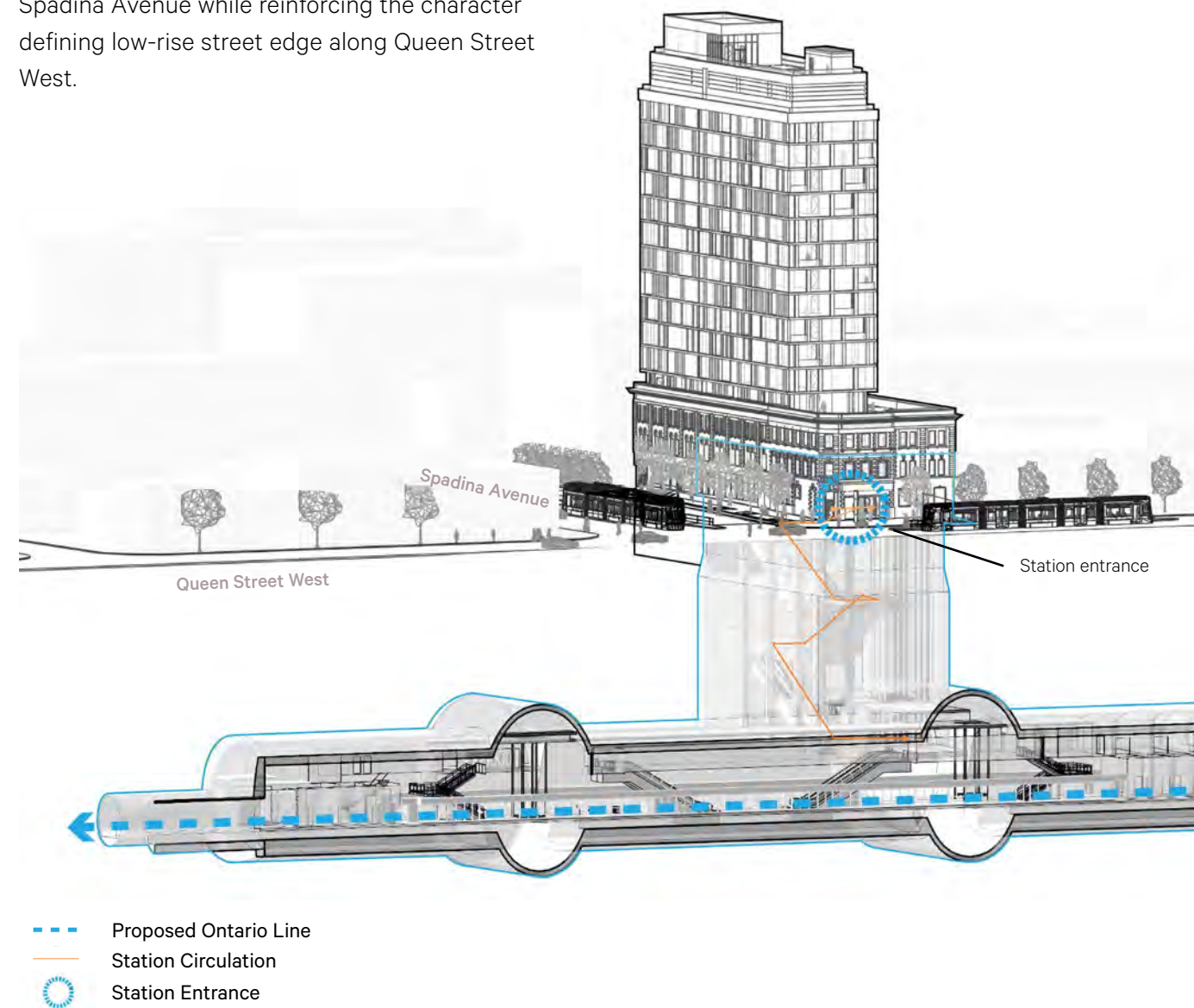


Figure 17: North Site

**South Site**

On the south site, the proposed development consists of a 3-storey base building, containing the station entrance as well as residential and retail spaces, and a residential component up to the height of 14 residential storeys (exclusive of one-storey mechanical/amenity). Technical constraints associated with station construction are anticipated to require the removal of three identified contributing properties (to be coordinated through a separate heritage review process).

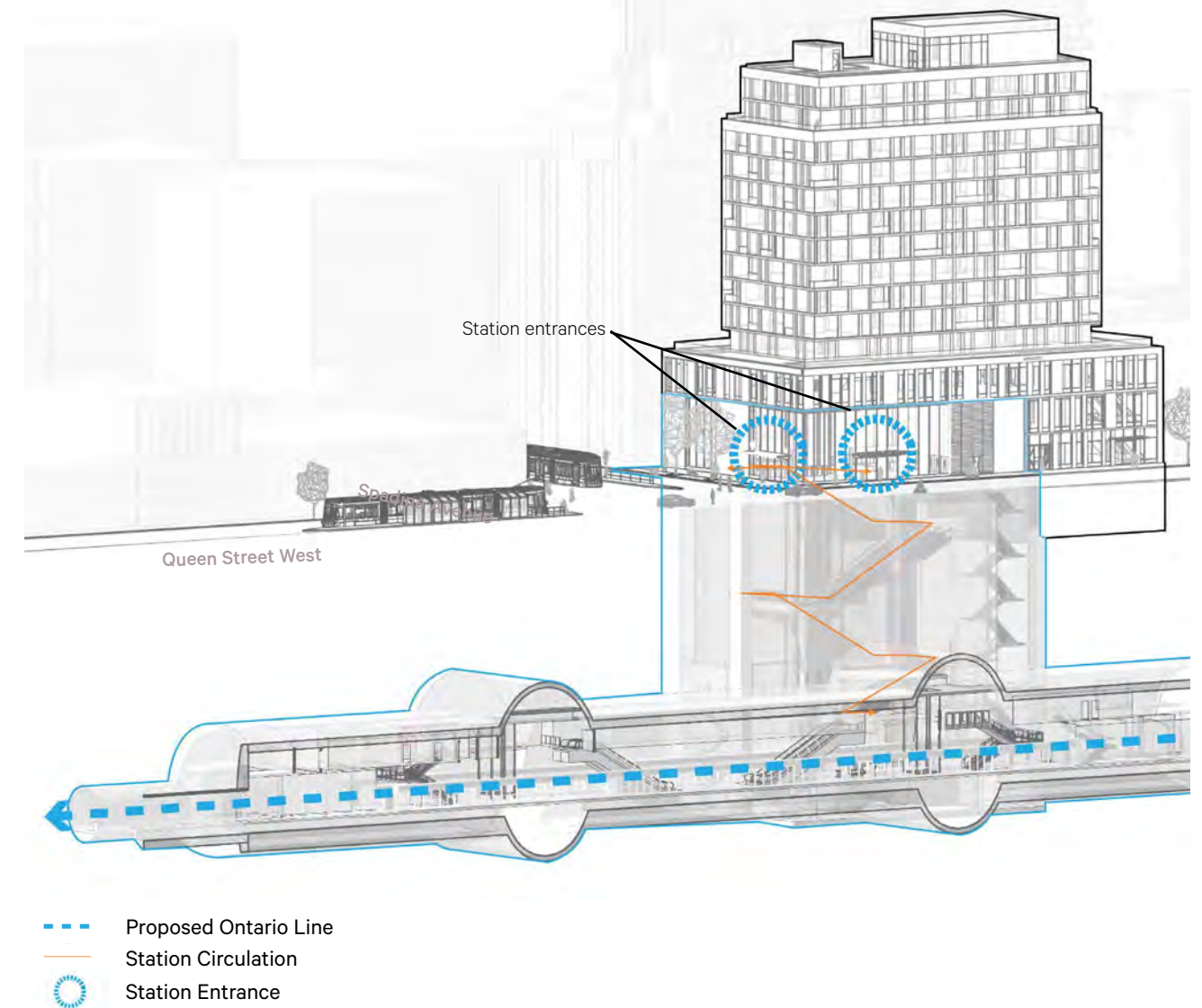


Figure 18: South Site

# 4.0 Design

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## **4.1 Context Fit**

4.1.1 Heights

4.1.2 Setback & Streetwall

4.1.3 Privacy & Public Realm Massing Response

## **4.2 North Site**

4.2.1 Program

4.2.2 Massing

4.2.3 Heritage

4.2.4 Pedestrian Experience & Circulation

4.2.5 Landscape

## **4.3 South Site**

4.3.1 Program

4.3.2 Massing

4.2.3 Heritage

4.3.4 Pedestrian Experience & Circulation

4.3.5 Landscape

## 4.0 Design

This section provides a detailed design analysis of indicative TOC concepts for Queen-Spadina Station. The proposed concepts align with the overall principles outlined in Section 3 and will inform high-level design parameters for TOC developments including height and massing, which together inform each site's achievable density.

These design parameters are intended to ensure that final TOC developments undertaken by development partners are implemented in a manner that strives to complement their

surroundings and mitigate adverse impacts to neighbouring areas, sensitive uses and the public realm.

Within Section 4.0, the transit station is included in illustrative diagrams and described within the accompanying text for the purposes of providing a comprehensive understanding of how the proposed TOC developments will support and be integrated with transit infrastructure. However, it should be noted that the transit station is not included as part of the proposal and will be subject to the SPR process.



**Figure 58:** Entrance to the north site TOC, looking south on Spadina



## 4.1. Context Fit

The TOC schemes at Queen-Spadina Station strive to balance the distinct neighbourhood character of Queen Street West and the surrounding area with a scale of development appropriate given the transformative nature of the new Queen-Spadina station. The resulting schemes respond to the existing built form and public realm characteristics at site, block and neighbourhood scales while introducing new landmark structures to this area of the city.

### 4.1.1 Height

The maximum heights for TOC concepts at Queen-Spadina are based on an assessment of provincial and municipal policy direction, urban design and planning principles, existing and emerging built form context and public realm impacts such as sky view, shadows and views/ vistas. The new Queen-Spadina station will result in the establishment of a new subway node and associated Major Transit Station Area. The Provincial Growth Plan provides MTSA around subways with the greatest density target of any transit type. TOC sites are also within a Mixed Use Area in the Downtown Plan area, in proximity to planned transit, and are therefore intended as a focal point for growth and intensification.

Fundamental urban design and urban form theory dictates that the greatest heights should be located at nodes, corridors and edges with downwards transitions towards lower-scale areas. In this respect, the proposed developments will be structurally integrated with Queen-Spadina station and will therefore function as an anchor point and landmark at the very centre of this transit node.

Accordingly, the proposed developments should be understood as a height peak relative to the existing and emerging neighbourhood context, warranting greater heights than what currently exists and is envisioned for this area.

### Context

The proposed heights at Queen-Spadina station have been informed by this justification for greater heights than what the current planning framework envisions for the area. However, concept designs for the proposed developments reflect the understanding that the exact heights for these sites draw on the existing, planned and emerging height context of the surrounding area to establish an appropriate frame of reference.

In this respect, it is important to note that the Growth Plan acknowledges that there is not a uniform scale of development that is appropriate for all MTSA equally. Under the Growth Plan, municipalities are to identify the appropriate type and scale of development for individual MTSA that provide for adequate transitions of built form to adjacent areas.

At a broader scale, the prevailing height pattern for the area is defined by a sharp contrast between one of the taller areas of the city—with developments shaped by the King-Spadina and Downtown Secondary Plans extending upwards of 150m to the south of the TOC sites—juxtaposed against the predominately low- to mid-rise character around the intersection of Spadina Avenue and Queen Street West. This pattern generally follows a downward transition from

the core and the Financial District towards the north side of Queen Street West with the intent of mitigating shadow impacts on Queen Street West.

As corner sites, the existing and emerging height context in the area immediately surrounding the TOC sites is defined by separate and distinct height patterns running along Queen Street West and Spadina Avenue.

Along Queen Street West, this height pattern is strongly shaped by the Queen Street West HCD with a cap of 16.0m (approximately 4-5 residential storeys) to limit shadowing on the north side of the street. The current height peak along Queen Street West is set at 35.9m (inclusive of mechanical penthouse) or approximately 7 commercial storeys by the LPAT approved development at 375 Queen Street West. However, as mentioned previously, this development



Figure 19: Context Area Height Plan (Approved, Under Construction & Existing)

benefits from a deep site that allows the entirety of this height to fall underneath the prevailing 45-degree angular plane.

In contrast with the relative uniformity of heights along Queen Street West, existing building heights along Spadina Avenue can vary greatly based on their location and planned context. Whereas Spadina Avenue, south of Queen Street West, is within the King-Spadina area and is surrounded to the east by an existing tall building context, Spadina north of Queen Street West, which falls outside the boundaries of the King-

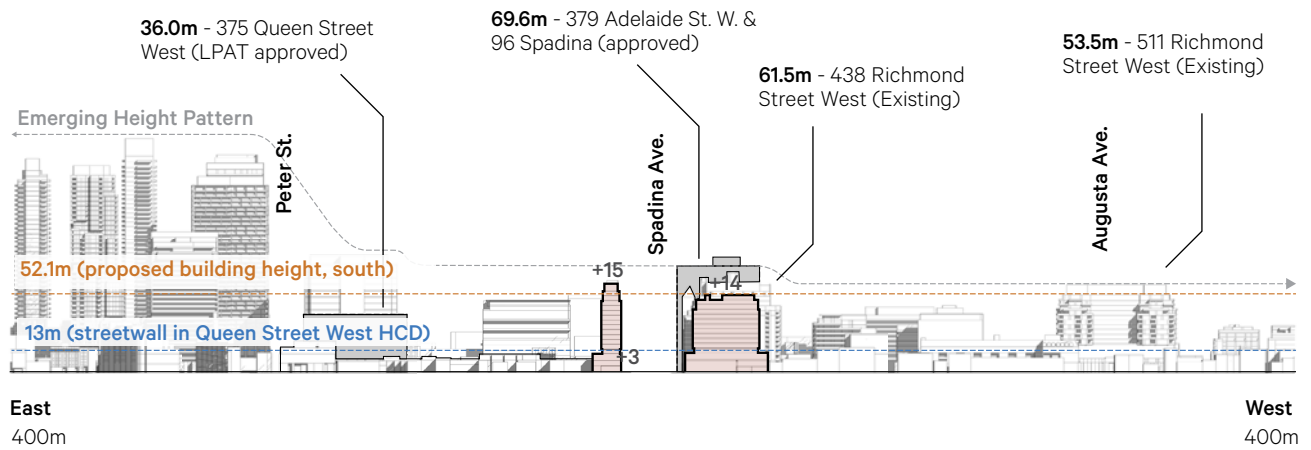
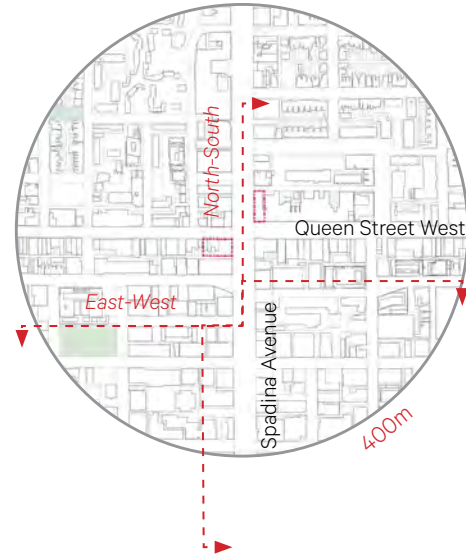


Figure 20: Height Context - East West Elevation

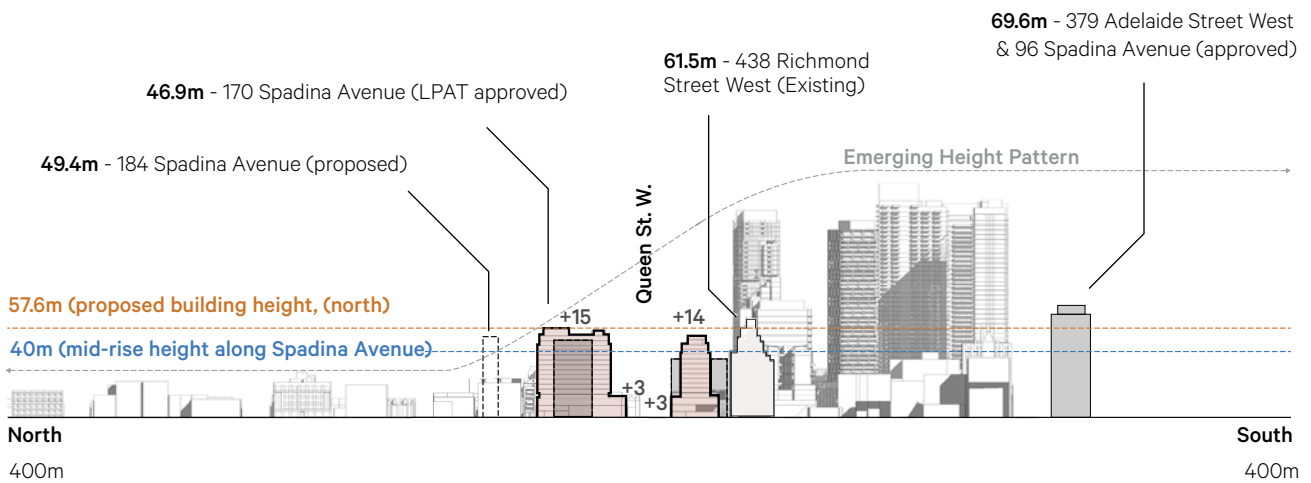


Figure 21: Height Context - North South Elevation



Spadina area and falls within a decidedly low- to mid-rise character including *Neighbourhoods* designated areas to the east.

These differences have meant that greater heights can and have been achieved along the east side of Spadina Avenue south of Queen Street West. In these areas, the visual and physical impacts (i.e. visual contrast, new shadows, etc.) of new tall buildings are mitigated by the proximity to the existing tall building context. Conversely, the heights of new development to the north of Queen Street West are generally more strictly capped to limit adverse impacts on adjacent neighbourhoods.

From this perspective, two relevant existing and emerging height peaks along Spadina Avenue have been identified, one to the south of the TOC sites and the other to the north. While taller commercial developments have been approved further south along Spadina Avenue, such as at 379 Adelaide Street West & 96 Spadina Avenue, the residential height peak along Spadina, between Adelaide Street West and Queen Street West, is set at 61.4m (inclusive of mechanical penthouse by the Morgan building (438 Richmond Street West) located immediately adjacent to the south site.

Between Queen Street West and Dundas Street West, the emerging height context along Spadina is being set at 46.9m (inclusive of mechanical penthouse) or 12 residential storeys, shaped by the LPAT approved development at 170 Spadina Avenue.

### **Fit**

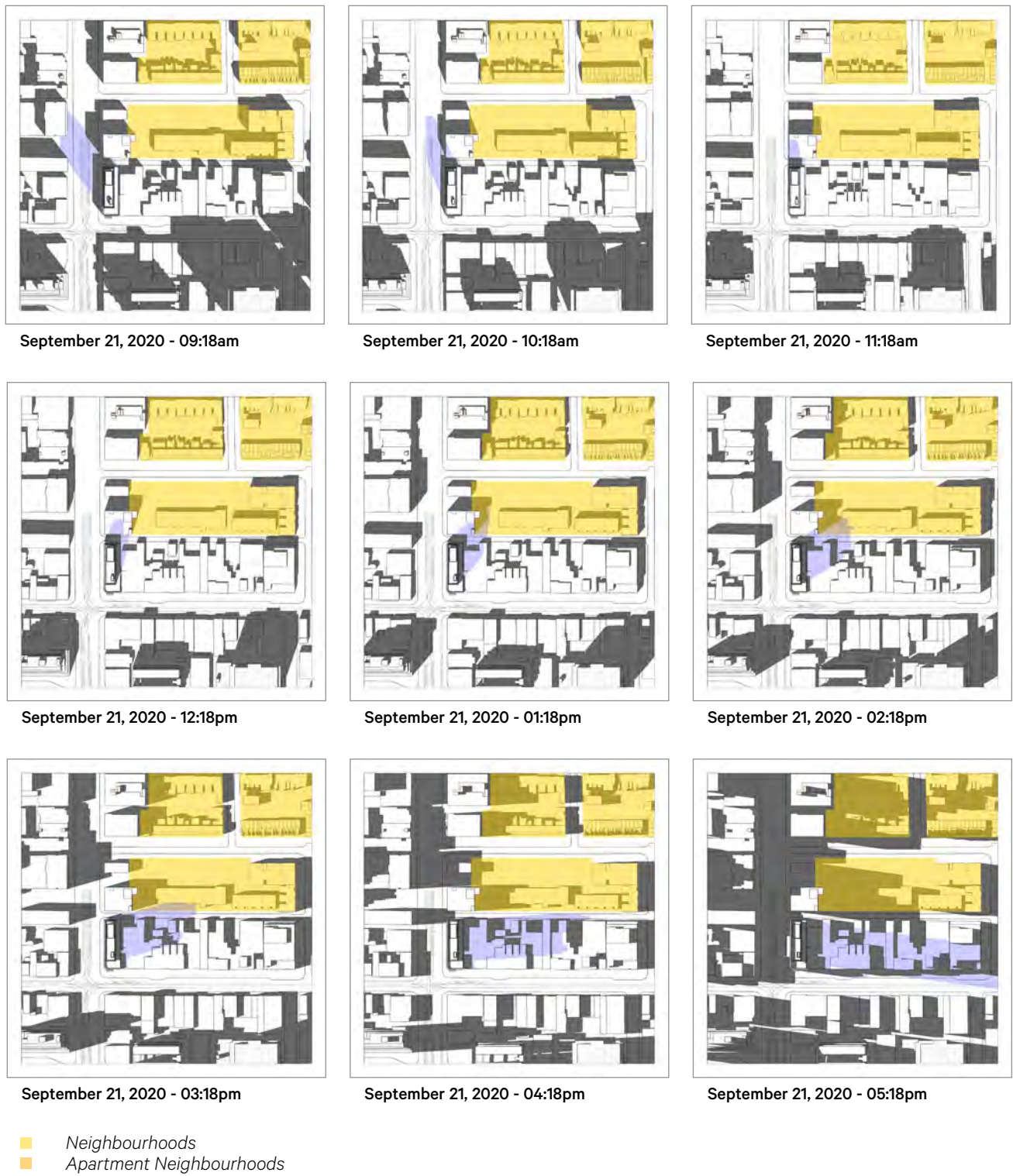
It is understood that the height envisioned for the TOC sites is approximately 4-5 storeys (16.0m) informed by the prevailing pattern of heights along Queen Street West and direction in the Queen Street West HCD Plan. However, as prominent corner sites, the proposed developments are informed both by this existing Queen Street West pattern as well as the emerging height context on Spadina Avenue as identified above. In this respect, the proposed developments take a taller mid-rise form that draws on the historic width of the right-of-way for Spadina Avenue as well as the prevailing built characteristics of this form of development found in the area.

For the north site, the maximum height of 57.6m (inclusive of a 8.9m mechanical/amenity storeys), or 15 residential storeys, establishes a new height peak relative to the emerging height context along Spadina Avenue to the north of Queen Street West, representing a 23% increase over the height of 170 Spadina and a 260% increase over the as-of-right height for Queen Street West. This height is capped to adequately limit shadows on the yard of Ogden Junior Public School located to the north-east of the site. Based on preliminary shadow studies, the 57.6m height results in approximately 2-3 hours of partial shadowing in the afternoon (between 1:18pm and 3:18pm) during the fall and spring equinoxes. It should be noted this shadow overlaps an area with existing tree coverage and therefore new impacts arising from the proposed developments are further mitigated to an extent.

In terms of visual impacts, the orientation of the building creates a stronger relationship between the TOC development and its Spadina Avenue frontage. Therefore, the massing of the proposed development is able to provide a visual transition through a stepback from the Queen Street West frontage rather than strictly capping height. In addition, the proposed maximum height remains lower than the heights found south of Queen Street West, therefore facilitating a visual transition down to the low- to mid-rise character to the north in keeping with the intent of transitions at an area and city-wide scale.

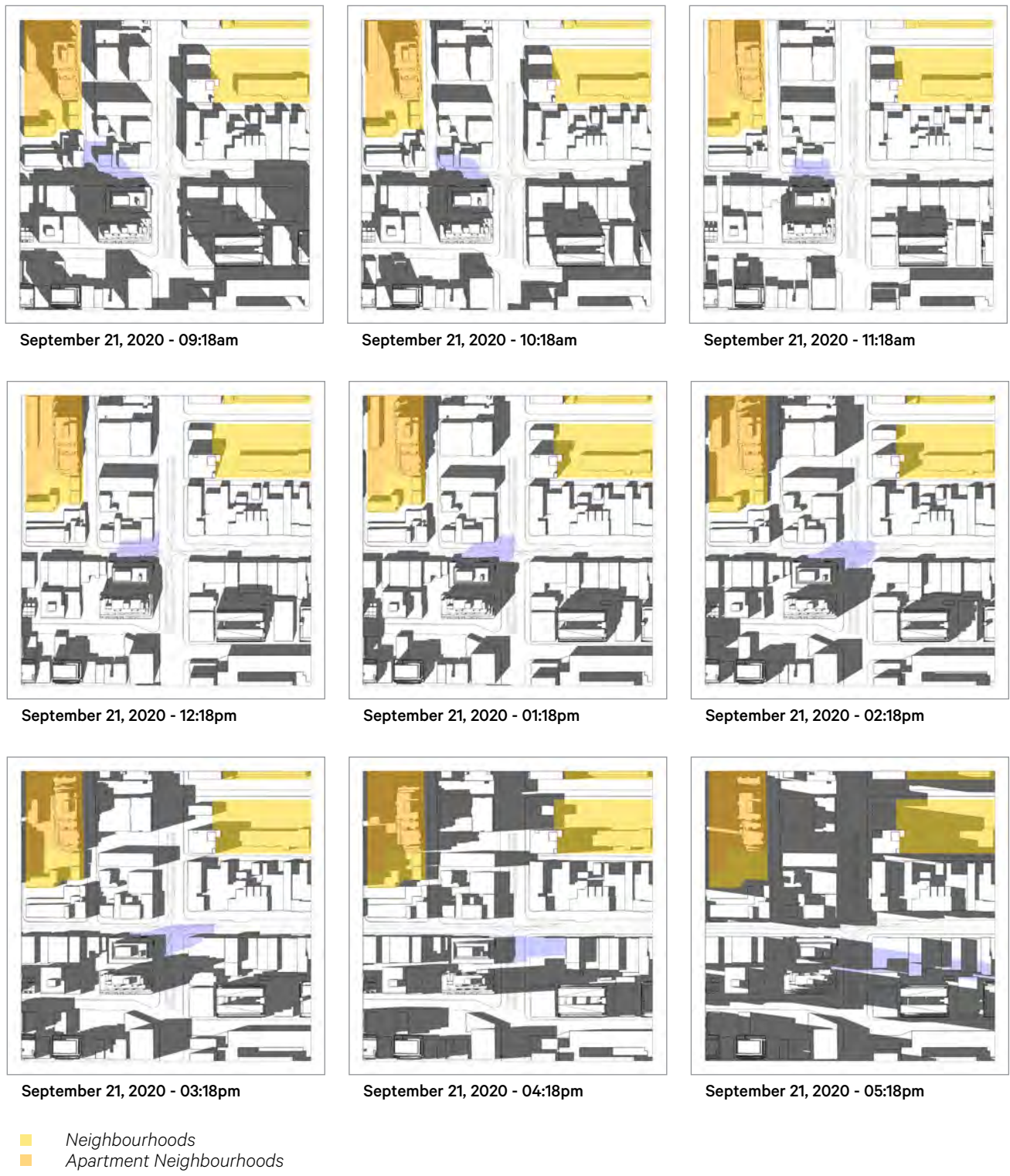
For the south site, the stronger orientation of the building towards the Queen Street West frontage means that more emphasis has been placed on providing a visual transition downwards towards the low-rise context along the street. Therefore, the proposed maximum height of 52.1m (inclusive of a 4.7m mechanical penthouse) or 14 residential storeys provides a meaningful step down in height from the Morgan building to the south to facilitate this transition.

This height still represents a significant increase over the planned and emerging height context along Queen Street West, representing a 45% increase over the approved height at 375 Queen Street West and a 226% increase over the as-of-right height for Queen Street West. In terms of physical impacts, the proposed maximum height does result in net-new shadowing on the north side of Queen Street West immediately across from the site, totaling approximately 4 hours between 9:18am and 1:18pm during the fall and spring equinoxes. However, the height is capped to prevent additional shadowing on the north-east corner of Queen Street West and Spadina Avenue. Moreover, this height prevents shadowing the *Neighbourhoods* and *Apartment Neighbourhoods* designated properties to the north of the site along Cameron Street. As such, the proposed maximum heights for both sites strike an appropriate balance between anticipating the future scale of intensification, limiting impacts on sensitive uses and responding to the existing and emerging built form context.



**Figure 22:** Height Rationale - Shadow Studies (North Site)





**Figure 23:** Height Rationale - Shadow Studies (South Site)

### 4.1.2 Setbacks & Street Wall

Building setbacks help frame and define the public realm, promoting a pedestrian scaled environment that is safe, comfortable and visually interesting. The proposed setbacks of TOC concepts at Queen-Spadina are informed by established street and block patterns in the area as well as public realm considerations such as pedestrian clearways, landscape elements (bike rings, planters, street furniture, etc.), and urban foliage.

Despite differing built form contexts along Queen Street West and Spadina Avenue, there is a high degree of consistency in the setback pattern along both streets. Both low-rise commercial

buildings characteristic to Queen Street and the historic commercial detached form found along Spadina Avenue are typically built to the full extent of the street edge (a 0.0m setback), contributing to a continuous and active frontage along both major streets. Along Queen Street, this continuity and consistency is reinforced by policy in the Queen Street West HCD plan, ensuring that new buildings and renovations maintain and enhance the defined street edge. In the design of the proposed TOC concepts, base buildings are generally built to the street edge on all frontages in order to frame and structure the public realm while ensuring sufficient clearance for pedestrian circulation.



**Figure 24:** Context Area Setback Depths

For the south site, the building is setback 3.0m from the original centreline of the existing lane to the south (Graffiti Alley) to ensure adequate servicing access and to improve the existing mid-block pedestrian connection.

With regards to streetwall, the proposed developments respect the established context by matching the streetwall height of buildings on adjacent blocks, where appropriate. Along Queen Street, a maximum streetwall height of 13.0m (approximately 3 to 4-storeys) is enforced through the Queen Street West HCD, resulting in a prevailing streetwall that ranges in height from 2 to 4-storeys.

Along Spadina, streetwall heights can vary greatly, ranging from 2-storeys to as high as 11-storeys, as demonstrated by the Morgan building (directly to the south of the TOC sites (438 Richmond Street West). This variation is a unique defining feature of this stretch of Spadina Avenue. The proposed streetwall height of approximately 13.0m (3-storeys) for both sites responds to direction in the Queen Street West HCD and is intended to mirror the prevailing low-rise form of Queen Street while facilitating an upwards transition towards Spadina Avenue to denote the buildings' prominent corner location. This responsive massing aims to create a coherent, cohesive streetscape and urban condition.



Figure 25: Context Area Streetwall Heights



### 4.1.3 Privacy & Public Realm Massing Response

Above the base building, the TOC concepts provide appropriate setbacks in response to both heritage and privacy/sky view considerations (separation distances). Across both sites, a minimum 5.0m setback is provided from side and rear property lines to ensure adequate separation from neighbouring properties. Where adjacent properties have windows facing the TOC development, a minimum separation distance of approximately 11m is provided. All measurements in this section are rounded to nearest half-metre (0.5m).

#### North Site

For the north site, a generous 11.0m setback is provided from the building's Queen Street frontage, pulling the taller mid-rise component away from the Queen Street frontage to emphasize the heritage attributes present in the public realm as well as the conserved heritage base building.

A 1.0m setback is provided from Bulwer Street to preserve an appropriate separation distance from the property to the north and a nominal setback is provided from the building's frontage along Spadina Avenue to provide a break in the massing while maintaining a defined presence on the street in keeping with the existing mid-rise character of the street.

An approximately 11.0 minimum separation distance is provided between the north facade of the tower and the adjacent building on the other side of Bulwer Street.

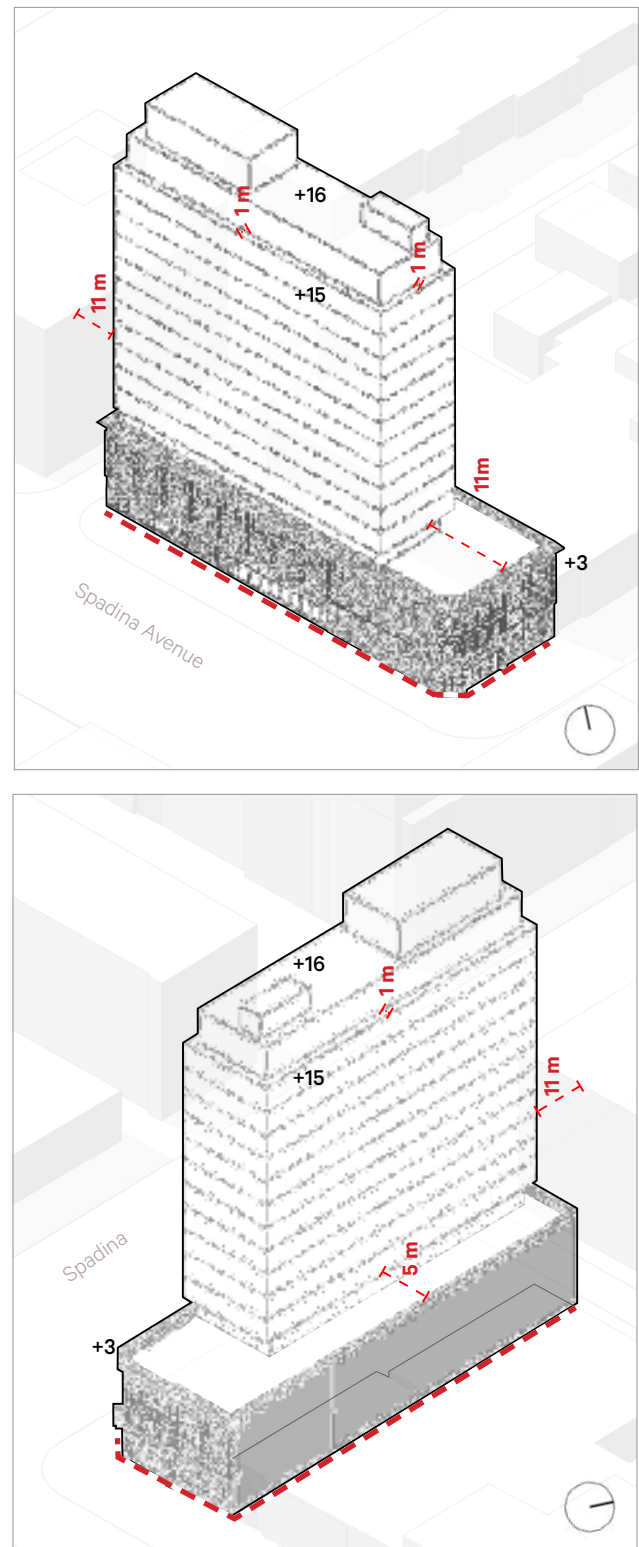


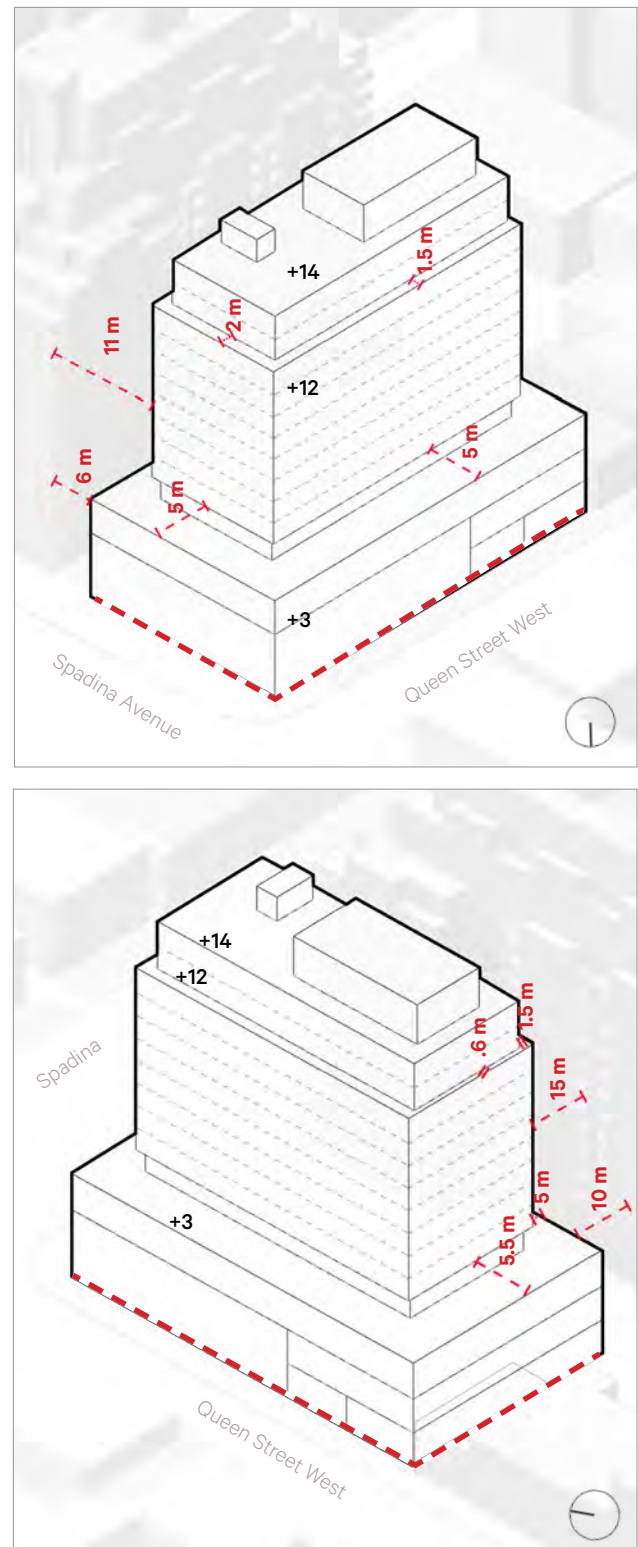
Figure 26: North Site - Immediate Adjacencies Response

## South Site

For the south site, an additional 5.0m stepback is provided along the building's Queen Street West frontage, responding to the building's orientation towards Queen Street West and best practice for new development within heritage conservation districts. This stepback helps emphasize the transit uses located immediately at the corner as well as facilitate a transition towards the lower-scale built form along Queen Street West. As this stepback is provided in response to the Queen Street West HCD, the final design should strive to maintain the 5.0m stepback as a minimum.

The proposed massing also provides a corresponding stepback from Spadina Avenue. This stepback is part of the architectural expression of the building, designed to achieve good proportion and symmetry, and responds to direction in the King-Spadina Secondary Plan. This stepback is not provided in response to the Queen Street West HCD. Therefore, there is greater flexibility in the massing of the building in this location.

Separation distances of between 11m and 17m are maintained between the tower facade and The Morgan building (438 Richmond Street West) directly to the south. Additionally, the distance between the south facade and centreline of the abutting lane is approximately 8m.



**Figure 27:** South Site - Immediate Adjacencies Response

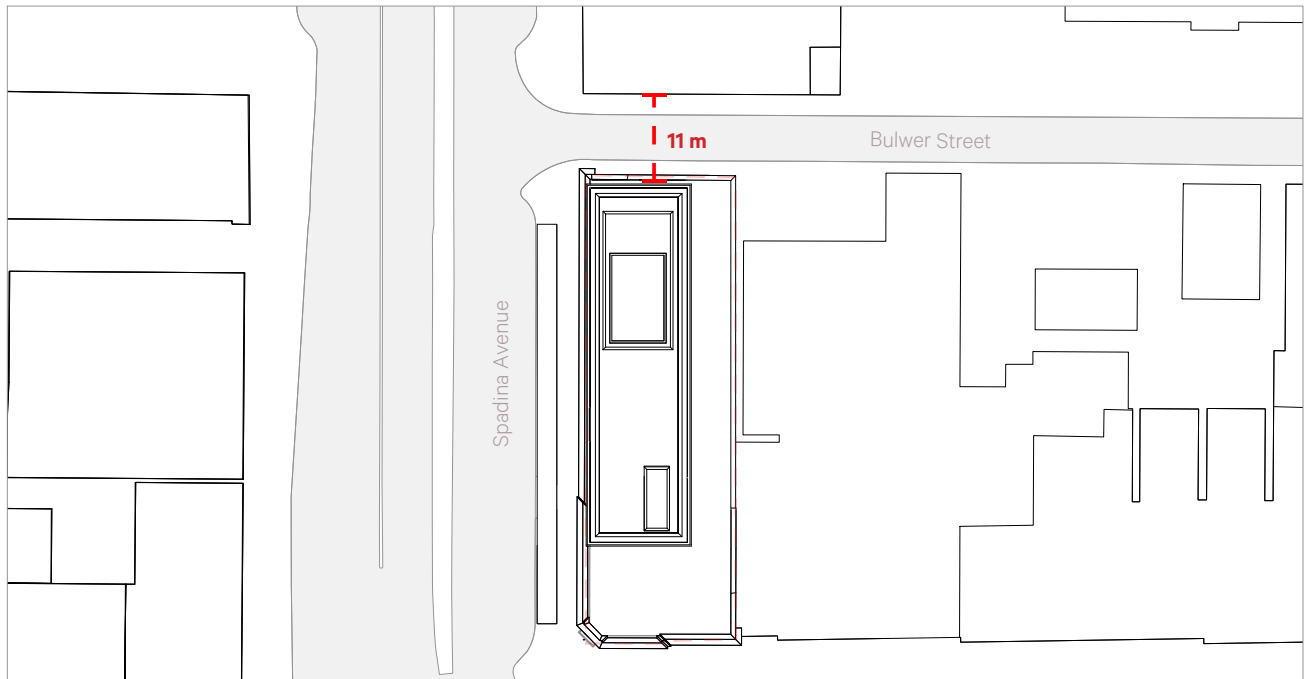


Figure 28: North Site - Separation Distances

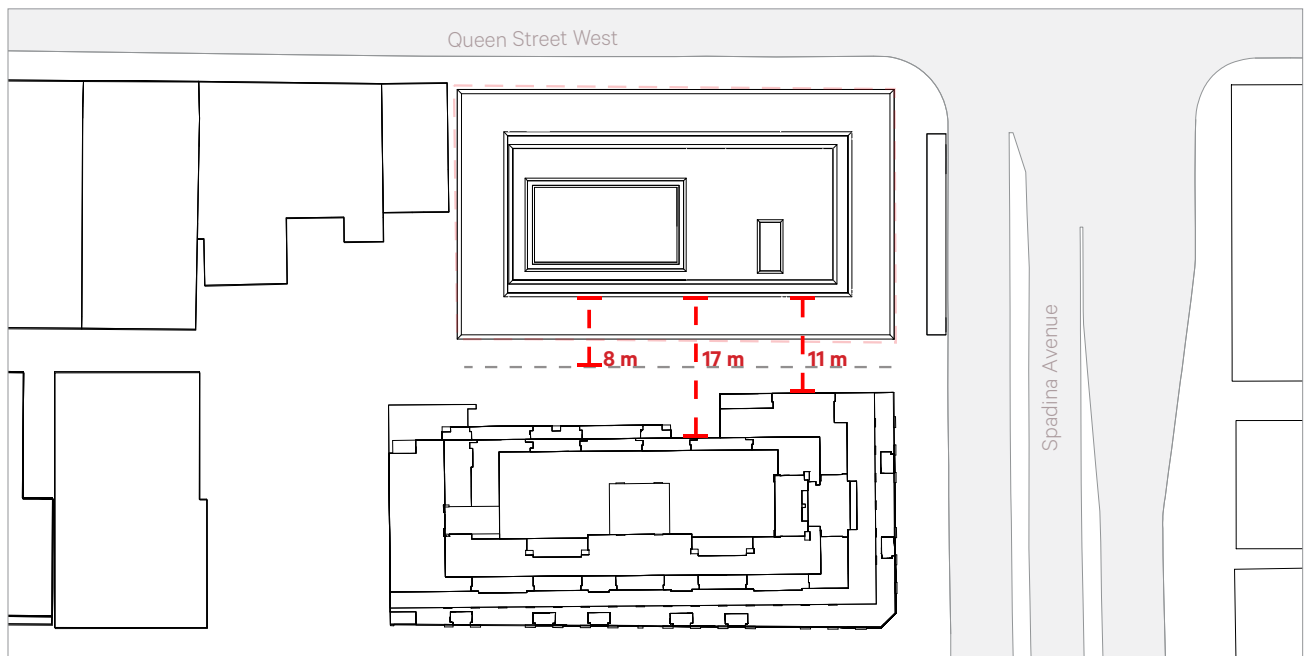


Figure 29: South Site - Separation Distances

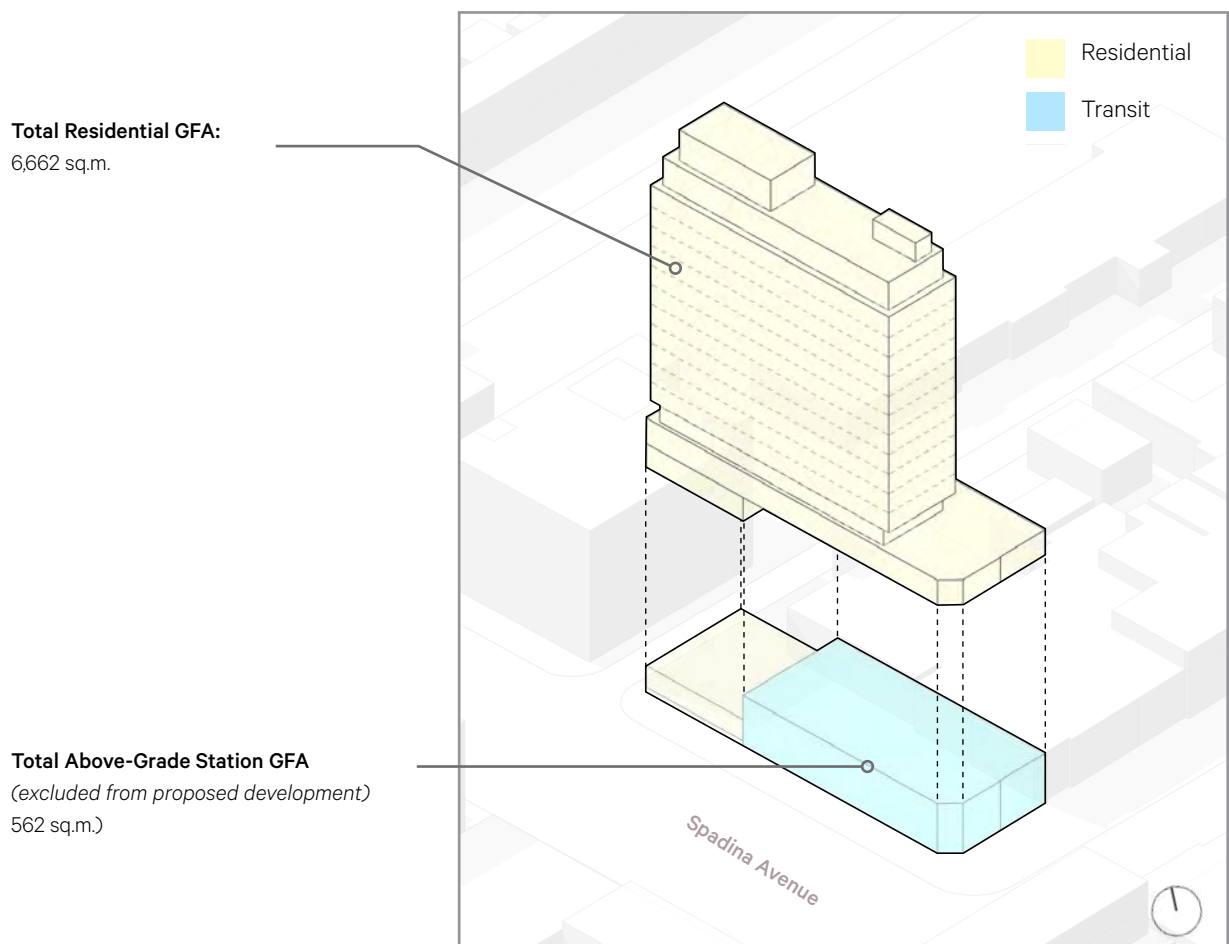


## 4.2 North Site

### 4.2.1 Program

The north site is comprised of residential and transit uses. The indicative design locates a prominent double height (7.5m) transit concourse at the intersection, with public entrances provided from Queen Street West and Spadina Avenue, facilitating enhanced wayfinding around the station and orienting pedestrians along these major streets.

Residential entrances are located at-grade along Spadina Avenue. The remainder of the building, from level 2 to level 15, is dedicated to residential uses delivering approximately 95 units made up with a variety of unit sizes and layouts, including a minimum of 25% dedicated to larger sized units (2- and 3-bedrooms).

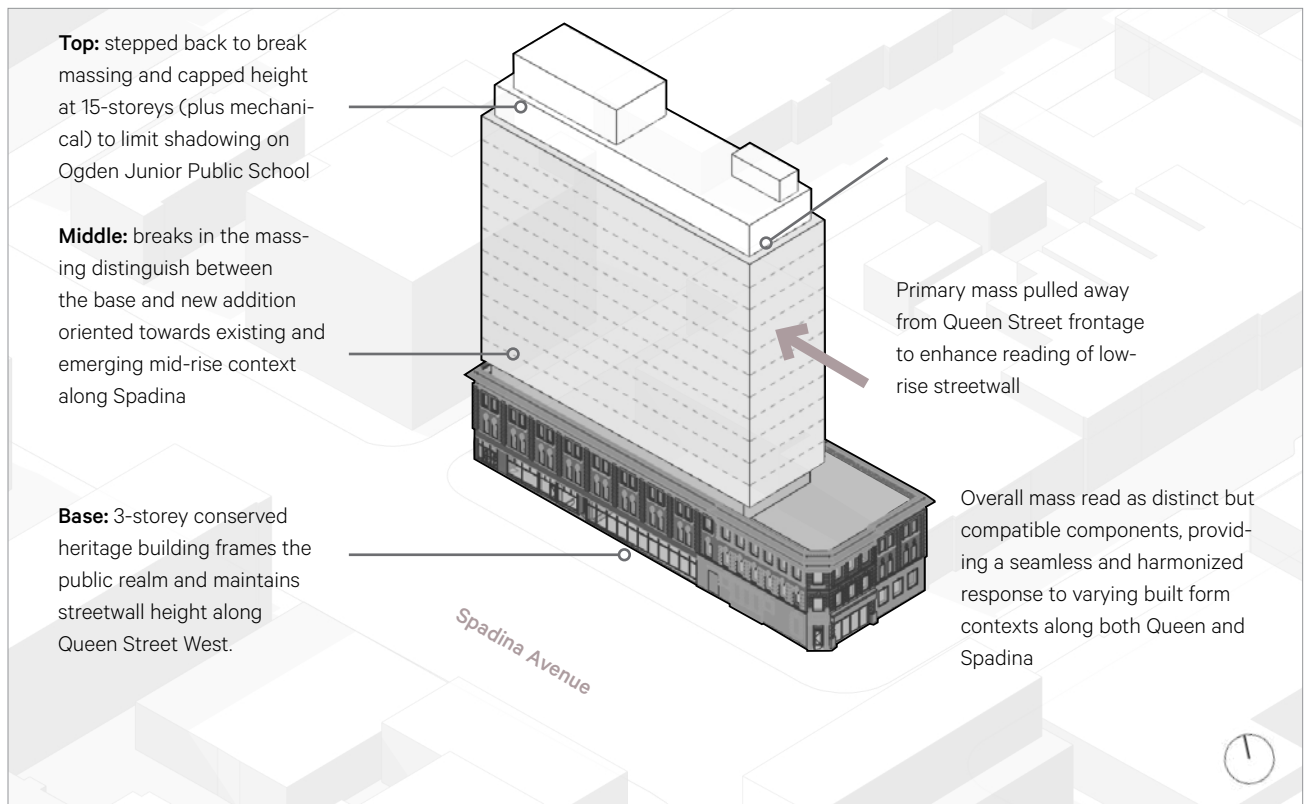


**Figure 30:** North Site - Program

## 4.2.2 Massing

The proposed massing is informed by the attributes of the heritage structure and the district, predominant typologies and building forms in the area, urban design principles and potential public realm impacts, as well as technical considerations associated with the station structure. These factors guide both the general massing type and the articulation of specific building components. The overall design approach for this site pushes the primary mass of the building north, away from the Queen Street West frontage, to provide the heritage building with architectural “breathing room” when viewed from the public realm along Queen Street West.

This move simultaneously strengthens the relationship between the building and the commercial detached buildings found along Spadina Avenue and facilitates the transition towards the character-defining low-rise streetwall along Queen Street West. The resultant building consists of the 3-storey heritage base building topped with a slender addition, carrying an average floor plate of 530 sq.m. up to the 15th storey. This building form draws on the commercial detached typology that is a characteristic and prevalent building type found along Spadina and throughout the King-Spadina neighbourhood to the south.



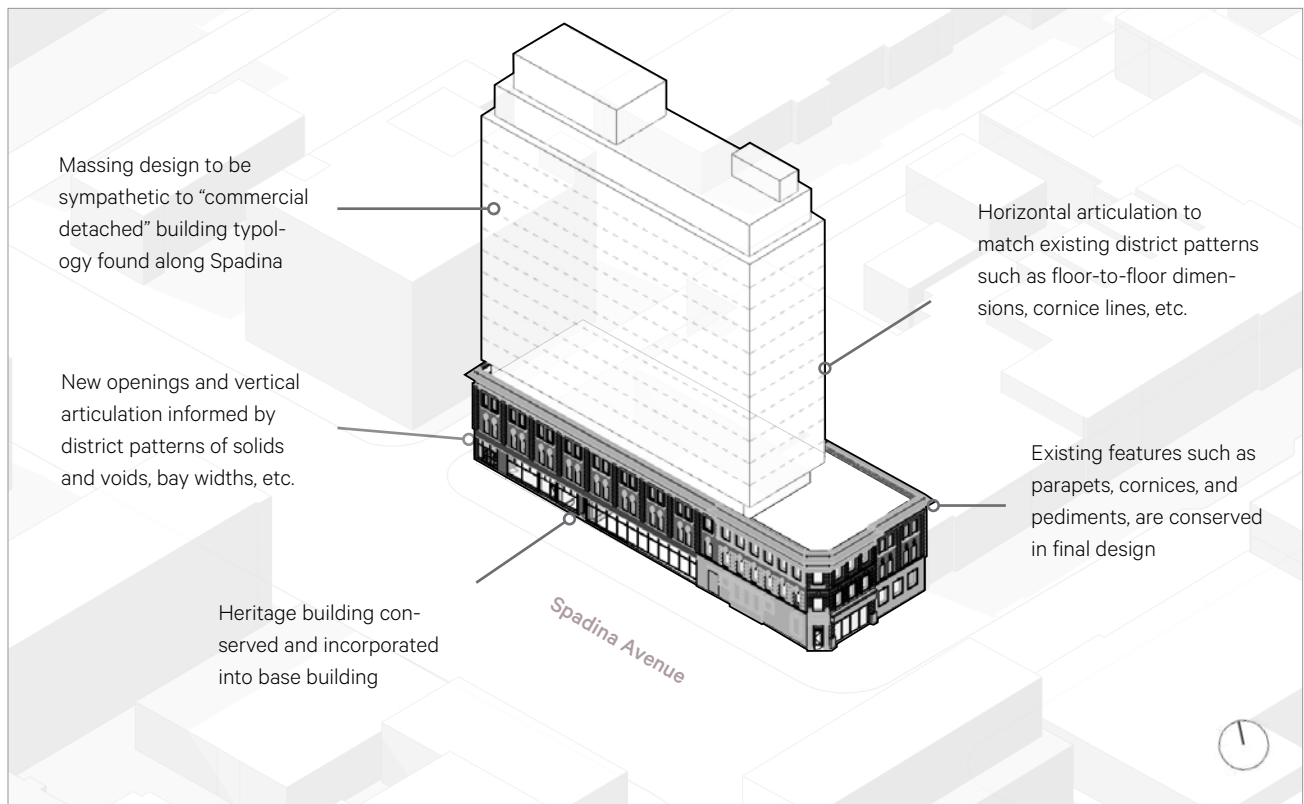
**Figure 31:** North Site - Massing

### 4.2.3 Heritage

The north site implicates a contributing property 378 Queen Street West, in the Queen Street West HCD. The existing buildings on this property will be conserved and incorporated into the base of the proposed development. The following description identifies the key components of an indicative heritage strategy for the proposed development. Ultimately, the final design and implementation of this heritage strategy will be determined in coordination with the City and other stakeholders through a separate heritage review process.

Overall, the proposed heritage design strategy for the north site strives to conserve the heritage attributes of the heritage building at 378 Queen

Street West while introducing a contemporary form inspired by the area's history. This strategy is guided by the intent of policies and guidelines contained in the Queen Street West HCD Plan and King-Spadina HCD Plan (under appeal). The focal point of the proposed development will be the heritage structure, which will function as a landmark podium for the transit station and the TOC building. Pulling the mass of the addition towards the Spadina Avenue frontage will conserve the three-dimensional integrity of the heritage structure when viewed from the public realm along Queen Street West.



**Figure 32:** North Site - Heritage Key Moves



### 4.2.4 Pedestrian Experience & Circulation

The design approach for the proposed developments prioritizes pedestrian circulation around and through the TOC site and provides direct, accessible connections to and from the below-grade station. As a result, each development contributes to a human-scale and pedestrian friendly streetscape along all major streets.

The base building for the north site maintains the existing line of setback, resulting in generous curb-to-building face widths of nearly 10.0m on

Queen Street West and 6.0m along Spadina Avenue. These dimensions provide for pedestrian sidewalk widths exceeding the City standard of 2.1m, ensuring sufficient capacity to accommodate the higher pedestrian volumes associated with the station. Loading access is provided off Bulwer Street away from major streets to reduce potential conflicts between vehicles and pedestrians. Vehicle access to the station is provided via lay-by on-street parking on Spadina Avenue.

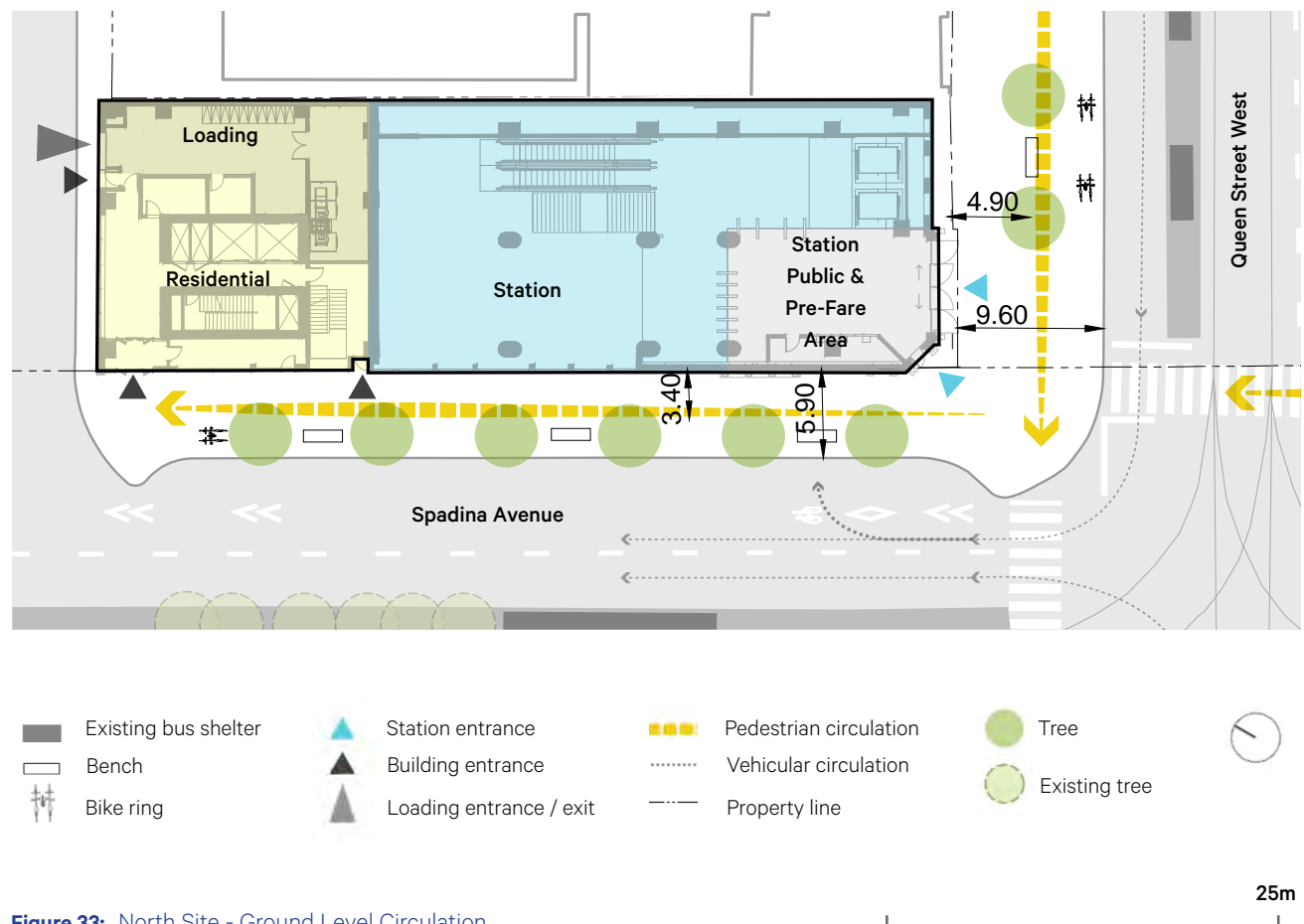
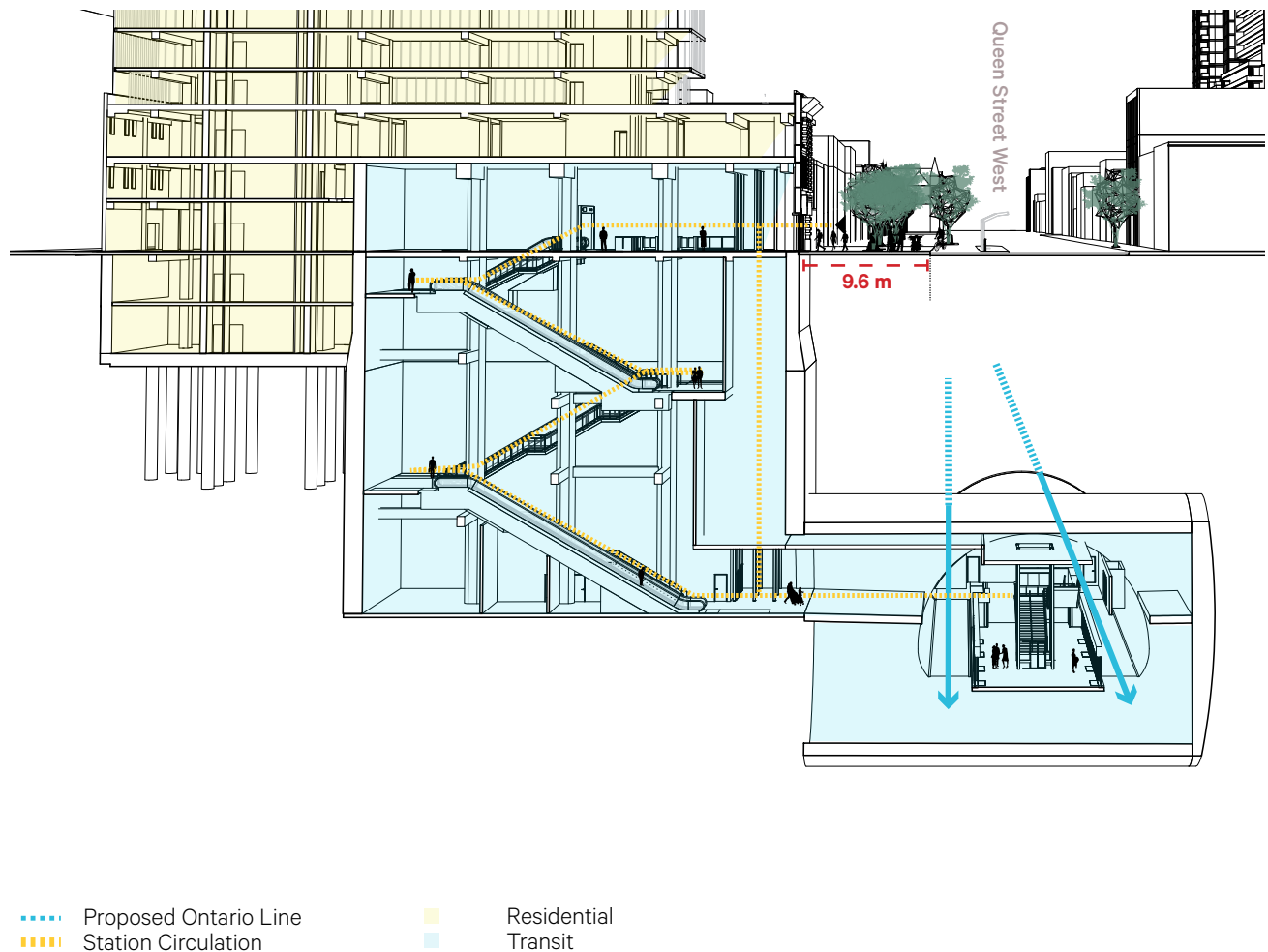


Figure 33: North Site - Ground Level Circulation

Access to the station is provided via a prominent entrance along Queen, where adequate spill-out and higher volume passenger flows can be accommodated. In terms of pedestrian experience, the heritage building frames the public realm along major frontages with active uses located at-grade to maximize visual interest and animation.

glazing is proposed to wrap the station at-grade, increasing passive overlook and activation. Along Queen Street, the station introduces new glazing in the form of a sliding door, increasing passive overlook and animating the space as well as serving the functional requirement of accommodating higher pedestrian volumes associated with the station.

Along Spadina Avenue, full height transparent



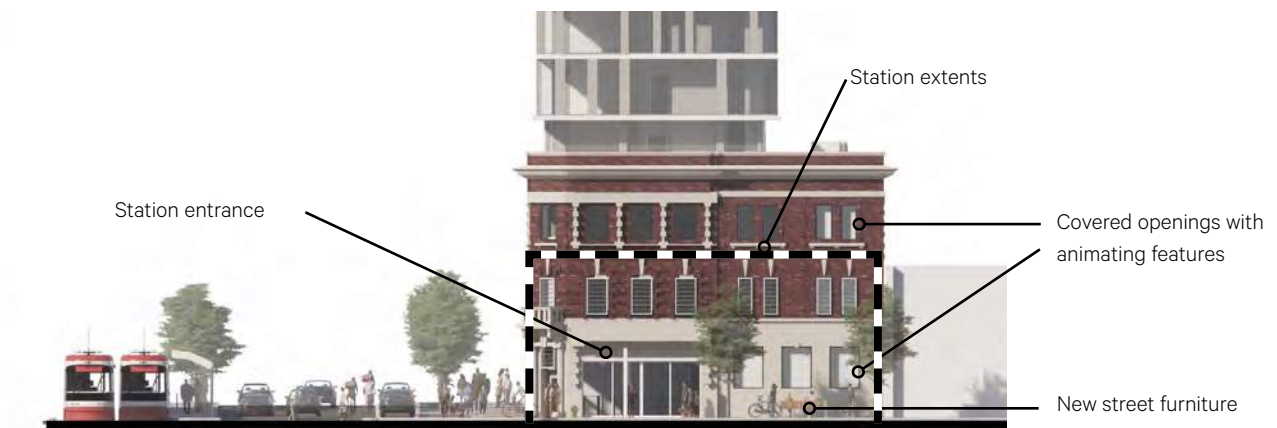
**Figure 34:** North Site - Circulation Section (looking east from Spadina Avenue along Queen Street West)

All existing openings are expected to be conserved in line with the indicative heritage design strategy. Where existing windows are covered due to station requirements, design elements and/or architectural features are anticipated to maintain the visual appearance

of transparent glazing or incorporate animating elements, such as signage, provided that these elements meet the intent of applicable heritage policy and are compatible with the heritage attributes of the building and the district.



**Figure 36:** North Site - Pedestrian Experience Elevation (Spadina Avenue)



**Figure 35:** North Site Elevations- Pedestrian Experience Elevation (Queen Street West)



### 4.2.5 Landscape

Reflecting on the importance of the Queen and Spadina intersection as the meeting point between two Great Streets in the Downtown Plan, the proposed development includes streetscape improvements designed to reinforce the important role that these streets play in public life and the economic health of the city.

The landscape design for the north site proposes a net increase in the number of street trees, the use of high-quality street paving and the introduction of street furniture and

bicycle infrastructure. Shade in proximity to the TOC and the station is provided by tree canopy comprised of 8 street trees. In total, the design proposes 5 locations for new street furniture as well as 3 spaces for new bike rings. As part of the sustainable principles of the landscape design, green roofs have been proposed to mitigate the effects of urban heat island, increase urban biodiversity by providing habitat for wildlife, improve stormwater management by reducing runoff and provide a more aesthetically and healthy environment to live and work.

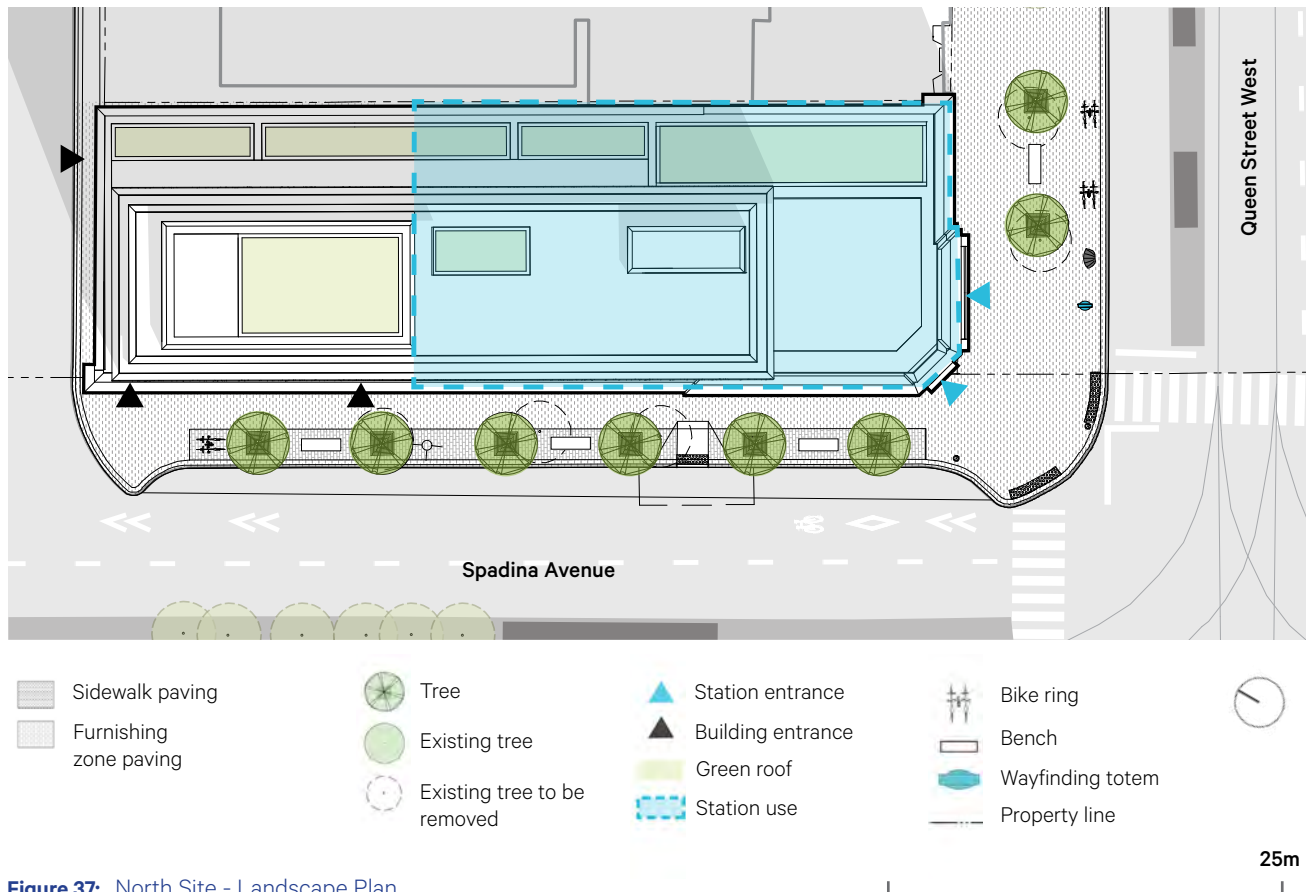


Figure 37: North Site - Landscape Plan

## 4.3 South Site

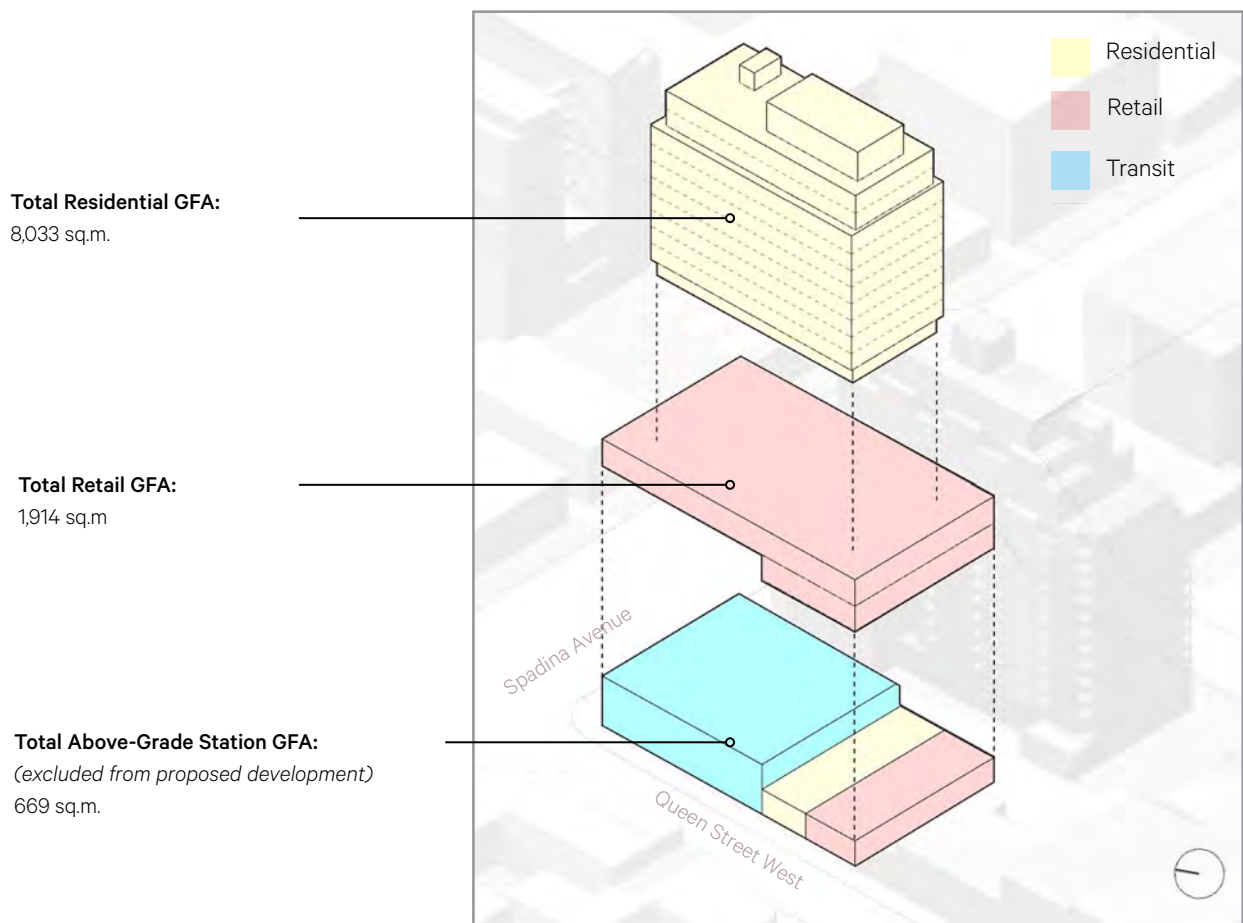
### 4.3.1 Program

The proposed program on the south site offers a mix of residential, transit and flexible non-residential uses. Following line-wide principles related to accessibility and wayfinding, the transit concourse is again located immediately at the intersection with entrances off both Queen Street West and Spadina Avenue.

The design strives to animate the ground plane by locating active uses at-grade. In response to Queen Street West's designation as a Priority Retail Street in Downtown, a small-scale retail space is provided at-grade with direct access to

Queen Street West at the westernmost edge of the site. The primary residential entrance and lobby is provided between this space and the transit concourse.

At levels 2 and 3, additional flexible non-residential GFA is provided via adaptable floor plates that create potential opportunities for fine-grain retail, office, or community/institutional uses. Residential uses are provided on all floors above, providing a total of approximately 122 units and targeting a minimum 25% larger sized units (2 and 3-bedrooms).

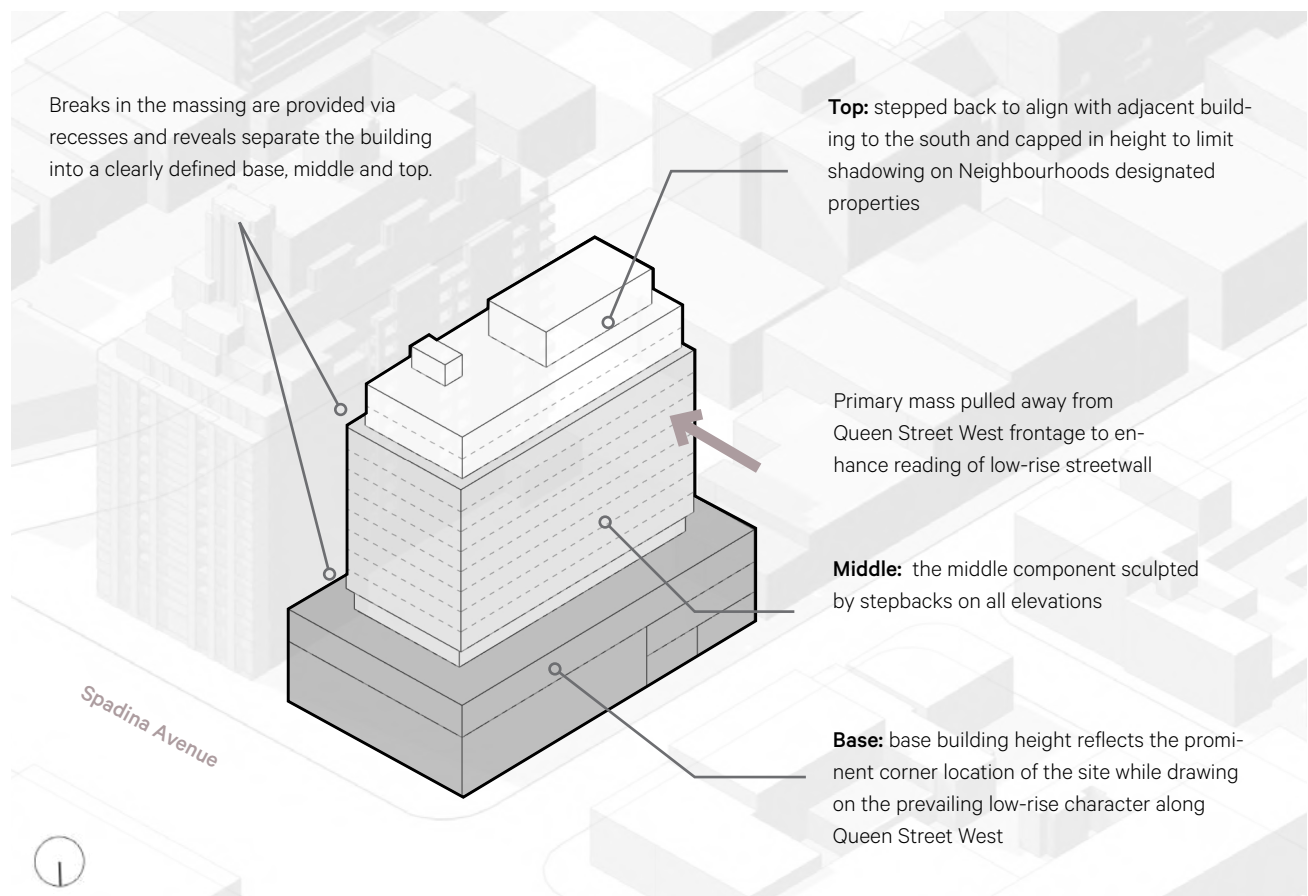


**Figure 38:** South Site - Program

### 4.3.2 Massing

Similar to the north side of Queen, the massing for the proposed development references both the identity-defining, low-rise character found along Queen Street West and the historic, mid-rise commercial detached typology characteristic of the King-Spadina area. Collectively, the proposed development consists of a 3-storey (13m) base building topped by a taller mid-rise component with an average floor plate of roughly 800 sq.m., which extends up to the maximum height of 14-storeys (52.7m inclusive of mechanical penthouse). The design approach again pushes the bulk of the mass away from street facing frontages to confer visual prominence to the

transit concourse located immediately at the corner and to reinforce the base building's relationship to varying built form contexts along Spadina and Queen Street West. Above the base, the middle component mirrors a symmetrical, commercial detached form characteristic of the King-Spadina area, and the built context along Spadina Avenue in particular. Components are clearly differentiated via recesses and reveals that create visual interest, resulting in a less visually overbearing appearance viewed from the public realm.



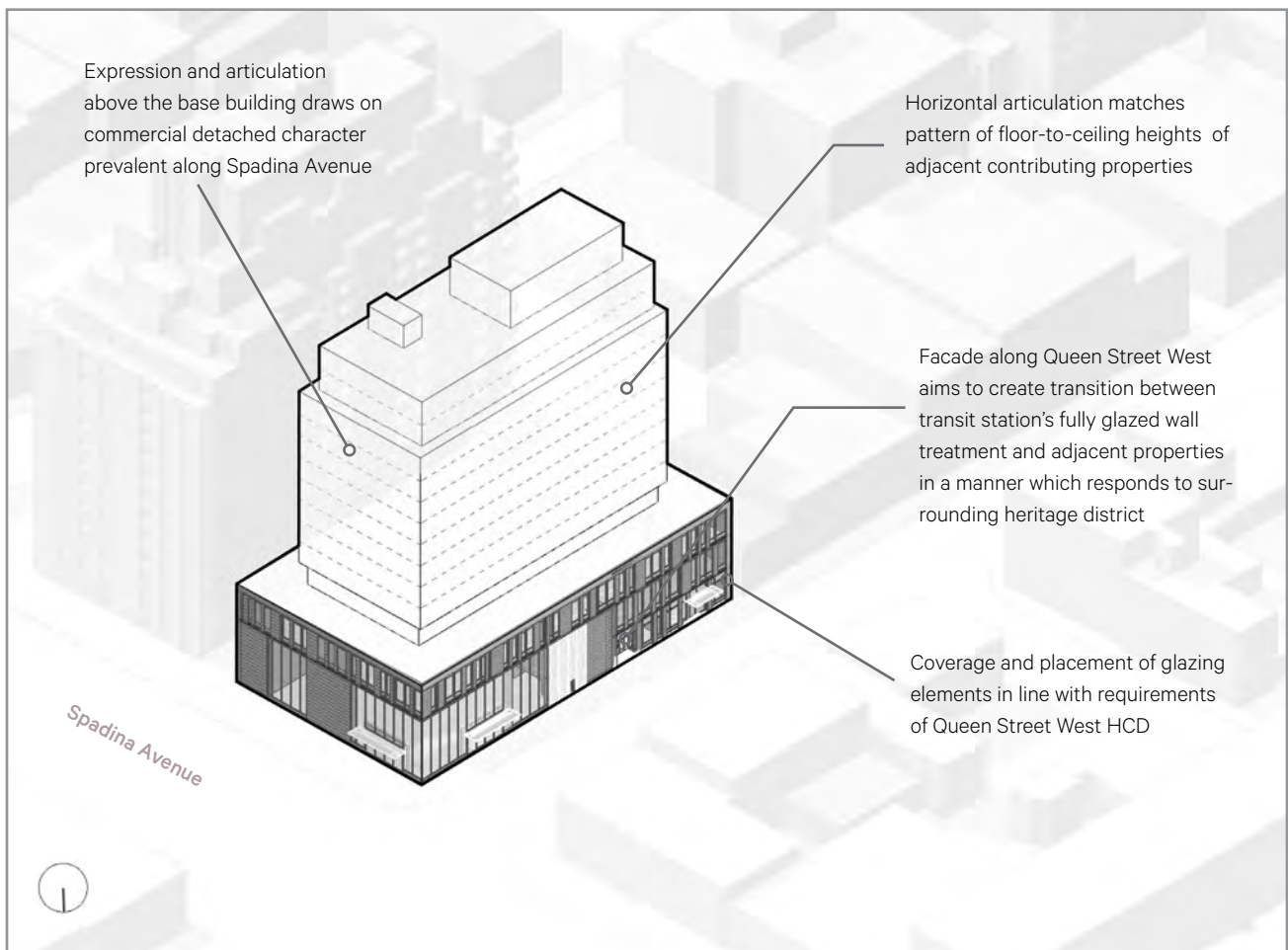
**Figure 39:** South Site - Massing



### 4.3.3 Heritage

The south site is comprised of three contributing and two non-contributing properties within the Queen Street West HCD. Due to station construction and staging requirements, it is anticipated that the new Queen-Spadina station will result in the demolition of the three contributing properties (to be coordinated through a separate heritage review process). As such, the proposed heritage strategy for the proposed development will focus on the interpretation of key attributes from both the King-Spadina and Queen Street West heritage districts.

This strategy is informed by guidelines outlined in the Queen Street West HCD Plan as well as the King-Spadina HCD Plan (under appeal). Similar to the north site, the following description is intended to demonstrate an indicative heritage strategy, with the final strategy to be coordinated through later phases of the work. Ultimately, it is anticipated that the final design and implementation of this heritage strategy will be determined in coordination with the City and other stakeholders.



**Figure 40:** South Site - Heritage Key Moves

The overall design strives to introduce a contemporary building that does not mimic a particularly historic architectural style but that is nonetheless sympathetic, complementary and deferential to heritage attributes of the respective districts.

As a discreet response, particular emphasis will be placed on interpreting the characteristic attributes of the district through the vertical and horizontal articulation of the base building, given the relationship that this component forms with adjacent contributing properties. Accordingly, the design of this base building will interpret the rhythm of solids and voids along Queen Street West through the use of contrasting materials and detailing.

An articulated brick screen brings a warm materiality consistent with the neighbouring facades. Openings on the upper levels are reduced to around 50% as compared to the street level at around 80% glazing. On level three the windows are smaller and more vertical in form, consistent with the adjacent buildings. The horizontal roof line responds to the Queen Street streetscape.

As a whole, the building will be expressed through a solid and durable materiality, referencing materials and patterns that are characteristic of the area while still providing a visual contrast from adjacent contributing properties. Detailing of architectural features and elements should incorporate high-quality materials that contribute to the overall character of the district.

### 4.3.4 Pedestrian Experience & Circulation

The proposed development strives to preserve and enhance connectivity around and through the site, prioritizing pedestrian circulation and providing direct, accessible connections to and from the below-grade station. At ground-level, the proposed development provides for curb-to-building face dimensions of 6.4m and 3.3m along Spadina Avenue and Queen Street West

respectively, ensuring a minimum pedestrian clearway width of 2.1m in line with City of Toronto standards. Combined residential and retail loading access is provided along Graffiti Alley where appropriate measures will be implemented to reduce potential conflicts between vehicles and pedestrians.

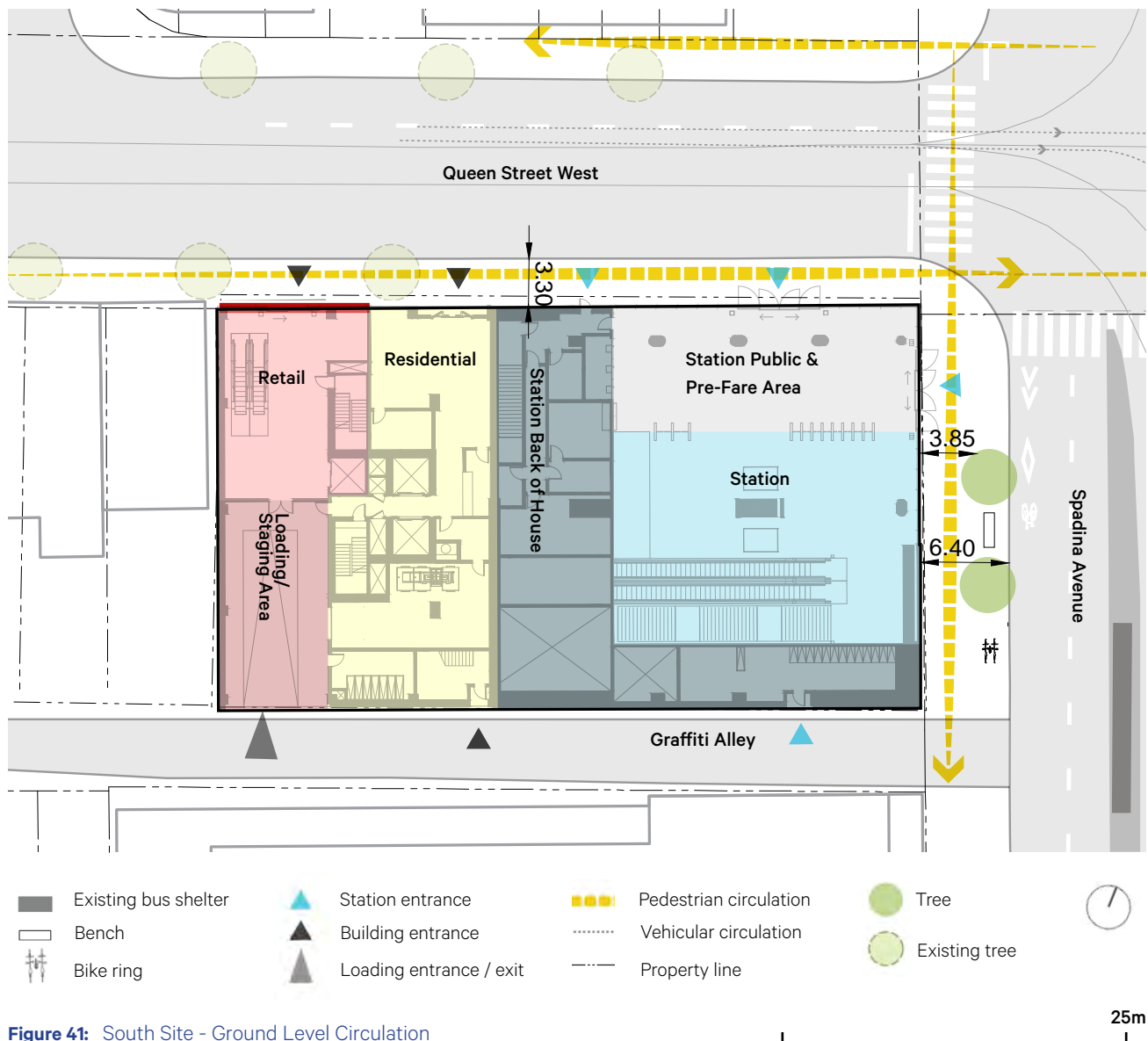
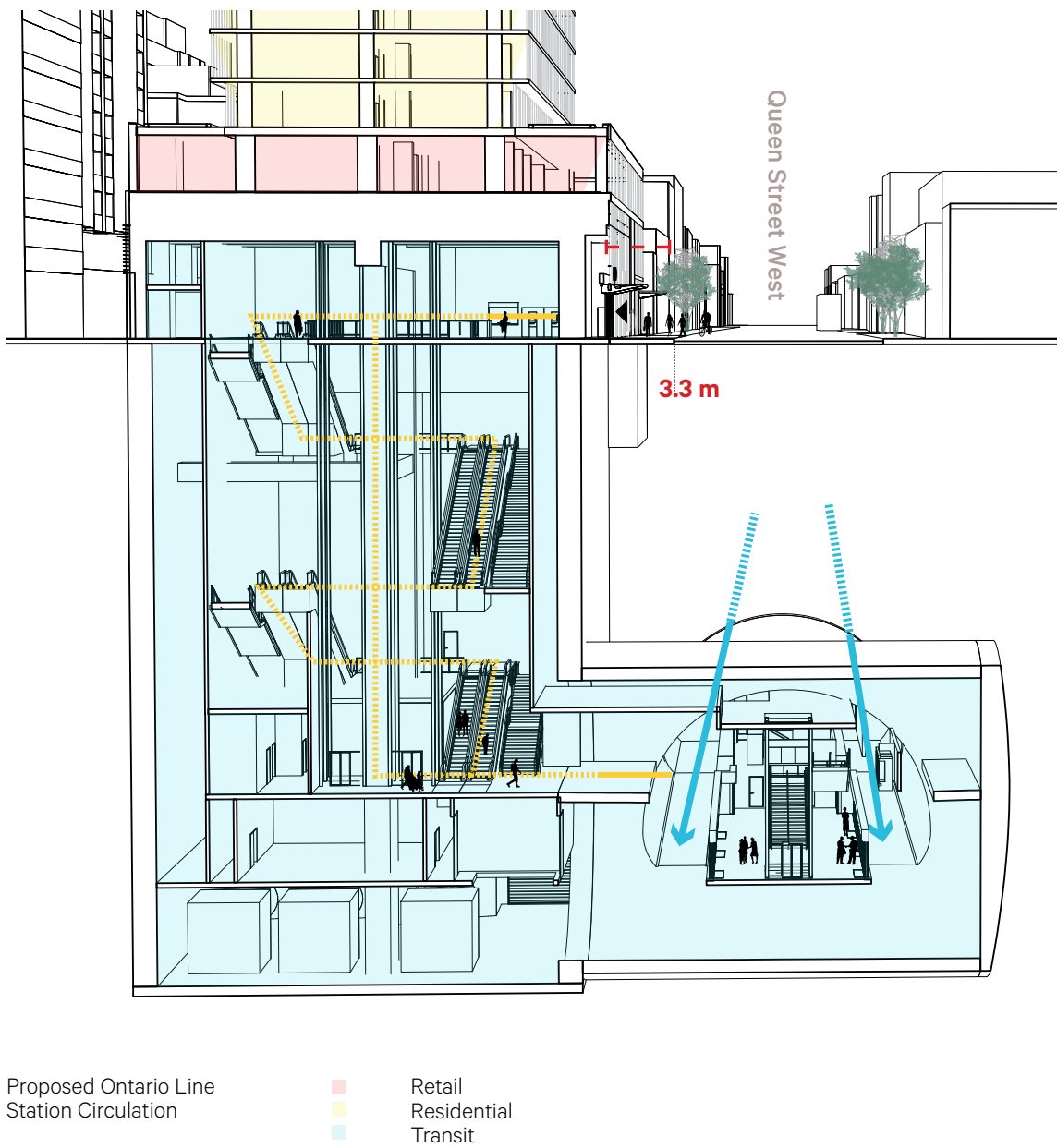


Figure 41: South Site - Ground Level Circulation



Access to the station is provided via prominent entrances along Queen Street West and Spadina Avenue, where adequate spill-out and higher volume passenger flows can be accommodated. To ensure adequate room for passenger

circulation around and through the proposed development, the design of the station includes a generous, internal public paid/unpaid fare zone providing weather-protected connectivity through the development.



**Figure 42:** South Site - Circulation Section, looking west from Spadina Avenue along Queen Street West

From a public realm perspective, the base building will reflect the established scale and proportion of the Queen Street West HCD, framing a human-scale and pedestrian friendly streetscape that is a defining feature of the district.

Active ground floor uses and at-grade glazing will be provided on all street facing frontages to maximize visual interest and animation. Weather protection, glazing and wayfinding totems increase the legibility of the station and help orient passengers and pedestrian flows.



**Figure 44:** South Site - Pedestrian Experience Elevations (Spadina Avenue)



**Figure 43:** South Site - Pedestrian Experience Elevations (Queen Street West)

### 4.3.5 Landscape

The landscape design for the south site proposes to maintain the existing tree canopy, consisting of five street trees and introduces new street furniture outside the Spadina entrance to the station. A green roof area is proposed for the roof and level 4, which will incorporate a palette

of materials and native species that are low maintenance and consume less water. In addition to green roof areas, private terraces for residents and exterior amenity space will be provided on level 4.

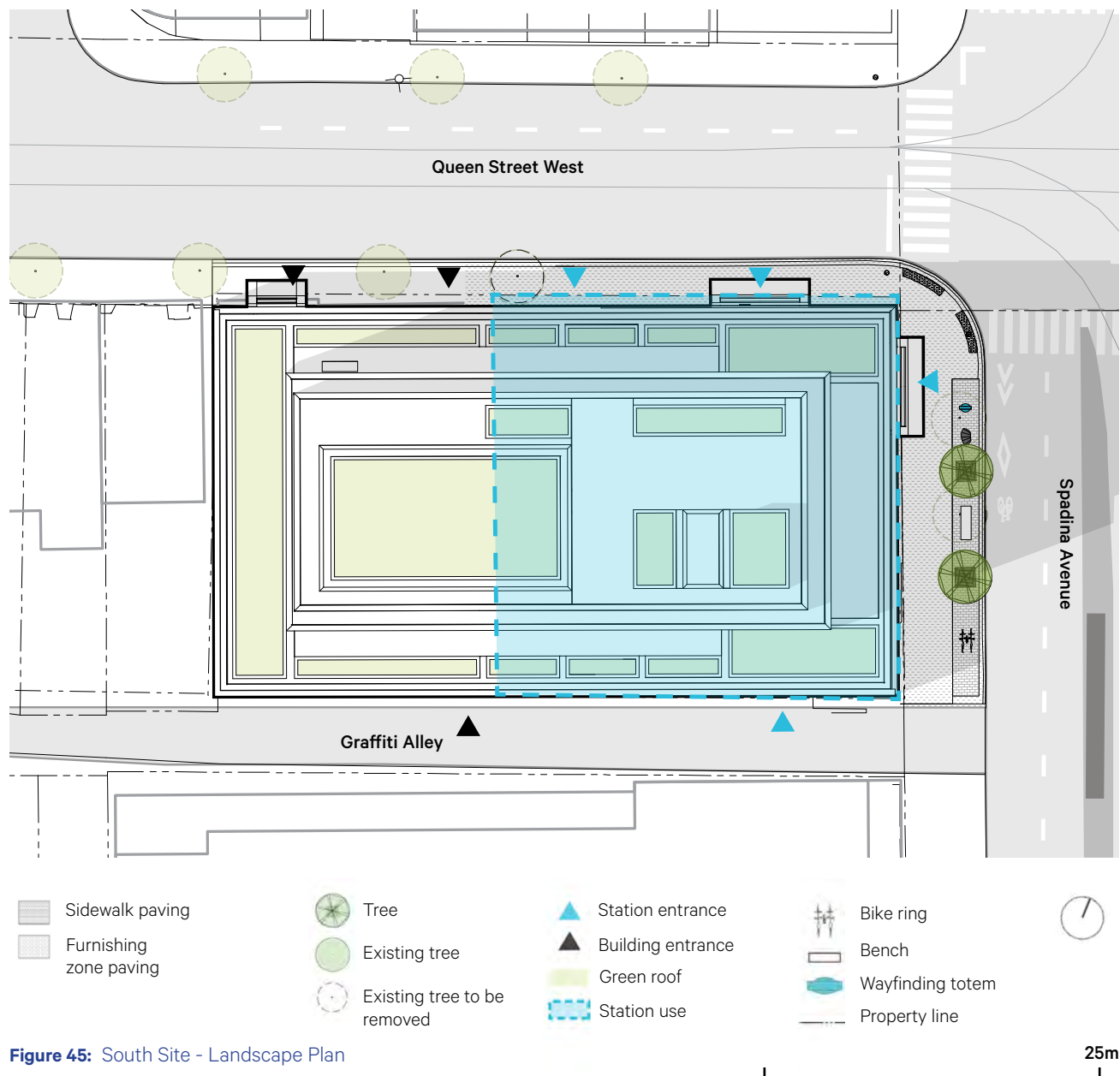


Figure 45: South Site - Landscape Plan



# 5.0 Policy Review

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- 5.1 Provincial Policy and Legislation**
- 5.2 Municipal Policy**
- 5.3 Other Municipal Policy / Regulatory Considerations**
- 5.4 Municipal Study Considerations**
- 5.5 Municipal Zoning**
- 5.6 Heritage Conservation Districts**
- 5.7 Design Guidelines**
- 5.8 Other Considerations (Non-Statutory)**

## 5.0 Policy

Section 5 provides a detailed overview of the planning policy and regulatory framework that applies to the proposed TOC developments at Queen-Spadina station. The planning policy and regulatory framework consists of a hierarchy of documents and plans that implement Provincial direction for land use and development according to the Planning Act, starting Province-wide with the Provincial Policy Statement and ending with site-specific by-laws and guidelines. As noted in Section 2.0, TOC Developments will have

regard for matters of Provincial interest, policy and legislation and consideration for the intent of municipal plans, by-laws and guidelines. This section introduces each of these documents, provides a summary of policies applicable to the station site, and describes how the proposed TOC developments have substantial regard for and meet the intent of these documents. This section also discusses how the proposed developments responds to specific policy requirements.



**Figure 46:** Illustrative Render - looking south along Spadina Avenue, towards Queen Street West

## 5.1 Provincial Policy and Legislation

Under the Planning Act, the Province issues province- and region-wide policy documents that establish priorities and strategies for responsible management of our land and resources. Both proposed developments at Queen-Spadina respond to matters of Provincial interest and reflect the intent of Provincial policy and legislation.

### 5.1.1 The Planning Act (1990)

The Planning Act, R.S.O. 1990, c. P.13 is the central piece of legislation governing matters related to land use planning in the Province of Ontario. The act provides the basis for the consideration of stated Provincial interests, and requires all Provincial and municipal planning decisions to have regard for these interests. It provides the basis for a range of tools and mechanisms through which municipalities may control and regulate land use and development.

*The proposed developments have regard for matters of Provincial interest as outlined in Section 2, including: the orderly development of safe and healthy communities (S.2.h), the adequate provision and distribution of educational, health, social, cultural and recreational facilities (S.2.i); the adequate provision of a full range of housing, including affordable housing (S.2.j), the adequate provision of employment opportunities (S.2.k); the appropriate location of growth and development (S.2.p); and the promotion of built form that is well-designed, encourages a sense of place, and provides for public spaces that are high quality, safe, accessible, attractive and vibrant (S.2.r).*

### 5.1.2 Provincial Policy Statement (2020)

The 2020 Provincial Policy Statement (“the PPS”), issued under Section 3 of the Planning Act, provides policy direction on matters of Provincial Interest related to land use planning and development in order to enhance the quality of life for all Ontarians. The latest update to the PPS was carried out as part of the More Homes, More Choice: Ontario’s Housing Supply Action Plan and came into effect on May 1, 2020.

The objectives of the PPS are to promote a framework for the development of a clean and healthy environment and to ensure long-term economic prosperity and social well-being for all Ontarians. The Planning Act requires that all planning decisions be consistent with the PPS.

The PPS directs growth and development to occur within settlement areas, where development patterns are to be based on densities and a mix of land uses that efficiently utilize land and resources, (1.1.3.2.a), and support the use of transit and active transportation (1.1.3.2.e, 1.1.3.2.f). The PPS emphasizes that intensification be directed to these areas in order to make use of available and planned infrastructure and public facilities (1.1.3.3, 1.1.3.2.b). Furthermore, the PPS promotes the integration of land use planning, growth management, transit-supportive development, intensification and infrastructure planning to achieve cost-effective development patterns, optimization of transit investments, and standards to minimize land consumption and servicing costs (1.1.1.e).



Residential development is required to be transit-supportive, with a priority placed on intensification in proximity to transit corridors and stations (1.2.4.d). Planning authorities are required to plan for an appropriate range and mix of housing options and densities (1.4.1), including directing the development of new housing towards locations where appropriate levels of infrastructure and public service facilities are or will be available to support current and projected needs (1.4.3.c). Additionally, the PPS directs municipalities to provide opportunities for a diversified economic base, as well as a range of employment and institutional uses as a component of compact, mixed-use development (1.3.1.a).

The PPS encourages the creation of healthy, livable and safe communities (1.1.1) through the planning and provision of public spaces, open space areas and recreational facilities which foster social interaction, active transportation and community connectivity (1.5.1.a, 1.5.1.b).

The PPS also includes policies that speak to the importance of cultural heritage and archaeology. Specifically, that significant built heritage resources and cultural heritage landscapes are to be conserved (2.6.1). When considering development of properties adjacent to protected heritage properties, the PPS stresses the importance of heritage evaluation, and the demonstration that identified heritage attributes will be protected and conserved. Planning authorities are encouraged to engage

with Indigenous communities and consider their interests in the promotion of archaeological and cultural management plans (2.6.3, 2.6.4, 2.6.5).

*The proposed developments are consistent with the Provincial Policy Statement and supports relevant policy objectives related to growth management, land use, housing, and employment. Together these represent a form of intensification that is encouraged by the PPS, which will result in a mix of uses and higher densities of development in an appropriate location—at a higher order transit station within an urban area. The proposed developments represent an efficient use of land, resources, and both existing and planned infrastructure.*

*The proposed developments will contribute to social well-being and economic prosperity by introducing new, transit-supportive housing options and employment opportunities in one of the fastest-growing areas of downtown Toronto. The site's integration with a future subway stop and proximity to existing surface transit connections will encourage the uptake of public transportation and help decrease reliance on the private automobile.*

### 5.1.3 A Place to Grow: Growth Plan for the Greater Golden Horseshoe (2020)

A Place to Grow: Growth Plan for the Greater Golden Horseshoe, 2020 (“the Growth Plan”) is the Ontario government’s plan for growth and development within the Greater Golden Horseshoe. The Growth plan is intended to support economic prosperity, protect for the environment, and help communities achieve a

high quality of life. Building on the foundation of the PPS, the Growth Plan provides specific policy direction for the Greater Golden Horseshoe. Under Section 3(5) of the Planning Act (1990), all decisions on planning matters are required to conform to the Growth Plan.

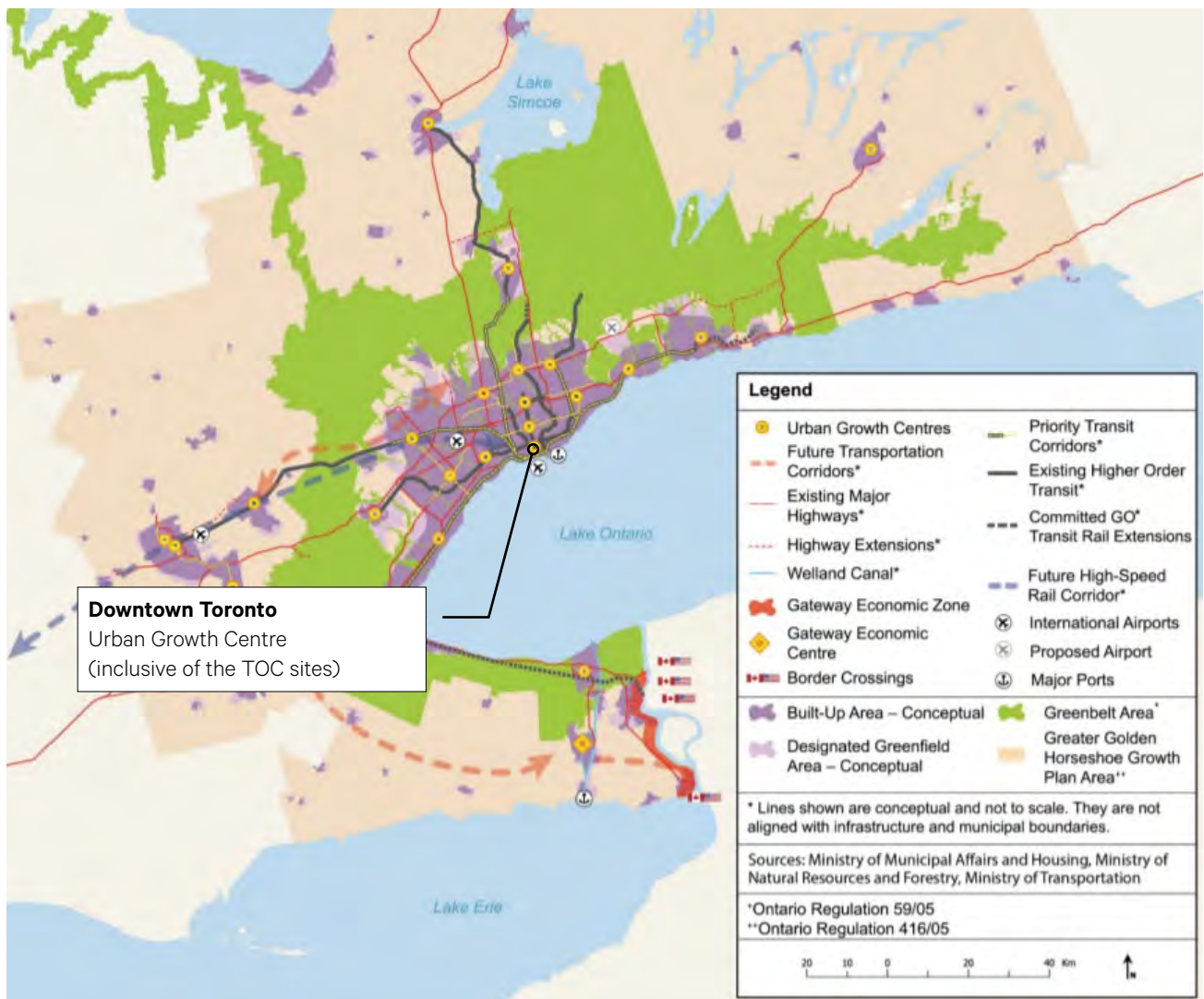


Figure 47: Growth Plan (2020) Schedule 2 - Concept

The most recent version of the Growth Plan came into effect on August 28, 2020. This new plan replaces the previous Growth Plan for the Greater Golden Horseshoe, 2019.

At a high-level, the Growth Plan emphasizes the creation of complete communities which support healthy and active living; the promotion of transit supportive intensification and the efficient use of land and infrastructure; protection of the natural environment and climate change resilience; a strong and vibrant economy; and the need to provide a full range of housing options. The plan prioritizes intensification within built up (established) areas, specifically to Strategic Growth Areas, areas targeted for reinvestment by the Province and municipalities, and which include Urban Growth Centres and Major Transit Station Areas. The Queen-Spadina sites are in both the Downtown Urban Growth Centre and an MTSA.

*“More than anything, the Greater Golden Horseshoe (GGH) will continue to be a great place to live, work and play. Its communities will be supported by a strong economy and an approach that puts people first. This approach protects the Greenbelt and will ensure a cleaner environment is passed on to future generations. A Place to Grow will support the achievement of complete communities with access to transit networks, protected employment zones and an increase in the amount and variety of housing available.”*

*- 2019 Growth Plan Vision Statement*

Section 2 of the Growth Plan outlines the process for coordinating the planning and management of growth. To facilitate this process, minimum growth forecasts to a planning horizon of 2051 are established for each municipality via Proposed Amendment 1 to Growth Plan (brought into effect on August 28, 2020). In the projected growth scenario, it is expected that the City of Toronto will need to accommodate 3,651,000 people and 1,979,000 jobs over this timeframe.

To manage this forecasted growth, the Growth Plan directs municipalities to promote a compact built form that makes efficient use of land and infrastructure (2.2.1.3.c). Intensification and growth within municipalities is intended to support the achievement of complete communities that:

- Feature a diverse mix of land uses (2.2.2.4.a)
- Improve social equity and overall quality of life (2.2.2.4.b)
- Provide a range and mix of housing options (2.2.2.4.c)
- Mitigate and adapt to climate change and contribute to environmental sustainability (2.2.2.4.f)
- Contribute to a vibrant public realm (2.2.2.4.e)

The Growth Plan further specifies that development in built up areas should expand convenient access to transportation options, public service facilities, open space and recreation



facilities, and healthy, local, and affordable food options (2.2.2.4.d).

As already mentioned, the Growth Plan directs the majority of growth to built up areas with a particular focus on identified Strategic Growth Areas, including Urban Growth Areas and Major Transit Station areas (2.2.1.2.c). Urban Growth Areas in the City of Toronto, such as Downtown and Central Waterfront area, are planned to accommodate significant population and employment growth (2.2.2.3.d). Policy 2.2.3.2 (d) specifies that a minimum gross density target of 400 combined residents and jobs per hectare be achieved for Downtown Toronto by 2031 or earlier. Estimates from the City of Toronto suggest that the density of Downtown Toronto was 388 people and jobs per hectare as of 2019 and was anticipated to exceed the minimum density target by 2021 based on current trends. Despite the potential impacts on these trends stemming from the COVID-19 pandemic, the City continues to anticipate that this target will be exceeded well before 2031.

With the introduction of higher-order transit at the intersection of Queen and Spadina, the TOC sites will fall directly within a new Major Transit Station Area (“MTSA”). The Growth Plan is supportive of further growth and intensification within all MTSAs to achieve transit-supportive densities (2.2.1.2.c.i, 2.2.2.4.2, 2.2.2.4.8). As a Major Transit Station Area on a subway, the lands around the station will be subject to 200 people and units per hectare (2.2.4.1). However, that is not to say that strategic growth areas are intended to accommodate a uniform level of intensification.

Policy 2.2.2.3(b) requires intensification areas to be planned to achieve an appropriate type and scale of development and transition of built form to adjacent areas.

Policy 2.2.4.9 provides direction that MTSAs should be planned for a diverse mix of uses, including additional residential units and affordable housing, while prohibiting development that would adversely affect the achievement of transit-supportive densities. This policy further stipulates that development will be supported through collaboration between public and private sectors, and encourages Municipalities to promote transit supportive growth by providing alternative development standards such as reduced parking rates. Additionally the Growth Plan supports multimodal transit connectivity in MTSAs, with a particular focus on the provision of infrastructure for active transportation, such as generous sidewalks, bicycle lanes, multi-use paths and secure bicycle parking (2.2.2.4.8.b). Section 2.2.6 of the Growth Plan includes direction regarding housing and complete communities. Upper and single tier municipalities, such as the City of Toronto, are to support housing choice and intensification through the provision of a diverse range of housing types, tenures and densities, including the establishment of targets for both affordable rental and ownership housing (2.2.6.1).

As stated previously, Complete Communities are envisioned as compact and transit supportive urban environments, able to accommodate the day-to-day needs of a diversity of residents and employees through all life stages. Growth Plan Policy 2.2.6.3 stipulates that multi-unit residential

development incorporate a mix of unit sizes so as to provide for a range of household compositions and income levels. Municipalities are instructed to support the development of complete communities by planning to accommodate forecasted growth projections and intensification targets, with due consideration for the existing range of available housing options, and with the intention of diversifying the overall housing stock across the municipality (2.2.6.2).

The Growth Plan also includes policy related to the management and protection of natural and cultural assets in the region as well as strategies intended to create a culture of conversation, awareness and climate change adaptation. Specifically, policy 4.2.10.1 directs municipalities to identify actions that reduce greenhouse gas emissions, including supporting complete communities and meeting minimum intensification targets as identified in Section 2. Further, the Growth Plan stipulates that cultural assets should be protected in order to foster a sense of place and benefit communities, particularly in Strategic Growth Areas (4.2.7).

*The proposed developments conform to the Growth Plan in that these developments promote transit-supportive density within an Urban Growth Area and Major Transit Station Area and present new opportunities to support the housing needs of a rapidly growing area. These developments are consistent with the intent of the Growth Plan to foster complete communities, encourage active living, and efficiently manage growth for a prosperous and sustainable future in the region. These developments support*

*intensification within Toronto's built-up area, increasing the residential and commercial uses on the site through the introduction of roughly 217 new residential units and 1,900 sq.m. of flexible commercial and/or community space.*

#### 5.1.4 2041 Regional Transportation Plan for the Greater Toronto and Hamilton Area (2018)

The 2041 Regional Transportation Plan (“the Transportation Plan”) was adopted on March 8, 2018 as a successor to The Big Move (2008), the first long-range transportation plan for the Greater Toronto and Hamilton Area (GTHA). The Transportation Plan supports the objectives and principles of the Growth Plan by setting out a blueprint for an integrated, multi-modal transportation system to manage growth, establish complete communities, and deliver sustainable transportation choices. The Transportation Plan establishes the vision for the regional transportation system to 2041, and guides the implementation of approximately \$30 billion of investment over the next 8 years.

The RTP’s vision for 2041 states:

*“The GTHA will have a sustainable transportation system that is aligned with land use, and supports healthy and complete communities. The system will provide safe, convenient and reliable connections, and support a high quality of life, a prosperous and competitive economy, and a protected environment.”*

The Transportation Plan identifies the Relief Line Subway, a precursor to the Ontario Line, as a key rapid transit project that will help meet the transportation needs of the region. A central pillar of the implementation strategy of the Transportation Plan is the need to integrate transportation and land use (Strategy 4). The Transportation Plan calls for enhanced integration of transit infrastructure with urban development, noting that the inclusion of commercial, residential and office uses is an “essential approach” to station development or redevelopment, and that greater consideration of development objectives is Transportation Plan underscores the need to have sufficient land use density at stations in order to ensure significant transit ridership. It recognizes that Major Transit Station Areas should be attractive locations for new employment, public institutions and regionally significant services, as well as prime opportunities for collaboration by public and private sectors to create transit-oriented developments that enhance transit service. The Transportation Plan advocates for the creation of a system of connected Mobility Hubs, which are Major Transit Station Areas at key intersection points on the Frequent Rapid Transit Network. They are positioned as connection points that integrate various modes of existing and planned transportation and can accommodate an intensive concentration of places to live, work, shop or play with elevated development potential.

Finally, the Transportation Plan acknowledges the importance of melding land use and

community design in achieving transit and active transportation-friendly communities. The plan includes a number of actions to significantly increase walking and cycling trips through a focus on achieving a safe, accessible and pedestrian-friendly public realm.

*The proposed developments support the objectives of the Transportation Plan. The proposed developments support greater transit-supportive densities at a planned transit station and potential future Mobility Hub. The introduction of more people and jobs in the area will support increased ridership volumes. The proposed developments support opportunities to live, work, shop and play and will create a landmark and destination within the already successful and attractive areas of Queen Street West and King-Spadina. Furthermore, the proposed developments will include connections with existing surface transit and other active transportation options, including existing bus and streetcar stops. The TOC program reinforces the Transportation Plan’s direction to consider development objectives in transit project planning and procurement processes; the TOC delivery model leverages partnerships between the public and private sector to capitalize on key sites and/or station areas with elevated development potential.*

## 5.2 Municipal Policy

Located along one of Toronto's most successful and well-known main streets, at the confluence of a number of the downtown's signature neighbourhoods, this area of the city is subject to a number of municipal planning, heritage, and community-led efforts all concerned with the successful evolution of the area. Accordingly, the proposed developments have been designed with consideration for the intent of municipal policy documents and guidelines.

### 5.2.1 City of Toronto Official Plan (2019)

The City of Toronto Official Plan ("the Official Plan") is the broad policy document for Toronto which provides a framework for the City's growth and redevelopment. Originally adopted by Council in 2006 and approved at the OMB in 2009, the current iteration of the Official Plan reflects a consolidation of amendments and policies in effect as of February 2019. The

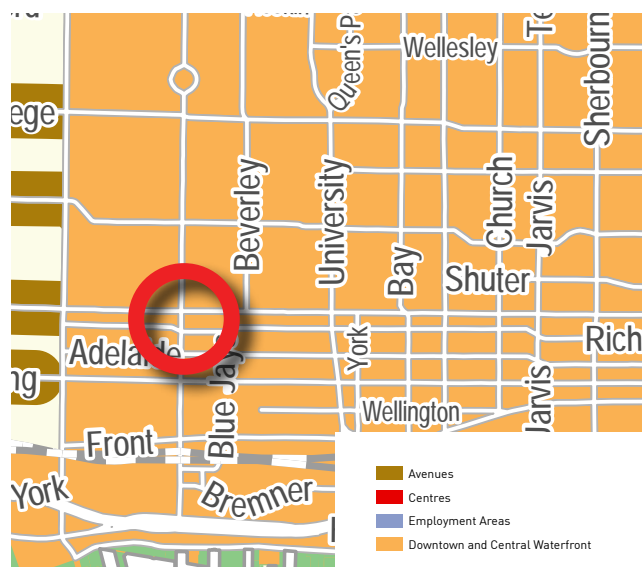


Figure 48: Official Plan Map 2 - Urban Structure

Official Plan outlines the comprehensive vision for the City, including its urban structure, land use designations, and directions for the future development of its human, built, economic and natural environments. The site is located within the Downtown and Central Waterfront and its land use designation is *Mixed Use Areas*. It is also subject to the Downtown Secondary Plan and the Queen Street West Heritage Conservation District and, is adjacent to the King-Spadina Secondary Plan (under appeal) and King-Spadina Heritage Conservation District (under appeal).

The Official Plan is undergoing a Municipal Comprehensive review, which will see the growth forecasts updated to be consistent with the new Growth Plan and will introduce a new suite of land use redesignations and policies to support these forecasts, including Employment Area conversion. More information on the MCR follows the discussion of the Official Plan policies (Section 5.3).

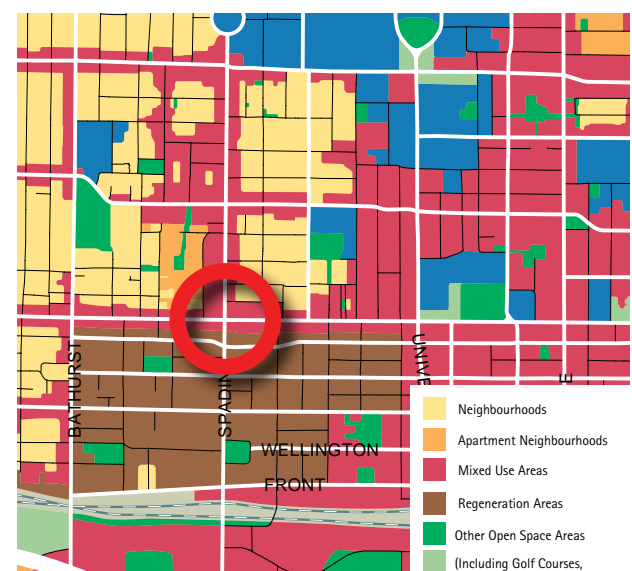


Figure 49: Official Plan Map 18 - Land Use



The following is a summary of relevant sections of the Official Plan and how the proposed developments responds to each section's intent.

## **CHAPTER 2: SHAPING THE CITY**

### ***Building a More Livable Region***

The Official Plan emphasizes the interconnected regional processes and conditions that affect the overall growth, prosperity and livability of the City of Toronto, including the broader regional economy, transportation system, and natural ecosystems.

The Official Plan recognizes that a coordinated approach across the GTA is required in order to accommodate expected growth and directs the City to work with regional partners and the Province to work together to address mutual challenges.

*As a mixed-use, transit-oriented project, the proposed developments support the achievement of stated objectives in Section 2.1.1, including: focusing urban growth into a compact pattern connected by a regional transportation system (2.1.1.a); making better use of existing urban infrastructure and services (2.1.1.b); reducing auto dependency and improving air quality (2.1.1.d); improving the regional economy (2.1.1.j); and increasing the supply of housing in mixed use environments (2.1.1.g).*

### ***Structuring Growth in the City: Integrating Land Use and Transportation***

Establishing a crucial link between land use and transportation planning, the Official Plan directs people and jobs to areas that are supported by public transit and infrastructure (2.2.1). These areas are depicted on Map 2 of the Official Plan, which includes the Downtown, including the Central Waterfront, Centres, Avenues and Employment Areas. Growth in these areas is intended to:

- use municipal land, infrastructure and services efficiently (2.2.2.a);
- concentrate jobs and people in areas well served by surface transit and rapid transit stations (2.2.2.b);
- promote mixed use development to increase opportunities for living close to work and to encourage walking and cycling for local trips (2.2.2.d);
- offer opportunities for people of all means to be affordably housed (2.2.2.e);
- facilitate social interaction, public safety and cultural and economic activity (2.2.2.f);
- improve air quality, energy efficiency and reduce greenhouse gas emissions (2.2.2.g); and
- protect neighbourhoods and green spaces from the effects of nearby development (2.2.2.h).

Furthermore, the Official Plan protects for the integrity and future expansion of the City's transportation network through the designation of planned public right-of-way widths, higher order transit corridors, and the surface transit priority network (Maps 3, 4 & 5). New development on lands adjacent to existing or planned transportation corridors and facilities is required to be compatible with, and supportive of, the long-term purposes of the corridors and facilities and be designed to avoid, mitigate or minimize negative impacts on and from the transportation corridors (2.2.4). Together, the coordination of land use and transportation planning objectives will enable the achievement of municipal growth objectives and increase accessibility and mobility throughout the City (2.2.1).

*The proposed developments are located within the Downtown and Central Waterfront at the confluence of several existing surface transit routes. By combining mixed use intensification with a new, higher order transit station, the proposed developments will increase the availability of housing and employment opportunities in a dense, walkable, and transit supportive area of the city's Downtown, thereby supporting a greater uptake of transit use and active transportation.*

*Queen Street is identified as a Transit Priority Segment (Map 5) with a planned right-of-way width of 30m to the east of the sites, between Spadina and Beverley, and 20m to the west (Map 3). Spadina Avenue has a planned right-of-way width of 36m.*

### ***Downtown: The Heart of Toronto***

The Official Plan characterizes the Downtown as the driving engine and 'heart' of the City, and recognizes the significance of the Downtown in the overall growth, well-being and prosperity of Toronto. It notes that the Downtown is "Toronto's image to the world and to itself", representing the "oldest, densest, and most complex part of the urban landscape, with a rich variety of building forms and activities".

The Downtown policies implement the Growth Plan's policy intent and target for the corresponding Urban Growth Centre. Development in the downtown is expected to achieve a minimum combined gross density target of 400 jobs and residents per hectare (2.2.1.1.a) and contribute to the role of the Downtown as the premier employment centre in the GTA (2.2.1.1.b). To ensure that the City's downtown remains vibrant and lively new development will contribute to a full range of housing types and tenures. By ensuring a variety of housing options people can both live and work in the highly connected communities in the Downtown, reducing demand for in-bound commuting and relieving pressure on the overall transportation network (2.2.1.1.c).

Policy 2.2.1.4 states that this full breadth of housing options will be encouraged through residential intensification in *Mixed Use Areas* in the Downtown (2.2.1.4.a), among other measures. Continued investment into the Downtown public realm, including improvement of linkages between streets, parks, accessible open spaces, is also encouraged (2.2.1.2.a).

*The proposed developments will complement the existing urban fabric of the area while at the same time supporting growth within a compact, transit-connected centre. By creating opportunities to bring housing and transit options near the employment opportunities of the downtown core, the proposed developments will help cut down on the need for lengthy commutes between work and home, and allow people to live and work within the local area. It will incorporate a proportion of family-sized units and affordable units to help meet the housing needs of a diverse population.*

### **Bringing the City Together: A Progressive Agenda of Transportation Change**

Section 2.4 of the Official Plan expands upon the nexus between land use and transportation as covered in Section 2.2 and includes a full suite of policies encouraging increased uptake of sustainable transportation modes such as walking, cycling and public transit. It emphasizes making more efficient use of available infrastructure and reducing automobile dependency as Toronto moves towards “next generation” alternative transportation.

The Official Plan states that planning for new development will be undertaken in the context of reducing dependency on private vehicles and the impacts of such new development assessed in terms of the broader social and environmental objectives (2.4.4). To promote increased transit ridership, subway and underground light rapid transit stations will be integrated with multi-storey developments wherever technically feasible (2.4.5). For sites in areas well serviced by transit, consideration will be given to establishing

minimum density requirements in addition to maximum density limits, establishing minimum and maximum parking requirements, and limiting surface parking as a non-ancillary use (2.4.7). Additionally, the urban environment will encourage and support pedestrian movement for people of all ages and abilities through ensuring a convenient, direct and accessible network of pedestrian connections, particularly around transit stations and important community destinations (2.4.14.a).

*The proposed developments support active transportation and the integration of pedestrian and cycling infrastructure within the site and its surroundings, conforming to policies as laid out in the Official Plan.*

*The proposed developments will be directly integrated into the new Queen-Spadina Station of the Ontario Line and are in proximity to multiple streetcar lines and bus routes (including the 510 Spadina and 501 Queen), dedicated cycling routes and within a walkable street and block network.*

*The proposed developments will provide no dedicated parking for private vehicles, instead focusing on the provision of secure long-term bike storage and so contribute to reducing dependency on the car and promoting mobility via transit and active transportation.*

### CHAPTER 3: BUILDING A SUCCESSFUL CITY

Chapter 3 of the Official Plan contains policies aimed at improving quality of life in the City of Toronto with a focus on the built environment, the human environment, the natural environment, economic health and new neighbourhoods. Broadly speaking, these policies are intended to promote a more beautiful environment, healthy and vibrant communities and greater prosperity in the community. All development applications are to be evaluated against the policies and criteria in this Chapter. The preamble text to this Chapter notes the importance of conducting this evaluation in an integrated fashion, carefully balancing social, economic and environmental needs and priorities, which may result in the prioritization of certain elements of a development application over others. As discussed in detail in the following sub-sections, the proposed developments has been shaped by the overall objectives of this chapter and in consideration of the policies contained therein.

#### **Public Realm**

The public realm section of the Official Plan has been recently updated through Official Plan Amendment 479 – Public Realm (“OPA 479”), part of the City’s Five Year Official Plan Review conducted in 2011 and adopted by Council in December 2019. Although not included in the February 2019 consolidation of the City of Toronto Official Plan, these policies were approved by the Province on September 11, 2020 and are therefore in full force and effect.

The overarching objective of these updates is to strengthen and clarify existing policies on public realm. The Plan, as amended, recognizes the contribution of the public realm to Toronto’s cultural heritage and its fundamental role in defining urban form and character. To that end, the public realm policies contained in this section provide guidance on the roles and relationships between elements of the public realm, understood as all spaces to which the public has access (3.1.1.1). The general direction contained in this section is that public realm will:

- provide the organizing framework and setting for development;
- foster complete, well-connected walkable communities and employment areas that meet the daily needs of people and support a mix of activities;
- support active transportation and public transit use;
- provide a comfortable, attractive and vibrant, safe and accessible setting for civic life and daily social interaction; contribute to the identity and physical character of the City and its neighbourhoods;
- provide opportunities for passive and active recreation;
- be functional and fit within a larger network; and
- contribute to the City’s climate resilience (3.1.1.2).



To that end, the City intends to work in collaboration with its partners to “expand and enhance the public realm to support future and existing populations, contribute to a high quality of life of all ages and abilities, and anticipate growth and changing needs” (3.1.1.3). Consultation, partnership and collaboration with Indigenous communities is also explicitly encouraged in the planning and design of public realm elements (3.1.1.4).

As a whole, the Plan calls for a quality design and construction to be implemented for projects in the public realm (3.1.1.6). Specific areas of design and construction that this section addresses include:

- City streets that, following a Complete streets approach, balance the safe use of streets by all modes of transit, with streetscape elements and landscaping that promote their function and use (3.1.1.6);
- Connections through sites, whether public or privately owned, that expand the public realm and are designed for users of all ages and abilities (3.1.1.12);
- Sidewalks, boulevards and other pathways that are safe, attractive, interesting and comfortable secure for pedestrians and users of all ages and abilities (3.1.1.13-14);
- The preservation of healthy trees as a priority for all development (3.1.1.16);

- Parks and publicly accessible open spaces, including POPS, schoolyards, that prominent, visible, functional and accessible (3.1.1.19-20);
- Preservation of views and scenic routes (3.1.1.22-25); and,
- Public buildings that are situated on prominent, visible and accessible sites, including at street intersections, sites that end a street view and/or those that face an important natural / cultural feature (3.1.1.26).

*The proposed developments have been designed with consideration of the Plan’s public realm objectives and policies. Specifically, the proposed developments provide for enhanced streetscape improvements that will encourage a range of public-facing uses and activities, contributing to a safe, welcoming and vibrant public realm which supports a variety of uses and users throughout the day. Given that the proposed developments will house a prominent public and civic landmark in the form of a new transit station, strong emphasis has been placed on locating and designing the station entrances to promote their civic status.*

*A more detailed analysis and rationale for the design response of the proposed developments is provided in Section 4.0 of this report*

### **Built Form**

The Official Plan's section on built form has also recently been updated through Official Plan Amendment 480 – Built Form (“OPA 480”). OPA 480 was adopted and approved alongside OPA 479 and it is in full force and effect. This section, as amended, places renewed emphasis on ensuring that new development enhances livability and quality of life, expands the public realm, contributes to the overall quality of urban design in the city and, fits into, reinforces and strengthens the many diverse contexts and characters in Toronto.

The preamble notes that it is important that new development “be conceived not only in terms of the individual building site and program, but also in terms of how the site, buildings, and facades fit within the existing and planned context of the neighbourhood.” The Official Plan notes that the existing context refers to what exists now while, in growth areas such as the Downtown, the planned context generally anticipates change.

Building on these clarifications, new development is to be located and designed to fit with its existing and planned context. This is generally achieved by framing and supporting adjacent streets, parks and open spaces to improve safety, pedestrian interest and casual views (3.1.2.1). Performance criteria outlined in this policy stipulates that:

- buildings should be located to be parallel to streets and the edges of parks/open spaces. Buildings that are located on corners and

the ends of street corridors should give prominence to these spaces by ensuring appropriate frontages (3.1.2.1.a);

- providing additional setbacks or open spaces at significant locations (3.1.2.1.b);
- building entrances should be located on prominent building facades so that they front onto a public street, park or open space, are clearly visible and directly accessible from the public sidewalk (3.1.2.1.c);
- ground floor uses, clear windows and entrances should have views and access to adjacent streets, parks and open spaces wherever possible (3.1.2.1.d);
- mature trees should be preserved and incorporated into the development wherever possible (3.1.2.1.e); and,
- provide comfortable wind conditions and air circulation at the street and adjacent open spaces (3.1.2.1.f).

Further direction on new development stipulates that accessible open space will be provided where appropriate (3.1.2.2). The policy also directs new development to provide appropriate setbacks and separation distances from neighbouring properties and adjacent building walls containing windows in order to maintain privacy (3.1.2.3).

Generally, vehicle parking, vehicle access, service areas, and utilities should be consolidated in locations that minimize surface parking and other

impacts on the property as well as improving the safety and attractiveness of adjacent streets, parks and open space (3.1.2.4).

Development will be located and massed to fit within the existing and planned context, define and frame the edges of the public realm with good street proportion, and ensure access to direct sunlight and daylight through streetwall heights, setbacks and stepbacks (3.1.2.5).

Policies related to transition require that development provide good transition in scale within the development site and “between areas of different building heights and/or intensity of use in consideration of both the existing and planned contexts of neighbouring properties and the public realm” (3.1.2.6-7). Where development includes or is adjacent to a park or open space, the building(s) will provide good transition in scale to provide direct sunlight and daylight to these spaces (3.1.2.8).

Development should generally improve the public realm and promote civic life through building design, providing amenity for pedestrians in the public realm and incorporating high-quality facade design that contributes to pedestrian scale, responds to context and ensures grade relationships to and from the public realm (3.1.2.9-10). In addition, residents of new multi-unit residential buildings must have access to both indoor and outdoor amenity spaces, with a focus on outdoor spaces such as balconies, terraces, courtyards and rooftop gardens, while non-residential buildings are encouraged to include indoor and exterior amenity space (3.1.2.11-13).

*The buildings within the proposed developments are massed to define the street edge along Spadina Avenue, Queen Street West and Bulwer Street in good proportion. All public entrances area located in prominent and highly-visible locations accessible from the public right-of-way. Vehicle servicing areas are consolidated off major streets in an effort to reduce vehicular access points and minimize potential conflicts with the pedestrians. The proposed developments create appropriate transitions in scale through the use of stepbacks of tall building elements from adjacent properties and street facing frontages. It also focuses on providing functional, comfortable and enjoyable indoor and outdoor amenity spaces, including the provision of private terraces.*

*A more detailed analysis and rationale for the design response of the proposed developments is provided in Section 4.0 of this report.*

### **Building Forms: Tall and Mid-rise Buildings**

Some of the most significant additions contained in OPA 480 including the further elaboration of building types in section 3.1.3 to include Townhouses/Low-Rise Apartments and Mid-Rise Buildings and to clarify policy on Tall Buildings.

New and modified policies reaffirm the distinction between mid-rise and tall buildings as generally defined by the width of the right-of-way, with tall buildings representing those buildings with heights greater than this width and mid-rise buildings being those with heights generally no greater than the width of the corresponding right-

of-way (3.1.3.4.a, 3.1.3.5 & 3.1.3.7). These policies generally follow performance standards contained in city guidelines for each respective building type and broadly aim to advance the following objectives:

- Maintain and reinforce good street proportion and pedestrian scale;
- Allow for daylight and open views of the sky;
- Limit shadow impacts on the public realm and surrounding properties;
- Provide for appropriate facing and separation distances to ensure privacy; and,
- Reduce the physical and visual impacts onto the public realm

The Official Plan notes that mid-rise buildings are a transit-supportive form of development that provide a level of intensification between low-rise and tall building forms. These buildings are identified as providing a good transition in scale that has predictable impacts on adjacent low-scale uses. Tall buildings, by comparison, are desirable in the right locations and can function as important city landmarks but come with a greater potential impact on adjacent streets, parks and neighbourhoods. Accordingly, additional built form principles are provided to ensure that these buildings fit in their existing and/or planned context and limit local impacts.

Policies 3.1.3.8-12 instruct that tall buildings should be designed to consist of three parts that seamlessly integrate into a unified whole. These parts are:

- base building – designed to provide definition and support at an appropriate scale for adjacent streets, parks and open spaces, integrate with adjacent buildings, minimize the impact of parking and servicing uses;
- middle (shaft) – designed to provide a floor plate configuration and size that is appropriately dimensioned for the site; and,
- top – designed to contribute to the skyline character and integrate roof top mechanical systems into the design.

Policy 3.1.3.11 describes key design considerations specific to tall buildings intended to achieve the successful definition of these components:

- stepping back the tower from the base building;
- generally aligning the tower with, and parallel to, the street;
- limiting and shaping the size of tower floorplates above base buildings;
- providing appropriate separation distances from side and rear lot lines as well as other towers; and,
- locating and shaping balconies to limit shadow impacts.



*The proposed developments have been designed in consideration of the intent of both mid-rise and tall building policies, particularly in terms of maintaining and reinforcing street proportion and pedestrian scale and protecting and ensuring privacy, sunlight and skyviews through the use of setbacks.*

*While the proposed developments are closer in form to a mid-rise typology than a tall building, they nonetheless respond to the intent of tall buildings performance standards. The massing of both buildings consist of clearly defined base, middle and top components that provide for a more varied and less visually overbearing appearance. The proposed massings also incorporate height transitions that respond to the existing built form context, in this instance transitioning from the mid-rise context found along Spadina Avenue towards the identity-defining, low-rise character of Queen Street West.*

*A more detailed analysis and rationale for the design response of the proposed developments is provided in Section 4.0 of this report.*

### **Heritage Conservation**

Section 3.1.5 of the Official Plan underscores that growth and intensification must recognize and be balanced with the preservation and conversation of important heritage resources. Policies contained in this section are intended to ensure that significant cultural heritage values and

attributes of heritage properties are conserved and enhanced through new development. To facilitate the identification and protection of heritage properties, the City maintains a Heritage Register of all listed and designated (Part IV and V) heritage properties and Heritage Conservation Districts (3.1.5.1 & 2).

The proposed developments implicate four contributing properties located within the boundaries of the Queen Street Heritage Conservation District and are adjacent to the King-Spadina Heritage Conservation District (under appeal).

Any alterations, development and/or public works on or adjacent to properties on the Heritage Register is required to ensure that the integrity of the property's cultural heritage value and attributes will be retained (3.1.5.5). Similarly, site alterations, development, municipal improvements and/or public works that are carried out within or adjacent to Heritage Conservation Districts are assessed to ensure that the integrity of the district is conserved (3.1.5.32). In both instances, a Heritage Impact Assessments is the identified mechanism by which the City will assess new development proposals (3.1.5.5, 3.1.5.22-26 & 3.1.5.32).

Policies 3.1.5.26-29 provide further direction regarding development on or adjacent to properties on the heritage register. These policies require new development to conserve cultural heritage values, attributes and character of the

properties on the Heritage register and mitigate visual and physical impacts. In addition, the Official Plan encourages the adaptive re-use of properties on the Heritage Register for new uses (3.1.5.26).

*A heritage study assessing the potential impact of TOC developments on the integrity of the Queen Street West HCD will be finalized through future phases of the work and submitted under separate cover. Through the initial rezoning stage, the proposed developments have been designed with consideration for the objectives of the Queen Street West HCD and broadly strive to respect the integrity of adjacent contributing properties and the district as a whole.*

*On both sites, the proposed massing refers to established streetwall height and reinforces the identity-defining low-rise character along Queen Street West. The articulation of these buildings interprets the narrow rhythm of facades found along Queen Street West as well as the horizontal and vertical articulation of the “commercial detached” typology characteristic of Spadina Avenue.*

*On the north site, the preferred approach is the adaptive re-use of the existing building, which will be retention in situ where technically feasible. The new addition to this property will be massed and articulated to convey deference to the dominant heritage attributes of both the building and the district as a whole and to mitigate visual and physical impacts.*

*On the south site, it is anticipated that station construction will result in the demolition of three contributing properties. The massing strategy will draw upon and complement the identified attributes of the heritage character of the Queen Street West Heritage Conservation District. New construction will be massed and articulated to mitigate visual and physical impacts on adjacent contributing properties.*

*An analysis and rationale for the indicative heritage strategy for the proposed developments is provided in Section 4.0 of this report.*

*Due to staging and station construction requirements, it is anticipated that retention in-situ of some identified heritage structures in their entirety will not be technically feasible. As a result, these structures may need to be removed and reinstated. In addition, it is expected that the area requirements of Queen-Spadina Station headhouse on the south site will result in the demolition of three contributing properties. A justification for the design strategy of the station itself, and associated heritage response, is outside the scope of this rationale and will be provided through a separate heritage review process.*

## Housing

The Official Plan emphasizes that the City's quality of life depends on the ability to provide adequate and affordable housing for everyone. Policy 3.2.1.1 requires that a full range of housing be provided across the City. The full range of housing includes: ownership and rental housing, affordable and mid-range rental and ownership housing, social housing, shared and/or congregate-living housing arrangements supportive housing, emergency and transitional housing for homeless people and at-risk groups, housing that meets the needs of people with physical disabilities and housing that makes more efficient use of the existing housing stock. New housing supply that provides these housing options is encouraged through intensification and infill (3.2.1.2)

The Official Plan emphasizes the preservation of the existing stock of affordable rental housing in the city as well as the production of new private sector rental housing supply. Section 3.2.1 requires that new development on sites containing six or more rental units either: keep existing rental housing that have affordable and mid-range rents within the new development (3.2.1.5); or, where new development results in the loss of six or more rental units, replace and maintain the exact number, size, and type of rental housing units with similar rents to those in effect at the time of the redevelopment application (3.2.1.6). These rents must be maintained for a period of at least 10 years increased annually by not more than the Provincial Rent Increase Guideline. In addition, the Official Plan requires an acceptable tenant relocation and assistance plan addressing, "the

right to return to occupy one of the replacement units at similar rents, the provision of alternative accommodation at similar rents, and other assistance to lessen hardship" (3.2.6.iii).

*The proposed developments support these objectives by delivering roughly 217 new residential units through intensification and infill development, helping to bolster the housing stock in a rapidly-growing area of the City.*

*Based on an initial review of the TOC sites at Queen-Spadina station, there appears to be residential units within the existing buildings on both the north and south sites. The exact number, size, type or tenure of these units is not currently known. However, once this information is confirmed through later stages of the project, it is anticipated that a rental replacement agreement, and associated tenant relocation and assistance plan, may be required as part of the of the final development.*

*The proposed developments are also expected to increase the supply of affordable housing, contributing to the full range of housing options in this area of the city. Under emerging policy direction on inclusionary zoning, the proposed developments at Queen-Spadina station would be required to achieve a minimum of 5 to 10% (dependent on tenure) of the total new residential gross floor area to be secured as affordable ownership housing or affordable rental housing, due to their location within a strong market area. Although the proposed regulations are not in force and may be subject to change, the proposed developments at Queen Spadina*

*Station will include affordable housing. The exact amount or proportion of total development to be secured as affordable housing will be determined through further discussion with the City and other stakeholder groups. More details on the City's emerging Inclusionary Zoning framework are found in Section 5.4.*

### **Parks and Open Space**

Toronto's green space system, including parks and open spaces, the natural heritage system, and a variety of privately managed but publicly accessible spaces, is identified as a necessary element of city-building.

The policies contained in Section 3.2.3 are primarily intended to ensure that this system is maintained, enhanced and expanded through a variety of measures and mechanisms (3.2.3.1).

In conjunction with built form policies contained in Section 3.1, new development adjacent to parks and open space is required to minimize impacts, including shadows, noise, traffic and wind (3.2.3.5). Additionally, residential developments are required to dedicate 5% of lands for parks while all other developments are required to dedicate 2% for this purpose.

The Official Plan allows for an alternative parkland dedication rate of 0.4 hectares per 300 units for residential developments and the residential portion of mixed-use developments subject to certain criteria and conditions. Where site conditions are not ideal for on-site parkland dedication and if the City deems it appropriate,

cash-in-lieu or off-site replacement may be acceptable subject again to the satisfaction of certain criteria and conditions (3.2.3.5-9).

*Due to the constrained conditions of the site, the entirety of the parkland dedication for the proposed development will be provided as cash-in-lieu.*

### **Toronto's Economic Health**

Section 3.1.5 of the Official Plan provides policies regarding the City's economy. This section has been amended by OPA 231, the amendment implementing employment and economic healthy policy revisions borne during the previous (2011) Municipal Comprehensive Review. Some policies introduced through OPA 231 remain under appeal at LPAT and are therefore not in full force and effect however the majority of policies apply to any property save for those who filed an appeal to the amendment. New development is evaluated against the entirety of OPA 231's policies – both those in force and under appeal.

The new Economic Health policies place a strong emphasis on promoting transit-oriented employment growth (3.5.1.2a, 3.5.1.3.c, 3.5.1.6, 3.5.16). Policy 3.5.1.6 states: "New office development will be promoted in *Mixed Use Areas* and *Regeneration Areas* in the Downtown and Central Waterfront and Centres, and all other *Mixed Use Areas*, *Regeneration Areas* and *Employment Areas* within 500 metres of an existing or approved and funded subway, light rapid transit or GO station." The policy would also allow for Secondary Plans and Site and Area Specific Policies to establish



minimum standards for commercial development.

OPA 231 also contains policies on cultural spaces and retail. Policy 3.5.2.6 states that the stock of non-residential floor space for cultural enterprises and employment in King-Spadina, King Parliament, Liberty Village, and Garrison Common North will be preserved and expanded.

Policy 3.5.3.3 stipulates that street-related retail with a fine-grain of entrances should be provided in the Downtown as well as streets adjacent to higher order transit.

Broadly speaking, policies of this section are supportive of transit-oriented office growth in the Downtown and within walking distance of existing and planned higher-order transit (3.5.1.2.a). The Official Plan also promotes a balanced growth of jobs and housing across the City in order to maintain complete communities, increase the proportion of travel by transit, walking and cycling, and reducing the need for long-distance commuting and road congestion (3.5.1.3).

*The inclusion of both residential and retail/office uses within the proposed developments will help support a balanced growth of jobs and housing, and reduce the need for long-distance commutes by providing opportunities to live and work within close proximity, and increasing the number of jobs accessible to Torontonians by transit.*

*The proposed developments provide roughly 1,900 sq.m. of fine-grain non-residential floor space for commercial use. The flexible and*

*adaptable configurations and open floor plates encourage the renting of these spaces to small-scale enterprises, providing an often underserved group of companies access to central employment locations.*

## CHAPTER 4: LAND USE DESIGNATIONS

In addition to being located within the Downtown Urban Growth Centre, the TOC sites are designated *Mixed Use Areas*. *Mixed Use Areas* in the Downtown are expected to accommodate the greatest scale and intensity of future development. The Official Plan states that *Mixed Use Areas* are expected to absorb a significant proportion of the anticipated increase in retail, office and service employment in Toronto, as well as provide many new housing opportunities.

*Mixed Use Areas* are to contain a broad array of residential uses, offices, retail and services, institutions, entertainment, recreation and cultural activities, and parks and open spaces. They provide opportunities to live, work, shop and play in the same area, helping reduce automobile reliance and contributing to vibrant and walkable areas that meet the fulsome needs of local residents.

Among the *Mixed Use Area* policies, the Official Plan states that development in *Mixed Use Areas* will:

- create a balance of high quality commercial, residential, institutional and open space uses relative to the surrounding community's needs (4.5.2.a);

- provide for new jobs and homes for Toronto's growing population (4.5.2.b);
- locate and mass new buildings to provide a transition between areas of different development intensity and scale and minimize shadow impacts (4.5.2.c, 4.5.2.d);
- provide an attractive, comfortable and safe pedestrian environment (4.5.2.f);
- ensure good access to community services and facilities; and
- take advantage of nearby transit services (4.5.2.h).

*The proposed developments align with the intent of Official Plan policies regarding Mixed Use Areas. The proposed developments introduce new homes and employment opportunities into a vibrant, walkable and attractive area of the city, with easy access to multi-modal transportation and existing community services and facilities. By proposing mixed-use developments containing transit, residential and retail/office uses, the proposed developments encourage a balanced approach to growth. The new buildings provide for a transition between the varied built form contexts of the surrounding areas and seek to minimize impacts on sensitive uses, adjacent properties and the public realm.*

## 5.2.2 Downtown Secondary Plan (2019)

In 2016, the City of Toronto initiated TOCore, a large-scale planning study to prepare and implement a new vision for Toronto's Downtown over a 25-year horizon. Together with the Central Waterfront Secondary Plan, the Downtown Plan provides the district specific guidance for growth and change within the region's most populous and economically significant Urban Growth Centre. Along with a series of five infrastructure-related strategies, the Downtown Secondary Plan was developed as the guiding document to ensure the continued success of Toronto's cultural, civic, retail and economic heart and link anticipated growth to the provision of required infrastructure investments.

The Downtown Plan was adopted by City Council in May 2018, and was forwarded to the Minister of Municipal Affairs and Housing for approval. It was approved, with Minister's modifications, on June 5, 2019. The intent of the Downtown Plan is to support and direct the growth of the Downtown area in a manner that makes efficient use of infrastructure, creates complete communities, improves resilience to climate change, and supports the continued prosperity and livability of the Downtown.

### GOALS

The goals of the Downtown Plan are summarized as:

- Supporting complete communities, through the provision of community service facilities

and parkland, public spaces for social interaction, a walkable built environment, and a range of housing options to ensure the health and well-being of residents, workers and visitors;

- Supporting connectivity, through the integration of land use planning and transportation planning, to ensure access to jobs and high quality public realm and open space network;
- Supporting prosperity, through reinforcing the role of the downtown as the economic driver of the city, region, and province;
- Supporting resilience, through increased uptake of green infrastructure and efforts to reduce greenhouse gas emissions; and
- Supporting responsibility, through strong partnerships between the public, private and non-profits sectors to implement comprehensive planning and coordinated development of sites.

*The proposed developments support the achievement of these goals. As a mixed-use, transit-oriented development, the proposed developments provide a concentration of new residential units, flexible commercial space and an enhanced public realm. Directly integrated with transit station infrastructure and located at the nexus of several existing surface transit routes, the proposed developments will connect thousands of Torontonians to new opportunities to live, work and play.*

## DIRECTING GROWTH AND LAND USE & ECONOMY

The Downtown Secondary Plan requires that development will support and contribute to the achievement of complete communities (5.1), with the growth specifically encouraged on lands designated as *Mixed Use Areas 1, 2 and 3*, as well as *Regeneration Areas* and *Institutional Areas* (4.1). The Downtown Plan emphasizes the relationship between land use and transportation planning, and requires that all lands within a 500 to 800 metre radius of rapid transit stations be planned as transit-supportive, containing a diverse mix of uses of sufficient intensity to support existing and planned transit service levels (6.35). The greatest density of development within the Downtown is directed to *Mixed Use Areas* in close proximity to existing or planned transit stations (4.1). However, not all sites are intended to accommodate the maximum scale of development in each of the *Mixed Use Areas* (6.22). Development within *Mixed Use Areas* will be of varying scales and intensities, based on the existing and planned context (6.19). Building heights, massing and scale of development are intended to be compatible between each of the four *Mixed Use Areas*, stepping down from the tallest buildings located in *Mixed Use Areas 1* through *Mixed Use Areas 2* and *Mixed Use Areas 3* to low-scale buildings in *Mixed Use Areas 4* (6.20).

The site is located within the *Mixed Use Areas 3*. The Downtown Plan states that development within *Mixed Use Areas 3* is planned to be in

form of mid-rise buildings, informed by the Mid-Rise Buildings policies of the Plan, with some low-rise and tall buildings permitted based on compatibility (6.28, 6.30). Development is encouraged to provide retail and service commercial uses at grade, with residential, office and/or institutional uses provided above (6.29). Specifically along Spadina Avenue, development is intended to be of a mid-rise scale, informed by the width of the right-of-way to determine maximum height (6.31).

The Downtown Plan emphasizes the relationship between land use and transportation planning, and requires that all lands within a 500 to 800 metre radius of rapid transit stations are to be planned as transit-supportive and contain a diverse mix of uses of sufficient intensity in order to support existing and planned transit service levels (6.35). Development integrated into the transit station is specifically encouraged, in order to optimize investments in transit infrastructure (6.36). Development will be supported through collaboration between public and private sectors and the provision of alternative development standards where applicable (6.35).

*The proposed developments support intensification on two sites within a designated Mixed Use Area in close proximity to planned transit. The buildings take a mid-rise form that represents a stepping down in the scale of development from Mixed Use Areas 1 and 2.*



*The height of the proposed developments have a mid-rise form informed by the width of the right-of-way of Spadina Avenue, responding to the intent of Mixed-Use Areas 3 policies.*

*The proposed developments are structurally integrated with the planned Queen-Spadina transit station, optimizing investments in transit infrastructure, and will be supported through the TOC program, representing a collaboration between the public and private sector.*

*providing streetscape improvements that reflect the civic and city-wide importance of these corridors. The proposed developments support the retail vitality of the Downtown through the provision of active retail uses at grade along Queen Street West in particular.*

*A more detailed analysis and rationale for the design response of the proposed developments is provided in Section 4.0 of this report.*

## **PUBLIC REALM**

The Downtown Secondary Plan emphasizes improvements to the public realm particularly along identified Great Streets, those with “citywide and civic importance with a diverse character that conveys Toronto’s public image to the world”. These streets are intended to be treated as destinations in and of themselves and are important in supporting public life, urban mobility and economic activity, especially where two Great Streets intersect (7.20). Many of these are also identified as Priority Retail Streets, which play a fundamental role in ensuring the retail vitality of the Downtown. They are encouraged to provide generous at-grade floor-to-ceiling heights and increased setbacks to protect for active spill-over zones (6.38).

*The proposed developments reinforce the prominent nature of Queen Street West and Spadina Avenue as identified Great Streets,*

## **MOBILITY**

The policies of the Downtown Plan support a well-connected, integrated transportation system dedicated to improving mobility and accessibility for all, with additional priority given to sustainable travel modes such as walking, cycling and transit. Streets will be designed to assure a safe, comfortable, and walkable public realm. Pedestrian and public realm improvements which improve connectivity and circulation are to provide generous pedestrian clearways and new or improved linkages such as mid-block connections, walkways, paths and access points (8.4.2).

Development is encouraged to support the existing and planned surface and rapid transit network. The Downtown Plan requires that connections between stations be designed to be seamless and user-friendly, with developments in proximity to these stations required to provide direct access to the station (8.20, 8.21).

*The proposed developments prioritize pedestrian circulation and connectivity between the Ontario Line and existing Queen and Spadina Streetcar services, providing safe and accessible access to transit for residents, visitors, and passengers alike.*

*A more detailed analysis and rationale for the design response of the proposed developments is provided in Section 4.0 of this report.*

## **BUILT FORM**

Section 9.0 of the Downtown Plan outlines built form policies for the Downtown, stating that development in this area will be shaped, scaled and designed to maintain and enhance livability while providing opportunities for contextually appropriate new development. Livability in this context is defined as a positive physical outcome of the built environment, supported by the principles of comfort, vibrancy, diversity, safety and beauty. To that end, the policies in this section are intended to ensure that development fits within the existing and planned context, provides appropriate transitions to adjacent and surrounding buildings and spaces, respects the scale and proportion of adjacent streets and contributes positively to its surroundings.

Generally, new development throughout the Downtown will:

- Enhance the livability of the building's surroundings and its interior spaces (9.1.1);
- Contribute to livability by minimizing uncomfortable wind conditions and providing access to sunlight, natural light, openness and sky-view; expanding and improving the public realm; ensuring privacy; providing high-quality amenity spaces; and conserving heritage (9.1.2);
- Demonstrate design excellence of the building and surrounding public realm (9.1.3);
- Demonstrate a high standard of heritage conservation (9.1.4); and
- Include high-quality, durable materials and sustainable and resilient building practices (9.15).

New buildings are to be located and massed to frame the public realm with good street proportion; provide comfortable micro-climate conditions by limiting shadowing and adverse wind impacts; and transition appropriately to neighbouring properties and the public realm in order to protect access to sunlight, sky views and privacy (9.13-9.21).

Creating transitions between varying areas, buildings and scales is an important principle of the Official Plan and, this principle is reflected and reinforced through the Downtown Plan. Policy 9.22 states that “development may be required to incorporate built form transitions where necessary to create a more livable environment in the public realm while defining and distinguishing areas of different character, intensity and planned contexts.

Transitions will generally be required to achieve built form compatibility when a new development is of a greater scale and intensity to the adjacent planned context, where the planned context does not anticipate tall buildings, where an adjacent property is identified on the City’s Heritage register and/or if the development is adjacent to a park or open space (9.24). Policies 9.25 and 9.26 provide specific criteria for achieving compatibility for varying adjacencies in the existing and/or planned context through the incorporation of transitions, typically realized through the combination of a variety of design methods and geometric relationships (9.23).

It is important to note that the Downtown Plan clarifies that “although existing and approved buildings form part of the existing and planned context, the siting, massing, height and design of a building on one site will not necessarily be a precedent for development on an adjacent or nearby site” (9.11). Additionally, the Plan notes that, while tall buildings are generally permitted in all areas of the Downtown, depending on site constraints, they are prohibited within Neighbourhoods (9.12).

*The proposed developments respond to the varied existing and planned built context, including base buildings that match the historic streetwall heights along Queen Street West and maximum heights that reference the historic industrial and commercial typologies found along Spadina Avenue.*

*It considers appropriate transitions to adjacent and surrounding buildings and spaces, orienting the taller building elements to respond to the mid-rise form along Spadina Avenue while scaling down to the more intimate low-rise, main street scale along Queen Street West through the use of setbacks. The setbacks provided are in line with Mid-Rise Building Guidelines and strive to create a more comfortable pedestrian experience, establish a human scale and maximize access to sunlight and sky view.*

*A more detailed analysis and rationale for the design response of the proposed developments is provided in Section 4.0 of this report.*

### **Community Services and Facilities**

The Downtown Plan encourages new development to contribute to the delivery of community service facilities, either by accommodating these facilities on-site, contributing to a new, expanded or retrofitted facility off-site within the vicinity of the development; or through a direct contribution to a specific facility (10.2).

*Due to the constrained nature of the site, the proposed developments could make contributions towards new, expanded or retrofitted facilities off-site within the vicinity of the development.*

### **Housing**

Section 11.0 of the Downtown reinforces direction in the Official Plan related to preserving the City's existing housing stock. To meet the needs of a growing number of families and larger households, the Downtown Plan establishes direction for a balanced mix of unit types and sizes, requiring new developments with over 80 units to contain a minimum of 15% 2-bedroom units, 10% 3-bedroom units, and an additional 15% of either 2- or 3-bedroom units or units that could be easily converted to larger-units at a later date (11.1).

*The proposed developments respond to these challenges by including a range and mix of housing options, including units geared to families. The proposed developments will result in the creation of approximately 217 new housing units, of which a minimum of 25% and up to 40% will be larger sized units. The proposed developments are also expected to increase the supply of affordable housing in line with emerging inclusionary zoning policy, therefore contributing to the full range of housing options in this area of the city.*

### **Culture**

An important priority of the Downtown Plan is the promotion and expansion of the culture sector in the Downtown area. Across the Downtown, development is encouraged to retain and expand space for culture sector businesses, support the clustering and/ co-location of cultural and community spaces, and explore the adaptive re-use of heritage properties as culture spaces (12.1-12.3).

The Downtown Plan also places emphasis on the retention of live music venues as some of the city's most significant cultural heritage landmarks. The Plan protects for the continued function of live music venues without noise-related impacts on new residential development, stipulating that new development will be designed and constructed to include acoustic attenuation measures on-site, or within the building design, to mitigate noise levels from adjacent indoor live music venues and from outdoor live music venues (12.11.2).

*The proposed developments recognize the value of Toronto's cultural contributions to the local economy and quality of life. Significant effort has been made to minimize negative impact on longstanding cultural institutions such as the Horseshoe Tavern and Cameron House as well as informal destinations like Graffiti Alley. With the introduction of higher order transit service, the public will have increased access to these and other destinations on Queen Street West and in the King-Spadina Area.*



*The proposed developments are in close proximity to existing live music venues and should be constructed with acoustic attenuation measures as described in policy.*

*The proposed developments could also contribute to the promotion and expansion of the culture sector in an identified priority area, either through the dedication of floor space to cultural and community spaces on-site or a contribution towards the location of these uses off-site.*

### **Energy and Resilience**

The Downtown Plan lays out a framework for increasing resiliency and reducing greenhouse gas emissions. Within the Plan area, developments are encouraged to target near-zero emissions and explore measures to increase overall energy efficiency (13.4). Residential developments are further encouraged to provide back-up power in order to improve resilience to area-wide power outages. (13.2). Incorporating biodiversity principles into development is also encouraged (13.3)

*The proposed developments will at least meet the minimum Green Development Standards applicable at the time of development.*

### **5.2.3 King-Spadina Secondary Plan (Council Adopted 2020; Under Appeal)**

The King-Spadina Secondary Plan (2020) was adopted by City Council in January 2020 through by-law 112-2020 as an update to the 1996 King-Spadina Plan II, a policy document brought into force with the intent of stimulating the revitalization of an area bounded by Queen Street West, Front Street West, Bathurst Street, Simcoe Street and John Street. This most recent update focuses on the effective and efficient management of growth to ensure that new development contributes to livability, is supported by both hard and community infrastructure, and responds to the strong heritage character of the area. This update has subsequently been appealed to the LPAT.

The proposed developments fall just outside the northern border of the King-Spadina Secondary Plan area as established in the 2020 update of the Plan. While the sites currently fall outside the Plan area boundaries, they were included in the original 1996 version of the Plan. Their exclusion in more recent updates was based on the premise that the low-rise, main street character of Queen Street represented a built form context distinct from the rest of the Plan area. This character was already protected through the establishment of the Queen Street West Heritage Conservation District Plan in 2007.

Although the TOC sites fall outside the current Plan area, the Plan presents a long-term vision for the area that addresses and implicates the nature of development on sites adjacent to the TOC developments, and along Queen Street West more broadly. Therefore, the proposed developments should be designed with consideration for the intent of policy in the King-Spadina Secondary Plan (2020).

*The proposed developments have been informed by the following objectives and policies, in particular that development and investment in King-Spadina will:*

- *contribute to King-Spadina's identity, providing sensitive infill development and investment that is contextually and historically sensitive (2.3.1);*
- *support and enhance the cluster of employment in the King-Spadina Area, particularly for office and culture sector employment uses (2.3.2); and*
- *conserve and complement the Area's heritage resources (2.3.3);*

*The Plan also contains specific built form policies and identifies a Spadina Precinct that has a similar planned context, Mixed Use Area 3 – Main Street, to the TOC sites. The proposed developments draw on the following:*

- *Development will provide setbacks on all elevations facing public streets and provide a significant setback above the base building on the Spadina frontage to reinforce the warehouse character of the street (6.3.1-6.3.3; 6.16)*
- *Development will be mid-rise scale informed by the width of the ROW (6.15). However, appropriate height will be determined by considering the depth of the site, the conservation of heritage resources, the provision of appropriate setbacks on all elevations of the building and the provision of a streetwall height that reflects the character of the street (6.17)*

*A more detailed analysis and rationale for the design response of the proposed developments is provided in Section 4.0 of this report.*

## 5.3 Other Municipal Policy / Regulatory Considerations

### 5.3.1 OPA 456 (Council Adopted; Under Review by Province)

Official Plan Amendment 456 – Transportation Policies (“OPA 456”) is also part of the City’s Five Year Official Plan Review under Section 26 of the Planning Act, generally intended to strengthen and clarify the City’s goals related to transportation. OPA 456 was adopted by City Council on February 26, 2020 and is currently being reviewed by the Province and therefore not in full force and effect.

The most significant addition to the Official Plan through OPA 456 is a new policy section on the public realm around higher-order transit (section not yet numbered – 3.1.X). The intent of this section is to ensure that public facing elements of transit—including station sites and related facilities and infrastructure—serve the dual purpose of encouraging efficient movement and transit uses as well as integrating with the local community in a manner that “provides a high-quality pedestrian experience, supports the envisioned context, facilitates the creation of complete communities and contributes to placemaking.” This section provides the general direction that transit infrastructure will be designed to:

- provide high-quality architecture, landscape architecture and urban design;
- function effectively, fit into the existing and planned context, and provide a high-quality transit user experience; and

- integrate into, enhance and extend the public realm, create civic destinations and facilitate the creation of complete communities.

*The proposed developments are structurally integrated with the new Queen-Spadina station and are therefore designed to reinforce and promote the civic importance of this building through the provision of high-quality design, user experiences and a great public realm.*

*A more detailed analysis and rationale for the proposed developments’ design and response is provided in Section 4.0 of this report.*

### 5.3.2 OPA 352 (Council Adopted, Under Appeal)

Official Plan Amendment 352 (“OPA 352”) – Updating Tall Buildings Setbacks in the Downtown introduces a new site-specific policy (“SASP 517”) for the Downtown & Central Waterfront area regarding the design of tall buildings. OPA 352 was adopted by Council in October of 2016 alongside By-laws 1106-2016 and 1107-2016 (“the Zoning By-law Amendments”). OPA 352 and the Zoning By-law Amendments remain under appeal at LPAT.

SASP 517 defines a tall building as having a base building and a tower component (517 A.i.) and speaks to the importance of how “base building height for tall building development will respect and reinforce a pedestrian scale and the existing and/or planned street wall height context of the block in which the tall building proposal is situated” (517 A.ii and B.v-vi).

Policy 517.B stipulates that tall buildings are to provide setbacks from the lot lines to the tower portion of the building. The intent of this policy is to manage the effect of tall buildings to ensure that these fit into the existing and/or planned context and cumulatively contribute to complete communities. Additionally, the policy provides a number of performance measures to guide the amount of space between towers:

- a. provide a high-quality, comfortable public realm;
- b. consider development potential, where appropriate, of other sites within the block;
- c. provide appropriate access to sunlight on surrounding streets, parks, open spaces, school yards, and other public or civic properties;
- d. provide appropriate access to natural light and a reasonable level of privacy for occupants of tall buildings;
- e. provide appropriate pedestrian-level views of the sky between towers as experienced from adjacent streets, parks and open spaces;
- f. encourage a reasonable level of views between towers for occupants of tall buildings; and
- g. limit the impacts of uncomfortable wind conditions on streets.

*While the proposed developments take a form more closely resembling a mid-rise typology, the design for these buildings has been developed in consideration of policy regarding the design of tall buildings. The proposed developments respond to the intent of the policy through measures such as stepping back upper levels to mitigate the effect of the tall building components and to ensure that the development fit into the existing built form context.*

*A more detailed analysis and rationale for the proposed developments' design and response is provided in Section 4.0 of this report.*



## 5.4 Municipal Study Considerations

### **Growth Plan Conformity, Municipal Comprehensive Review and Inclusionary Zoning**

A Place to Grow: Growth Plan for the Greater Golden Horseshoe (“the Growth Plan”) Amendment 1 came into effect on August 28, 2020. In light of new policies, growth forecasts, and intensification strategies, the Ministry of Municipal Affairs and Housing set July 1, 2022 as the deadline for municipalities to ensure conformity with the Growth Plan by updating their Official Plans. This provincially legislated requirement is satisfied through a Growth Plan Conformity exercise and Municipal Comprehensive Review (MCR).

On June 29, 2020, Toronto City Council approved a work plan for the Growth Plan Conformity and MCR of the Toronto Official Plan; the study commenced on August 4, 2020 and is currently underway. This exercise presents an opportunity to address, through planning policy, a number of the growth-related challenges facing Toronto’s current and future health and prosperity, including consideration of growth forecasts, intensification targets, employment area conversion requests, environmental sustainability and climate change policy. Additionally, the 2020 Growth Plan allows municipalities to delineate Protected Major Transit Station Areas (PMTSAs), and to outline policies within the Official Plan governing their permitted land uses and minimum density targets.

The designation of PMTSAs is not only significant for determining where future development will be directed, but is also linked to the provision of affordable housing through inclusionary zoning (IZ). IZ is a Provincial planning tool which allows municipalities to mandate a minimum percentage of new development as affordable rental or ownership housing. The implementation of IZ policy is restricted to areas within a PMTSA or Development Permit System area, or as ordered by the Minister of Municipal Affairs and Housing.

On September 22, 2020, the City of Toronto’s Planning and Housing Committee began public consultation regarding the proposed draft amendments to the City’s official plan and zoning by-law, representing the City’s first foray into inclusionary zoning. Under the proposed amendments put forward by City staff, Toronto’s inaugural inclusionary zoning regime would generally require:

- A minimum 10% of total residential GFA of a development to be provided as affordable housing if a condominium development is proposed in a strong market areas; or
- A minimum 5% of total residential GFA of a development to be provided as affordable rental housing if a purpose-built rental development is proposed in a strong market area.

The Planning and Housing Committee has directed staff to continue consultations and seek further feedback on the proposed IZ policy, and has also directed staff to look into the feasibility of increasing the required proportion of affordable housing to as much of 30% of total residential GFA.

While the determination of the precise quantum of affordable housing to be provided will be subject to the outcomes of the City's ongoing study and consultations, there are constraints regarding the nature of developments to which IZ policies would apply. The requirement to incorporate affordable housing would be triggered based on the following:

- developments must be of a sufficient scale, containing at least 10 residential units or more;
- IZ policies would only apply to development within Protected Major Transit Station Areas (PMTSA) or development permit system areas; and
- IZ policies will apply to development located within areas of the City identified as strong or moderate market areas.

It is anticipated that development projects already in the pipeline would not be subject to inclusionary zoning requirements, provided a complete rezoning, site plan, minor variance or building permit application has been filed before January 1, 2022. The preliminary draft amendments endorsed by Planning and Housing Committee form the basis of ongoing public consultation and City staff are expected to return to the Planning and Housing Committee with a final recommendation on the amendments in the first half of 2021.

*Under the current proposed regulations, due to its location within a strong market area, the proposed development at Queen-Spadina Station would be subject to a minimum of 5 to 10% of the total new residential gross floor area to be secured as affordable ownership housing or affordable rental housing based on the proposed tenure of the development. Although the proposed regulations are not currently in force and may be subject to change, the proposed TOC developments are expected to include affordable housing. The exact amount or proportion of the total development to be secured as affordable housing will be determined through further discussion with the City and other stakeholder groups.*

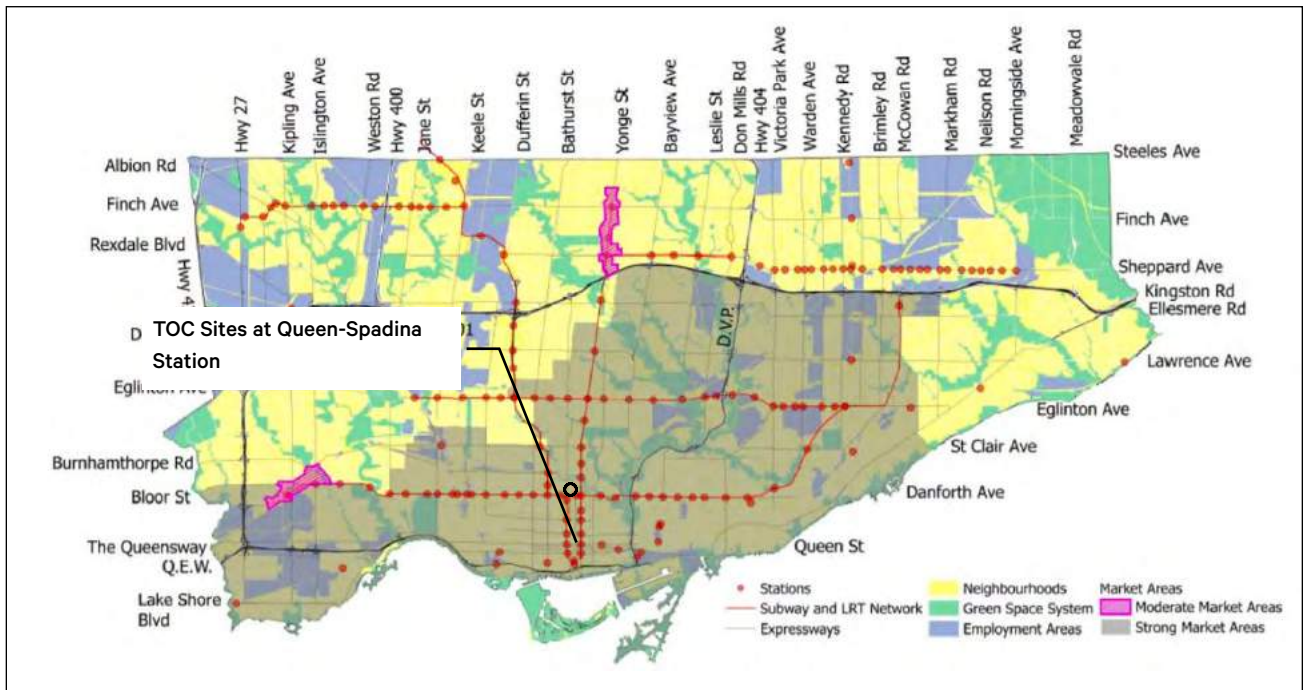


Figure 50: Draft Inclusionary Zoning OPA Map 37 - Strong and Moderate Market Areas



## 5.5 Municipal Zoning

The City of Toronto’s Zoning By-Laws regulate the height, density, permitted use, and setback requirements of new development, among other parameters. Zoning By-law 569-2013 (“ZBL 569-2013”), enacted in May 2013, is the City of Toronto’s comprehensive, city-wide zoning by-law. This zoning by-law is subject to appeals at the LPAT and is therefore not in full force. Despite being under appeal, ZBL 569-2013 is understood as the standard applied to all development applications filed after enactment. Under ZBL 569-2013, the TOC sites are zoned Commercial Residential (CR). The CR zone permits a wide range of residential and non-residential uses, including apartment and mixed-use buildings as well as transportation uses and various types of retail and service shops.

Both sites are subject to a number of site-specific exceptions and prevailing by-law sections from former City of Toronto By-Law 438-86, which outline specific requirements related to the provision of parking and the non-residential uses that are permitted on the site. In addition, both sites are within Parking Policy Area 1 under ZBL 569-2013.

*The proposed development conforms with the use permissions of the CR zone and has been designed in consideration for certain built form provisions related to setbacks but do not conform with other standards related to height, density, parking and angular planes.*

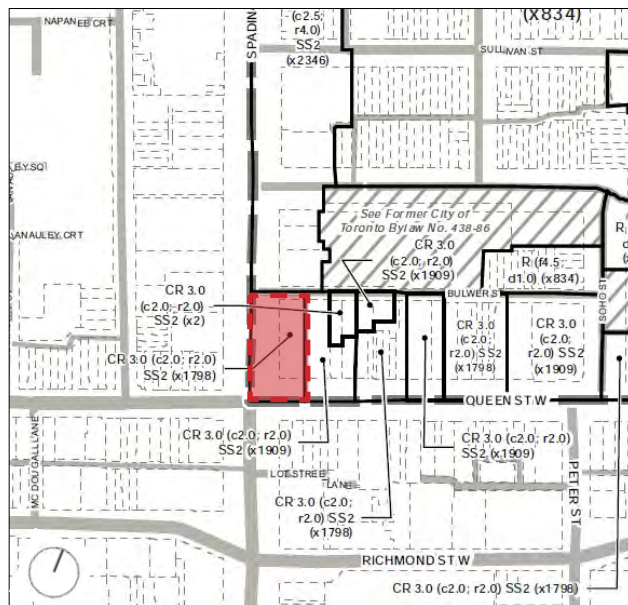


Figure 51: North Site - Zoning Map (ZBL 569-2013)

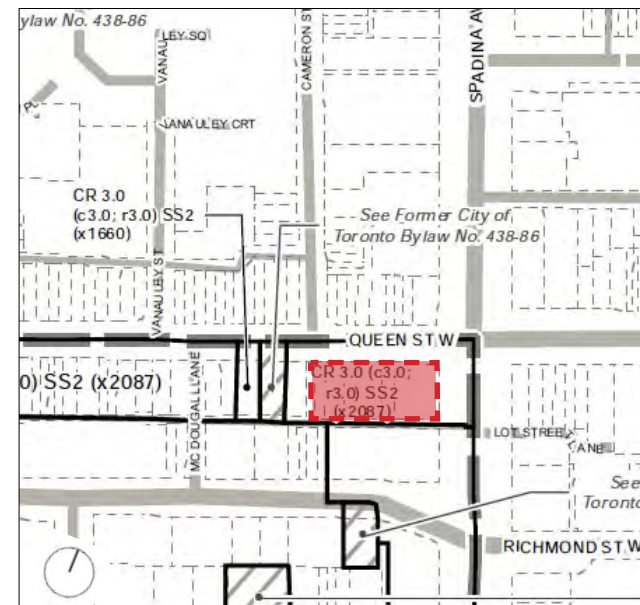


Figure 52: South Site - Zoning Map (ZBL 569-2013)



**North Site - CR 3.0 (c2.0; r2.0) SS2 (x1798)**

Zone Provision	CR Zone Requirement
Height	16.0 m
First Storey Height	4.5 m
Floor Area	2.0 FSI
Front Setback	At least 75% of the main wall must be within 0.0-3.0m of the front lot line
Side Setback – with Openings	5.5m
Side Setback – without Openings	0.0m
Setback from Lane (40.5.40.70)	3.0m from the original centerline of the lane
Front Angular Plane	45 degree angular plane measured at a height 80% the width of the ROW
Parking (Policy Area 1)	60

**South Site - CR 3.0 (c3.0; r3.0) SS2 (x2087)**

Zone Provision	CR Zone Requirement
Height	16.0 m
First Storey Height	4.5 m
Floor Area	3.0 FSI
Front Setback	At least 75% of the main wall must be within 0.0-3.0m of the front lot line
Side Setback – with Openings	5.5m
Side Setback – without Openings	0.0m
Setback from Lane (40.5.40.70)	3.0m from the original centerline of the lane
Front Angular Plane	45 degree angular plane measured at a height 80% the width of the ROW
Parking (Policy Area 1)	83

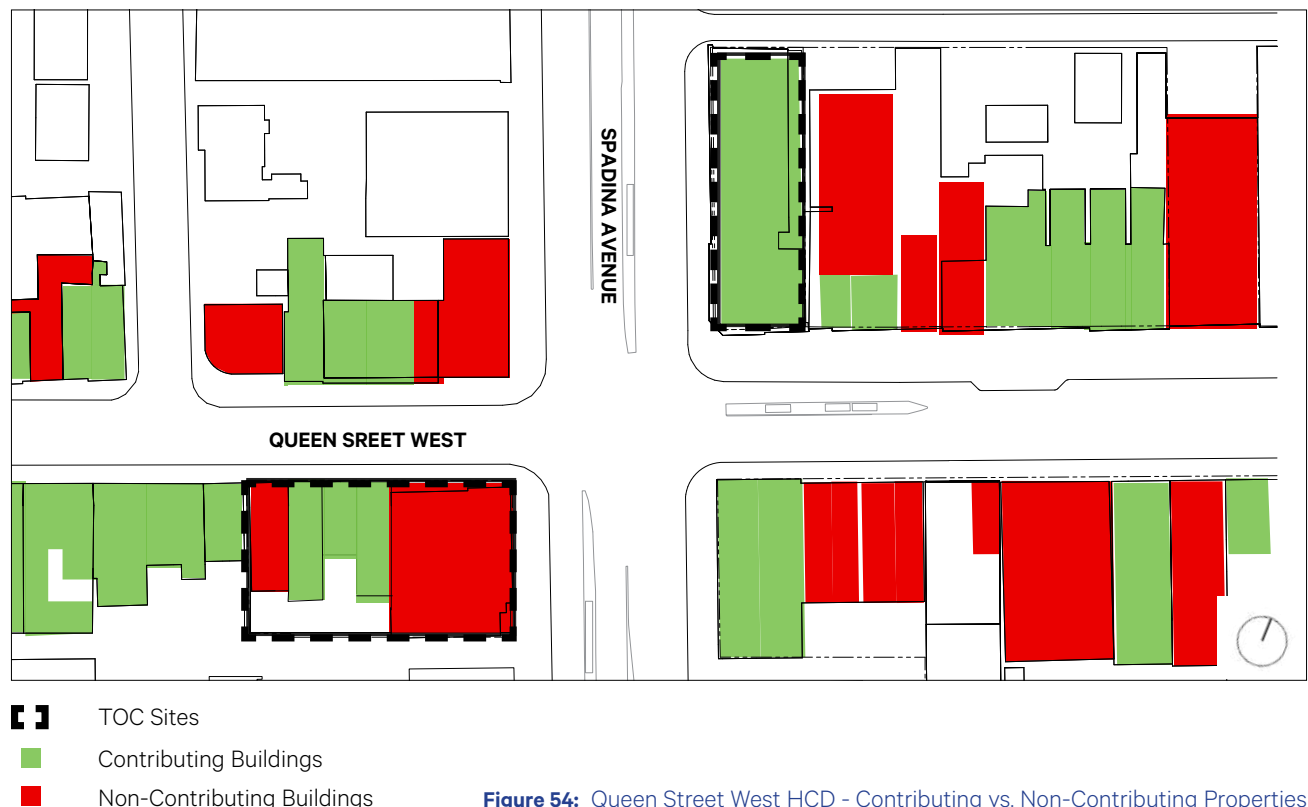
**Figure 53:** Select Zoning Performance Standards

## 5.6 Heritage Conservation Districts

### 5.6.1 Queen Street West Heritage Conservation District

The Queen Street West Heritage Conservation District (HCD) is a Part V designated heritage district under the Ontario Heritage Act (1990), generally implicating the lands fronting onto Queen Street West between University Avenue and Bathurst Street. The Queen Street West HCD Plan was enacted by Council in September 2007, through by-law 2007-979, with the central objective of maintaining and enhancing the unique heritage value and main street character of Queen Street West as an important neighbourhood and city-wide destination. The designation of Queen Street West as a Heritage Conservation District was motivated, in part, by a desire to protect this

main street character and heritage value in light of rapidly increasing development pressure in this area of the city. The TOC sites fall within the boundaries of the Queen Street West HCD and contain identified “contributing properties,” those properties that display the distinctive qualities of the district. The Queen West HCD Plan provides the general direction that buildings that contribute to heritage character should not be demolished and that new and renovated buildings are to be designed to be sympathetic to the district’s heritage attributes.



**Figure 54:** Queen Street West HCD - Contributing vs. Non-Contributing Properties

The Queen Street West HCD Plan identifies defining attributes of the district across the following seven categories, each with a corresponding set of guidelines meant to inform the design of new development or additions, namely:

- Prominent Architecture and Landmark Buildings (5.1)
- Street Wall (5.2)
- Street Wall Elements (5.3)
- Building Heights (5.4)
- Façade Patterns and Features (5.5)
- Public Realm (5.6)
- Circulation (5.7)

*Across the two TOC sites, the proposed developments implicate four contributing properties. A heritage study assessing the potential impact of TOC developments on the integrity of the Queen Street West HCD will be finalized through future phases of the work and submitted under separate cover. Nonetheless, the proposed developments have been designed with consideration for the intent of policies and guidelines contained in the Queen Street West HCD through the rezoning stage.*

*In summary, the following guidelines have been particularly influential in the planning and design approach:*

- *New and renovated buildings must be designed to be sympathetic to the district heritage attributes (5.1);*

- *Building to the street edge to ensure the continuity of the streetwall (5.2);*
- *Conserving and incorporating recessed entries in the base building design (5.2);*
- *Respecting and responding to the narrow rhythm of facades (5.3);*
- *Aligning with prevailing pattern of streetwall heights (minimum of 2-storeys and maximum of 13m) (5.4);*
- *Matching the horizontal rhythm and visual transition between floors (5.5);*
- *Maintaining the pattern of horizontal rooflines (5.5);*
- *Enhancing the visual prominence of roof elements to amplify the sites' corner location (5.5); and*
- *Relegating service access to side streets and lanes (5.7).*

*An analysis and rationale for the indicative heritage strategy for the proposed developments is provided in Section 4.0 of this report.*

*Due to staging and station construction requirements, it is anticipated that retention in-situ of identified heritage structures in their entirety will not be technically feasible. As a result, these structures may need to be removed and reinstated. In addition, it is expected that the area requirements of Queen-Spadina Station on the south site will result in the demolition of three contributing properties. A justification for the design strategy of the station itself, and associated heritage response, is outside the scope of this rationale and will be provided through a separate heritage review process to be coordinated with the City.*

### **5.6.2 King-Spadina Heritage Conservation District (Council Approved; Under Appeal)**

The King-Spadina Heritage Conservation District was enacted by Council in October 2017 through by-law 1241-2017 and was subsequently appealed to the LPAT. It remains under appeal and is therefore not in full force and effect. While the HCD Plan is not in effect, it is understood to represent the City's preferred measure of change within the district boundaries with the overarching objective of conserving and enhancing the heritage value of the area. The TOC sites are directly adjacent to the district's northern boundary and should therefore consider the policies and guidelines outlined in the HCD Plan.

Of the specific stated objectives of the HCD, the following have influenced the planning and design thinking of the proposed developments:

- Conserve, maintain, and enhance the cultural heritage value of the District as expressed through its heritage attributes, contributing properties, building typologies, character sub-areas, public realm and archaeological resources;
- Conserve the legibility of the District's period of significance, particularly the early phase of residential development, and the later commercial phase of development;
- Conserve the historic form and scale of the District's building typologies;
- Encourage high quality architecture that is of its time and ensure that new development and additions are complementary to the District's cultural heritage value; and
- Conserve and enhance the historic scale and public realm of the Spadina Avenue Character Sub-Area, and its significance as a formal boulevard and major artery within Toronto.

*The proposed developments have been designed in consideration of the goals and objectives of the HCD Plan. The proposed massing is derived in part from the "commercial detached" form that is a characteristic typology of the HCD along Spadina Avenue and references the composition of nearby properties in the district. An analysis and rationale for the indicative heritage strategy for the proposed developments is provided in Section 4.0 of this report.*



## 5.7 Design Guidelines

### 5.7.1 Tall Building Design Guidelines and Mid-rise Building Performance Standards

The City of Toronto's Tall Building and Mid-rise Design Guidelines provide performance criteria for these respective building typologies. The distinction between these typologies is generally determined by the proportion of the building height to the width of the primary facing right-of-way, where any building that exceeds in height the width of the adjacent right-of-way is evaluated based on the Tall Buildings Guidelines, while those shorter than the adjacent ROW are typically evaluated based on the Mid-rise performance standards.

The Tall Building Guidelines and Mid-rise Building Performance Standards aim to advance the following objectives:

- Promotion of excellence in architectural and urban design;
- Compatibility and a harmonious fit with the planned and existing built context, public realm and parks and open spaces;
- Integrate and conserve existing heritage resources such that new development be sympathetic to and compatible with historic structures in the vicinity;
- Consideration for the cumulative effect of development and context-sensitive intensification on issues such as access to

sunlight and sky views, wind impacts, comfort and the quality of adjacent parks, private and public open spaces, neighbouring properties and the public realm;

- Ensure a safe, accessible, vibrant and attractive public realm and pedestrian environment;
- Respond to prominent sites and view corridors so as to reinforce the structure and legibility of the city; and
- Ensure high quality living and working conditions.

In certain areas, such as King-Spadina, where a prevailing established context is defined by a concentration of formerly industrial and warehouse buildings, some flexibility with regards to the supportable height and massing for a mid-rise development form may be permitted. Typically approximately 60m is the maximum threshold for taller mid-rise form buildings, which that contain articulation but are not subject to strict floorplate restrictions.

*The proposed developments have been designed to meet the intent of both tall and mid-rise building guidelines. The design approach is sympathetic to historic structures and integrates and conserves existing heritage resources. The massing of the buildings promotes a harmonious fit with the existing built form, providing appropriate transitions to varying contexts.*

*For further detail with regard to how the proposed developments respond to and implements the intent of Tall Building Guidelines and Mid-rise Performance Standards please refer to the Urban Design Response contained in Section 4.0 of this report.*

### 5.7.2 Growing Up: Planning for Children in New Vertical Communities (2020)

Growing Up: Planning for Children in New Vertical Communities (“Growing Up Design Guidelines”) was adopted by City Council on July 28, 2020 as a guide for creating inclusive vertical communities to accommodate Toronto’s growing population. The intent of the guidelines is to integrate family-suitable design into the planning of new multi-unit residential development.

Key directives from the guidelines include:

- The target unit size for two bedroom units should be at least 87-90m<sup>2</sup>; for three bedroom units, at least 100-106m<sup>2</sup>;
- Proposed developments should contain a minimum of 25% large units. At least 10% should be three bedroom units, and at least 15% two bedroom units;
- Proposed developments should anticipate future flexibility and be designed to facilitate conversion of discrete smaller units to larger family sized units should the need arise;
- Special consideration should be given to family supportive storage and amenity needs,

(i.e. on-site childcare, youth focused POPS or dedicated stroller storage); and

- The provision of a range of family sized and accessible units and childcare facilities can help to ensure that proposed TOCs can accommodate and support a diversity of households, family structures and individuals of all ages, cultural backgrounds and income levels.

*The proposed developments contain a minimum of 25% larger sized units and target the delivery of as many as 40% larger units. The target unit size of these units is informed by standards outlined in the Guidelines.*

### 5.7.3 Ontario Transit Supportive Guidelines (2012)

The Transit-Supportive Guidelines were first published in 1992 as a resource for municipalities on planning and developing communities and transit facilities that support transit investments and the use of public transit. The Guidelines were updated in 2012 to respond to new provincial policy direction to encourage more livable and walkable complete communities, increase transit ridership, and reduce reliance on the private car. The Guidelines are divided into three levels of intervention, with Community-Wide Guidelines, District-level and Site-Specific Guidelines, and Transit Improvement Strategies..

*The final design will be developed in consideration of these guidelines.*

## 5.8 Other Considerations (Non-Statutory)

### 5.8.1 Queen Street West BIA Streetscape Master Plan

Queen Street West is an important local and city-wide destination, with a diverse offering of retail and entertainment venues. To strengthen and reinforce the sense of place along this corridor, the Queen Street West Business Improvement Association (BIA) has recently initiated a streetscape improvement program looking at the stretch of Queen between Spadina Avenue and Simcoe Street. A presentation to the BIA Board, dated October 01, 2020, identified the scope of these improvements across the study area, including sculpture/interactive art pieces, site furniture, enhanced paving, electrical installations, and murals, and provided a preliminary cost estimate for these works, with funding split between the BIA, the City of Toronto's BIA office, and funds allocated via Section 37 agreements.

These interventions are proposed on both the north and south side of Queen Street West to the east of Spadina Avenue, and therefore interface with the TOC north site in particular. In proximity to the north site, the Streetscape Improvement Plan identifies four discrete interventions:

- A total of four sculptural tree guards and grates around existing street trees immediately south of the north site;
- A rack of sculptural bike corrals to the west of the north site.

- Bronze sidewalk inlays referencing the historic lots of the former town of York and the area's indigenous histories; and
- Temporary sidewalk murals along the north side of Queen between Spadina and Soho.

This presentation notes the potential conflicts with the Ontario Line project, stating that “all site furniture [is] to have the ability to be relocated” and that certain improvements have been deemed not feasible due to the “risk of disruption and high cost of restoration.”

*The proposed developments should recognize and respond to local, community-led initiatives, including the work that has been carried out to date on the BIA Streetscape Master Plan. While disruption and relocation are inevitable through the construction phase, funding improvements to the streetscape, in line with recommendations and initiatives identified in the October 01, 2020 presentation, could form part of a community benefits agreement.*

# 6.0 Rationale

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- 6.1 Planning Rationale Summary
- 6.2 Neighbourhood Enhancements
- 6.3 List of Supporting Studies



## 6.1 Planning Rationale Summary

The proposed TOC developments at Queen-Spadina provide a composition of uses within a compact built form. These developments will facilitate transit-supportive densities at the heart of a future subway MTSA and support the continued evolution of Queen Street West and the surrounding areas as vibrant and diverse complete

communities. The proposed developments have regard for matters of Provincial interest, policy and legislation and have been designed with consideration for the intent of municipal policy and guidelines. The following four points represent a summary of the key benefits of these developments.



**Figure 55:** Illustrative Rendering - North entrance to the new Queen-Spadina station

### **Contextually-sensitive yet transit-supportive built form**

The proposed developments represent a form of intensification that is encouraged through policies of the Provincial Growth Plan, Regional Transportation Plan and Provincial Policy Statement as well as the City of Toronto Official Plan and the Downtown Secondary Plan. Considered together, these new buildings will consist of a mix of residential, transit and retail/office uses, providing new transit-supportive housing options and fine-grain employment opportunities and accommodating approximately 375 people and 60 jobs within a future Major Transit Station Area.

This concentration of people and jobs will be accommodated in a compact built form that draws on the existing and emerging context and strives to mitigate adverse physical impacts on *Neighbourhoods*, sensitive uses and the public realm. The proposed developments take the form of contextual, taller mid-rise buildings, designed with consideration for tall and mid-rise building guidelines and responsive to the intent of *Mixed Use 3 – Main Street* in the Downtown Plan and *Mixed Use Areas* and building type policies in the Official Plan.

### **Expansion of housing options and opportunities for small-scale, flexible retail/office in proximity to some of the city’s most successful and attractive areas**

Collectively, the proposed developments will deliver approximately 217 new residential units

to the area, including new family-sized and affordable units, which reflect the intent of policy in the Downtown Secondary Plan, Growing Up Guidelines, and emerging direction of the Inclusionary Zoning policy study. These will be complemented by high-quality, communal indoor and outdoor amenity spaces which will act as an extension of personal living space, contributing to the well-being of residents and overall livability of the area. Space at grade for commercial uses is limited, given station and residential lobby requirements. However, some space in the south TOC has been allocated for ground-related, small-scale commercial uses that respond to Queen Street West’s identification as a Priority Retail and Great Street. This will contribute to a vibrant and dynamic main street character along Queen Street West and Spadina Avenue.

### **Great public realm through transit-oriented design**

The proposed developments will be transit-oriented by design, facilitating direct, convenient, and accessible connections between the new Ontario Line and existing surface transit routes along Spadina and Queen. The design places clear priority on active transportation, introducing bike parking in excess of city-wide standards and pedestrian-friendly streetscaping improvements informed by the designation of Queen and Spadina as Great Streets. Active frontages and pedestrian-scaled streetwalls contribute to the identity of this area as a walkable and well-connected mixed-use area.

## Maintaining and contributing to a sense of place along the Queen Street West corridor

The proposed developments strive to reinforce and enhance the identity of the Queen Street West corridor as a meeting place and a destination. The preferred design strategy will conserve the cultural value of significant heritage resources satisfying the intent of a suite of Provincial and Municipal policies and guidelines. These developments will be predicated on a process of heritage documentation, retention, salvage and interpretation that seeks to identify and maintain those key defining attributes that

positively contribute to the cultural landscape of the Queen Street West HCD. The design of the buildings introduces new architectural landmarks to a prominent corner site. Responding to the character-defining low-rise built form along Queen Street West, the proposed developments will incorporate appropriate design measures to facilitate a visual transition towards this unique and valued condition.



**Figure 56:** Illustrative Rendering - New Queen-Spadina station: direct connection between the station and surface transit

## 6.2 Neighbourhood Enhancements

The provision of neighbourhood enhancements in the form of amenities, social supports and community infrastructure is a fundamental element of good planning and represent the basis upon which the livelihood and vibrancy of complete communities rely.

Accordingly, a primary objective of the TOC program is to leverage investment in transit infrastructure to deliver these enhancements in neighbourhoods across the City.

The proposed developments at Queen-Spadina strive to achieve this objective by making positive contributions and investments to the public realm and in neighbouring communities. Through the rezoning stage, the proposed developments incorporate the following features intended to improve the neighbourhoods in which they reside:

- Streetscape improvements on Spadina Avenue and Queen Street West including new street trees and furniture;
- Retention of significant heritage attributes within the Queen Street West Heritage Conservation District;
- Affordable housing as informed by emerging Inclusionary Zoning Policy and discussion with the City; and,
- Larger-sized units responding to the intent of the Downtown Secondary Plan and Growing Up Guidelines.

### 6.2.1 Community Benefits Charge

As the TOC Program advances to further stages of development, proposed developments at Queen-Spadina may secure additional neighbourhood enhancements through a Community Benefits package. The exact processes around implementation of Community Benefits packages for individual TOC developments across the Ontario Line remains to be determined and will be informed by future discussions between provincial, municipal, and community stakeholders in concert with the development partner(s).

It is important to note that over the past two years, the Government of Ontario has introduced significant changes to the regulation of community benefits within the province's land use planning system. Previously, Section 37 of the Planning Act permitted municipalities to authorize increases in permitted height and/or density through the zoning by-law in return for these benefits. In 2019, the Province introduced Bill 108, More Homes, More Choice Act, 2019, which replaced density bonusing under Section 37 with a new regime permitting municipalities to impose a community benefits charge ("CBC") to contribute to "capital costs of facilities, services and matters" incurred from development growth. The new CBC regime will come into effect on September 18, 2022, with charges being tied to appraised land values as determined prior to the issuance of a building permit. Regulations within Bill 197, in-force as of September 18, 2020, sets this



maximum cap at 4% of the land value, although this is subject to change and modification.

Though still yet to be decided, the CBC is considered a key component of TOC development and a critical part of creating sustainable, inclusive and affordable transit-oriented communities. The provision of these benefits should be rooted in a clear understanding of local needs and priorities.

Additionally, the extent to which the construction of the Ontario Line, and associated TOC developments, represent an opportunity to support local economic development should also be considered; to this end, the establishment of a Community Benefits Advisory Group, in accordance with the City of Toronto Community Benefits Framework, is recommended.



**Figure 57:** Illustrative Rendering - South entrance on Spadina Avenue

## 6.3 List of Supporting Materials

This Planning & Urban Design Rationale will be submitted in tandem with the following materials:

- Cover Letter
- Project Data Sheet(s)
- Architectural Drawings (including sun/shadow studies)
- Concept Site and Landscape Plan
- Geotechnical Scope Memo
- Transportation Impact Assessment (includes parking, loading, traffic operations)
- Functional Servicing Report
- Drainage and Stormwater Management Report
- Computer Generated Building Mass Model