

TORONTO STAFF REPORT

June 27, 2006

To: Toronto and East York Community Council

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

Subject: Final Report
King Spadina Secondary Plan Review Study
File No. 04 120213 STE 20 TM
Ward 20 - Trinity-Spadina

Purpose:

This report presents the conclusions and recommendations of the King-Spadina Secondary Plan Review Study undertaken by the firm of The Planning Partnership. As a result of the study, this report recommends amendments to the King-Spadina planning framework to reinforce and clarify the major objectives of the Plan to encourage a broad range of uses in a manner that reinforces the historic built form and corresponding public realm.

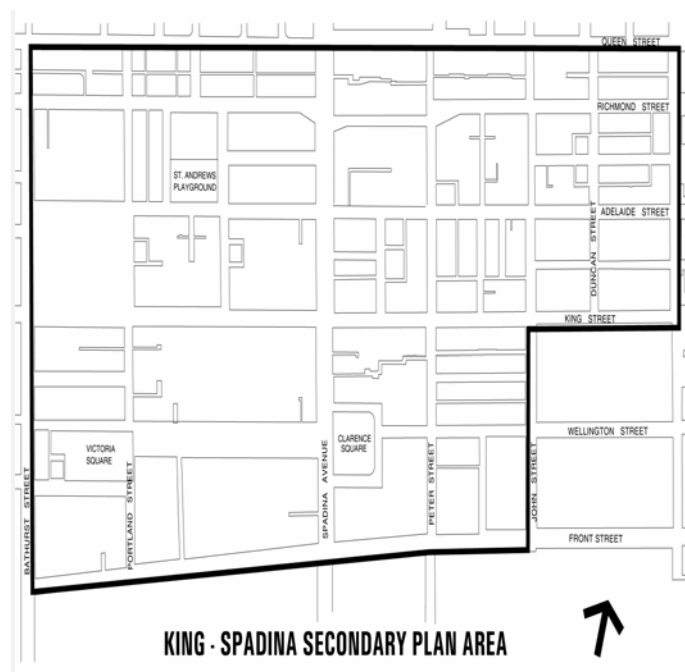
Financial Implications and Impact Statement:

There are no financial implications resulting from the adoption of this report.

Recommendations:

It is recommended that City Council:

- (1) receive the King-Spadina Review Study included as Attachment 1 to this report;
- (2) direct the Chief Planner and Executive Director, City Planning Division to prepare Official Plan and Zoning By-law amendments for the King-Spadina Plan Area in accordance with the recommended amendments set out in this report and that these amendments be brought back to the September 2006 City Council meeting;



- (3) direct the Chief Planner and Executive Director, City Planning Division to modify the Urban Design Guidelines and the Community Improvement Plan for the King-Spadina Plan Area as recommended in this report and that these modified documents be brought back to the September 2006 City Council meeting;
- (4) direct the Chief Planner and Executive Director, City Planning Division to review and evaluate all development applications in King-Spadina – including existing applications - in the context of the in-force planning framework, the King-Spadina Review Study and the recommended modifications and amendments to the planning framework for the Plan area set out in this staff report;
- (5) direct the Chief Planner and Executive Director, City Planning Division to use the King-Spadina Review Study and the recommended amendments and modifications to the planning framework set out in this report for any applications that are currently or may be appealed to the Ontario Municipal Board;
- (6) direct the Chief Planner and Executive Director, City Planning Division to consult with Toronto Hydro to seek improvements to lighting on public lanes throughout the Plan area;
- (7) request the Manager of Heritage Preservation Services to undertake a further review of heritage buildings in the Plan area to identify potential additional buildings for inclusion on the City's Inventory of Heritage Properties, and as necessary and appropriate, work with the local Councillor and the community on initiating a Heritage Conservation District under the Ontario Heritage Act for the Plan area;
- (8) direct the Chief Planner and Executive Director, City Planning Division, to take any other actions necessary to implement the directions outlined in this report.

Background:

In April 1996 (former) Toronto City Council approved Part II Official Plan and Zoning By-law amendments in King-Spadina and King-Parliament (the Kings) to encourage reinvestment and regeneration in these historic manufacturing districts directly east and west of the downtown core. The Part II Plan for King-Spadina has been carried forward as Section 16, Chapter 6 of the new City of Toronto Official Plan.

The major objective of the Plan is to encourage reinvestment in the area for a broad range of uses in a manner that reinforces the historic built form. The Plan objectives are implemented through the Reinvestment Area (RA) zoning that applies to the area, and are supported by urban design guidelines and a community improvement plan.

Consistent with the emphasis on built form, the implementing RA zoning is based on the principle that built form standards rather than density will govern the scale and form of development. Density limits are not included in the RA zone provisions, rather maximum building heights and various setback and stepback provisions implement built form objectives.

The King-Spadina Urban Design Guidelines were adopted by City Council in 1996 and primarily focus on the Plan's identified 'areas of special identity'. The King-Spadina Community Improvement Plan was adopted by City Council in 1998 and provides direction regarding investment in the public realm.

Since the approval of the planning framework, the King-Spadina Plan Area has seen significant reinvestment both through new construction and conversion of existing buildings. More recently, there has been ongoing and increasing pressure for development of a form and at heights not contemplated by the planning framework, particularly in the south-east quadrant of the Plan area, east of Spadina Avenue between King Street West and Front Street West. This issue was the topic of an urban design charrette in December 2004 and formed part of the built form analysis of the King Spadina Plan Review Study.

King Street West Design Charrette

A two-day urban design charrette was held in December 2004 for the purpose of a focused discussion of built form considerations, particularly related to the potential for taller buildings to be established along King Street West between Spadina Avenue and John Street. The charrette reconfirmed the importance of the existing historic building stock to the identity and character of the area and the need to retain and complement this building fabric when considering redevelopment opportunities. The charrette participants also conveyed a strong interest in the improvement and expansion of the public realm.

With respect to the potential for tall buildings, the charrette concluded that there was some potential for development in excess of the current planning framework in the southeast quadrant of the Plan area, likely in the 'three emerging corridors of intensification between Spadina and John Streets – King Street, Wellington Street and Front Street'. The proceedings particularly pointed out the complexity associated with considering tall buildings along King Street West given the streets main street function and varying lot sizes and dimensions.

King Spadina Plan Review Study

In September 2005, the City retained The Planning Partnership as the lead consultant for a focused review of the King-Spadina Plan area. The purpose of the review was to address specific issues that have emerged in the area that are challenging the planning framework. The study was structured into four components and examined the following:

- the land use policy framework was re-examined to update the employment status of the area relative to the Plan objectives to encourage a diversity of uses. Particular focus was given to issues surrounding nightclub uses in order to provide direction relative to the Interim Control By-laws prohibiting the establishment of entertainment facilities that were implemented in October 2004 and May 2005 for the areas west and east of Spadina Avenue respectively;
- a community facilities study was undertaken to provide a demographic profile of the population, report on the status of community facilities within and near the Plan area and

identify possible issues and trends that should be further evaluated in preparation of a community services and facilities strategy for the area;

- a public realm plan was prepared which inventoried and evaluated the existing public realm, identified opportunities for improvement, and provided recommendations to guide decisions for reinvestment in the public realm and to improve the area's open space system; and
- a built form review was completed which analyzed the current built form situation relative to the objectives and expectations set out in the existing planning framework for the area, identified areas of concern and opportunity, and recommended approaches to reinforce the Plan objectives and provide specific direction regarding how, where and what measures should be used to evaluate applications for development proposals in excess of the current permissions.

Comments:

1. Study Conclusions and Recommendations

The fundamental objective of the King-Spadina planning framework is to accommodate a wide range of uses within the existing historic buildings and in new development of a scale and form that complements the historic building stock and corresponding structure of the public realm. The study concluded that, for the most part, the area has managed to successfully balance a wide range of uses with minimum conflict and achieve new development that physically relates to the historic built form and street profile. Exceptions exist, primarily east of Spadina Avenue, and these are discussed in more detail in this report and in the consultant's study report. The study also concluded that the fundamental objectives of the planning framework for the area remain relevant and important to the image and identity of this urban neighbourhood.

The key conclusions and recommendations of each component of the study are summarized below. For a more detailed discussion, reference should be made to the study report included as Attachment 1 to this report. To assist the City in achieving success in the ongoing evolution of this area, the consultant's study report recommends certain updates and modifications to the planning framework.

(a) Land Use

A key finding of the background research and land use analysis was the observation that the Plan area is really comprised of four distinct districts: Queen Street West; Spadina Avenue and the areas west and east of Spadina Avenue respectively. This distinction was also evident in inventories of the public realm and built form. Therefore, one of the recommendations of the study report is that the distinctions between the areas be formally acknowledged and reinforced in the planning framework. Further, those lands within the Plan area on the south side of Queen Street West should be removed from the King-Spadina Secondary Plan on the basis that their identity and function is more directly related to the north side of Queen Street and Queen Street's main street character.

In terms of land use and employment, the area continues to support a wide range of employment activity. The area east of Spadina Avenue has a higher incidence of retail and entertainment type uses and, as would be expected, a higher number of part time employees.

The specific review of nightclub uses in support of the Interim Control By-law study was completed through the fall of 2005. The study report includes a section on nightclubs and presents conclusions and recommendations regarding the management of these uses. These conclusions and recommendations formed the basis of a Zoning By-law amendment regarding nightclub uses on and west of Spadina Avenue enacted by City Council at their meeting of February 14, 2006 (By-law 198-2006; Report No. 2; Clause 3). Staff are continuing their study of nightclub uses for the area east of Spadina Avenue. As well, the local Councillor has established a Working Group of local businesses and other stakeholders to respond to issues related to nightclub uses in the area. A report on the Interim Control By-law for the area east of Spadina Avenue will be submitted to Council in the first quarter of 2007.

Of note, the study recommended that businesses in King-Spadina, particularly those east of Spadina Avenue where the concentration of entertainment uses is the greatest, consider establishing themselves as a Business Improvement Area (BIA) association. A BIA could provide an effective management and funding structure to address and coordinate a response to ongoing issues and to promote the area.

(b) Community Facilities Study

Demographic Profile

The community facilities study used the most recent (2001) census data to establish a demographic profile of the area and to identify matters that should be revisited upon the release of the 2006 census data and prior to the implementation of a community services and facilities strategy. In 2001, the area was comprised primarily of young adults (25-39 years of age), small households (1-2 persons) and small units (primarily one-bedroom units). The results of the 2006 census will be of particular importance to understanding trends regarding the age and mobility of the population, which are key in the development of a long term community services and facilities strategy.

Parks

The City is in the midst of a revitalization program of parks in the Plan area. The three major parks within the Plan area – St. Andrews, Victoria Memorial and Clarence Square - are in various stages of revitalization. The fourth park within the Plan area, the Alex Wilson parkette, functions as a community garden. The study recommends that Metro Hall Park, which is located at the edge of the Plan area on King Street West between John and Simcoe Streets, be retrofitted to provide for the continued need for public open space in the area without the significant capital costs associated with land acquisition.

The study report also notes the number of significant parks located near the Plan area, including Grange Park, Roundhouse Park, Stanley Park, Alexandra Park and, further afield, Trinity Bellwoods Park. An eight acre neighbourhood park on the Railway Lands immediately south of the Plan area between Spadina Avenue and Bathurst Street is currently in the design stage and will ultimately be connected to this community via a pedestrian bridge across the railway south of Front Street West providing additional park space to serve the community. The notion of the role of the street in forming part of the open space system is raised in this section of the study report and further developed in the public realm section.

Facilities

The area is currently well served by recreation centres located within close proximity to the Plan area, including Harbourfront, Niagara, Scadding Court, University Settlement House and Trinity. Continued residential growth and development in King-Spadina and surrounding neighbourhoods is expected and the ability to accommodate this growth through the existing facilities is uncertain. A new recreation centre is planned to be established adjacent to the above-noted eight acre park in the Railway Lands and this facility has the potential to assist in accommodating future facility needs in the area. As well, the City's parkland acquisition division has been exploring opportunities to use all or a portion of the city owned building at the north limit of St. Andrews Park for indoor community space.

As with recreation centres, there are neighbourhood branch libraries within close proximity of the Plan area. An additional neighbourhood library is being considered near Bathurst Street and the future extension of Fort York Boulevard directly south of the Plan area. At this time, Toronto Public Library has not identified any future development plans for the broader area.

The central location and small size of the Plan area make it difficult to estimate future facility needs without also considering the changes underway in adjacent neighbourhoods. The preparation of a long term community services and facilities strategy for King-Spadina will have to consider changes planned for and underway in adjacent neighbourhoods.

(c) Public Realm

The public realm section of the Plan established a street typology for the Plan area, based on a hierarchy of primary, secondary and tertiary streets. This section also recommends improvements to the area's special character streets of Wellington Street West, King Street West and John Street that would further emphasize their importance to the area's image and identity.

The street typology forms the basis for recommendations on the timing and nature of streetscape improvements. These improvements are intended to enhance their role and function as elements of area's open space system, particularly the special character streets. The potential to improve the public realm plan through the pursuit of additional pedestrian connections and linkages is also discussed in the study report.

The study recommends efforts be undertaken to improve lighting in the public lanes given their intent to accommodate loading and servicing functions, and their role as informal pedestrian routes and as the front doors for some nightclub uses. A 'lighting walkabout' for the area east of Spadina Avenue was held on the evening of June 8th and attended by representatives of City Council, City staff, Toronto Hydro, Toronto Police Services and members of the local community. At this meeting Toronto Hydro advised that lighting audits of public streets were conducted, on average, about three times per year and that an audit completed for this area the week of June 1st identified over 200 streetlights that needed replacement or improvement. As well, there was general discussion about appropriate lighting levels for lanes to ensure visibility and safety.

The conclusions and recommendations of the public realm component of the study report will form the basis of a review and update of the King-Spadina Community Improvement Plan which was adopted by City Council in 1998.

(d) Built Form

The fundamental premise of the King-Spadina Plan is that built form standards and not density limitations would be used to achieve new development that reinforces historic the built form and street profile. The built form review examined the existing built form to determine the success of the planning framework and to evaluate the potential for alternative built forms, in particular the potential for tall buildings.

Heritage

A review of the Plan area's heritage buildings was completed as part of this study and is summarized in the Background section of the final study report. The heritage review provided input to the built form analysis and recommendations.

Currently there are over 100 buildings in King-Spadina listed on the City's Inventory of Heritage Properties, which includes both listed properties and properties subject to Designation By-laws. The heritage review completed for the study concluded that in addition to those buildings on the City's Inventory there are a number of other historic buildings that contribute to the historic character and physical form of the area. The heritage review concluded that the area had a rich heritage building stock and recommended continued listing of buildings on the City's Inventory as well as pursuing heritage district designation for all or portions of the Plan area. The properties on Wellington Street West between Victoria Memorial and Clarence Square, all of King Street West within the Plan area, properties on Richmond and Adelaide Streets between Spadina Avenue and Simcoe Street, and most of Spadina Avenue were identified as areas of particular merit for consideration of district designations.

Existing Built Form

The study confirmed the view that new development west of Spadina demonstrates a built form that is consistent with the intentions of the Plan to reinforce the historical physical scale of this district. In reviewing new construction and approved plans for this district, it was observed that relief was being sought and supported through the Committee of Adjustment for reductions in

the required 7.5 metre sideyard setback beyond a building depth of 25 metres. As well, based on lot size and configuration, limited distances between buildings or portions of buildings were considered to have the potential to result in less than satisfactory light, view and privacy conditions.

With the exception of a formal acknowledgment of the practice throughout the Plan area to permit additional building floor area subject to the inclusion of rooftop mechanical elements and the demonstration of no additional shadow impact on the public realm, the study recommends that the zoning by-law requirements be maintained and enforced for the area west of Spadina Avenue. As well, the study recommends that, beyond a depth of 25 metres and up to the maximum permitted height, the zoning by-law require a minimum separation of 15 metres between buildings on the same lot and/or portions of a building facing each other such as with an interior courtyard design. This standard directly relates to the minimum 7.5 metre sideyard setback requirement from a lot line. Setbacks above the maximum permitted height are discussed below.

On and east of Spadina Avenue new development has almost exclusively been for buildings which are taller than the Plan envisioned. Equally important is the observation that even when all of the other built form zoning standards are applied, the impact of additional height without a careful consideration of its impact on the historic built form, quality of the public realm relative to sun impact and sky views, and light, view and privacy considerations can have a substantial and detrimental impact on the built form and public realm objectives of the Plan. Given the existing variable built form on and east of Spadina Avenue, and the proximity of this portion of the Plan area to the downtown, the study examined the potential to consider additional height subject to alternative built form standards.

Potential for Additional Height on and east of Spadina Avenue

The study recommends that a tall building be defined in the Secondary Plan and the Urban Design Guidelines as any building that exceeds the zoning by-law height permissions. The study further recommends that any applications for tall buildings proceed by way of a zoning by-law amendment application given the primary importance of this built form standard relative to the Plan objectives.

Considering the built form and public realm expectations of the planning framework and the physical pattern of the area, the study concludes that there may be limited opportunities to consider and support taller buildings on and east of Spadina Avenue. Factoring in the fundamental importance of the historic building stock and the quality of the public realm to the Plan objectives these opportunities are considered to be limited to a few sites in the southeast quadrant of the Plan area.

The study recommends specific minimum site and built form standards for tall buildings be established in the Secondary Plan and further clarified in the Urban Design Guidelines. These requirements are considered to be the minimum standards necessary to accommodate additional building height without undue impacts on the other objectives of the Plan. These standards are consistent with those being recommended by the City's Tall Buildings report which is being submitted to the July 4, 2006 Planning and Transportation Committee meeting and is expected to

be considered by City Council at their meeting of July 25-27, 2006. The following standards are recommended for all portions of a building that exceed the existing as-of-right zoning permissions:

- minimum facing distance between buildings – 25 metres or a 1:1:1 ratio between facing tower dimensions and separation distance;
- minimum sideyard setback – 12.5 metres to all property lines other than street frontages; and
- minimum lot dimensions – 50 metres frontage and 50 metres depth.

The study also recommends that the Secondary Plan and Urban Design Guidelines set out the expectation that proposals for tall building will be required to demonstrate that facing dimension constraints are not exported to adjacent sites and that an increased stepback from the street above the as-of-right zoning permission will be pursued.

It should be emphasized that it is not intended that support for additional height implies support for point towers. It is expected that development in King-Spadina will continue to have substantial podiums consistent with the current built form standards in the zoning by-law.

Improved Sunlight Standards on Public Parks

The study recommends that the planning framework be modified to apply more rigorous sunlight standards around public parks to ensure that sunlight and sky views are protected on these public open spaces.

Requirement for Master Plans

The study recommends that the Secondary Plan and Urban Design Guidelines be modified to require the preparation of a Master Plan on sites that are atypically large and/or have unique characteristics. The purpose of the Master Plan would be to illustrate how a site would be organized, relate to adjacent lands, locate building envelopes and vehicle/servicing functions, connect to the public realm and other similar considerations. Locations identified as being appropriate candidates for the preparation of a Master Plan include the Globe and Mail lands in the vicinity of Front Street West and Spadina Avenue as well as interior block sites north of King Street West and west of Portland Street.

2. Community Consultation

The community consultation program for the study included community meetings and a community reference group. The community meetings were held in December 2005 and June 2006. Approximately 50 people attended the December meeting and 75 people attended the June meeting.

The community reference group was established to provide the City and the consulting team with ongoing community input and feedback through the course of the study. The group was between ten to twelve people in size and the makeup of the group shifted part way through the study to reflect the change in focus from entertainment use issues to public realm and built form. In addition to the four meetings that were held with this group, the consulting team spoke individually with community reference group members at the beginning of the study process and received ongoing feedback from a number of members throughout the study.

At both the December 2005 and June 2006 community meetings City staff and the consulting team felt that there was general support for the direction the study conclusions and recommendations were taking. At the June 2006 community meeting, attendees were provided summary handouts of the consultant's study conclusions and recommendations and invited to submit more detailed comments as input to the preparation of the final study report. A number of comments were received and are summarized below, along with staff's response to each:

- Comment: The new opera house at Queen Street West and University Avenue presents an opportunity to enhance Richmond Street West to link this facility with the entertainment district and the John Street cultural corridor.

Response: Staff agree that the location of the new Opera House close to the City's entertainment district and the John Street cultural corridor represents an opportunity to seek public realm improvements that could improve the link between them. This opportunity is identified in Staff's recommendations on proposed modifications to the Community Improvement Plan.

- Comment: Consider changing Richmond and Adelaide Streets to two-way traffic or, alternatively, reducing the number of vehicle lanes to accommodate an increased pedestrian boulevard.

Response: The existing Community Improvement Plan for King-Spadina identifies the objective for both of these streets to be two-way streets. Opportunities to improve the public boulevard are identified in the study report public realm recommendations. These recommendations do not specifically recommend an increased sidewalk width for these streets, but would result in a more attractive pedestrian environment.

- Comment: Commit to planning for a diverse neighbourhood, all ages and families, and request staff to explore mechanisms for achieving this goal.

Response: The current population and unit size mix of the area has been identified as requiring monitoring and re-evaluation upon release of the 2006 census data.

- Comment: Establish a 'shopping list' of prioritized community facilities, such as community centres and local markets, as well as public realm improvements and identify the means of implementation including Section 37 and Section 45 contributions.

Response: The 1996 and 2002 City Kings Monitoring reports contain the results of residents surveys aimed at gauging community facility needs. For King-Spadina public

parks and grocery stores were identified as being of greatest interest to residents. The revitalization program underway for the three primary parks in the neighbourhood responds to concerns regarding the quality of these public spaces. Grocery stores and similar retail and service uses are provided by the private sector and typically follow rather than lead population growth.

- Comment: Public realm improvements must consider commitments to a maintenance program for new and improved public space.

Response: Staff agree that maintenance of public spaces is important to the success of a public realm plan. City owned spaces, such as public parks and street are maintained by the City. Business Improvement Areas can also be an effective structure for improving and maintaining the streetscape. The provision of publicly accessible, privately owned space can incorporate obligations for maintenance in legal Agreements.

- Comment: Would like an integrated approach to the public realm which includes the Public Works Department in transportation considerations such as more crosswalks and stop lights at critical junctions, traffic flows including two-way flows, traffic calming, lane widths, the need for on street and off street parking for new businesses, improved access to transit, bicycle lanes and connections to adjoining neighbourhoods.

Response: The objective of the recommended Public Realm Plan is to achieve a system that is connected both within the Plan area and to other surrounding neighbourhoods and amenities. Planning staff continue to consult with the Technical Services Division and the local Councillor on priority initiatives to achieve this intent.

- Comment: A moratorium on additional re-zonings is recommended until these policies get fully worked out with community involvement.

Response: Recommendation No. 4 of this report sets out an approach for the review and evaluation of all development applications until such time as modifications and amendments to the planning framework are adopted by City Council.

- Comment: Explore a heritage district designation for 'Wellington Place'.

Response: Wellington Street West, including Victoria Memorial and Clarence Square parks is recommended as a candidate for heritage district conservation.

- Comment: Require Community Design Plans for large site redevelopment.

Response: Amendments to the Secondary Plan and the Urban Design Guidelines are recommended to address what situations or circumstances would result in the requirement for the completion of a master plan prior to consideration of a development application.

- Comment: Specific policies should limit inappropriate big box development;

Response: Section 8.0 of the existing King-Spadina Secondary Plan establishes that large scale stand-alone retail uses may be permitted by rezoning subject to meeting specific built form requirements. Amendments to the Secondary Plan and Urban Design Guidelines are recommended to clarify built form expectations of large scale retail uses relative to loading and servicing considerations and the physical pattern of surrounding lots and buildings.

- Comment: Appoint a Design Review Panel for King Spadina;

Response: The City is currently piloting areas Design Review Panels as part of the planning development application process.

- Comment: Any amendments to the planning framework must be very clear and adhered to by City staff and City Council

Response: Staff agree that the planning framework must be clear for all stakeholders and the recommended improvements to this framework are intended to achieve this. However, it should also be recognized that the planning framework cannot anticipate and plan for every circumstance. Applications will continue to be submitted and evaluated on the basis of the approved planning framework. The recommended amendments to the planning framework set out in this report are intended to reduce uncertainty.

3. Summary:

The primary conclusion of the King-Spadina Review study is that the basic premise upon which the Plan was developed – to attract a wide range of uses and to use built form standards as a means to achieve new development that reinforces the historic physical character of the area - remain relevant and appropriate. For the most part, the Plan has been successful in achieving these objectives. However, there are exceptions:

- The ongoing issue of the impact of nightclubs on the quality of life for other established uses in the area remains a concern, primarily for the area east of Spadina Avenue. The Interim Control By-law prohibiting entertainment facilities in this area has been extended to May 4, 2007 and the recent implementation of additional licensing requirements aimed at addressing noise, crowd and security concerns will be monitored over the course of 2006 to assist in the formulation of recommendations regarding the zoning provisions for the area.
- The apparent homogeneity of the population and housing mix has been identified by the study as requiring further review upon the release of 2006 census data. The multi-storey residential condominium buildings that typify this area are not the concern, rather it is the potential for the area to evolve over time to provide for a variety household and unit sizes.

- The public realm is increasingly challenged as this old manufacturing neighbourhood continues its transition to an urban neighbourhood with a large residential population. The streets reflect the ongoing competition between the need to balance increased local and through traffic with the need to improve their identity and function as desirable elements of the public realm. The public realm recommendations provide assistance in working successfully within this context.
- New development will continue to challenge the built form expectations of the Plan and the potential to undermine the area's special character on an incremental basis will likely remain a real and ongoing concern. The conclusions and recommendations of the built form review, particularly those related to the required conditions for 'tall buildings' and the need for master plans will provide further clarity in support of the Plan objectives.

Based on the study report conclusions and recommendations and the input received through the community consultation process, staff are recommending amendments and modifications to the existing planning framework for King-Spadina as set out below. The recommended amendments and modifications apply to the: City of Toronto Official Plan, Section 16, Chapter 6, the King-Spadina Secondary Plan; Zoning By-law 438-86, Section 7 - Reinvestment Area District Zone; the King-Spadina Urban Design Guidelines; and, the King-Spadina Community Improvement Plan.

The amendments and modifications will:

- update the current planning framework and improve the inter-relationship of the documents that comprise the framework;
- re-confirm the fundamental importance of the historic built form and street profile to the Plan objectives and the need for new development to reinforce that form;
- update the public realm plan for the area and provide direction regarding improvements and enhancements to the area's streets and open spaces;
- clarify the intent and expectations regarding built form and specify those measures by which any proposals for development in excess of the current planning permissions will be evaluated.

This report recommends that staff be directed to undertake the necessary actions to bring forward these recommended amendments and modifications to the existing planning framework to the September 13, 2006 Toronto and East York Community Council meeting. This will allow interested parties the opportunity to review the consultant's study report and staff's proposed modifications to the planning framework set out in this report and to provide any additional comment to staff and/or Council in this regard.

Status of Existing Applications

This report includes a recommendation regarding the review of development applications until such time as City Council adopts modifications and amendment to the planning framework.

4. Recommended Amendments and Modifications to the King-Spadina Planning Framework

A. Amendments to the King-Spadina Secondary Plan (Section 16, Chapter 6 of the Toronto Official Plan)

(i) Section 1 – Interpretation – is recommended to be amended to add a new policy to indicate that the Plan is to be read in conjunction with the King-Spadina Urban Design Guidelines and Community Improvement Plan.

(ii) Section 2 – Major Objectives – is recommended to be amended to add new policies to:

- establish the intent of the Plan to protect and enhance the unique physical character and structure of the area and to ensure that new development reinforces this objective
- identify that residential uses are an important component of this mixed use area and evaluation of applications proposing residential uses will include a consideration of potential conflicts with surrounding uses and, as necessary and appropriate, options to mitigate such impact.

(i) Section 3 – Urban Structure and Built Form – is recommended to be amended to:

Urban Structure

- introduce the three character districts of the Plan area - west of Spadina Avenue, Spadina Avenue and east of Spadina Avenue.
- identify John Street as a Cultural Corridor as identified in the City's Waterfront Culture and Heritage Infrastructure Plan and remove the reference to Queen Street West.

Areas of Special Identity & Important Sites

- Update and reorganize to establish one sub-section titled Areas of Importance and include the following:

- the identification of the special character streets of King Street West, Wellington Street West and John Street as areas of special identity;
- the identification of the four existing public parks as important sites;
- the identification of the recommended five heritage sub-districts as areas of special identity; and
- a policy indicating that the City will require proponents to prepare Master Plans for sites that are atypically large, have unusual configurations, where a significant portion of lands do not have street frontage and/or any other characteristics that, in the opinion of the City, require further consideration and understanding regarding site organization and layout, site access and servicing, location of building envelopes, connections and linkages with adjacent streets and sites, and the provision of on-site open space and/or other community benefits.
- relocate the policy regarding the existing lane system to Section 6. Pedestrian Environment, Transportation and Parking.

General Built Form Principles

- add a policy regarding ‘tall buildings’ specific to King-Spadina that defines a tall building, identifies locations where tall buildings may be considered, sets out the expectation that such applications would proceed by rezoning, and includes development standards for tall buildings.
 - add a policy that development for any use shall be sited and massed to meet adequate light, view and privacy standards.
 - add a policy that requires buildings adjacent to public parks or other publicly accessible open spaces to be massed to provide appropriate proportional relationships and be designed to minimize wind and shadow impacts on such spaces.
- (iv) Section 4 – Heritage – is recommended to be amended to:
- add a policy that recognizes the important contribution of all historic buildings in the Plan area to the physical character of the area and which establishes the City’s intent to continue to protect the area’s historic building stock as part of their ongoing evaluation of buildings for inclusion on the City’s Listing of Heritage Properties and the pursuit of heritage district designations in accordance with the Ontario Heritage Act.
 - modify existing policy 4.3 to include building materials.

- (v) Section 5 – Community Improvement – is recommended to be amended to - modify existing policy 5.2 to indicate that opportunities to expand and enhance the public realm will be considered and may include initiatives such as tree planting programs, capital improvements to existing parks, securing publicly accessible private open space and the acquisition of lands for parks
- (vi) Section 6 – Pedestrian Environment, Transportation and Parking – is recommended to be amended to add a policy that indicates applications for below-grade commercial parking in mixed-use buildings will be considered on the basis of the ability to achieve access from primary or secondary streets as identified in the public realm plan contained within the Community Improvement Plan;
- (vii) Section 7 – Community Services and Facilities – is recommended to be amended to indicate that Council will continue to monitor changes to determine the need for additional community services and facilities in the area.
- (viii) Section 8 – Retail – is recommended to be amended to include the requirement that large scale commercial uses are expected to be designed to address the impact of loading and servicing functions on the public realm, including a consideration of conflicts with pedestrian and vehicle movement and the physical lot and building pattern of the street.
- (ix) Section 9 – Environment – is recommended to be amended to reference the Natural Environment policies of the Official Plan.
- (x) Section 10 – Residential Uses - is recommended to be deleted (A policy regarding residential uses is proposed to be added to Section 2 – Major Objectives).
- (xi) Section 12 – Monitoring – is recommended to be amended to update the City’s intent to continue to monitor change in the Secondary Plan area and, in subsection (c) which refers to existing buildings in the Plan Area, delete the word demolition and replace with the word retention.
- (xii) Map 16-1- is recommended to be amended to adjust the boundaries of the Secondary Plan area to remove those properties fronting onto Queen Street West, effectively establishing the east-west public lane that runs almost continuously between Bathurst Street and Simcoe Street as the new north Secondary Plan boundary, and to indicate the three districts that comprise the Plan area.

**B. Recommended Amendments to Reinvestment Area District Zone
(Section 7 of Zoning By-law 438-86)**

- (i) Section 7 – Reinvestment Area Districts – Part II – Setbacks - is recommended to be amended to add a provision requiring a minimum separation distance of 15 metres between buildings or portions of buildings on the same lot.

- (ii) Section 7 – Reinvestment Area Districts – Part III – Height - is recommended to be amended to add a provision that permits additional height to a maximum of five metres provided that:
 - rooftop mechanical elements are fully incorporated within that height;
 - such additional height is contained within a 45 degree angular plane from the height permitted by the Height Map from a lot lines which abut a street (other than a lane); and
 - such additional height is setback a minimum of 7.5 metres from the side lot line.
- (iii) Section 7 – Reinvestment Area Districts – Part II - Setbacks – is recommended to add a provision that requires that the minimum elevation of the ground floor be consistent with that of the nearest adjacent street elevation. (*Note: this matter was not identified by the study however has been identified as a matter of concern with new construction and is recommended to be incorporated into the zoning by-law to ensure that ground floor unit elevations are compatible with street elevation).*

C. Proposed Modifications to the King-Spadina Community Improvement Plan
(Authority: By-law 1997-0053 Community Improvement Policy Area Designation By-law 1997-0053; Plan approved by City Council at July 29-31, 1998 City Council Meeting - Report No. 10, Clause 62)

The King-Spadina Community Improvement Plan is recommended to be amended to update the Plan in the context of the study conclusions and recommendations of which the following key elements should be as follows:

- (i) Priority Improvement Areas
- (ii) establish that capital investment in the public realm should be allocated, in order of priority, to public parks and open spaces, public streets, and public lanes.
 - (i) Parks
 - provide information on the status, timing, elements, cost and financial status of the Victoria Memorial Park revitalization plan;
 - provide information on the status and timing for the initiation and completion of the Clarence Square Park revitalization and include capital cost estimates if available/possible;
 - identify the City’s intention to explore the potential to retrofit Metro Hall Park as a means to providing for additional public open space to meet the

open space needs of the surrounding community and include a capital cost estimate if possible; and

- identify the City's intention to explore the possibility of converting all or a portion of the City owned building at the north limit of St. Andrews park for community use.

(i) Streets

- incorporate the street hierarchy identified by the study, including the special character streets;
- prioritize streetscape improvements on the basis of their role in the street hierarchy with special character streets being given highest priority followed by primary streets, secondary streets and tertiary streets;
- identify that, notwithstanding the rankings of streetscape improvements, implementation of improvements is also affected by specific City capital programs such as the Technical Services Capital Program and/or improvements to the street associated with specific development applications and, as such, modifications to timing for improvements may result;
- include street sections for each street type in the street hierarchy, as well as the special character streets. Street sections should include the existing condition, the recommended condition, an interim condition if applicable, state what elements are missing to achieve the recommended condition and indicate the current capital cost estimates for such elements.

(ii) Lanes

- identify the need for the City to work with Toronto Hydro to determine an appropriate lighting level standard for lanes and to work with Toronto Hydro and private property owners to achieve this lighting level through lighting on private property, public lighting in the lane and/or a combination thereof.

(v) Funding

- identify that funding for capital improvements through Section 37 and Section 45 contributions shall be allocated in accordance with the ranking set out in (i) above.
- advise of the potential for change in the status and timing of public realm improvements on the basis of the timing for initiation of municipal programs such as the City's Technical Services Capital Programs for street resurfacing and/or private investment in the public realm through development applications.

D. Proposed Modifications to the King-Spadina Urban Design Guidelines
(Approved By City Council in 1996)

The existing urban design guidelines are proposed to be modified to:

- (i) structure the Guidelines consistent with the City's format for Urban Design Guidelines.
- (ii) Incorporate the following sections:
 - A section on overall Guideline principles/objectives for the Plan area, this section shall include a structure map of the Plan area and sub-districts, show the street hierarchy and special character streets and areas of importance; and,
 - A section for each of the 3 character districts (West of Spadina Avenue, Spadina Avenue and East of Spadina Avenue);
- (iii) For each section:
 - identify the distinctive characteristics and their existing condition;
 - explain the built form objectives and what considerations determined this objective;
 - identify what elements of the existing condition do and do not support the policy objectives;
 - identify the key factors to be considered in evaluating development proposals in these area and why; and
 - speak specifically to heritage and built form objectives and illustrate how the guidelines will reinforce these objectives;
- (vi) include a separate section on potential sites for alternative built form; and
- (vii) include a separate section on the reasoning and parameters for master plans.

Conclusions:

This report presents the conclusions and recommendations of the King-Spadina Plan review study. The fundamental conclusion of the study is that the original premise of the Plan to attract investment in a manner that retains and reinforces the historic built form and improves the public realm remains relevant and appropriate. The resulting recommendations of the study serve to reconfirm and reinforce this outcome as the area continues to evolve. As a result of this study, staff are recommending modifications to the planning framework for the Plan area, being the King-Spadina Secondary Plan, the implementing RA zoning, the Urban Design Guidelines and the Community Improvement Plan. Details regarding proposed modifications are contained in this report. It is recommended that staff report to the September 13, 2006 Toronto and East York Community Council meeting with Official Plan and Zoning By-law amendments and modifications to the Urban Design Guidelines and Community Improvement Plan to implement the changes recommended in this report.

Contact:

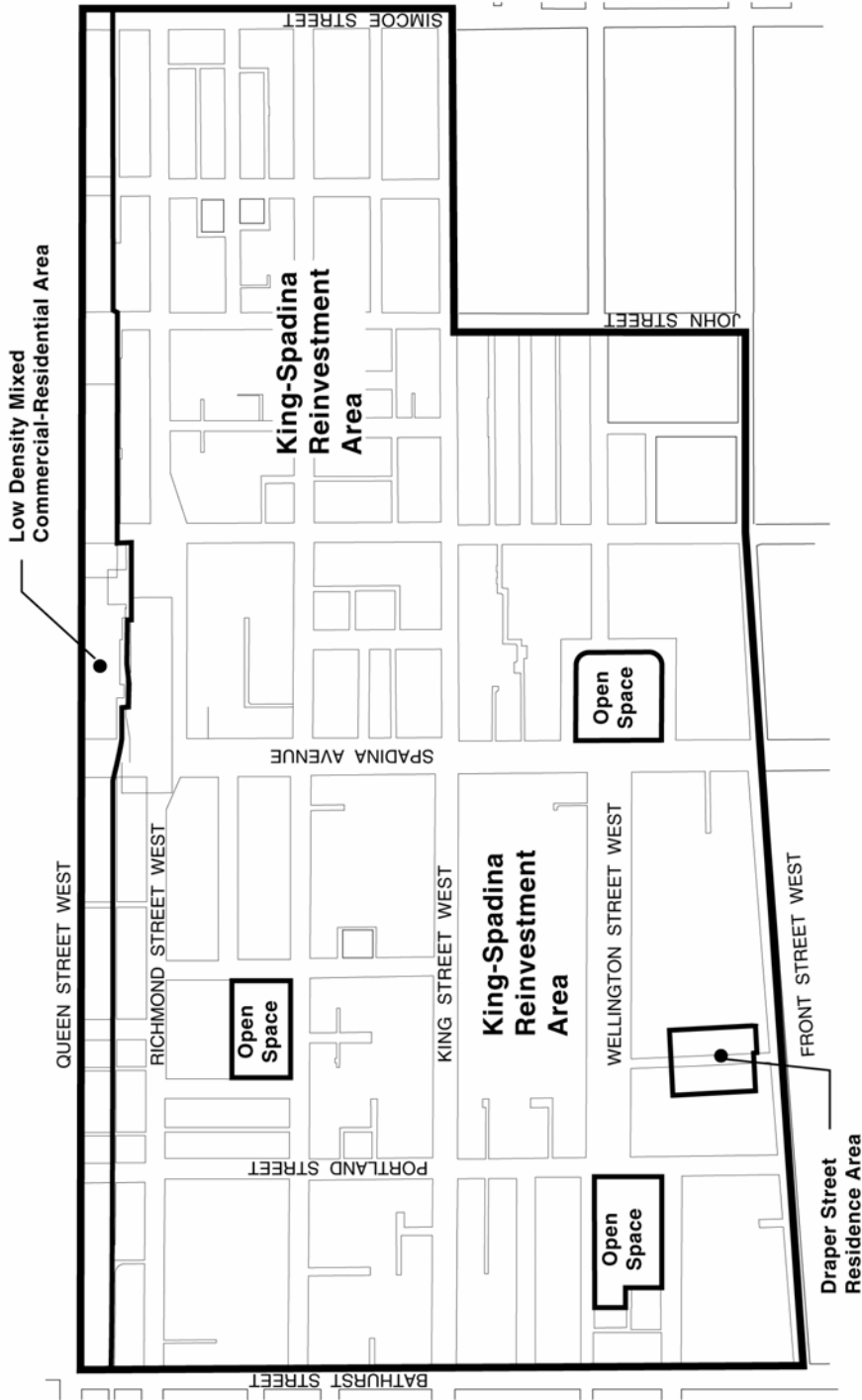
Sharon Hill, Senior Planner, West Section
Ph: (416) 392-7574
Fax: (416) 392-1330
Email: shill@toronto.ca

Gary Wright
Director, Community Planning, Toronto and East York District

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List of Attachments:

Attachment 1: King-Spadina Plan Area Map
Attachment 2: King-Spadina Plan Review Study Report



19.8 King-Spadina Part II Plan