

**King-Spadina Secondary Plan Update – Draft Policy Directions**

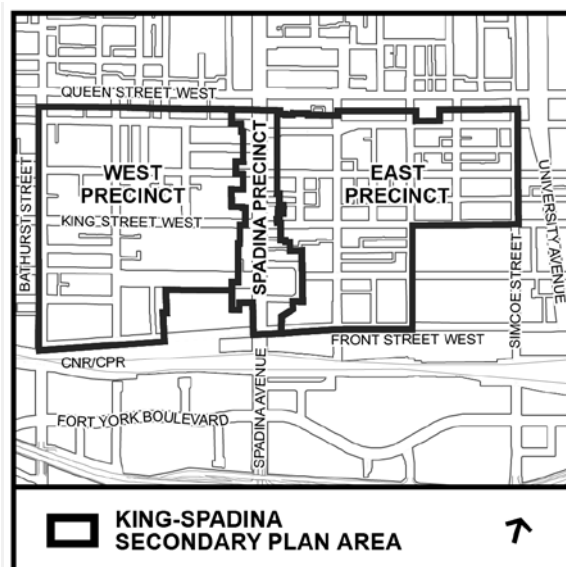
<b>Date:</b>	August 21, 2017
<b>To:</b>	Toronto and East York Community Council
<b>From:</b>	Director, Community Planning, Toronto and East York District
<b>Wards:</b>	Ward 20 – Trinity-Spadina
<b>Reference Number:</b>	09-123346 SPS 00 OZ

**SUMMARY**

The purpose of this report is to update Toronto and East York Community Council on the status of the work on the King-Spadina East Precinct Built Form Study and to confirm the scope of the Study.

This report recommends that the West Precinct of the King-Spadina Area, as described in this report, be included in the review that Staff have been directed to undertake for the East Precinct and the Spadina Precinct. The inclusion of the West Precinct will mean that the entire area of the King Spadina Secondary Plan is considered through this review.

While the Study began as a built form study, since 2012 Council has directed Staff to review numerous matters other than built form for the King-Spadina East Precinct. This includes the King-Spadina Heritage Conservation District Study which generally aligns with the entire King-Spadina Secondary Plan Area. The breadth of these matters is best addressed by an update to the King-Spadina Secondary Plan. It is recommended that the study be revised from the "King-Spadina East Precinct Built Form Study" to the "King-Spadina Secondary Plan Update".



This report provides an update on policy directions for the King-Spadina Secondary Plan Update for public review in advance of a Final Report. The Final Report on the King-Spadina Secondary Plan Update and the draft updated Secondary Plan is targeted to be considered at the November 14, 2017 Toronto and East York Community Council meeting and the December 6, 7, and 8, 2017 City Council meeting.

## **RECOMMENDATIONS**

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### **The City Planning Division recommends that:**

1. Toronto and East York Community Council confirm staff's work to expand the boundary of the King-Spadina East Precinct Built Form Study to include the West Precinct, as described in the report (August 21, 2017) from the Director, Community Planning, Toronto and East York District, entitled "King-Spadina Secondary Plan Update – Draft Policy Directions" and that the study be revised from the "King-Spadina East Precinct Built Form Study" to the "King-Spadina Secondary Plan Update".
2. Toronto and East York Community Council request Staff to continue public consultation on the draft policy directions as outlined in the report (August 21, 2017) from the Director, Community Planning, Toronto and East York District, entitled "King-Spadina Secondary Plan Update – Draft Policy Directions" and to report on all consultations in the Final Report.

### **Financial Impact**

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

## **DECISION HISTORY**

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

- the land use policy framework, particularly related to nightclub uses;
- community facilities
- the public realm; and
- built form.

The consultant's study was completed in June 2006 and a report from the Director, Community Planning, Toronto and East York District, "Final Report – King Spadina Secondary Plan Review Study" was received by City Council at their July 25, 26, 27, 2006 meeting.

A link to the staff report can be found here:

<http://www.toronto.ca/legdocs/2006/agendas/council/cc060725/te6rpt/cl010.pdf>

In accordance with the recommendations set out in the City staff report on the King-Spadina Review Study, a report was prepared by the Chief Planner and Executive Director, City Planning Division "Final Report – King Spadina Secondary Plan Review" which included Official Plan and Zoning By-law amendments to implement the findings of the King Spadina Secondary Plan Review Study. The recommendations from this report, including the Official Plan and Zoning By-law amendments, were adopted, as amended, by City Council at its September 25, 26, and 27, 2006 meeting. The Official Plan and Zoning By-law amendments continue to be under appeal at the Ontario Municipal Board and are not in force and effect.

On April 8, 2008 Toronto and East York Community Council directed the Acting Chief Planner and Executive Director, City Planning Division to undertake the King-Spadina East Precinct Built Form Study:

- “1. to conduct a built form study for the area bounded by Front Street West, Spadina Avenue, Richmond Street West and Simcoe Street in the King-Spadina Secondary Plan Area, to determine appropriate heights, massing and physical relationships in the context of, but not necessarily limited to the following:
  - a) The public policy goals and objectives of the Official Plan;
  - b) The goals and objectives of the King-Spadina Secondary Plan;
  - c) The emerging “Living Downtown Study” principles;
  - d) The Heritage character of the area including enhancements to the area’s heritage policy framework;
  - e) The maintaining and enhancing of employment opportunities in the area; and,
  - f) The impact on pedestrian safety and the public realm.
2. to hold community consultations with area stakeholders, in consultation with the Ward Councillor, to include residents, landowners, resident and business associations and the development industry; and,
3. to report back to the Toronto and East York Community Council in the third quarter of 2008.”

Staff completed the King-Spadina East Precinct Built Form Study in 2009 and were directed by City Council to undertake further consultation on the study recommendations.

A link to the 2009 City Council decision and report may be found here:  
<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2009.TE27.13>

Since the 2009 Study, there has been ongoing and increasing pressure for development at heights not contemplated by the study's recommended planning framework, including tall building applications to demolish and/or build on top of heritage buildings.

A re-evaluation of the earlier study work in light of development since 2009 was recommended in 2012. In December of 2013 a status report outlining preliminary findings and potential directions for the study was presented to Council. The report was received for information.

A link to the 2013 City Council decision and status report may be found here:  
<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2013.TE28.42>

A second status report was considered by City Council at its August, 2014 meeting. At its meeting of August, 2014, City Council adopted the recommendations from the second status report, "King-Spadina East Precinct Built Form Study – Status Report" (August 5, 2014) from the Director, Community Planning, Toronto and East York District. City Council adopted the following recommendations:

- "1. City Council endorse the draft Public Realm Strategy, Attachment 1 to the report (August 5, 2014) and the Built Form Directions as outlined in the report (August 5, 2014) from the Director, Community Planning, Toronto and East York District, and direct staff to apply the draft Public Realm Strategy and Built Form Directions in evaluating current and future development applications and public realm improvements and investment in the area.
2. City Council request the Acting General Manager, Parks, Forestry and Recreation to identify potential new parkland and proceed with on-site parkland dedications, off-site dedications and parkland acquisition in the East Precinct of King-Spadina on a priority basis.
3. City Council endorse the following directions for the King-Spadina East Precinct to be used in reviewing current and future development applications:
  - a. a downward gradation of tower heights from east to west from University Avenue towards Spadina Avenue.
  - b. limiting heights approaching Queen Street West to prevent shadowing on the north sidewalk after 12:00 (noon) in the spring and fall equinoxes.
  - c. employing the city-wide Tall Buildings Guidelines to evaluate towers, particularly with regard to tower spacing and tower floor plates.

- d. evaluating new development applications in the context of a block plan for the block on which they sit.
  - e. seeking the inclusion of family-sized units in all new residential development.
  - f. requiring the inclusion of employment uses in new residential development that replaces existing office uses, resulting in a net gain in employment, consistent with OPA 231.
4. City Council direct the Chief Planner and Executive Director, City Planning to bring forward any required Official Plan and Zoning By-law Amendments arising from the East Precinct Built Form Study to a statutory public meeting under the Planning Act in 2015 after concluding on-going community consultations.
  5. City Council request the Director, Community Planning, Toronto and East York District, to amend the study purpose to include the social value of buildings, in addition to built form and physical character.
  6. City Council request the Director, Urban Design, in the development of the design of the John Street Cultural Corridor, to take into account the different conditions of John Street north of Queen Street West, with its many residential uses and its connection to the Grange Park revitalization, in consultation with the Queen Street West BIA, area residents and the Ward Councillor."

A link to the City Council decision and the 2014 status report can be found here:  
<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2014.TE34.92>

A third status updated was considered by City Council at its July 7, 8, and 9, 2015 meeting. City Council adopted the recommendations from third status report "Status Update – King-Spadina East Precinct Built Form Study" (May 29, 2015) from the Director, Community Planning Toronto and East York District. City Council adopted the following recommendations;

- "1. City Council request staff to expand the boundary of the King-Spadina East Precinct Built Form Study to include the Spadina Precinct as described in the report (May 29, 2015) from the Director, Community Planning, Toronto and East York District.
2. City Council request City Planning staff to work together with Economic Development and Culture Division staff to develop policies that address the need to protect and enhance the cultural industries in King-Spadina including the retention and provision of affordable and sustainable floor space in the Secondary Plan area.

3. City Council request City Planning staff to update the Kings Travel Survey to inform on-going work."

A link to the City Council decision and the 2015 status report can be found here:  
<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2015.TE7.62>

## **ISSUE BACKGROUND**

### **Policy History**

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. The Part II Plan for King-Spadina was carried forward as Section 16, Chapter 6 of the new City of Toronto Official Plan (2003).

The major objective of the King-Spadina Plan was to encourage reinvestment in the area for a broad range of uses in a manner that reinforced the historic built form. The Plan objectives were implemented through the Reinvestment Area (RA) zoning that applies to the area, and were supported by urban design guidelines and a community improvement plan. Density limits are not included in the RA zone provisions, rather maximum building heights and various setback and stepback provisions which 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 1996 planning framework, the King-Spadina area has seen significant reinvestment both through new construction and conversion of existing buildings. There is no doubt the original objective to encourage reinvestment has been met. As noted, a number of studies and policy reviews were undertaken in light of this development pressure since the 1996 Secondary Plan, including the comprehensive review in 2006 resulting in Official Plan and Zoning By-law Amendments.

In 2009, Staff completed a Built Form Study of the East Precinct and were directed by City Council to undertake further consultation on the study recommendations. Since that time, there has been ongoing and increasing pressure for development at heights not contemplated by the study's recommended planning framework, including tall building applications to demolish and/or build on top of heritage buildings. Based on this increased development pressure, in 2012 staff were directed to re-evaluate the 2009 Study recommendations based on the growth occurring in King-Spadina.

## **COMMENTS**

### **Planning Act Provincial Policy Statement and Provincial Plans**

Section 2 of the Planning Act identifies matters of provincial interest, which include, among other matters, the orderly development of safe and healthy communities, the

appropriate location of growth and development, the adequate provision of a full range of housing, and the promotion of a built form that is well-designed. The Planning Act requires that all decisions by Council affecting land use planning matters shall have regard to matters of provincial interest.

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

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

The City of Toronto uses the PPS to guide its Official Plan and to inform decisions on other planning and development matters. The PPS is issued under Section 3 of the Planning Act and all decisions of Council affecting land use planning matters "shall be consistent with" the Provincial Policy Statement. Policy 4.7 further states that the Official Plan is the most important vehicle for implementing the PPS.

The Growth Plan for the Greater Golden Horseshoe (2017) provides a strategic framework for managing growth in the Greater Golden Horseshoe region including:

- Setting minimum density targets within settlement areas and related policies directing municipalities to make more efficient use of land, resources and infrastructure to reduce sprawl, cultivate a culture of conservation and promote compact built form and better-designed communities with high quality built form and an attractive and vibrant

public realm established through site design and urban design standards;

- Directing municipalities to engage in an integrated approach to infrastructure planning and investment optimization as part of the land use planning process;
- Building complete communities with a diverse range of housing options, public service facilities , recreation and green space that better connect transit to where people live and work;
- Retaining viable employment lands and encouraging municipalities to develop employment strategies to attract and retain jobs;
- Minimizing the negative impacts of climate change by undertaking stormwater management planning that assesses the impacts of extreme weather events and incorporates green infrastructure; and
- Recognizing the importance of watershed planning for the protection of the quality and quantity of water and hydrologic features and areas.
- Conserving *heritage resources* in order to foster a sense of place and benefit communities, particularly in *strategic growth* areas.

Like other provincial plans, the Growth Plan for the Greater Golden Horseshoe (2017) builds upon the policy foundation provided by the Provincial Policy Statement (2014) and provides more specific land use planning policies to address issues facing the GGH region. The policies of the Growth Plan take precedence over the policies of the PPS to the extent of any conflict, except where the relevant legislation provides otherwise. All decisions by Council affecting land use planning matters are required by the *Planning Act*, to conform, or not conflict, as the case may be, with the Growth Plan.

The Final Report will outline how the updated policies for the King Spadina Secondary Plan Update have regard for the Planning Act, are consistent with the Provincial Policy Statement, and conform to the Growth Plan for the Greater Golden Horseshoe.

## **West Precinct**

The West Precinct of the King-Spadina Area is generally bounded to the north by the properties on the north side of Richmond Street West, to the west by the east side of Bathurst Street, to the south by the north side of Front Street, and to the east by the western property line of properties fronting Spadina Avenue, as shown on Attachment 1. The area subject to the Official Plan and zoning by-law amendment applications at 440 Front Street is excluded from the King-Spadina Secondary Plan, as this area was removed from the King-Spadina Secondary Plan by Official Plan Amendment 317.



Since the Council direction in 2012 to re-evaluate the findings from the 2009 East Precinct Built Form Study, the development pressure in the West Precinct of the King-Spadina Area has significantly increased. The population of the West Precinct is increasing dramatically, with the population west of Spadina Avenue in the King-Spadina Area increasing from 4,000 people in 2011 to 6,500 in 2016. The population is forecasted to increase to 13,800-14,300 people based on submitted and approved development applications and buildings currently under construction. There are approximately 15 zoning by-law amendment applications currently under review in the West Precinct. Staff recommend that as the policies for the East Precinct and Spadina Precinct are being updated, the policies for the West Precinct should also be updated and recommend that the West Precinct be included as part of the Study Area.

If the West Precinct is included in the Study Area, the entire area of the King-Spadina Secondary Plan will be reviewed in a coordinated and comprehensive manner.

### **Secondary Plan Update**

While the King-Spadina East Precinct Built Form Study began as a built form study, since 2012, Council has requested Staff to address a number of matters beyond built form in their review. These matters include: preserving and enhancing employment opportunities; public realm improvements; the inclusion of family-sized units; the identification of new parkland opportunities; a review of community services and facilities; the social value of buildings; and the preserving and enhancing of cultural industries. These matters go beyond built form and would be better addressed by an update to the King-Spadina Secondary Plan. It is also desirable that the HCD Plan for the entire area align with the planning policy review. It is recommended that the study be revised from the "King-Spadina East Precinct Built Form Study" to the "King-Spadina Secondary Plan Update" to better reflect the direction Staff has received from Council. Staff have already been analyzing the area comprehensively and consulting with the community about these items, so it is not anticipated that revising the built form study to a Secondary Plan update will add to the timeline for completion of the Study.

### **Community Consultation**

Between 2013 and 2017, five community consultation meetings have been held on the King-Spadina Secondary Plan Update (formerly the King-Spadina East Precinct Built Form Study). While these meetings initially focused on the East Precinct, meetings since 2016 have also included discussion on both the Spadina Precinct and the West Precinct. Several other meetings have also been held with individual landowners, the Entertainment District BIA, and other stakeholders. Numerous comments and concerns were raised about the King-Spadina Area through these community consultation meetings, including the following:

- There is a deficiency of community services and facilities;
- The neighbourhood is becoming too dense and buildings are becoming too tall;
- Heritage needs to be protected;

- There is a deficiency in parks and open space;
- Sidewalks are too crowded;
- There is a need for public realm improvements;
- Buildings are being constructed too close together;
- There is too much traffic congestion;
- Public transportation is too crowded;
- The area is very vibrant and there is a desire for this vibrancy to be maintained;
- Employment and cultural uses need to be protected; and
- Livability needs to be improved.

A number of these comments and concerns are being addressed through parallel initiatives, including TOcore, the King-Spadina Heritage Conservation District Study, Official Plan Amendment 231 regarding economic policies and stimulating office growth, Official Plan Amendment 352 regarding tall building setbacks, and the King Street Pilot Study. These initiatives and their contribution to the above-noted concerns are detailed below. The intention of the King-Spadina Secondary Plan Update is to provide policy direction to direct and balance growth and development in a way that recognizes the unique character of the King-Spadina neighbourhood while supporting livability and a desirable work environment.

### **King–Spadina Heritage Conservation District Study**

At its meeting on August 16, 2013 Toronto City Council directed Heritage Preservation Services staff to undertake Heritage Conservation District (HCD) studies in five priority areas. One of these areas is King-Spadina. A team led by Taylor-Hazell Architects developed the study, and was subsequently retained to prepare the Plan.

The first phase of the study involved the identification of the area's cultural heritage value, and the determination of potential HCD boundaries. In May 2014, the Toronto Preservation Board endorsed the HCD Study for King-Spadina, along with City staff recommendations to proceed with two HCD plans for King-Spadina, divided along Peter Street. Through the development of policies for the two HCDs and the community consultation process, the project team and City Staff determined that a single HCD for the entire district would be more appropriate. The HCD boundary roughly aligns to that of the King-Spadina Secondary Plan, between Simcoe and Bathurst Streets, and Richmond and Front/Wellington/King Street West.

The final version of the HCD Plan was released for public comment in June 2017. The Plan was endorsed at the June 22, 2017 Toronto Preservation Board meeting, and is also being considered at the September 6, 2017 Toronto and East York Community Council. The Toronto Preservation Board decision and Final HCD Plan can be found at: <http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2017.PB24.1>

Community consultation for the King-Spadina Secondary Plan consistently reiterated the need to conserve the heritage resources in King-Spadina. The King-Spadina HCD Plan provides direction on heritage conservation in the King-Spadina area. The policies in the

proposed King-Spadina Secondary Plan Update will, amongst other matters, support the policies in the King-Spadina HCD Plan. The HCD Plan and proposed Secondary Plan have been developed in coordination to ensure consistency in direction.

## **TOcore**

TOcore: Planning Downtown is a comprehensive, inter-divisional study, led by City Planning. Building on Downtown's existing planning framework, TOcore's purpose is to ensure growth positively contributes to Toronto's Downtown as a great place to live, work, learn, play and invest by determining: a) how future growth will be accommodated and shaped, and b) what physical and social infrastructure will be needed, where it will go and how it will be secured.

TOcore will update the Downtown planning framework to shape future growth and link growth to the provision of needed infrastructure investments to achieve the city-building vision and policies of Toronto's Official Plan. A series of infrastructure strategies for mobility, parks and public realm, community services and facilities, water and energy are in development as part of this review.

City Council adopted the TOcore Proposals Report on December 15, 2016. The Proposals Report provides a vision for Downtown to 2041, five guiding principles and the policy directions that informed the development of the proposed Downtown Plan. The proposed Downtown Plan will be presented at the Planning and Growth Management Committee meeting on September 7, 2017.

The TOcore website is [www.toronto.ca/tocore](http://www.toronto.ca/tocore).

The TOcore initiative will address many of the issues that have been identified as part of the King-Spadina Secondary Plan Update community consultation process, including: built form, provision of parks, protection of employment, provision of community services and facilities, and improving livability. To ensure a cohesive vision and direction for the TOcore and the King-Spadina Secondary Plan Update, staff are working closely to ensure that the policy directions are aligned. In addition, some of the TOcore directions and policies will be integrated as appropriate in the updated King-Spadina Secondary Plan. The policies from the TOcore initiative will apply to the King-Spadina Area along with the policies from the updated King-Spadina Secondary Plan. The updated King-Spadina Secondary Plan policies will not conflict with the TOcore policies, but will in many instances provide further direction unique to the King-Spadina Area.

## **Official Plan Amendment 231**

Official Plan Amendment No. 231 (OPA 231), adopted by City Council December 18, 2013, received approval by the Minister of Municipal Affairs and Housing on July 9, 2014 and is in large part under appeal before the Ontario Municipal Board. As an outcome of the Official Plan and Municipal Comprehensive Reviews, OPA 231 contains new economic policies and designations to stimulate office growth in the *Downtown*, *Central Waterfront* and *Centres*, and all other *Mixed Use Areas*, *Regeneration Areas* and

*Employment Areas* and also contains new policies with respect to office replacement in transit-rich areas. In particular, Policy 3.5.1(2a), currently in force and effect, requires:

2. "A multi-faceted approach to economic development in Toronto will be pursued that:
  - (a) Stimulates transit-oriented office growth in the *Downtown* and the *Central Waterfront*, the *Centres* and within walking distance of existing and approved and funded subway, light rapid transit and GO stations in other *Mixed Use Areas*, *Regeneration Areas* and *Employment Areas*".

Additionally Policy 3.5.1(6) requires that new office development will be promoted in *Mixed Use Areas* and *Regeneration Areas* in the *Downtown*, *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. Policy 3.5.1 (9) requires the provision of office space on any site containing 1,000 square metres or more of office space, where residential development is proposed. Policy 3.5.1(6) and (9) are both currently under appeal.

The updated King-Spadina Secondary Plan will include policies for the provision of office space that build on OPA 231 and further recognize the importance of the King-Spadina Area as an important location for the provision of employment uses, notably cultural employment uses.

## **Official Plan Amendment 352**

On October 5-7, 2016, City Council adopted Official Plan Amendment (OPA) 352 – Downtown Tall Building Setback Area. The implementing By-law (no. 1105-2016) was enacted on November 9, 2016. The purpose of OPA 352 is to establish the policy context for tall building setbacks and separation distances between tower portions of a tall building in the Downtown which would be implemented through an area specific Zoning By-law. The intent is that these policies would ensure that future growth positively contributes to the liveability, sustainability and health of Toronto's Downtown. More specifically, policies establish the reasoning for tower setbacks and recognize that not all sites can accommodate tall buildings and address base building heights. OPA 352 is currently the subject of appeals and is not in force.

OPA 352 addresses the concern identified in the King-Spadina Secondary Plan Update community consultation that buildings are being built too close together. It requires buildings to provide appropriate setbacks and separation distances between towers, including across narrow streets such as Pearl Street, Mercer Street and Nelson Street. The updated King-Spadina Secondary Plan will provide additional built form provisions; however will rely on OPA 352 to ensure appropriate tower separation.

## **King Street Transit Pilot**

King Street is the busiest surface transit route in the city, moving more than 65,000 riders on an average weekday, compared to only 20,000 vehicles. Only the Yonge-University and Bloor-Danforth subway lines carry more people on transit.

Currently, King Street is not working well for transit. Streetcar service can be slow, unreliable, and erratic, with unpredictable travel times, especially during rush hours, but also during some late evening and weekend times. People end up having to plan for their slowest trip. Along some parts of King Street, walking is sometimes faster, especially between Bathurst Street and Jarvis Street, where we see the most traffic congestion. When streetcars do arrive, they are often overcrowded, especially in rush hours. The TTC estimates that the line is currently at about 20% overcapacity.

The King Street Transit Pilot is proposed between Bathurst Street and Jarvis Street and is about moving people more efficiently on transit, improving public space, and supporting business and economic prosperity along King Street. Primarily, the transit pilot is about improving transit reliability, speed, and capacity on the busiest surface transit route in the entire city. The pilot will be implemented in the late Fall 2017 and run for a minimum of 12 months.

A report from the General Manager, Transportation Services and the Chief Planner and Executive Director, City Planning was considered by City Council at its meeting on July 4, 5, 6, and 7, 2017, and City Council adopted the proposed King Street Transit Pilot. A link to the City Council decision and the staff report can be found here:  
<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2017.EX26.1>

The King Street Transit Pilot is exploring how to help improve transit service on this important transit corridor and in the fast-growing King-Spadina Area.

## **YMCA at 497, 505, and 511 Richmond Street West**

Due to the rapid population growth in the King-Spadina Area, the Area has become underserved by community services and facilities. In order to reduce this deficiency in community services and facilities, an agreement has been entered into for the construction of a YMCA as part of a development at 497, 505, and 511 Richmond Street West (the former Waterworks Building). The construction of the YMCA component of the development is being funded by the YMCA and the City of Toronto.

While the construction of the YMCA at 497, 505 and 511 Richmond Street West will help to reduce the deficiency in community services and facilities in the King-Spadina Area, additional community services and facilities will be required to serve the growing King-Spadina Area.

## **Parks and Public Realm Initiatives in King-Spadina**

As community consultation has identified the significant deficit in parkland and the need for public realm improvements to service the King-Spadina Area, staff have worked to

improve the provision of parkland and public realm improvements in the King-Spadina Area.

Staff have been emphasizing the provision of land and not cash-in-lieu for parkland dedication requirements on development applications. This has resulted in the development of new parkland in the King-Spadina Area including Dr. George Robert Grasett Park which is under construction at the southeast corner of Adelaide Street West and Widmer Street.

Where staff have not been able to secure parkland on site, in many instances staff have secured POPS to improve the public realm. New POPS have been developed including a landscaped urban plaza at 295 Adelaide Street West and additional POPS are forthcoming and have been secured through Section 37 Agreements.

Staff have also been working to secure mid-block connections to improve the connectivity of the King-Spadina Area. One example is the option for a mid-block connection that is being secured in the Section 37 Agreement associated with a development application at 19 Duncan Street.

### **Preliminary Objectives for the Updated King-Spadina Secondary Plan**

Based on the study of the area including the feedback received through community consultation, three objectives were identified to guide the updated King-Spadina Secondary Plan. These objectives are as follows:

#### **Objective 1 – Economics and Employment**

There is a need to strengthen and maintain the Area's important economic role as a location of jobs and employment uses with a focus on the cultural and knowledge sectors.

#### **Objective 2 – Heritage Conservation**

There is a need to conserve heritage properties and the heritage character of the King-Spadina Area.

#### **Objective 3 – Improving Amenity and Livability**

There is the need to increase amenity to serve the needs of people who work in, live in, and visit the area, and increase livability for residents of the area including community services and facilities, parks, and public realm.

These objectives are intended to provide the foundation for the updated Secondary Plan and will guide future development in the King-Spadina Area.

### **Draft Policy Directions**

The following draft policy directions outlined below are being shared for comment and review to allow an extended opportunity for public input in advance of the final report and provision of the draft updated Secondary Plan. Public consultation will continue and feedback gathered will inform revisions on these policies in advance of the final report

and accompanying draft updated Secondary Plan. These policy directions are draft and will evolve with public input and further review by city staff.

## **Land Use**

The majority of the King-Spadina Area is currently designated Regeneration Areas in the Official Plan. Regeneration Areas are intended to open up unique areas of the City to a wide array of uses to help attract investment, re-use buildings, encourage new construction and bring life to the streets, placing the regulatory focus on built form, not land use. The King-Spadina Area has experienced a significant growth in residential population since 1996 with the population increasing from 945 residents in 1996 to approximately 17,500 people in 2016. The number of jobs in the area has also increased from 21,400 in 1996 to 36,900 jobs in 2016. The King-Spadina Area is no longer an area in need of revitalization per se, as it has succeeded in its transition into a vibrant mixed-use community. A land use redesignation is proposed to reflect this reality. Areas that were previously designated Regeneration Areas will instead be designated Mixed Use Areas. These Mixed Use Area designations will be based on the land use policies being brought forward by TOcore in the proposed Downtown Plan to be presented at the Planning and Growth Management Committee meeting on September 7, 2017. This will include a differential scale of Mixed Use Areas as discussed in the TOcore Proposals Report and consultation.

## **Public Realm**

Development in King-Spadina is expected to contribute to improving the public realm. The King-Spadina Secondary Plan will identify locations for possible enhancements to the public realm, including potential public or private plazas, potential parks or improvements to existing parks, enhanced sidewalks, and potential mid-block connections. The King-Spadina Public Realm Strategy, which will accompany the final report for the King-Spadina Secondary Plan Update, and the Urban Design Guidelines will identify a coordinated approach for these improvements in King-Spadina.

Historic views and vistas from the public realm are also identified that are to be protected, and where possible enhanced, with new development.

King-Spadina has a significant deficiency of parkland to serve its rapidly growing population. Consistent with TOcore, policies will be included in the updated Secondary Plan that will prioritize the provision of parkland over cash-in-lieu. Parkland priorities will also be identified, including locating new parkland to serve the East Precinct with a priority location in the northeast portion of the East Precinct; creating additional parkland in the West Precinct; and expanding existing parks. The assembly of parkland dedications from more than one development will also be encouraged to facilitate the provision of larger parks to service the community. It is being considered that new net shadows will not be permitted on parks certain between 10:18 a.m. and 4:18 p.m. to preserve the utility and ensure the enjoyment of these parks for users.

The King-Spadina Area also includes three historic parks: St. Andrew's Playground, Clarence Square, and Victoria Memorial Square. These historic parks are significant in

supporting the area's heritage character and are of heritage significance. In order to conserve the heritage value and community usability of these parks, policies will be included in the updated Secondary Plan to protect the heritage values and attributes of the parks and also to not allow the addition of any new net shadow beyond what is permitted by the current as-of-right zoning at any time of the day at any time of the year on any of these heritage parks.

## **Built Form**

The King-Spadina Area includes three precincts – the East Precinct, Spadina Precinct, and West Precinct. The Secondary Plan Update will provide general built form policies that apply to the entire Secondary Plan Area, and will also include policies specific to each Precinct.

General built form policies will include provisions about the siting and massing of buildings to provide privacy and access to natural light for residents and to minimize negative impacts on the public realm and on neighbouring properties, including minimizing shadow and wind, and maximizing sky view. Building design will be required to be particularly sensitive to its surroundings, which includes the scale of the overall building but also the scale of the base building or streetwall. New development will also be required to provide base buildings or streetwalls that consider adjacent heritage buildings and provide for a stepback above the base building to minimize the perception of the tower from the public realm.

Proposed development in all precincts will be prohibited from adding new net shadow to Queen Street West's north sidewalk past the curb, consistent with the Queen Street West Heritage Conservation District Plan provisions. Development will also be required to transition downwards towards Queen Street West to meet a 45 degree angular plane subject to no new shadow impacts, in addition to other height requirements as described below for each precinct.

### **East Precinct**

Development in the East Precinct will include a mixture of low-rise, mid-rise, and tall buildings. While not all sites in the East Precinct are appropriate for towers, there are certain sites in the East Precinct that may be suitable for tower developments. The tallest buildings in the East Precinct will be located on the eastern edge of the precinct, with heights consistently transitioning downwards towards the western edge of the East Precinct.

### **West Precinct**

In the West Precinct, the Secondary Plan Update will include policies that limit the scale of development to be significantly lower than the East Precinct. New development will be limited to a height of 45 metres, including all mechanical elements. This is slightly taller than a typical mid-rise building which is equivalent to the width of the right-of-way. This height is generally in keeping with the consistent scale of development in the last 20 years and better suited for integration with the historic warehouse fabric. This height may not be appropriate for all sites, as development is also regulated by the other



policies in the Secondary Plan Update. If the proposed development has a height of less than 45 metres, including all mechanical elements, a minimum setback of 5.5 metres from a lot line having no abutting street would be permitted for all portions of a building above the base building. Any Official Plan Amendment applications to permit heights above 45 metres, including mechanical elements, would be required to meet the minimum setback requirement from a lot line having no abutting street as required by Official Plan Amendment 352.

### **Spadina Precinct**

Development in the Spadina Precinct will include both low-rise and mid-rise development. This will help to retain the scale of Spadina Avenue and the existing warehouse buildings. Built form standards will be included to require articulation and stepbacks above the base building to allow for sunlight on sidewalks and ensure skyview.

Not all sites may be appropriate for buildings with a mid-rise height as other policies in the Plan will place additional limitations on heights in certain areas.

### **Areas of Special Identity**

Areas of Special Identity are unique sub-areas within each precinct of King-Spadina that require additional provisions for new development to ensure that new development contributes to and enhances the unique character of each of these areas. These Areas of Special Identity will include: St. Andrew's Playground Area of Special Identity, Wellington Place Area of Special Identity, the Spadina-Peter-Adelaide-Richmond Area of Special Identity, and the Duncan Street Area of Special Identity. Each of these areas will require a detailed area-wide study to guide any major new development.

### **Infrastructure**

The current provision of community services and facilities, including but not limited child care, libraries, and community centres is not sufficient to service the growing population in the King-Spadina Area. TOcore is carrying out an analysis of the provision of community services and facilities for the entire downtown, including the King-Spadina Area. The TOcore directions as they relate to community services and facilities will guide the provision of community services and facilities for the King-Spadina Area. A broader geographic analysis is required to consider the provision of community services and facilities, for example, residents in the northwest portion of King-Spadina may use a library in the Grange Neighbourhood more frequently than they would use a library in the southeast portion of King-Spadina.

Provisions for infrastructure in the King-Spadina Secondary Plan Update will parallel the approach being taken by TOcore and the proposed Downtown Plan being presented at the Planning and Growth Management Committee meeting on September 7, 2017.

### **Next Steps**

The intention of this report is to share the draft policy directions for public review and comment in advance of a final report on the King-Spadina Secondary Plan Update. These policy directions are draft and will be refined based on community consultation

and further review prior to finalizing the policies for the updated King-Spadina Secondary Plan.

A community consultation meeting to discuss the draft policies will be held in October, 2017. Staff will consider the comments from this meeting and any additional public comments received to inform the updated Secondary Plan policies to be released with the Final Report.

A Final Report on the King-Spadina Secondary Plan Update is targeted for the November 14, 2017 Toronto and East York Community Council and the December, 6, 7, and 8, 2017 City Council.

## **CONTACT**

Michelle Knieriem, Planner

Tel. No. (416) 338-2073

E-mail: michelle.knieriem@toronto.ca

## **SIGNATURE**

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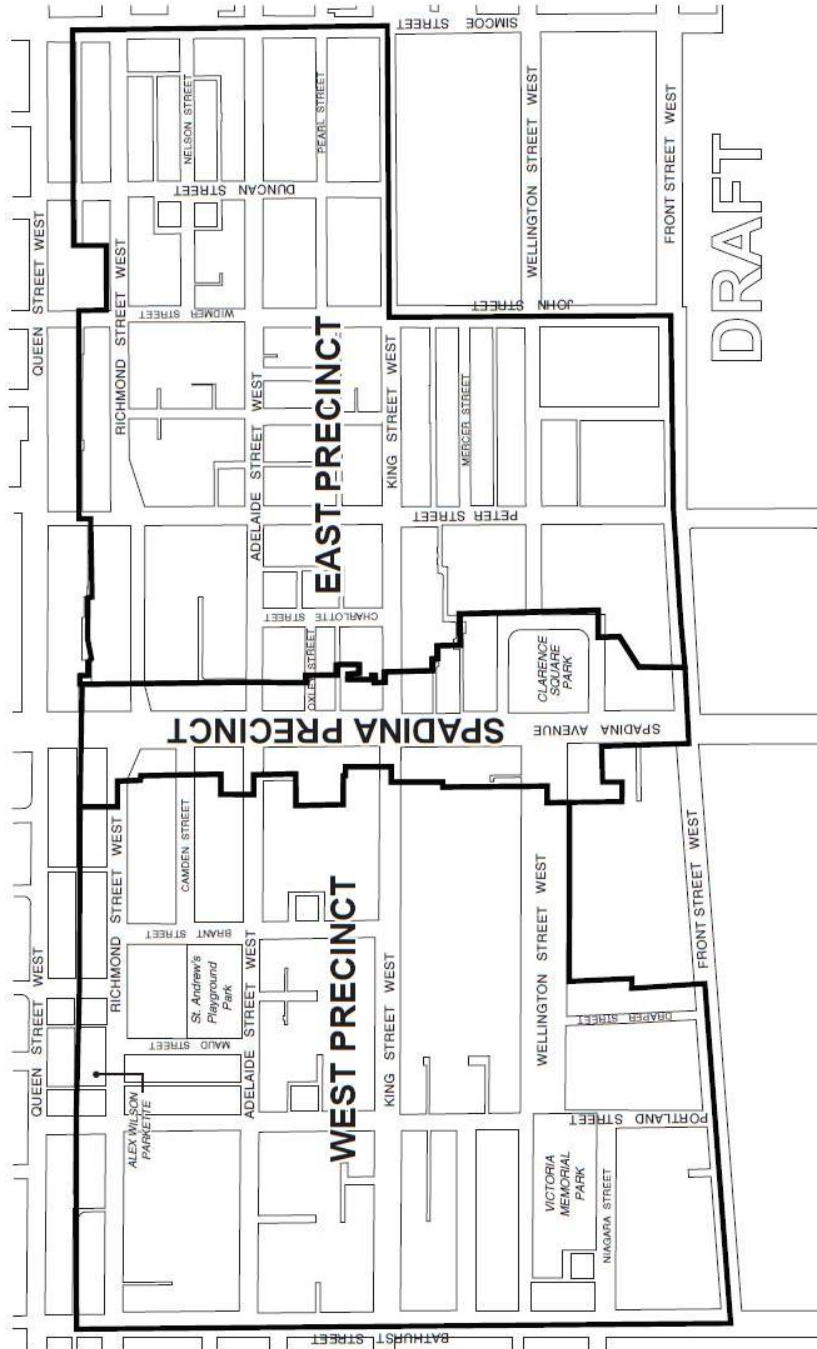
Gregg Lintern, MCIP, RPP  
Director, Community Planning  
Toronto and East York District

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## **ATTACHMENTS**

Attachment 1: King-Spadina Area Precinct Map

# Attachment 1: King-Spadina Area Precinct Map



**King-Spadina Secondary Plan**  
 MAP 16-1 Precincts



 Secondary Plan Boundary