

King-Spadina East Precinct Built Form Study – Status Update

Date:	May 29, 2015
To:	Toronto and East York Community Council
From:	Director, Community Planning, Toronto and East York District
Wards:	Ward 20 – Trinity Spadina
Reference Number:	09 123346 SPS 00 OZ

SUMMARY

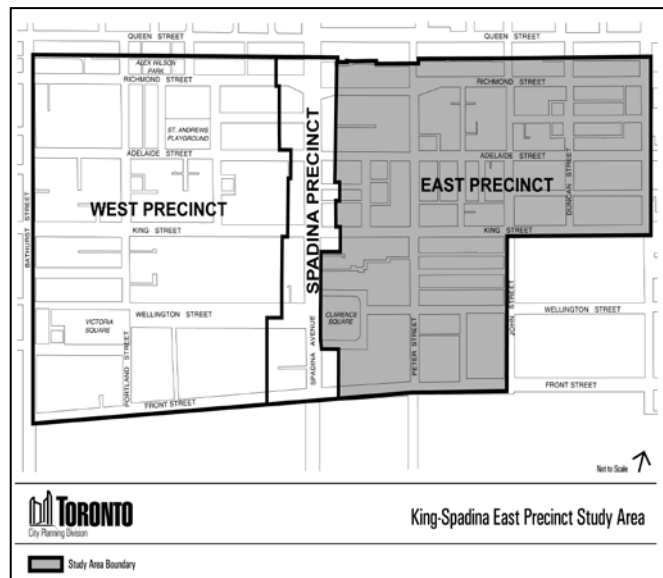
This report provides an update on the following aspects of the King Spadina East Precinct Built Form Study:

- A) progress of work on the concurrent Heritage Conservation District Study for King-Spadina;
- B) updated statistics on growth in the area including population, employment and the importance of cultural industries;
- C) expansion of the Study Area to include the Spadina Precinct; and
- D) emerging policy directions to help guide on-going work.

RECOMMENDATIONS

The City Planning Division recommends that:

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 dated May 29, 2015 from the Director, Community Planning, Toronto and East York District.



2. City Council request City Planning staff to work together with staff in the Economic Development and Culture Division 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.

Financial Impact

The recommendations in this report have no financial impact.

DECISION HISTORY

At its meeting on August 25, 2014, City Council endorsed directions for the King-Spadina East Precinct to be used in reviewing current and future development applications, forming a basis for future planning policy changes. These previously approved directions are contained in Attachment 1 to this report.

At that meeting, City Council also endorsed the draft Public Realm Strategy, (Attachment 1 to the August 5, 2014 report), and requested the General Manager, Parks, Forestry and Recreation to identify potential new parkland and proceed with on-site parkland educations, offsite dedications and park land acquisition in the East Precinct King-Spadina on a priority basis.

A final staff report on the Built Form Study is expected in the fourth quarter of 2015.

COMMENTS

Since reporting to City Council in August 2014, Planning staff have continued to collect data and to assess appropriate planning directions for the East Precinct in one of the most active redevelopment areas of the City. This report provides an update on the following:

- A) progress of work on the concurrent Heritage Conservation District Study for King-Spadina;
- B) updated statistics on growth in the area including population, employment and the importance of cultural industries;
- C) expansion of the Study Area to include the Spadina Precinct; and
- D) emerging policy directions to help guide on-going work.

A. Heritage Conservation District Study

The update of the Secondary Plan, Zoning By-law and Urban Design Guidelines is currently being informed by the ongoing King-Spadina Heritage Conservation District (HCD) study. City Planning staff are co-ordinating the development of the HCD plans and Secondary Plan update for the East Precinct to ensure alignment between the two and in order to deliver them together as a holistic suite of planning tools for King-Spadina.

Targeted stakeholder consultation will begin in the summer of 2015 on the draft new Official Plan policies, as well as inter – divisional working group meetings. Broader community consultation for the East Precinct policies will be held in the autumn of 2015. Final reports on the East Precinct Built Form Study and on the King-Spadina Heritage District Plan(s) are therefore anticipated to be brought forward together to City Council in the fourth quarter of 2015.

King-Spadina Heritage Conservation District Schedule

Heritage Preservation Services (HPS), with its consultant team of Taylor Hazell Architects and DTAH, is developing two heritage conservation district (HCD) plans for the King-Spadina area for consideration by City Council for Part V designation under the Ontario Heritage Act.

The HCD plans are intended to provide a new heritage planning framework that would better protect King Spadina's heritage character, conserve existing attributes and heritage resources, and guide future development.

These Secondary Plan policies and Heritage Conservation District plans are being developed to be consistent with the recent OMB approval of the Official Plan Amendment 199 regarding heritage policies in the City-wide Official Plan. The OMB decision may be found at the link below:

<http://www.omb.gov.on.ca/e-decisions/pl131323-May-12-2015.pdf>

The original Council decision on the Official Plan heritage policies may be found at the link below:

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2012.PG16.10>

Community engagement under the Ontario Heritage Act

The consultant team held consultation meetings on April 20 and 21, 2015 to obtain community input on the direction of the King-Spadina Heritage Conservation District Plan guidelines and policies. The consultants also shared their preliminary heritage assessment and identified approximately 275 properties as "contributing resources", which are properties that contribute to the heritage character of King Spadina. Additional stakeholder meetings are forthcoming.

A full set of draft HCD policies, including controls on demolition and guidelines for new construction and infill will be presented for public review and comment at a community consultation meeting in early fall prior to recommendations being sent to the Toronto Preservation Board and City Council.

B. Updated Neighbourhood Profile and Analysis

King-Spadina Development Applications, Jan 2010 to Dec 31, 2014

Between January 2010 and December 2014, a total of 40 development applications were under review, approved, or under construction in the King-Spadina Secondary Plan area. Of these, 25 are located east of Spadina Avenue, two are located in the Spadina Avenue corridor, and 13 are located west of Spadina Avenue. During the same time period, an additional 25 previously approved buildings in the Secondary Plan area were completed and ready for occupancy, resulting in a total of 65 buildings completed or under review.

Development Applications and Completed Projects, Jan 2010 to Dec 31, 2014

	East of Spadina Ave	Spadina Ave	West of Spadina Ave	Total
Submitted	7		7	14
Approved	10	2	4	16
Under Construction	8	0	2	10
Completed	11	1	13	25
King Spadina (Total)	36	3	26	65

Employment and Population

Employment

The total number of employees in the King-Spadina Secondary Plan area has grown substantially from 21,400 to 35,895 employees since 1996, the year Regeneration Area policies were introduced to encourage revitalization. This is an increase of 68% from 1996 to 2014. The largest increase in the King-Spadina Secondary Plan area since 1996 was between 2006 and 2011, with an increase of approximately 8,320 employees. In 2014, 61% of the people employed in King-Spadina worked between the Spadina Avenue corridor and Simcoe Street (the East Precinct) for a total of almost 25,150 employees.

Total Employment, No. of Employees by Year

	1996	2001	2006	2011	2014
King Spadina - East of Spadina Ave	12,515	15,053	15,841	21,642	20,272
King Spadina - Spadina Ave	2,034	2,311	2,433	3,763	4,875
King Spadina - West of Spadina Ave Corridor	6,854	7,628	8,781	9,968	10,748
King Spadina Secondary Plan Area	21,403	24,992	27,055	35,373	35,895

Source: City Planning, Toronto Employment Survey

The East Precinct experienced a decline of 1,370 employees, or a decrease of 6%, between 2011 and 2014. This time frame also represents a period of rapid growth that includes the demolition of existing buildings and construction of primarily new residential buildings. It will be important to continue to monitor levels of employment annually in order to determine whether a new trend is evolving and to encourage the inclusion of employment in all new development to maintain a balance of uses with a significant proportion of employment uses.

Total Employment, Percentage of Change

	Change from 1996 - 2014		Change from 2011 - 2014	
	No. of new Employees	%	No. of new Employees	%
Total Employment				
King Spadina - East of Spadina Ave	7,757	62.0%	-1370	-6.3%
King Spadina - Spadina Ave	2,841	139.7%	1112	29.6%
King Spadina - West of Spadina Ave Corridor	3,894	56.8%	780	7.8%
King Spadina Secondary Plan Area	14,492	67.7%	522	1.5%

Source: City Planning, Toronto Employment Survey

The total non-residential gross floor area of all proposed development applications in the King-Spadina Secondary Plan area is approximately 472,490 m². If all of this floor space is developed, approximately 20,850 new employees could be working in the Secondary Plan area, for a future total of 56,745 employees. Of these, approximately 63% would be located in both the Spadina Avenue corridor and the East Precinct, or approximately 35,950 employees.

Number of Employees, Existing and Potential

	Existing (2014)	Estimated Growth*	Potential Total (Existing + Estimated)	Potential Total (Existing + Estimated)
East of Spadina	20,272	10,559	30,831	54%
Spadina Ave	4,875	246	5,121	9%
West of Spadina	10,748	10,044	20,792	37%
King Spadina Total	35,895	20,849	56,744	100%

*Employee per m²: Retail 30 m², Office 20 m², Other 30 m²

Source: Toronto Employment Survey 1996, 2001, 2006, 2011 and 2014

Sources: IBMS/LUISII Jan 2010 to Dec 2014

Development Applications, Proposed Employment Gross Floor Area (m2)

	Square Metres	%
East of Spadina	240,358	51%
Spadina Ave	6,415	1%
West of Spadina	225,719	48%
King Spadina Total	472,492	100%

Sources: IBMS/LUISII Jan 2010 to Dec 2014

Culture Employment

Cultural industries have their origin in individual creativity, skill and talent and have a potential for wealth and job creation through the generation and advancement of intellectual property, including but not limited to employment in: design, broadcasting, film, video and photography, music and the visual and performing arts, publishing, software, computer games and electronic publishing, and architecture and related fields. Across the City, cultural employment comprises 5% (approximately 70,000 jobs in 2014) of the total employment base. This percentage has stayed relatively constant since 1996. However, cultural enterprises and employment are significantly clustered within the King Spadina Secondary Plan area, representing 28% of total employment in the area in 2014 or approximately 10,110 jobs (15% of cultural jobs in the city). This is a 6% increase from 1996. In 2014, approximately 7,040 (70%) of King-Spadina's cultural jobs were located in the East Precinct between Spadina Avenue and Simcoe Street.

Culture Employment, No. of Employees in 2014

Culture Employment	1996	2001	2006	2011	2014
King Spadina - East of Spadina Ave	2,745	4,409	4,205	5,236	4,971
King Spadina - Spadina Ave	396	698	689	1,671	2,070
King Spadina - West of Spadina Ave	1,619	2,271	2,776	3,351	3,069
King Spadina Secondary Plan Area	4,760	7,378	7,670	10,258	10,110
Cultural Employment as a Percentage of Total Employment	22%	30%	28%	29%	28%

Source: City Planning, Toronto Employment Survey

In more recent years (ie. between 2011 and 2014), there was a 1.4% decrease, or approximately 150 fewer cultural jobs in the King-Spadina Secondary Plan area. This is the first time cultural employment has decreased since 1996. There was a 5% decrease in cultural employment east of Spadina Avenue, and an 8.4% decrease west of Spadina Avenue, representing approximately 550 lost jobs. During the same timeframe there was a 24% increase on Spadina Avenue, or approximately 400 jobs. It will be important to monitor cultural employment trends and to make sure policies are in place to protect cultural employment uses east and west of Spadina Avenue.

Culture Employment	Change from 1996 - 2014		Change from 2011 - 2014	
	No. of new Employees	%	No. of new Employees	%
King Spadina - East of Spadina Ave	2226	81.1%	-265	-5.1%
King Spadina - Spadina Ave	1674	422.7%	399	23.9%
King Spadina - West of Spadina Ave	1450	89.6%	-282	-8.4%
King Spadina Secondary Plan Area	5350	112.4%	-148	-1.4%

Source: City Planning, Toronto Employment Survey

Residential Population

There has been a significant increase in population for the King Spadina area since 1996 from 945 residents living in the area to 8,645 residents in 2011. In 1996, 79% of residents lived west of Spadina Ave. However, by 2011 just over half of residents lived east of Spadina.

The pace of residential development is expected to continue with over 21,500 units going through the application process or completed since the 2011 Census. The majority of these applications are located East of Spadina, accounting for 65% of all units. If all the proposed units are built, the population could potentially increase by 31,615. Again, the majority of the new residents would be located east of Spadina Ave (20,670 people). Overall, the population of King Spadina could increase to a total of 40,260 by 2025 from 8,645 people in the 2011 census. Given the many factors which affect development, such as the appropriateness of some of the proposals, the demands that this level of intensification would put on infrastructure and market absorption, this number serves more as a statement on the serious need to manage growth to ensure livability.

	2011 Census Population	Potential Residential Units*	Potential Population Growth Increase**	Percentage of Growth	Population Estimate*** (total people)
King Spadina East of Spadina	4,696	14,111	20,669	65%	25,364
King Spadina West of Spadina	3949	7,473	10,946	35%	14,895
King Spadina Secondary Plan Area (total)	8,645	21,584	31,615	100%	40,259

* Units completed after 2011 census plus proposed units, IBMS/LuisII 2008-2014

** Calculated at 1.46 persons per unit, as per Census Tract 11 (Statistics Canada, 2011 Census);

***2011 Census population plus potential population

C. Spadina Avenue Corridor

Planning staff are currently conducting a Built Form Study of Spadina Avenue from Front Street West to Bloor Street West and a preliminary report was adopted by City Council on August 25, 2014. Given the course of the King-Spadina Built Form Study and working in tandem with the current direction of the Heritage Conservation District plans, staff recommend that Spadina Avenue also be included as part of the current King-Spadina Built Form Study so that updated policies may be developed for the corridor. These updated policies will address one segment of the Spadina Avenue Built Form Study for the section of Spadina Avenue between Front Street West and Queen Street West as requested by City Council.

This recommendation is based on a comprehensive architectural and Built Form analysis of the corridor and on the ongoing requests for increasing height permissions in the East Precinct. Development proposals for tall buildings continue to reach westward towards Spadina Avenue. However, Spadina Avenue has a different built form character from the East Precinct. The street is defined by robust warehouse style buildings which are predominantly below 12 "warehouse" storeys. Pedestrian oriented retail is located on a considerable portion of the street and many buildings have four-sided fenestration, and side and rear yards which provide adequate separation distances between existing buildings and facing windows. Additionally, lot depth generally does not support development beyond 12 storeys. Notwithstanding the unusually wide right of way (36 m) on Spadina Avenue, the Built Form analysis has determined that tall buildings may not be appropriate for many of the lots on the Spadina corridor. This finding is consistent with City Council's endorsement of the principle to achieve a downward gradation of heights from east to west from University Avenue towards Spadina Avenue.

Staff recommend that Spadina Ave be included as part of the East Precinct study. Further, staff recommend City Council endorse the principles of protecting sunlight on Spadina Ave to prevent shadowing that would detract from the pedestrian oriented nature of the street as it exists today, and to support the retail function of the Spadina Ave Corridor.

D. Additional Direction

Since the last report to City Council in 2014, staff have furthered the policy direction for the East Precinct of King-Spadina in coordination with the Heritage Conservation District planning process.

King-Spadina Parkland

City Planning has been working together with the Parks, Forestry and Recreation Division to identify potential new parkland by seeking more on-site parkland dedications, considering offsite dedications and pursuing parkland acquisition in the East Precinct. The current built form analysis identifies limited opportunities to acquire new parkland in the East Precinct, particularly with the ongoing fast pace of growth and the creation of new shadows on potential park sites caused by new development.

Staff recommend that the height and massing of new buildings and additions to buildings be designed to limit new shadows on park lands that extend beyond those permitted by the current Zoning By-law.

Mid-block Connections and Laneways

The move toward taller buildings in the East Precinct has placed an increased importance on the value and functionality of the public realm within the King-Spadina area generally and the East Precinct in particular. As buildings continue to be proposed and built at greater heights and on relatively small parcels there are limited opportunities to increase the amount of publicly-owned open space, Council and staff have been trying to maximize the amenity of streets, mid-block connections, and laneways as part of the historic public realm character of the area. Mid-block connections have been planned to create opportunities to move from one street to another and break up large blocks where possible. An example of this is the approved project at 355 King Street West, which will provide a mid-block connection between King Street West and Mercer Street. Mid-block connections and laneways therefore play an important role in the pedestrian network and should be planned to accommodate increased levels of pedestrians. As in many parts of the City, many of these lanes will continue to provide vehicular access and site servicing while also being a defining feature of the public realm.

Staff recommend that policy be developed to determine the minimum width of mid-block connections and new laneways. Staff also recommend that City Council endorse the planning principles that a) mid-block connections and laneways are a defining feature of the public realm to be protected, and b) that the existing network of mid-block connections and laneways be expanded to further the pedestrian network.

Window Separation Distances

Previous reports on built form have focused on how to accommodate tall buildings in a neighbourhood where tall buildings were not anticipated by the existing policy framework. Another important built form principle which applies to all buildings, including tall buildings, is the relationship between the lower stories of a proposed building and an existing adjacent building with facing windows. Appropriate separation distances between windows allows for privacy and light, two issues that are of particular concern in high density living and working environments such as King-Spadina. It is not uncommon for existing buildings in King-Spadina, particularly older buildings, to contain windows on three or four sides.

In order to protect for light and privacy, and to encourage the construction of new buildings with windows on multiple sides where appropriate, staff recommend that window separation distances be considered in reviewing current and future development applications, and that policy be developed to address appropriate window separation distances for the lower levels of new and existing buildings.

Cultural Employment

Toronto's creative economy is at a critical juncture in its evolution and creativity is at the heart of the economic development strategy as described in the *Creative Capital Gains – An Action Plan for Toronto* (2011) report prepared by the Economic Development and Culture Division. In 2014, King-Spadina employed 15% of all Toronto's cultural sector workers, and accounted for over one-quarter (28%) of all employment in King-Spadina. In 2014, approximately 7,040 (70%) of King-Spadina's cultural jobs were located within the Spadina and East Precincts. King-Spadina's success as a place must be supported by policy that continues to attract, retain and nurture talent and to foster the clustering of the surrounding innovation enterprises. In fact, the first recommendation in the *Creative Capital Gains* report is that the City should ensure a supply of affordable, sustainable cultural space. This policy direction is consistent with the Official Plan Amendment No. 231 with respect to employment policies, and recognizes that the cultural sector very often clusters within Class 'C' office space due to its relative affordability compared to Class 'A' office space. In King-Spadina when an existing building with employment uses is demolished to make way for new construction, very often Class 'C' office space is replaced with Class 'A' office space, which has the potential to result in displacement of cultural employment. In fact, between 2011 and 2014 there was a 5% decrease in the number of cultural employment jobs in the East Precinct. This situation will need to be closely monitored to find ways to support and grow cultural employment in King-Spadina.

Staff recommend that City Planning staff work together with staff in the Economic Development and Culture Division to develop policies and tools which increase the level of protection for the cultural industries in King-Spadina with respect to the retention and provision of affordable floor space in the Secondary Plan area for this important sector of the City's employment base. The principle of retaining and protecting affordable floor space for cultural employment should be taken into account in the review of current and future development applications in King-Spadina to ensure that the replacement of the physical space for these uses is provided for in the new development or in proximity to the new development.

Next Steps

Attachment 1 provides a summary of previously approved directions and emerging directions as outlined in this report. Planning staff will build on these preliminary directions to develop proposed amendments to the King Spadina Secondary Plan for the East Precinct. Over the summer and fall of 2015, input will be gathered from the area stakeholders and interested parties along with larger public meetings. This work will be

co-ordinated with the HCD Study with policies anticipated to be recommended to City Council in late 2015.

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ATTACHMENT

Attachment 1: Existing Approved Directions & Emerging Directions for King Spadina

Attachment 1

Existing Approved Directions & Emerging Directions for King Spadina

Previously Approved Directions, endorsed by City Council at its meeting on August 25, 2014, to be used in reviewing current and future development applications:

- A downward gradation of tower heights from east to west from University Avenue towards Spadina Avenue;
- Limiting heights approaching Queen Street West to prevent shadowing on the north sidewalk after 12:00 (noon) in the spring and fall equinoxes;
- Employing the city-wide Tall Buildings Guidelines to evaluate towers, particularly with regard to tower spacing and tower floor plates;
- Evaluating new development applications in the context of a block plan for the block on which they sit;
- Seeking the inclusion of family-sized units in all new residential development; and
- 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.

Directions to be incorporated in emerging policy recommendations and to be taken into account in reviewing current and future development applications:

- Protecting sunlight on Spadina Ave to prevent shadowing that would detract from the pedestrian oriented nature of the street as it exists today, and support the retail function of the Spadina corridor.
- Limiting new shadows on park lands that extend beyond those permitted by the current Zoning By-law.
- Protecting the network of mid-block connections and laneways as a defining feature of the public realm, and expanding these connections to further the pedestrian network.
- Providing appropriate separation distances between side and rear windows in the lower levels of an existing or proposed building to allow for light and privacy.

Retaining and providing affordable floorspace for cultural employment wherever possible to ensure that the replacement of the physical space for these uses is provided for in new development or in proximity to new development.