# **DA TORONTO**

### **REPORT FOR ACTION**

## King-Parliament Secondary Plan Review – Proposed Secondary Plan

Date: September 24, 2019 To: Toronto and East York Community Council From: Director, Community Planning, Toronto and East York District Wards: Wards 10 - Spadina-Fort York and 13 - Toronto Centre

Planning Study File Number: 18 223807 SPS 00 OZ

#### SUMMARY

This report brings forward a proposed King-Parliament Secondary Plan (proposed Plan), which is the outcome of Phases 1 and 2 of the King-Parliament Secondary Plan Review and concurrent study of the North Side of Queen Street East between Jarvis Street and River Street.

The proposed Plan builds on the success of the in-force King-Parliament Secondary Plan (1996) in addition to updated direction provided in the recently-approved Downtown Plan. The proposed Plan addresses heritage conservation, the improvement and expansion of parks and the public realm, and built form direction. The proposed Plan also includes specific objectives to support and enhance the employment cluster in the King-Parliament area and simplify the interpretation of overlapping policy frameworks that exist in the area. The Secondary Plan area comprises five Policy Areas, each reflecting a unique built form character.

As an area targeted for growth and new investment, the proposed Plan recommends that development provide a full mix of uses that are designed to be compatible with their existing and planned context, conserve cultural heritage resources and improve and expand the public realm.

The proposed Plan is consistent with the Toronto Official Plan (2006), Provincial Policy Statement (2014) and conforms to A Place to Grow: Growth Plan for the Greater Golden Horseshoe (2019).

This report recommends that the proposed Plan be used as the basis for further stakeholder and public consultation to support the development of a recommended Secondary Plan, to be brought forward to City Council by Q3 2020. In addition to Secondary Plan policy development, the report recommends preparation of an update of Zoning By-law 438-86 and Zoning By-law 569-2013 for the King-Parliament Secondary Plan area. Consultation for the Zoning By-law amendments will be held concurrently with further Secondary Plan consultation activities.

#### RECOMMENDATIONS

The City Planning Division recommends that:

1. City Council direct the Chief Planner and Executive Director, City Planning to use the proposed King-Parliament Secondary Plan, found in Attachment 1 to this report dated September 24, 2019, as the basis for further stakeholder and public consultation.

2. City Council direct the Chief Planner and Executive Director, City Planning to undertake an update of Zoning By-law 438-86, as amended, and Zoning By-law 569-2013, as amended, for the King-Parliament Secondary Plan area to reflect the policy direction of the proposed King-Parliament Secondary Plan.

3. City Council direct the Chief Planner and Executive Director, City Planning to bring forward a recommended King-Parliament Secondary Plan and updated Zoning By-law to Council by Q3 2020.

#### FINANCIAL IMPACT

The recommendations in this report have no financial impact.

#### **EQUITY STATEMENT**

The King-Parliament Secondary Plan Review considers the potential impacts on equityseeking groups and vulnerable residents of Toronto. The proposed Plan, together with the Downtown Plan provides a framework for community service facilities, parkland, green infrastructure and physical infrastructure to support complete communities.

Women, low income residents and vulnerable seniors' access to city spaces, access to public transit and safety and security have the potential to be positively impacted by the proposed Plan. Improvements to and expansion of sidewalks, laneways and mid-block connections will be integral to the public realm and the local pedestrian network in the area and the proposed Plan provides direction in this regard. Larger-scale public realm moves like the Trinity Triangle and King-Sumach Pedestrian Plaza have the potential to create meaningful opportunities for placemaking and gathering in the area. While the proposed Plan provides direction for these improvements, implementation of this direction is dependent on other inputs and funding.

The Review's coordination with the First Parliament Site master plan process aims to positively impact Indigenous peoples. While the master plan process is ongoing, the proposed Plan provides direction for retention of archaeological resources in situ, heritage interpretation, and the location of new public uses on the site.

#### **DECISION HISTORY**

City Council adopted the Downtown Plan Official Plan Amendment (OPA 406) at its meeting on May 22-24, 2018, and provided direction to staff to undertake a review of the King-Parliament Secondary Plan and to study the area on the north side of Queen Street East generally between Jarvis Street and River Street. City Council's decision can be found here:

http://app.toronto.ca/tmmis/viewAgendaltemHistory.do?item=2018.PG29.4

OPA 406 was submitted to the Ministry of Municipal Affairs and Housing on August 9, 2018, for Ministerial review and approval. The Minister issued a Decision modifying and approving the OPA on June 5, 2019. The in-force Downtown Plan provides an updated planning framework for the Downtown, including the King-Parliament Secondary Plan area. The Decision can be found here:

https://www.toronto.ca/legdocs/refdocs/11189.pdf

At its meeting on July 16-18, 2019, City Council adopted the report "Minister's Approval of Official Plan Amendments 405 (Yonge-Eglinton) and 406 (Downtown) with Modifications and Staff's Preliminary Assessment of Potential Impacts of Bill 108." The report summarizes the Minister of Municipal Affairs and Housing's modifications to the Downtown Plan and provides a preliminary assessment of the potential effect of these modifications. These modifications are relevant to the King-Parliament Secondary Plan area. The report can be found here:

https://www.toronto.ca/legdocs/mmis/2019/cc/bgrd/backgroundfile-135949.pdf

#### **ISSUE BACKGROUND**

#### Background

The adoption of the King-Parliament Secondary Plan in 1996 was a bold move to spur development in a declining industrial area of the city through reinvestment and the conservation and adaptive re-use of historic buildings. Over the past two decades, the King-Parliament area has transformed into a highly desirable mixed-use community. The proximity of the neighbourhood to the Financial District, its historic character and its unique built form have made it central to the creative industries and culture sector boom in the city. Having these creative and cultural uses, in addition to office and institutional uses, in close proximity to the core makes Toronto's Downtown competitive and diverse. Since the early 2000s, residential development has outpaced non-residential development in the area. As of 2016, resident and worker populations were almost equal to each other, with 13,267 residents and 14,383 workers.

Between 2011 and 2016 the number of people living in the area increased by 59%. Approximately 39% of dwellings in the King-Parliament area were constructed in the same period, which is significantly higher than the City-wide average of 7%. In King-Parliament today, 86% of dwellings are in apartment buildings over five storeys.

The Downtown Plan, as approved by the Minister of Municipal Affairs and Housing on June 5, 2019, speaks to encouraging replacement of non-residential gross floor area in King-Parliament. As the scale and intensity of residential development in the area

continues to increase, the King-Parliament Secondary Plan Review builds on the Downtown Plan to provide area-specific policy direction regarding non-residential replacement, heritage conservation, built form and the potential to improve and expand parks and the public realm in the area. These directions will help ensure that the neighbourhood remains liveable as the number of residents and workers continues to grow.

#### **Secondary Plan Review Process**

City Council adopted the Downtown Plan Official Plan Amendment (OPA 406) at its meeting on May 22-24, 2018. One of the recommendations included in that report was that staff undertake a review of the King-Parliament Secondary Plan and to study the area on the north side of Queen Street East generally between Jarvis Street and River Street.

The King-Parliament Secondary Plan review is organized in three phases and implements the direction provided by OPA 406. The review focuses on three themes including built form, public realm and heritage. This report signals the completion of Phase 1 (Research & Analysis) and Phase 2 (Proposed Secondary Plan). Phase 3 will include the preparation of a recommended Secondary Plan and accompanying Zoning By-law as identified in Recommendation 2 of this report.

#### **Secondary Plan Area**

The in-force King-Parliament Secondary Plan area includes lands generally bounded by Jarvis Street, Queen Street East, Bayview Avenue, the Union Station Rail corridor, The Esplanade and Front Street East. Concurrent with the review of the in-force King-Parliament Secondary Plan, staff undertook a study of the north side of Queen Street East, generally between Jarvis Street and River Street. Through further analysis in Phase 1 of the project, the study area boundary on the north side of Queen Street East was refined to include only those lands designated as *Mixed Use Areas 3* under the Downtown Plan with frontage on Queen Street East between Sherbourne Street and River Street.

The proposed Plan modifies the in-force Secondary Plan area to incorporate lands on the north side of Queen Street East, in addition to Parliament Square Park and adjacent parkland in the southern portion of the study area. This boundary modification is the outcome of Phases 1 and 2 of the King-Parliament Secondary Plan Review and the study of the north side of Queen Street East and represents the fulfillment of the direction for comprehensive study on the north side of Queen Street East. The updated and proposed Secondary Plan area is shown in Map 15-1 of Attachment 1.

#### **Provincial Policy Statement and Provincial Plans**

Land use planning in the Province of Ontario is a policy led system. Any decision of Council related to this application is required to be consistent with the Provincial Policy Statement (2014) (the "PPS"), and to conform to applicable Provincial Plans which, in the case of the City of Toronto, include: A Place to Grow: Growth Plan for the Greater Golden Horseshoe (2019) and, where applicable, the Greenbelt Plan (2017). The PPS and all Provincial Plans may be found on the Ministry of Municipal Affairs and Housing website.

#### The Provincial Policy Statement (2014)

The Provincial Policy Statement (2014) (the "PPS") provides province-wide policy direction on land use planning and development matters 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;
- Protecting 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;
- Promoting a mix of housing in residential development; the provision of recreation, parks and open space; and access to transportation choices that increase the use of active transportation and transit;
- Encouraging a sense of place in communities, by promoting well-designed built form and by conserving features that help define local character; and
- Protecting cultural heritage, including archaeological resources.

The provincial policy-led planning system recognizes and addresses the complex interrelationships among environmental, economic and social factors in land use planning. The PPS supports a comprehensive, integrated and long-term approach to planning, and recognizes linkages among policy areas.

The PPS is issued under Section 3 of the *Planning Act* and all decisions of Council with respect to the exercise of any authority that affects a planning matter shall be consistent with the PPS. Comments, submissions or advice affecting a planning matter that are provided by Council shall also be consistent with the PPS. The proposed Plan, as described in the Comments section of this report, implements the PPS.

The PPS recognizes and acknowledges the Official Plan as an important document for implementing the policies within the PPS. Policy 4.7 of the PPS states that, "The official plan is the most important vehicle for implementation of this Provincial Policy Statement. Comprehensive, integrated and long-term planning is best achieved through official plans."

#### A Place to Grow: Growth Plan for the Greater Golden Horseshoe

The Growth Plan for the Greater Golden Horseshoe (2019) (the "Growth Plan") provides a strategic framework for managing growth and environmental protection in the Greater Golden Horseshoe region, of which the City forms an integral part, including:

• Support the achievement of complete communities that are designed to support healthy and active living and meet people's needs for daily living throughout an entire lifetime.

- Prioritize intensification and higher densities in strategic growth areas to make efficient use of land and infrastructure and support transit viability.
- Provide flexibility to capitalize on new economic and employment opportunities as they emerge, while providing certainty for traditional industries, including resource-based sectors.
- Support a range and mix of housing options, including second units and affordable housing, to serve all sizes, incomes, and ages of households.
- Improve the integration of land use planning with planning and investment in infrastructure and public service facilities, including integrated service delivery through community hubs, by all levels of government.
- Provide for different approaches to manage growth that recognize the diversity of communities in the GGH.
- Protect and enhance natural heritage, hydrologic, and landform systems, features and functions.
- Conserve and promote cultural heritage resources to support the social, economic, and cultural well-being of all communities, including First Nations and Métis communities.
- Integrate climate change considerations into planning and managing growth such as planning for more resilient communities and infrastructure – that are adaptive to the impacts of a changing climate – and moving towards environmentally sustainable communities by incorporating approaches to reduce greenhouse gas emissions.

The Growth Plan builds upon the policy foundation provided by the PPS 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 in the event of any conflict, except where the relevant legislation provides otherwise.

In accordance with Section 3 of the *Planning Act*, all decisions of Council with respect to the exercise of any authority that affects a planning matter shall conform to the Growth Plan. Comments, submissions or advice affecting a planning matter that are provided by Council shall also conform to the Growth Plan. The proposed Plan, as described in the Comments section of this report, implements the policies and vision of the Growth Plan.

#### **Toronto Official Plan**

The City of Toronto Official Plan is a comprehensive policy document that guides development in the City, providing direction for managing the size, location, and built form compatibility of different land uses and the provision of municipal services and facilities. Authority for the Official Plan derives from the *Planning Act*. The Provincial Policy Statement (PPS) recognizes the Official Plan as the most important document for its implementation. Toronto Official Plan policies related to building complete communities, including heritage preservation and environmental stewardship may be applicable to any application. Toronto Official Plan policies can be found here: <a href="https://www.toronto.ca/city-government/planning-development/official-plan-guidelines/official-plan/">https://www.toronto.ca/city-government/planning-development/official-plan-guidelines/official-plan/</a>

The King-Parliament area is within the Downtown and Central Waterfront area in Map 2 – Urban Structure of the Official Plan. Section 2.2.1 – Downtown: The Heart of Toronto, as updated through the Downtown Plan Official Plan Amendment, provides direction on Downtown as a growth area that will continue to evolve as a healthy and attractive place to live and work.

Policy 2 of Section 2.2.1 has been strengthened to recognize the economic importance of Downtown to the city and region. Among other things, it fosters creative industries and the culture sector that are centred in the King-Spadina and King-Parliament neighbourhoods.

Policy 4 of Section 2.2.1, which speaks to the quality of Downtown as a place to live, adds new policy provisions to conform to the Growth Plan pertaining to complete communities, a high-quality built form and resilience.

Section 3.1.5 – Heritage conservation speaks to the identification and conservation of cultural heritage resources in the context of a growing and evolving city. Policies in this section promote the preservation of the significant cultural heritage values and attributes of our heritage properties, as well as the public views of them, for the enjoyment of Torontonians.

Section 3.1.1 – The Public Realm includes policies to promote beautiful, comfortable, safe and accessible streets, parks, open spaces and public buildings as a key shared asset.

Section 3.1.2 – Built Form recognizes that most of the city's future development will be built on infill and redevelopment sites and will need to fit with its existing and/or planned context, respecting and improving the character of the surrounding area.

#### **OPA 406 - Downtown Plan Official Plan Amendment**

OPA 406 brings forward a comprehensive and integrated policy framework to shape growth in Toronto's Downtown over the next 25 years. The Downtown Plan is a response to rapid growth, with projections showing a potential doubling of the Downtown population and a near-doubling of employment by 2041. It provides the City, its partners and stakeholders with a blueprint to manage growth, sustain liveability, achieve complete communities and ensure there is space for the economy to grow.

OPA 406 came into force and effect on June 5, 2019, and is not subject to appeal.

As it relates to the King-Parliament area, the Downtown Plan:

- removes lands subject to the Central Waterfront Secondary Plan from the Downtown Plan. As a result, the West Don Lands policy area within the King-Parliament Secondary Plan is not subject to the policies of the Downtown Plan;
- re-designates some Regeneration Areas in King-Parliament to Mixed Use Areas, identifying King-Parliament as an area targeted for growth and change. King-

Parliament includes a mix of *Mixed Use Areas 2* (Intermediate), *Mixed Use Areas 3* (Main Street) and *Mixed Use Areas 4* (Local);

- requires a Complete Community Assessment as part of significant and large scale development within *Mixed Use Areas 1, Mixed Use Areas 2, Mixed Use Areas 3* and *Regeneration Areas*;
- speaks to balancing residential and non-residential uses by encouraging the replacement of existing non-residential gross floor area;
- requires a total of 40% 2- and 3-bedroom units (15% of which can be either 2- or 3-bedroom units or convertible units) in developments containing more than 80 new residential units;
- establishes King-Parliament as a Cultural Precinct, encouraging the clustering of creative industries and culture sector economic activities;
- identifies planned rapid transit stations including the Council-approved Relief Line alignment, and Queen-Sherbourne and King-Sumach station locations;
- identifies Priority Retail Streets including: King Street East, Queen Street East, a
  portion of Front Street East, a portion of Sherbourne Street and Parliament
  Street;
- through the Downtown Parks and Public Realm Plan, identifies Corktown Common and portions of the Lower Don Lands as part of the Core Circle, a system of natural areas that circles Downtown;
- identifies Great Streets including: King Street East, Queen Street East, a portion of Front Street East, Jarvis Street and Parliament Street;
- identifies Park Districts including Old Town-St. Lawrence-Distillery and, through the Downtown Parks and Public Realm Plan, identifies the West Don Lands;
- identifies priority cycling routes including Richmond Street East, Adelaide Street East, The Esplanade and Sumach Street;
- identifies parks and open spaces where net-new shadow will be adequately limited, including Moss Park, St. James Park and David Crombie Park, all adjacent to the study area;
- identifies Cultural Corridors including Jarvis Street and a portion of Front Street East; and
- includes five Council-adopted infrastructure strategies that will guide and inform implementation in the areas of parks and public realm, community services and facilities, mobility, water and energy.

#### **OPA 304 - Gooderham & Worts, Triangle Lands and West Don Lands**

OPA 304 is the result of a built form study for an area bounded by Parliament Street, properties on the north side of Mill Street, Cherry Street and the Union Station Railway Corridor. The study and the resulting OPA provides planning direction on: an appropriate massing and building typology within the study area; protecting the utility of open spaces within and surrounding the study area from new shadows; maintaining the cultural heritage values of the area's heritage buildings; and promoting various transportation modes to reduce vehicular traffic impacts.

OPA 304 was adopted by Council in July 2017 and appealed to the Local Planning Appeal Tribunal (LPAT). A modified OPA 304 came into force in March 2019.

Through the King-Parliament Secondary Plan Review, OPA 304 has been considered and incorporated into the proposed Plan. While the content of approved policies has not been modified from the March 2019 LPAT decision - with the exception of one policy related to the specific location of a park - the policy sections have been restructured to match the updated structure of the proposed Plan. For a detailed accounting of how OPA 304 has been integrated into the proposed Plan, please see the chart in Attachment 4.

#### **OPA 352 - Downtown Tall Building Setbacks**

On October 5-7, 2016, City Council adopted Official Plan Amendment (OPA) 352 – Downtown Tall Building Setback Area (currently under appeal). The purpose of OPA 352 is to establish the policy context for tall building setbacks and separation distances between tower portions of tall buildings Downtown. At the same meeting, City Council adopted area-specific Zoning By-laws 1106-2016 and 1107-2016 (also under appeal), which provide the detailed performance standards for portions of buildings above 24 metres in height.

#### **Local Policy Context**

The King-Parliament area is currently subject to a number of existing planning frameworks - both statutory and non-statutory - that guide growth and development. The proposed Plan provides streamlined direction regarding built form, heritage conservation and parks and public realm improvement and expansion, drawing on the objectives and principles of existing planning frameworks. The proposed Plan also clarifies how each planning framework is to be interpreted in the case of conflict.

Existing planning frameworks that guide growth and development in the area today are shown on the map in Attachment 2 and summarized below. Attachment 3 includes a full list of aligned initiatives and other planning frameworks reviewed through Phases 1 and 2 of the project.

#### **Central Waterfront Secondary Plan**

The principles of the Central Waterfront Secondary Plan (CWSP) provide a framework for waterfront renewal over the long term and focus on removing barriers/making

connections; building a network of spectacular waterfront parks and public spaces; promoting a clean and green environment; and creating dynamic and diverse new communities.

As noted above, lands covered by the CWSP were removed from the Downtown Plan by the Minister of Municipal Affairs and Housing, rendering the policies of the Downtown Plan not applicable to the West Don Lands area. However, the CWSP continues to overlap with the King-Parliament Secondary Plan in the area of the West Don Lands.

The CWSP was adopted by Council in 2003 and was approved by the Local Planning Appeal Tribunal for the West Don Lands area on December 9, 2005.

#### West Don Lands Precinct Plan

In adopting the CWSP, Council identified the need for a precinct planning process to provide greater detail on implementation of public infrastructure and the built form of new development. The West Don Lands Precinct Plan (2005) sets out a vision for the area, identifies the public investment required for redevelopment, includes a development plan and guidelines, and includes a phasing and implementation approach (including input into an updated Zoning By-law for the area). The Precinct Plan was endorsed by Council in 2006 as a non-statutory plan. A partial update was completed in 2011 for some blocks. Other supplementary plans pertaining to the West Don Lands are listed in Attachment 3 to this report. Redevelopment of the area has largely followed the Precinct Plan and other supplementary plans, and the area is developing into a vibrant mixed-use community.

#### St. Lawrence Neighbourhood Heritage Conservation District Plan

The St. Lawrence Neighbourhood Heritage Conservation District was designated by Council in December 2015. The overall objective of the St. Lawrence Neighbourhood Heritage Conservation District Plan (HCD Plan) is to protect and conserve the heritage value of the St. Lawrence neighbourhood. Grounded in an understanding of the district's historic, social and cultural value as well as its physical character, the HCD Plan seeks to guide investment and change within the neighbourhood while maintaining its heritage attributes. The policies and guidelines contained within the HCD Plan assist property owners in ensuring that proposed alterations conform to the district objectives and respect the overall neighbourhood context. The HCD Plan is currently under appeal to the Local Planning Appeal Tribunal, with a hearing set for November 2019.

#### Distillery District Heritage Conservation District Study and Plan

The Distillery District Heritage Conservation District Study (HCD Study) provides an understanding of the history, evolution, built fabric and public realm of the Distillery District in order to identify and describe the character of the area. The study area is bounded by the centre line of Cherry Street to the east, the north side of the rail corridor to the south and the centre line of Parliament Street to the west. It includes the buildings on the north side of Mill Street. The HCD Study was completed in 2016 and included a recommendation to initiate a Heritage Conservation District Plan (HCD Plan) for the same study area. Work on the HCD Plan is expected to commence in late 2019.

#### Heritage Policy Framework

As described above, the *Planning Act* and the associated PPS guide development in the Province. Section 2(d) of the *Planning Act* specifically refers to "the conservation of features of significant architectural, cultural, historical, archaeological or scientific interest."

Policy 2.6.1 of the PPS directs that "significant built heritage resources and significant cultural heritage landscapes shall be conserved." Properties included on Map 15-4 of Attachment 1, including those identified on the City's Heritage Register, are considered to be significant in this context "Conserved" is defined in the PPS as "the identification, protection, use and/or management of built heritage resources in a manner that ensures their cultural heritage value or interest is retained under the Ontario Heritage Act."

Policy 3.1.5.2 of the Official Plan states that properties and Heritage Conservation Districts of potential cultural heritage value or interest will be identified and evaluated to determine their cultural heritage value or interest consistent with provincial regulations, where applicable, and will include the consideration of cultural heritage values including design or physical value, historical or associative value and contextual value. The evaluation of cultural heritage value of a Heritage Conservation District may also consider social or community value and natural or scientific value. The contributions of Toronto's diverse cultures will be considered in determining the cultural heritage value of properties on the Heritage Register.

#### **Cultural Heritage Resource Assessment**

The identification of heritage properties that tell our City's stories is an on-going process.

As part of the King-Parliament Secondary Plan Review, staff undertook a Cultural Heritage Resource Assessment (CHRA) to document and evaluate properties to identify the area's heritage resources and in turn to inform policy development. At the commencement of the CHRA, the King-Parliament area already contained a large collection of recognized cultural heritage resources. Those resources had previously been identified through inclusion of individual properties on the Heritage Register, through the cultural heritage landscape of the First Parliament site, through the Council-adopted St. Lawrence Neighbourhood Heritage Conservation District (under appeal), and through a completed Heritage Conservation District Study, a Phase 2 St. Lawrence HCD study was also recommended for the area largely comprising the St. Lawrence Neighbourhood development of the 1970s, south of Front Street. As a result, in advance of the CHRA, over 160 cultural heritage resources had already been identified on the City's Heritage Register.

Building on this existing understanding of cultural heritage resources in the King-Parliament area, the CHRA included a heritage survey for those portions of the area not previously comprehensively reviewed for heritage resources through either the St. Lawrence Neighbourhood Heritage Conservation District Study, the Distillery District Heritage Conservation District Study or the West Don Lands Precinct Plan. Where individual properties within the CHRA boundary area were already identified on the City's Heritage Register, the CHRA did not re-evaluate those properties.

The approach taken through CHRAs prioritizes an understanding of the historic context of an area, and how properties relate to and support that context. Where information is readily available, consideration of design or the unique history of a particular property may also be identified. The research and analysis of the CHRA includes a Historic Context Statement which identifies themes that have informed the area's present-day built form and landscape and can assist in the subsequent evaluation of properties for cultural heritage value.

The King-Parliament CHRA advanced the development and use of a Historic Context Statement (see Attachment 6) with community engagement and input (see Heritage Focus Group summary). Staff are developing this heritage survey methodology in conjunction with City Planning's ongoing City-wide Heritage Survey Feasibility Study to provide consistency and transparency of heritage evaluation across Toronto.

The CHRA was commenced in October 2018, and its conclusions were presented at the King-Parliament Pop-up in June 2019 (described below). The CHRA identified the historic context of the area as supported by industrial properties generally constructed between 1850 to 1945 - a period in which industry fundamentally shaped the area's present-day character - as well as by residential, commercial, and institutional properties generally constructed between 1850 and 1914, when immigration and a growing number of jobs in nearby industries resulted in residential and commercial growth in the area. The CHRA identified over 275 properties with heritage potential within the CHRA boundary.

#### **Engagement, Consultation and Feedback**

Phases 1 and 2 of the King-Parliament Secondary Plan Review included numerous opportunities for the public to engage in the project, including a series of Heritage Focus Groups, a large-format Open House, a Built Form Workshop, and a nine-day Pop-up consultation event. Approximately 500 people have engaged in the project through inperson consultation events. In addition, staff have met with key stakeholders and local residents and business associations on an ongoing basis. All study materials, including public meeting summaries, are posted on the King-Parliament Secondary Plan website: www.toronto.ca/king-parliament.

#### Heritage Focus Groups

Between December 2018 and March 2019, staff hosted a series of three Heritage Focus Group meetings to gain a better understanding of the Cultural Heritage Resource Assessment (CHRA) study area (described in more detail in the Issue Background section of this report), including its social and community values. The group was composed of local historians and representatives of local organizations with insight into the area's heritage. The heritage focus group informed the identification of historical themes, patterns, building typologies, and periods of development within the CHRA study area prior to the drafting of a Historic Context Statement (see Attachment 6), to review a draft Historic Context Statement, and to inform the recommendations regarding the identification of built heritage resources.

The results of the historical analysis, informed by the heritage focus group, were presented at the January 2019 Open House, described below, for input from the larger community. Following the Open House, the heritage focus group met a final time to review and provide advice on the findings of the CHRA. A summary of the CHRA process and a map showing properties identified as having cultural heritage value through the study were then presented to the general public for review and comment at the King-Parliament Pop-up, also described below.

#### **Open House**

On January 31, 2019, staff held an Open House at St. Lawrence Hall to kick-off the Review. The meeting notice was mailed to over 27,000 addresses in and around the King-Parliament area; an e-update was sent to the King-Parliament email list; approximately 100 posters were posted in local businesses; and the meeting was promoted on City Planning's social media channels. Over 100 people participated in the meeting.

Overall, participants were supportive of the Review and the proposed scope of work. As there are several existing and overlapping planning frameworks in the area, participants appreciated the Review's intent to streamline the policies and provide clear direction on future growth in the area.

Regarding the three themes of the Review, participants were supportive of Heritage Planning's comprehensive heritage survey of the area and identified several cultural heritage resources for conservation. Participants also noted the strong relationship between heritage buildings and culture in the area, including Berkeley Church and the Canadian Opera Company.

Participants generally expressed a desire for fewer tall buildings and more mid-rise developments in the area. Fine-grain retail on the ground floor of new development, similar to that of the historic storefronts along Queen and King Streets, was also considered desirable by many participants.

The majority of participants commented on the importance of a high quality and connected public realm in King-Parliament, particularly as the area continues to grow. While large community parks like Corktown Common were viewed as highly successful, participants identified the need for smaller-scale interventions to enhance pedestrian connectivity and mobility, and to better connect existing parks.

Additional comments gathered at the Open House related to a need for a mix of housing types and tenures in order to support housing affordability and concerns related to traffic congestion and pedestrian safety in the area - particularly on Jarvis Street - as the area continues to grow.

#### **Built Form Workshop**

On April 11, 2019, staff and the City's consultant for the project held a Built Form Workshop. Meeting notice was mailed to Interested Parties and provided online via the project email list, on the project website, and through City Planning's social media channels. Approximately 30 people participated in the workshop.

Following a presentation by the staff and consultant team detailing the policy tools that City Planning uses to shape built form, participants reviewed a series of built form precedents in the King-Parliament area and commented on their "likes" and "dislikes."

A number of built form priorities were identified through discussion at the workshop:

- Improving the public realm to improve the pedestrian experience: Public realm elements such as privately owned publicly-accessible spaces (POPS), mid-block connections and laneways were valued. Participants noted a need for the public realm to "feel public" (i.e. not be fenced or internal to a building). To improve pedestrian safety and mobility, participants also noted a need for greater setbacks to allow for wider sidewalks and spaces for pedestrians to gather.
- Encouraging unique building design: Participants appreciated developments that successfully integrate old and new materials to provide architectural contrast. Also, when integrating development with a heritage building, provide a greater stepback from the base to highlight the building's heritage attributes.
- Providing greater stepbacks to break up building massing: Participants appreciate the separation between buildings and variety of heights created through setbacks and stepbacks. Stepbacks also help the transition between the older heritage buildings at the base and new additions, as demonstrated by King George Square, for example.
- Using multiple policy tools: Participants noted that precedent developments in the King-Parliament area that employed multiple built form tools, including the application of building setbacks, stepbacks and angular planes, were more successful than those that only adhered to a single control.

#### **King-Parliament Pop-up**

From June 8-16, 2019, staff held a Pop-up consultation event at 73 Jarvis Street, a storefront within the King-Parliament area. City Planning staff partnered with local community leaders and City staff from other departments to deliver programming to appeal to a wide range of interests, including walking tours, lunch & learns, meet & greet sessions, and drop-in hours. Flyers advertising the Pop-up were mailed out to over 28,000 addresses and over 200 posters were posted in and around the King-Parliament area. A schedule of events and regular updates were provided in three e-updates to the project's email list serve. The Pop-up was also promoted on City Planning's social media channels in addition to Twitter and Facebook accounts managed by Councillor Wong-Tam, Councillor Cressy, residents associations and local community groups. Over 300 people participated in the Pop-up.

Based on an exit survey conducted at the Pop-up, 93% of visitors found the sessions very helpful in furthering their understanding of planning issues in the area. Approximately 25% of people who visited the Pop-up participated in multiple sessions. Importantly, the Pop-up reached a different audience than other traditional consultation formats (e.g. an Open House), with 19% of visitors saying they had never previously attended a City Planning consultation event and 29% saying they rarely attended.

Many visitors to the Pop-up provided comments on built form models that were on display. There was general consensus from the community that development in King-Parliament should provide larger setbacks from the curb to allow for wider sidewalks in addition to deeper stepbacks from base buildings in order to preserve heritage character, particularly along King Street East.

Most visitors to the Pop-up were supportive of additional heritage conservation measures being taken in the area, whether through listing or designating properties on the City's Heritage Register or through Heritage Conservation District plans. A number of community members expressed interest in ensuring heritage buildings remain intact through development versus the preservation of only the building façade.

Similar to previous consultation events, community members expressed positive sentiments about local parks, including Corktown Common, the revitalized St. James Park and Sackville Playground. However, many community members identified a need for these parks to be better connected to the community. There was also a lot of interest in creating new mid-block connections. Generally, community members agreed that new mid-block connections should be open to the public and clearly demarcated as public spaces.

#### **Ongoing Stakeholder Consultation**

Throughout Phases 1 and 2, staff held regular meetings with and provided project updates to residents associations, business associations, Indigenous organizations and other stakeholders. See Attachment 5 for a complete summary of all engagement activities.

#### COMMENTS

This section describes the content of the proposed King-Parliament Secondary Plan. It provides discussion of Plan objectives and overarching issues, as well as detailed description and rationale for policy directions across the three themes identified for the Review, including heritage, built form, and parks and public realm. This section is organized as follows:

- 1. Objectives of the Proposed Secondary Plan
- 2. Land Use and Economy Mixed Use Areas Non-residential Replacement

Proximity to Existing and Planned Rapid Transit Stations

3. Heritage

Policy Direction

4. Built Form

Queen Street Policy Area Jarvis Parliament Policy Area Corktown Policy Area Distillery District Policy Area West Don Lands Policy Area

- 5. Parks and Public Realm Public Realm Network and Connections Public Realm Big Moves
- 6. Next Steps

#### 1. Objectives of the Proposed Secondary Plan

As an area targeted for growth and new investment, the proposed King-Parliament Secondary Plan recommends that development in the area occurs across a full mix of uses that are designed to be compatible with their existing and planned context, conserve cultural heritage resources and improve and expand the public realm.

Specifically, the proposed Plan seeks to:

- Support and enhance the employment cluster in the King-Parliament area;
- Conserve heritage properties;
- Improve and expand parks and the public realm; and
- Simplify interpretation of overlapping policy frameworks.

#### 2. Land Use and Economy

#### **Mixed Use Areas**

The Downtown Plan re-designates the King-Parliament area from *Regeneration Areas* and *Mixed Use Areas* to a refined Mixed Use Area designation that identifies four scales of growth. Under the Downtown Plan, King-Parliament is now a mix of three of those four scales, including *Mixed Use Areas 2* - Intermediate, *Mixed Use Areas 3* - Main Street and *Mixed Use Areas 4* - Local. The Downtown Plan directs growth to *Mixed Use Areas,* but anticipates that not all sites that fall within a particular designation can accommodate the maximum scale of development anticipated in each of the *Mixed Use Areas while also supporting the liveability of the development and the neighbourhood*. Other sites may be able to accommodate more than what is anticipated within a given *Mixed Use Area.* Therefore, *Mixed Use Areas* within the King-Parliament area will contain development of varying scales and intensities, based on the existing and planned context.

The King-Parliament area is organized into five Policy Areas, as shown on Map 15-2 of Attachment 1. Development within a Policy Area will conform to the land use designations identified in the Downtown Plan, as informed by the distinct characteristics of each Policy Area and a development site's immediate local context. Thus, the appropriate scale and intensity of development will vary based on the local context.

The entirety of the Queen Street Policy Area is designated *Mixed Use Areas 3*, with a mix of commercial, residential, institutional, street-related retail and service uses permitted in the area, along the existing surface transit route on Queen Street East. The proposed Plan anticipates that development in this area will generally maintain the existing diverse mix of land uses and take the form of additions to existing buildings or mid-rise buildings compatible with the large number of heritage buildings on Queen Street East while acknowledging the typical lot sizes along this stretch of the street. In the few cases where deep lots with frontage on Queen Street East straddle multiple land use designations, the proposed Plan speaks to transition requirements.

The majority of lands within the Jarvis Parliament Policy Area are designated *Mixed Use Areas 2*, with the exception of lands with frontage on Berkeley Street, which are designated *Mixed Use Areas 4*. Development in the area will be context-specific and responsive to the form and scale of surrounding development, and will support a balance of residential and non-residential uses.

Lands within the Corktown Policy Area are designated *Mixed Use Areas 3* and *Mixed Use Areas 4*. Development will be primarily through infill and adaptive re-use of buildings that complement the existing physical character of the area. While the area currently includes certain industrial uses, the Downtown Plan supports a balance of residential and non-residential uses over time.

Lands within the West Don Lands Policy Area are not subject to the Downtown Plan. The proposed King-Parliament Secondary Plan designates the Policy Area as *Mixed Use Areas* under the Official Plan. The West Don Lands will continue to accommodate residential, commercial and institutional growth as the area develops, reflecting the Precinct Plan for the area.

Lands within the Distillery District Policy Area are designated *Mixed Use Areas 2*. Development in the area will be limited and subject to the Site and Area Specific Policies included in the proposed Plan; responsive to the heritage context of the area; and will continue to support a balance of residential and non-residential uses.

#### **Non-residential Replacement**

The Downtown Plan encourages the replacement of all existing non-residential gross floor area within the King-Parliament area, including the potential replacement of cultural spaces as a community benefit, either on the same site or on a different site within the King-Parliament area.

Building on the direction provided by the Downtown Plan, the proposed Plan identifies non-residential replacement as a key objective. To support and enhance the employment cluster in the King-Parliament area, the proposed Plan requires the

replacement of all existing non-residential gross floor area or the dedication of a minimum of 25 per cent of the total gross floor area of a development as non-residential uses (e.g., office, retail, cultural, etc.), whichever is greater.

This policy direction is supported by analysis carried out for both the King-Parliament and King-Spadina areas by staff and consultants. Hemson's "Planning Downtown: The Outlook for Office & Institutional Employment to 2041" report includes a recommendation to adjust the policy framework in the King-Parliament Secondary Plan area to ensure that anticipated demand for new office space can be met. Further analysis by staff included a two-part assessment of recently-completed projects and projects in the development pipeline, in addition to an evaluation of a range of development scenarios in King-Parliament, in order to determine an appropriate minimum non-residential gross floor area dedication.

The proposed Plan also includes the objective of encouraging the continued retention and adaptive re-use of properties on the City's Heritage Register for employment uses. In some cases, the adaptive re-use of a heritage property for non-residential uses as a base building in a new development would fulfil the requirement for non-residential replacement.

#### Proximity to Existing and Planned Rapid Transit Stations

The Growth Plan (2019) contains policies pertaining to population and employment densities for major transit station areas (MTSAs) along priority transit corridors or subway lines. MTSAs are generally defined as the area within an approximately 500 to 800 metre radius of a transit station, representing about a 10-minute walk. The Growth Plan (2019) requires that, at the time of the next municipal comprehensive review (MCR), the City update its Official Plan to delineate MTSA boundaries and demonstrate how the MTSAs achieve densities that meet Growth Plan (2019) targets.

Consistent with the Growth Plan (2019), the Downtown Plan provides direction for lands within 500 to 800 metres of all existing or planned rapid transit stations to be planned to be transit-supportive. The highest density of development Downtown will be directed to *Mixed Use Areas* in close proximity to existing or planned rapid transit stations.

Map 41-4 of the Downtown Plan identifies the Council-approved Relief Line alignment and locations of planned rapid transit stations Downtown. The map shows two Relief Line station locations within the King-Parliament area, one located generally at the intersection of King Street East and Sumach Street, and the other located generally at the intersection of Queen Street East and Sherbourne Street. Both of these stations are located on lands designated *Mixed Use Areas 3*.

In July 2019, Infrastructure Ontario and Metrolinx released an Initial Business Case for the re-named Ontario Line. The Ontario Line alignment included in the business case continues to show two station locations within the King-Parliament area, identified as "Moss Park" and "Corktown." The Moss Park station is conceptually located at Queen Street East and Sherbourne Street. The Corktown station is conceptually located near King Street East and Berkeley Street, representing a change in location from the Council-approved Relief Line alignment. Per this alignment, the Moss Park station is

located on lands designated *Mixed Use Areas 3* while the Corktown station is located on lands designated *Mixed Use Areas 2* that are directly adjacent to lands designated *Mixed Use Areas 4*.

In light of the Growth Plan (2019) direction to delineate MTSA boundaries through an MCR, no MTSA delineations are included in the proposed King-Parliament Secondary Plan at this time, and none of the policies and density targets within the Growth Plan (2019) currently apply to sites around planned rapid transit stations in the King-Parliament area.

Should development proposals come forward prior to the completion of the MCR, these will be assessed on a case-by-case basis in accordance with the overall policy direction provided by the Growth Plan, and specifically with the good planning principles outlined in the proposed Plan, Official Plan, applicable guidelines, and Heritage Conservation Districts, including those noted below:

- the provision of community service facilities, parkland, green infrastructure and physical infrastructure to support complete communities;
- land use designations as identified in the Downtown Plan;
- local character, immediate surrounding context, and individual site constraints; and
- the proximity of development to existing or planned rapid transit stations.

#### 3. Heritage

Cultural Heritage is an important component of sustainable development and place making. The preservation of our cultural heritage is essential to the character of this urban and liveable city that can contribute to other social cultural, economic and environmental goals of the City. Conservation of cultural heritage resources not only enriches our lives, it is an important shared responsibility and a prominent civic legacy that we must leave for future generations.

#### **Policy Direction**

The proposed Plan includes general heritage policies that apply to the entire King-Parliament area, and specific policies that address the conservation of heritage properties in each of the Policy Areas. All heritage policies work together with built form policies and parks and public realm policies to conserve the built heritage resources identified through the Cultural Heritage Resource Assessment (CHRA), as well as properties already identified on the Heritage Register. An understanding of how these properties contribute to the area's existing context has informed the development of the proposed Plan in order to help conserve the historic context and heritage resources of the King-Parliament area.

All built heritage resources and cultural heritage landscapes within the King-Parliament area, including properties identified on the Heritage Register and properties identified through the CHRA, are shown on Map 15-4 of Attachment 1.

It is anticipated that properties identified through the CHRA will be further evaluated and potentially recommended by staff to City Council for inclusion on the Heritage Register. The proposed Plan provides direction for properties deemed by the City to have cultural heritage value to be included on the City of Toronto's Heritage Register and Section 3.1.5 of the City's Official Plan will apply to the development. The City may also designate the property under Part IV of the *Ontario Heritage Act*.

The proposed Plan also requires additional consideration for heritage properties, above and beyond specific built form policies, by allowing for additional setbacks, stepbacks and stepping down of building heights in order to complement the scale and character of a property included on the Heritage Register.

Specific policies intended to conserve properties included on the Heritage Register are included throughout the proposed Plan. In the Jarvis Parliament Policy Area, the proposed Plan reinforces policy direction identified in the St. Lawrence Neighbourhood HCD Plan. In addition, given the rich history of the King-Parliament area, parks and public realm policies reference the need for heritage interpretation to be included in public realm improvements.

#### 4. Built Form

The proposed Plan includes built form direction for each Policy Area based on the land use designations described above. The built form policies work together with land use designations to provide direction on the appropriate scale of development based on the character of a Policy Area. The planned density on these lands permitted under existing land use designations is expected to meet or exceed the required minimum density targets in the Growth Plan (2019) within the King-Parliament area.

Built form policies provide clear direction for development to enhance the quality of the public realm, and therefore, many of the built form tools included in the proposed Plan address the street frontage. The proposed Plan encourages the retention of historic streetwalls, as defined by heritage properties, which contribute to the character of certain Policy Areas. Where historic streetwalls are not present, setting buildings back at grade helps to increase the space between buildings, improves access to sunlight and sky-view and provides transition from public to private space. It also allows for increased space for pedestrians and the ability to provide trees, lighting, street furniture and other pedestrian amenities.

Other tools address the height of base buildings and the distance that the tower portion of a building must step back from the base. The base building - or lower floors of the building - acts as an interface between the public and private realms and contributes to the pedestrian experience the building. The proposed Plan provides direction for base buildings to be constructed with high quality materials that are compatible with surrounding buildings, particularly those on the City's Heritage Register.

Appropriate transition between buildings and their surroundings - including other buildings, streets and parks and open spaces - can provide access to sunlight and sky-view as well as establish a human scale. The proposed Plan includes angular plane

policies in some Policy Areas in order to achieve appropriate transition between midrise and low-scale areas, as well as in areas where clusters of built heritage resources exist.

#### Built Form Policy Direction from the Downtown Plan

The built form policies specific to the King-Parliament area, as described in the Policy Area sections below, supplement the built form policies of the Downtown Plan (with the exception of the West Don Lands Policy Area), which provides important direction on the following:

- Base buildings: Design objectives included in the Downtown Plan speak to the scale, compatibility, height and materiality of base buildings. Direction regarding transition from base buildings to areas with a lower-scale planned context, and adjacencies to properties on the City's Heritage Register is also provided.
- Tower floorplates: The Downtown Plan provides direction for tall buildings containing residential units to generally have a maximum floorplate size of 750 square metres above the base building to limit shadow and wind impacts while maintaining sky-view. Tall buildings containing predominantly employment uses may have larger floorplates.
- Microclimate: The Downtown Plan includes measures that may be taken to adequately limit shadow and uncomfortable wind conditions in the public realm including reducing floorplates of tall building elements, reducing the overall height and scale of buildings, setting back tall building elements, and increasing space between tall building elements. In addition, development will adequately limit netnew shadow on parks and open spaces identified on Map 41-13 of the Downtown Plan.
- Transition: Development may be required to provide transition in scale to achieve built form compatibility when it is of a greater intensity and scale than the adjacent and surrounding planned context, adjacent to areas where tall buildings are not anticipated, adjacent to a designated heritage property, or adjacent to parks and open spaces. A variety of methods may be used to achieve appropriate transition including separation distance, stepping down of heights, angular planes, and application of the City's Tall Building Design Guidelines or Avenues and Mid-Rise Buildings Study.
- Family units: To provide a more balanced mix of unit types and sizes, the Downtown Plan requires residential development containing more than 80 new units to provide a minimum of 15% 2-bedroom units, 10% 3-bedroom units, and an additional 15% either 2- or 3-bedroom units or convertible units.

#### **Queen Street Policy Area**

The Queen Street Policy Area includes a wide range of building types such as house form buildings, older multiple-storey industrial buildings and low-rise

commercial/residential buildings. The character of the street changes significantly across the Policy Area, with predominantly commercial/residential buildings around Sherbourne and Parliament Streets and a mix of house form and industrial buildings that have been adapted for both residential and non-residential uses east of St. Paul Street.

Despite the varying building types along Queen Street East, a fairly consistent lot pattern exists and is characterized by narrow, shallow lots interspersed with a few larger lots.

Queen Street East is also home to clusters of built heritage resources, particularly on the south side of the street between George Street and Sherbourne Street, on the north side of the street between Sherbourne Street and Seaton Street, and on the south side of the street between St. Paul Street and River Street.

In light of Queen Street East's existing main street character and abundance of built heritage resources, and reflecting its *Mixed Use Areas 3* designation, development will be incremental in the form of additions or mid-rise buildings. Development in this Policy Area will be accompanied by public realm improvements in the form of sidewalk widenings, mid-block connections and pedestrian amenities, with exceptions for on-site or adjacent heritage resources.

The proposed Plan provides the following built form direction for development in the Queen Street Policy Area:

- A maximum height of 25 metres (7-8 storeys) on the Queen Street East frontage.
- A minimum 5-metre stepback above heritage base buildings.
- Generally a 45-degree rear angular plane on the north side of Queen Street East to provide transition to adjacent *Neighbourhoods*.
- Generally a 45-degree angular plane from both sides of the Queen Street East frontage at a height of 16 metres, in keeping with in-force zoning, to provide for pedestrian comfort (e.g. sunlight, wind mitigation).
- A minimum 3-metre setback from the front property line, unencumbered by building cantilevers and balconies, along the Queen Street East frontage, with exceptions where an intact heritage setback exists, to provide for wider sidewalks and other pedestrian amenities.
- Direction on the materials, ground floor heights and articulation of base buildings to ensure compatibility with the area's historic character.

#### Jarvis Parliament Policy Area

The Jarvis Parliament Policy Area will be targeted for growth across a wide range of uses including commercial, institutional, residential and entertainment. The area includes the original 10 blocks of the Town of York and is characterized by the historically and architecturally significant buildings that surround the original 10 blocks. As such, development in this area will be responsive to the character of the area by conserving and adaptively re-using heritage buildings.

A portion of the Jarvis Parliament Policy Area is covered by the St. Lawrence Neighbourhood Heritage Conservation District (HCD), which includes built heritage resources that are listed or designated on the City's Heritage Register. The HCD includes policies and guidelines related to building materials, massing, infill and new development, and streetwall composition. As noted, the HCD is under appeal with an LPAT hearing scheduled for November 2019. The recommended King-Parliament Secondary Plan will consider the outcome of the appeal. Built heritage resources that fall outside of the HCD area were also identified for the Jarvis Parliament area through the King-Parliament Cultural Heritage Resource Assessment noted above.

Since the mid-2000s development in the Jarvis Parliament Policy Area has increasingly been in the form of taller buildings. In order to accommodate the growth anticipated for the area under the *Mixed Use Areas 2* designation while ensuring development is responsive to the heritage character of the area, the proposed Plan includes the following built form direction for the Policy Area as a whole:

- A minimum 5-metre stepback above heritage base buildings.
- A minimum 3-metre setback from the front property line, unencumbered by building cantilevers and balconies, with exceptions where an intact heritage setback exists, to provide for wider sidewalks and other pedestrian amenities.

The taller buildings in this area will also be subject to the Downtown Tall Building Setback Area (OPA 352) and zoning by-law, currently under appeal to the LPAT.

In addition to built form direction for the Policy Area as a whole, the proposed Plan also identifies specific direction for:

- King Street East: A 45-degree angular plane will apply to the King Street East frontage from the front property line to the middle of the block, taken from varying streetwall heights depending on context. In addition, the proposed Plan provides direction on the materials, ground floor heights and articulation of base buildings to ensure compatibility with King Street East's historic character.
- Britain Street: A maximum streetwall height of 16 metres on the north side and 12 metres on the south side of the street will maintain and strengthen the existing heritage streetwall. In addition, a 45-degree angular plane, as measured from Queen Street East, will apply.

The scale of development on both King Street East and Britain Street will transition to the surrounding existing and planned context through application of angular planes, setbacks and building heights.

#### **Corktown Policy Area**

Corktown is regarded as an area of gradual change and growth - primarily in the form of sensitive infill, adaptive re-use of built heritage resources, and mid-rise development - in keeping with the area's small scale, fine grain character.

The Corktown Policy Area is home to significant clusters of built heritage resources. Common typologies include commercial/residential buildings along the historic main street of King Street East like those present between Parliament Street and Sackville Street; and the many low-scale residential row houses including those on Bright Street, Wilkins Avenue and Ashby Place, for example.

*Mixed Use Areas 3* and *Mixed Use Areas 4* designations in the Policy Area indicate that development will be responsive to the area's diverse physical character. As such, the proposed Plan includes built form direction that is specific to the following streets in Corktown:

- King Street East: Similar to the direction provided for King Street East in the Jarvis Parliament Policy Area, a 45-degree angular plane will apply to the King Street East frontage, taken from varying streetwall heights depending on context. In addition, the proposed Plan provides direction on the materials, ground floor heights and articulation of base buildings to ensure compatibility with King Street East's historic character. A minimum 3-metre setback from the front property line is required, unencumbered by building cantilevers and balconies, with exceptions where an intact heritage setback exists, to provide for wider sidewalks and other pedestrian amenities.
- Eastern Avenue: A maximum streetwall height of 16 metres and a minimum stepback of 3 metres above the streetwall in addition to a minimum 3-metre setback from the front property line, unencumbered by building cantilevers and balconies, will ensure a consistent pedestrian experience on Eastern Avenue. A 45-degree angular plane will apply to Eastern Avenue to provide transition between *Mixed Use Areas 3* on the street frontage and adjacent *Mixed Use Areas 4* neighbourhoods to the north.
- Development Abutting Overpasses: The proposed Plan requires development abutting the Adelaide Street East, Richmond Street East and Eastern Avenue overpasses to provide a minimum continuous setback of 5 metres, unencumbered by building cantilevers and balconies.

#### West Don Lands Policy Area

The West Don Lands Policy Area will accommodate residential, commercial and institutional growth as the area develops into a vibrant mixed-use community in a manner that builds upon the positive features of the area and adjacent areas, in particular the Distillery District and Corktown Common.

To date, development has largely been carried out in accordance with the built form direction provided by the West Don Lands Precinct Plan (2005 & 2011), and the West Don Lands Block Plan and Design Guidelines (2006).

As the area continues to grow, the proposed Plan seeks to incorporate direction provided in the non-statutory Precinct Plan. To that end, the proposed Plan provides specific direction for:

- Eastern Avenue: Similar to the direction provided for Eastern Avenue in the Corktown Policy Area, a maximum streetwall height of 16 metres and a minimum stepback of 3 metres above the streetwall in addition to a minimum 3-metre setback from the front property line, unencumbered by building cantilevers and balconies, will ensure a consistent pedestrian experience on Eastern Avenue. Development with frontage on Eastern Avenue will generally not exceed 36 to 42 metres in height.
- Front Street East: Development with frontage on Front Street East will generally not exceed 36 to 42 metres in height and will provide a minimum 3-metre setback from the front property line, unencumbered by building cantilevers and balconies.
- Mill Street: Development with frontage on Mill Street will generally not exceed 30 to 36 metres in height and will provide all appropriate setbacks between buildings as required by City guidelines.

As noted above, lands within the West Don Lands are not subject to the policies of the Downtown Plan. For the purposes of encouraging enhanced connectivity between the West Don Lands and surrounding Policy Areas, as well as in the interest of supporting the development of complete communities, the proposed Plan incorporates public realm and community services and facilities direction from the Downtown Plan.

In addition, the proposed Plan signals the intent to designate all lands within the West Don Lands Policy Area as *Mixed Use Areas* under the Official Plan. A technical amendment is first required by the Local Planning Appeal Tribunal to bring the Central Waterfront Secondary Plan into force and effect for the West Don Lands area under the 2006 Official Plan. As such, staff will seek the *Mixed Use Areas* designation at the time the recommended Secondary Plan is considered by City Council.

#### **Distillery District Policy Area**

The Distillery District Policy Area comprises three Site and Area Specific Policy (SASP) areas, including: the Gooderham & Worts Area, the Triangle Lands, and 31R Parliament Street. Limited future development in the Distillery District will be subject to these SASPs, which are included in Section 12 of the proposed Plan. As described above, these SASPs were recently revised through OPA 304 (approved in March 2019) and these updates have been reflected in the proposed Plan. See Attachment 4 to this report for details on how OPA 304 has been integrated into the proposed Plan.

- Gooderham & Worts Area SASP: The SASP recognizes the area's cultural heritage value and includes detailed inventories of built heritage resources along with design guidelines to ensure conservation of heritage attributes. The SASP also identifies *Mixed Use Areas* and development densities, in addition to open space and transportation policies.
- Triangle Lands and 31R Parliament Street SASPs: The SASPs provide for a maximum of two tall buildings, each consisting of a base building and tower

within the Triangle Lands, including one tower on the lands known as 31R Parliament Street. The SASP stipulates maximum building heights, transition requirements, tower separation distance, average floor plate area, base building heights and other design criteria. The 31R Parliament Street SASP exempts the development on those lands from certain specific provisions of the Triangle Lands SASP.

#### 5. Parks and Public Realm

The Downtown Parks and Public Realm (PPR) Plan provides a framework for the expansion and improvement of parks and the public realm in the King-Parliament area. The proposed King-Parliament Secondary Plan provides specific recommendations that support this framework. The detailed recommendations are specific to the area and work towards improving connectivity between existing and planned parks, and within the broader public realm.

In addition, the Downtown PPR Implementation Strategy will prioritize initiatives identified in both the PPR Plan and the King-Parliament Secondary Plan. It will provide clear direction on timing and process and will identify priority projects to advance feasibility studies for consideration in future capital budget.

#### **Public Realm Network and Connections**

Mid-block connections: A direct and connected network of mid-block connections and laneways can improve utility for pedestrian movement within the King-Parliament area, including access to existing and planned rapid transit stations and other major community destinations. The proposed Plan identifies opportunities for future mid-block connections that are publicly accessible, follow pedestrian desire lines, and are well-lit, landscaped and free of overhead encumbrances (e.g. building cantilevers). To better connect elements of the pedestrian network in King-Parliament, additional land may be required through development to widen existing mid-block connections or extend existing dead end pathways to create mid-block connections. See Map 15-5 in Attachment 1 for existing and potential mid-block connection locations.

New public streets: The proposed Plan identifies two new public streets within the West Don Lands Policy Area to provide access and street frontage to new development blocks. These and any future potential public streets within the King-Parliament area will be designed to provide high quality pedestrian amenities as informed by the City's Complete Streets design guidelines.

External connections: Pedestrian and cyclist connections to destinations outside of the King-Parliament area - including to the East Harbour and Port Lands areas - are identified in the proposed Plan. Ongoing coordination with Metrolinx's Union Station Rail Corridor East Pedestrian and Cyclist Connectivity Study as well as East Harbour GO/SmartTrack/Ontario Line station planning is needed to ensure public realm improvements within King-Parliament connect to and support enhanced pedestrian and cyclist infrastructure outside of the area.

#### **Public Realm Big Moves**

Trinity Triangle: Trinity Triangle is located at the intersection of Front Street East, Eastern Avenue and Trinity Street. As early as 2005 - in the West Don Lands Precinct Plan - it was identified as a location for public realm expansion and improvement and an opportunity to provide greater and safer pedestrian and cyclist connectivity between Corktown, the West Don Lands and the Distillery District. The West Don Lands Class Environmental Assessment (completed in 2005) recommends the closure of the eastbound portion of Front Street East between Eastern Avenue and Trinity Street to vehicular traffic to better incorporate the triangle into the future development block on the south side of Front Street East. The proposed Plan picks up the concept illustrated in previous plans and provides direction for the street closure in addition to the need for a wide range of streetscape improvements including, but not limited to, high quality paving materials, new trees, seating, lighting, public art, heritage interpretation and sustainability measures.

King-Sumach Pedestrian Plaza: The Pedestrian Plaza generally comprises City-owned lands located under or adjacent to the Richmond Street East, Adelaide Street East and Eastern Avenue overpass network. The proposed Plan provides direction for these areas to create meaningful opportunities for placemaking and gathering, in addition to providing enhanced pedestrian and cyclist safety and connectivity across these currently underutilized lands. Public realm improvements in this area will be achieved over time through development and capital investment, and will include a wide range of improvements similar to those identified for the Trinity Triangle, above.

First Parliament Site & Parliament Square Park: The First Parliament Site is currently the subject of a master planning exercise being undertaken by the City's Real Estate Services division. The First Parliament Site is adjacent to Parliament Square Park, which may also be considered through the master plan process. The proposed Plan includes policy direction for the development of the First Parliament Site to be guided by the master plan, which will address key issues related to retention of archaeological resources in situ, heritage interpretation, and the location of new public uses on the site.

OPA 304 (described above) re-designated the existing Toronto Parking Authority lot located between the First Parliament Site and Parliament Square Park to Parks and Open Space Areas, enabling better north-south connectivity between the First Parliament Site and Parliament Square Park. The proposed Plan identifies the potential for enhanced east-west connectivity between the revitalized David Crombie Park in the west and Corktown Common in the east via an improved mid-block connection on the north side of Parliament Square Park.

#### 6. Next Steps

As anticipated in Recommendation 1 of this report, staff will use the proposed Plan as a basis for further stakeholder and public consultation over the coming months. A public open house to provide information about and to seek feedback on the policy directions included in the proposed Plan will be scheduled for late November 2019.

In addition, staff will develop a scope of work and undertake a Zoning By-law update for the King-Parliament area, as identified in Recommendation 2 of this report. Stakeholder and public consultation on the Zoning By-law update will be concurrent with that on the proposed Plan.

Staff anticipate bringing forward a recommended King-Parliament Secondary Plan and updated Zoning By-law to City Council in Q3 2020.

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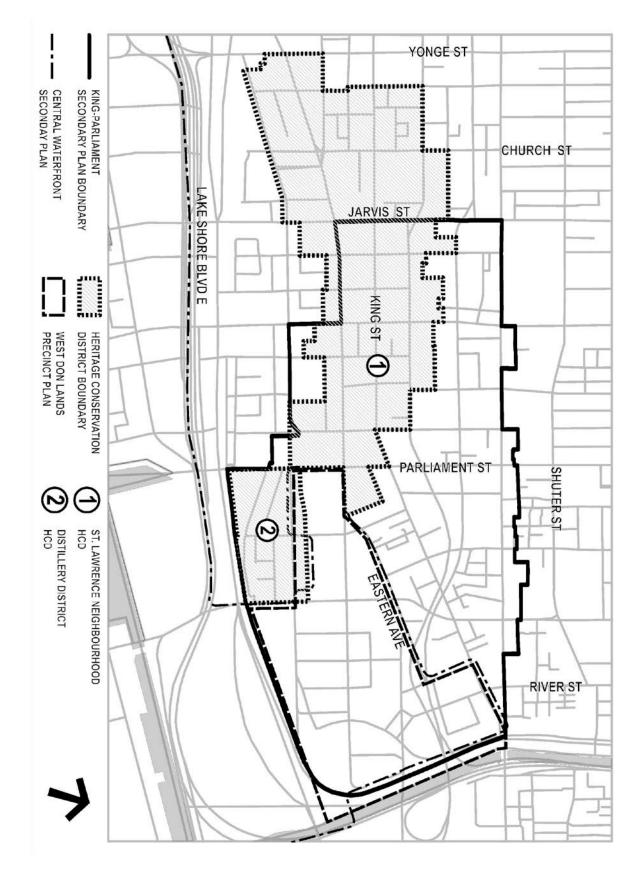
#### SIGNATURE

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#### ATTACHMENTS

Attachment 1: Proposed King-Parliament Secondary Plan Attachment 2: Map of Existing Planning Frameworks Attachment 3: List of Aligned Initiatives and Planning Frameworks Reviewed Attachment 4: Integration of OPA 304 Attachment 5: Summary of Engagement Activities Attachment 6: Historic Context Statement Attachment 1: Proposed King-Parliament Secondary Plan

\*Included under separate cover\*



#### **Attachment 2: Map of Existing Planning Frameworks**

#### Attachment 3: List of Aligned Initiatives and Planning Frameworks Reviewed

Title	Area	Status	Link
Secondary Plans & SASPs			
Downtown Plan	Midtown rail corridor/Rosed ale Valley Rd., DVP, Waterfront, Bathurst St.	In Force	https://www.toronto.ca/legdocs/mm is/2019/cc/bgrd/backgroundfile- 135953.pdf
King-Parliament Secondary Plan	Queen St. E., Union Station rail corridor, The Esplanade, Jarvis St.	In Force	https://www.toronto.ca/wp- content/uploads/2017/11/9063-cp- official-plan-SP-15- KingParliament.pdf
King-Parliament Part II Plan (1993)		In Force (in West Don Lands only)	Not available online. Document may be requested from City Planning.
Proposed King- Spadina Secondary Plan	South of Queen St. E., Simcoe St., John St., Front St., Bathurst St.	Draft Secondary Plan	https://www.toronto.ca/wp- content/uploads/2018/12/9535- cityplanning-181204-King-Spadina- Formatted-Draft.pdf
Queen-River Secondary Plan	Dundas St., Bayview Ave., Queen St. E., River St.	In Force	https://www.toronto.ca/wp- content/uploads/2017/11/8fde-cp- official-plan-SP-34-QueenRiver.pdf
Garden District SASP	Carlton St., Sherbourne St., Queen St. E, Jarvis St.	In Force	https://www.toronto.ca/legdocs/mm is/2015/te/bgrd/backgroundfile- 75629.pdf

Title	Area	Status	Link
Dundas- Roncesvalles SASP	Roncesvalles Ave. between Queen St. W. and Boustead Ave. Dundas St. W. between Boustead Ave. and Sorauren Ave.	Under appeal	https://www.toronto.ca/legdocs/mm is/2018/te/bgrd/backgroundfile- 117106.pdf
Guidelines			
King-Parliament Urban Design Guidelines	Queen St. E., Union Station rail corridor, The Esplanade, Jarvis St.	In Force	https://www.toronto.ca/wp- content/uploads/2017/08/8fde- Toronto-Urban-Design-Guidelines- King-Parliament.pdf
St. Lawrence Neighbourhood Focused Area Urban Design Guidelines	King/Court St., George St., CNR corridor, Yonge St.	In Force	http://www.stlawrencemarketbia.ca /images/files/St%20Lawrence%20 Neighbourhood%20Focused%20A rea%20Urban%20Design%20Guid elines%20-%20July%202005.pdf
Growing Up: Planning for Children in New Vertical Communities Draft Urban Design Guidelines	City-wide	Draft	https://www.toronto.ca/legdocs/mm is/2017/pg/bgrd/backgroundfile- 103920.pdf

Title	Area	Status	Link
Dundas- Roncesvalles Urban Design Guidelines	Roncesvalles Ave. between Queen St. W. and Boustead Ave. Dundas St. W. between Boustead Ave. and Sorauren Ave	Council- adopted	Part 1: https://www.toronto.ca/legdocs/mm is/2018/te/bgrd/backgroundfile- 117107.pdf Part 2: https://www.toronto.ca/legdocs/mm is/2018/te/bgrd/backgroundfile- 117108.pdf
Heritage Conserv	vation District Stu	udies and Plan	s
St. Lawrence	See Map 1 in		Part 1: <u>https://www.toronto.ca/legdocs/mm</u> <u>is/2015/te/bgrd/backgroundfile-</u> <u>84943.pdf</u> Part 2:
Neighbourhood HCD Plan	Part 1 of the HCD Plan.	Under appeal	https://www.toronto.ca/legdocs/mm is/2015/te/bgrd/backgroundfile- 85141.pdf Part 3:
			https://www.toronto.ca/legdocs/mm is/2015/te/bgrd/backgroundfile- 85490.pdf

Title	Area	Status	Link
			Part 1: https://www.toronto.ca/legdocs/mm is/2016/pb/bgrd/backgroundfile- 98818.pdf
Distillery District HCD Study	North side of Mill St., Cherry St., Union Station Rail Corridor,	Proceeding from Study to Plan phase	Part 2: https://www.toronto.ca/legdocs/mm is/2016/pb/bgrd/backgroundfile- 98819.pdf
	Parliament St.		Part 3: https://www.toronto.ca/legdocs/mm is/2016/pb/bgrd/backgroundfile- 98840.pdf
Master Plans / Ot	her		
Heritage Interpretation Master Plan for Old Town Toronto	Queen St. E., Don River, The Esplanade, Yonge St.		Not available online. Document may be requested from City Planning.
Heritage Lighting Master Plan for Old Town Toronto	Generally south of Richmond St., west of Parliament St., south of Front St., east of Yonge St.; and along Front St. to York St.		Not available online. Document may be requested from City Planning.
King-Parliament Community Improvement Plan	Queen St. E., Union Station rail corridor, The Esplanade, Jarvis St.	Council- adopted	Not available online. Document may be requested from City Planning.

Title	Area	Status	Link
St. Lawrence Market Neighbourhood BIA Public Realm Master Plan	South of Queen St. E., Parliament St., Lakeshore Blvd., Yonge St., Victoria St.	BIA Master Plan	https://www.stlawrencemarketbia.c a/images/01_SLMNBIA-Final- Report_full_Edited%20June%208 %202015%20Optimized.pdf
West Don Lands	Planning Docum	ents	
West Don Lands Precinct Plan	King St. East, Don River, Union Station Rail Corridor, Cherry St., Mill St., Parliament St., Front St., Eastern Ave.	Council- adopted	https://waterfrontoronto.ca/nbe/wc m/connect/waterfront/a9648fc4- 89ec-47c4-80b1- 9512947c4533/west_don_lands_pr ecinct_planmay_2005_1.pdf?M OD=AJPERES
West Don Lands Block Plan and Urban Design Guidelines	Same as Precinct Plan	Council- adopted	https://waterfrontoronto.ca/nbe/wc m/connect/waterfront/fcbd3952- 3184-4c60-bcd8- 6e290d9918f3/wdl_block_plans_1. pdf?MOD=AJPERES
West Don Lands Public Realm Master Plan	Same as Precinct Plan	Council- adopted	Not available online. Document may be requested from City Planning.
West Don Lands Phase 2 Plan of Subdivision	Same as Precinct Plan	Council- adopted	https://www.toronto.ca/legdocs/mm is/2010/te/bgrd/backgroundfile- 33146.pdf
West Don Lands Parks and Public Spaces Conveyance & Phasing Plan	Same as Precinct Plan	Council- adopted	Not available online. Document may be requested from City Planning.
West Don Lands Public Art Strategy	Same as Precinct Plan		https://waterfrontoronto.ca/nbe/wc m/connect/waterfront/71041622- d156-4dd2-b66b- 0959a3c5afe9/wdl_public_art_strat egy2009_1.pdf?MOD=AJPER ES

Title	Area	Status	Link
West Don Lands Class Environmental Assessment Master Plan	Same as Precinct Plan	Council- adopted	Not available online. Document may be requested from City Planning.

#### Attachment 4: Integration of OPA 304

Existing Section (in- force Secondary Plan and OPA 304)	New Section (proposed Secondary Plan)	Modifications to content	Rationale
Section 10 - Regeneration Area 'B' (West Don Lands)	Section 8 - West Don Lands Policy Area	LPAT-approved: 10.4 (e) It is the intent of the City to acquire the lands north of Mill Street and east of Parliament Street for Parkland, where opportunities exist Proposed Secondary Plan 8.14 Through development, a new linear public park of approximately 0.4 hectares in size will be secured on the north side of Mill Street, extending eastward from Parliament Street.	The proposed Secondary Plan provides additional specificity regarding the size and location of the park, building on the direction provided in the West Don Lands Parks and Public Spaces Conveyance & Phasing Plan (2011).
Section 12 - Mixed Use Area 'C' (Triangle Lands)	Section 12 - Site and Area Specific Policies - 2. Triangle Lands	No modifications to content.	LPAT-approved policies relating to the Triangle Lands address requirements for specific development sites, and are at a level of detail that are better suited to a SASP.
Section 15.1 - Site and Area Specific Policies - Gooderham and Worts Special Identity Area	Section 12 - Site and Area Specific Policies - 1. Gooderham and Worts Area	No modifications to content, except for a stylistic change to rename the "Gooderham and Worts Special Identity Area" to "Gooderham and Worts Area."	Section 15 has been renumbered to Section 12.

Existing Section (in- force Secondary Plan and OPA 304)	New Section (proposed Secondary Plan)	Modifications to content	Rationale
Section 15.6 - Site and Area Specific Policies - 31R Parliament Street	Section 12 - Site and Area Specific Policies - 3. 31R Parliament Street	No modifications to content.	Section 15 has been renumbered to Section 12. The SASP pertaining to 31R Parliament Street has been renumbered from 6 to 3 due to deletions of other in-force SASPs in the proposed Plan.

Attachment 5: Summary of En	agement Activities
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Date	Event Type	Organizations Represented	Number of Attendees
December 5, 2018	Heritage Focus Group #1	Town of York Historical Society, Corktown Residents and Business Association, G&W Neighbourhood Association, Toronto and East York Community Preservation Panel, St. Lawrence Market Neighbourhood Market BIA, St. Lawrence Neighbourhood Association, Friends of Enoch Turner School, West Don Lands Committee	12
January 8, 2019	Heritage Focus Group #2	Town of York Historical Society, Corktown Residents and Business Association, G&W Neighbourhood Association, Toronto and East York Community Preservation Panel, St. Lawrence Market Neighbourhood Market BIA, St. Lawrence Neighbourhood Association, West Don Lands Committee	13
January 31, 2019	Open House	Public	100+
February 7, 2019	Stakeholder Meeting	St. Lawrence Neighbourhood Association, Development Committee	~10
February 21, 2019	Stakeholder Meeting	St. Lawrence Market Neighbourhood BIA	4
March 25, 2019	Stakeholder Meeting	West Don Lands Committee	~10
March 28, 2019	Heritage Focus Group #3	Town of York Historical Society, Corktown Residents and Business Association, G&W Neighbourhood Association, Toronto and East York Community Preservation Panel, St. Lawrence Market Neighbourhood Market BIA, St. Lawrence Neighbourhood Association, West Don Lands Committee, Cllr. Wong-Tam's office	12

Date	Event Type	Organizations Represented	Number of Attendees
April 2, 2019	Stakeholder Meeting	Corktown Residents and Business Association	~40
April 11, 2019	Built Form Workshop	Public	~30
April 24, 2019	Stakeholder Meeting	St. Lawrence Neighbourhood Association	~40
June 8-16, 2019	King- Parliament Pop-up	Public	300+
June 13, 2019	Stakeholder Meeting	St. Lawrence Neighbourhood Association, Development Committee	~10
July 11, 2019	Mail-out to Indigenous Organizations	Conseil de la Nation Huronne-Wendat, Kawartha Nishnawbe First Nation, Metis Nation of Ontario, Mississaugas of New Credit First Nation, Six Nations of the Grand River Territory	
August 14, 2019	Conference Call	Conseil de la Nation Huronne-Wendat	3
August 22, 2019	Stakeholder Meeting	Infrastructure Ontario	
August 26, 2019	Stakeholder Meeting	West Don Lands Committee	~12
August 27, 2019	Stakeholder Meeting	Waterfront Toronto	
August 28, 2019	Stakeholder Meeting	St. Lawrence Market Neighbourhood BIA	4
September 3, 2019	Stakeholder Meeting	Corktown Residents and Business Association	~30
September 5, 2019	Stakeholder Meeting	St. Lawrence Neighbourhood Association, Development Committee and Corktown Residents and Business Association	~15

Date	Event Type	Organizations Represented	Number of Attendees
September 12, 2019	Stakeholder Meeting	St. Lawrence Neighbourhood Association - Board of Directors	6

Attachment 6: Historic Context Statement

\*Included under separate cover\*