

King-Spadina Secondary Plan Update – Final Report

Date: December 12, 2019

To: Toronto and East York Community Council

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

Ward: Ward 10 - Spadina-Fort York

Planning Application Number: 09-123346 SPS 00 OZ

SUMMARY

This report brings forward an updated King-Spadina Secondary Plan (the "Secondary Plan"). The Secondary Plan is a policy framework that will provide clear and consistent guidance for development in the area over the next 20 years, ensuring that the area continues to be a place to live and work, and where new buildings add to the character and context that defines each part of the Secondary Plan area. The Secondary Plan builds on the direction set forward in the Downtown Plan by bringing forward more specific policy guidance on land use, built form, public realm and specific Areas of Special Identity.

The Secondary Plan follows up on the success of the 1996 King-Spadina Secondary Plan. *As an area targeted for growth and new investment, the Secondary 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 Secondary Plan is to be read in concert with the Downtown Plan, and will prevail over the Downtown Plan to the extent of any conflict.

The Secondary Plan is the outcome of detailed analysis, public and stakeholder consultation, and staff input from various City Divisions. The Secondary Plan has regard for matters of provincial interest under Section 2 of the Planning Act, is consistent with the Provincial Policy Statement (2014) and conforms with A Place to Grow: Growth Plan for the Greater Golden Horseshoe (2019). The Secondary Plan also conforms to and maintains the intent and purpose of the City's Official Plan.

RECOMMENDATIONS

The City Planning Division recommends that City Council:

1. Adopt the draft Official Plan Amendment, King-Spadina Secondary Plan, included as Attachment 2 to the December 12, 2019, report from the Director, Community Planning, Toronto and East York District.
2. Upon Official Plan Amendment 486 coming into force, City Council repeal City of Toronto By-law 921-2006 being a by-law "to adopt Amendment No. 2 of the Official Plan of the City of Toronto with respect to lands within the King-Spadina Secondary Plan (Section 16, Chapter 6)",
3. Authorize the City Solicitor to make such stylistic and technical changes to the draft Official Plan Amendment as may be required.
4. Direct staff to use the King-Spadina Secondary Plan in the evaluation of all current and new development proposals within its boundaries.
5. Authorize the City Solicitor and appropriate City staff to take such necessary steps, as required, to implement City Council's decision.
6. Direct the Chief Planner & Executive Director, City Planning and the Director, Urban Design to prepare and bring forward a Public Realm Strategy for the King-Spadina Secondary Plan area for consideration by Council.
7. Direct the Chief Planner & Executive Director, City Planning and the Director, Urban Design to review the existing King Spadina Urban Design Guidelines (2006) and bring forward updated Urban Design Guidelines for the King-Spadina Secondary Plan area, as required.

FINANCIAL IMPACT

The recommendations in this report have no financial impact.

DECISION HISTORY

King-Spadina Secondary Plan Review Study (September 2005)

In September, 2005, the City retained a consultant to complete a focused review of the King-Spadina Secondary Plan Area. The purpose of the review was to address specific issues which had emerged in the area that were challenging the planning framework. The study was structured into four components examining: the land use policy framework, particularly related to nightclub uses; community facilities; the public realm; and built form.

The consultant's study was completed in June 2006 and a report from the Director, Community Planning, Toronto and East York District, "Final Report – King Spadina

Secondary Plan Review Study" was received by City Council at the July 25, 26, 27, 2006 meeting. A link to the staff report can be found here:

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

In accordance with the recommendations set out in the City staff report on the King Spadina Review Study, a follow-up report was adopted, as amended, by City Council at its September 25, 26, and 27, 2006 meeting. The recommendations from this report, included an Official Plan and a Zoning By-law amendment. A link to the staff report can be found here:

<https://www.toronto.ca/legdocs/2006/agendas/council/cc060925/te8rpt/cl001.pdf>

When the updated King-Spadina Secondary Plan comes into force, Official Plan Amendment 2 (921-2009) which continues to be under appeal at the LPAT, will be repealed.

King-Spadina East Precinct Built Form Study (April 2008)

On April 8, 2008, Toronto and East York Community Council directed the Acting Chief Planner and Executive Director, City Planning Division to undertake the King-Spadina East Precinct Built Form Study. This purpose of the study was to determine appropriate heights, massing and physical relationships for new buildings in the East Precinct while considering the goals and objectives of the Secondary Plan, the "Living Downtown Study" principles, the heritage character of the area, and the important employment base in the neighbourhood.

Staff completed the King-Spadina East Precinct Built Form Study in 2009 and were directed by City Council to undertake further consultation on the study recommendations. A link to the 2009 City Council decision and report may be found here: <http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2009.TE27.13>

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

Status Reports (December 2013, August 2014 and July 2015)

In December of 2013, a status report outlining preliminary findings and potential further directions for the King-Spadina East Precinct Built Form Study was presented to Council. The report was received for information. A link to the 2013 City Council decision and status report may be found here:

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2013.TE28.42>.

A second status report was considered by City Council at its August, 2014 meeting. City Council endorsed a draft Public Realm Strategy and a series of built form directions, and directed staff to use these documents when evaluating development applications. Staff were additionally directed to seek the inclusion of family-sized units, require the inclusion of employment uses, and consider the context of a block plan in all

development applications. Council also directed Parks, Forestry and Recreation staff to identify potential park acquisition sites. A link to the City Council decision and the 2014 status report can be found here:

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2014.TE34.92>

A third status update was considered by City Council at its July 7, 8, and 9, 2015 meeting. City Council adopted the recommendations contained within the report including an expansion of the boundary of the King-Spadina East Precinct Built Form Study to the Spadina Precinct and a direction to Planning staff to work with Economic Development staff to develop policies to protect and enhance the cultural industries in the area. A link to the City Council decision and the 2015 status report can be found here:

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2015.TE7.62>

Proposed Policy Directions (September 2017)

A report outlining the proposed policy directions for the King-Spadina Area, adopted by Toronto and East York Community Council at its meeting on September 6, 2017, extended the boundaries of the study to include the West Precinct, thereby covering the entire King-Spadina Secondary Plan area. The Committee also directed Planning staff to continue public consultation on the draft policy directions outlined in the report. A link to staff report can be found here:

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2017.TE26.60>

COMMENTS

The Comments section of this report is organized as follows:

1. Background
2. Planning Policy Framework
3. Relationship between the Downtown Plan and the King-Spadina Secondary Plan
4. Stakeholder Engagement
5. Policy Summaries
6. King-Spadina Public Realm Strategy and Urban Design Guidelines

1. BACKGROUND

The King-Spadina Secondary Plan Review has been a comprehensive study with the goal of updating the King-Spadina Secondary Plan. Brought into force in 1996 the existing King-Spadina Secondary Plan was a response to the de-industrialization of the area and set in place a series of policies that incentivized the protection and re-use of the heritage buildings that characterized the area and added permissions for a full range of permitted uses. Since 1996 the number of employees within the area has increased from 21,403 to 45,940 (2018). In addition, the residential population has increased from 945 residents in 1996 to an estimated population of just under 22,000 (2018). Based on current development proposals a further 30,000 people could reside in the area if all

proposed units are built and occupied. The flexible and permissive nature of the in-force King-Spadina Secondary Plan has been successful in growing the employment base of the neighbourhood while introducing residents who can live close to a range of employment opportunities and keep the area vibrant at all times of the day.

In 2005 City Council directed staff to begin a review of the Secondary Plan with a focus on the proliferation of nightclubs, the need for community facilities and services, and the development of policies regarding the public realm and built form. Since that time City Council has directed staff to focus on various elements of the policy framework within different geographies of the area. The Secondary Plan attached to this report pulls all the directions together into a revised policy framework for the area in the form of an updated King-Spadina Secondary Plan.

2. PLANNING POLICY FRAMEWORK

This section provides a summary of applicable legislation and in-force planning policies.

Section 2 of the Planning Act

The Planning Act governs land use planning in Ontario and establishes the means by which a municipality must implement land use planning decisions. In particular, Section 2 of the Planning Act requires that municipalities, when carrying out their responsibility under this Act, shall have regard for matters of provincial interest including:

- (d) the conservation of features of significant architectural, cultural, historical, archaeological or scientific interest;
- (e) the supply, efficient use and conservation of energy and water;
- (f) the adequate provision and efficient use of communication, transportation, sewage and water services and waste management systems;
- (h) the orderly development of safe and healthy communities;
- (i) the adequate provision and distribution of educational, health, social, cultural and recreational facilities;
- (j) the adequate provision of a full range of housing, including affordable housing;
- (k) the adequate provision of employment opportunities;
- (p) the appropriate location of growth and development;
- (q) the promotion of development that is designed to be sustainable, to support public transit and to be oriented to pedestrians;
- (r) the promotion of built form that,
 - is well-designed,
 - encourages a sense of place, and
 - provides for public spaces that are of high quality, safe, accessible, attractive and vibrant; and
- (s) the mitigation of greenhouse gas emissions and adaptation to a changing climate.

These matters of provincial interest are relevant to the Secondary Plan and are discussed throughout this report, including relevant sections of the Provincial Policy

Statement. In the opinion of City Staff, the Secondary Plan has regard to the above noted relevant matters of provincial interest.

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
- conserving cultural heritage, including archaeological resources.

The provincial policy-led planning system recognizes and addresses the complex inter-relationships 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. In the opinion of City Staff, the Secondary Plan 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." As explained in Section 3 of this report, various policies on transportation and transit, housing, public service facilities, green infrastructure and climate change are managed through the Downtown Plan. When the Secondary Plan is viewed alongside the Downtown Plan, the policy framework provides a comprehensive and long-term

vision for the area that manages growth and intensification, while conserving heritage resources and establishing built form direction for King-Spadina as a Mixed Use Area.

The Secondary Plan is consistent with the policies of the PPS (2014) including:

1.3.1 – providing for an appropriate mix and range of employment uses by requiring a minimum amount of non-residential uses in every development;

1.7.1 (a) – supporting long-term economic prosperity should be supported by promoting opportunities for economic development and community investment through the requirement of a minimum amount of non-residential uses in every development;

1.7.1 (e) – encouraging a sense of place by promoting well-designed built form and cultural planning by conserving features that help define character by the setting of height limits which will ensure that development maintains the heritage character of the Spadina and West Precincts; and

2.6.1 / 2.6.3 – conserving significant built heritage resources and significant cultural heritage landscapes by recognizing the historic resources throughout the Plan area and within the Areas of Special Identity, as well as adjacent Heritage Conservation Districts, in particular the Queen Street West HCD and Draper Street HCD.

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

A Place to Grow: 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. Policies in the Growth Plan require municipalities to:

- 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.
- Conserve and promote cultural heritage resources to support the social, economic, and cultural well-being of all communities, including First Nations and Métis communities.

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. In the opinion of City Staff, the Secondary Plan implements the policies and vision of the Growth Plan.

Specifically, the Secondary Plan conforms to, and does not conflict with, the following policies of the Growth Plan:

Section 2.2.1.4 (a) - supporting complete communities that feature a diverse mix of land uses, including residential and employment uses by requiring a minimum amount of non-residential uses in every development;

Section 2.2.1.4 (e) - directing the provision of a more compact built form and a vibrant public realm by providing detailed built form guidance and direction on public realm enhancements and the provision of wider sidewalks;

Section 2.2.5.3 - directing retail and office uses to be located in areas that support active transportation and have existing or planned transit by requiring a minimum amount of non-residential uses in every development.

4.2.7.1 – directing the conservation of cultural heritage resources to foster a sense of place and benefit communities, particularly in strategic growth areas, such as the Downtown Urban Growth Centre by recognizing and addressing the historic resources throughout the Plan area and within the Areas of Special Identity, as well as adjacent Heritage Conservation Districts, in particular the Queen Street HCD and Draper Street HCD.

Both the PPS (2014) and the Growth Plan (2019) require the City to: identify the appropriate locations and promote opportunities for intensification and redevelopment; plan for intensification through a variety of land uses and compact built form; and identify the appropriate type and scale of development for those areas, while ensuring adequate infrastructure, transportation and public service facilities are or can be provided. These provincial policies include PPS Policies 1.1.3.2, 1.1.3.3, 1.1.3.7, 1.5.1, 1.6.5, and 1.6.7.2 and Growth Plan Policies 2.2.1.4, 2.2.2.3, 3.2.1.1, 3.2.8.1, 3.2.8.6 and 5.2.5.6. The intended approach to managing growth and intensification through the Secondary Plan, and as read with the Downtown Plan, is explained throughout this report.

Toronto Official Plan

The Official Plan is the long-term vision for how the City should grow and change, and is the most important vehicle for implementing the PPS and the Growth Plan. The in-force King-Spadina Secondary Plan is included in Chapter 6 of the City of Toronto Official Plan.

Direction on matters that improve quality of life, including within the King-Spadina area are contained in Chapter 3 of the Official Plan. These policies are intended to integrate social, economic and environmental perspectives into decision-making, recognizing that the needs of today are to be met without compromising the ability of future generations

to meet their needs. Section 3.1 – Built Environment provides direction on the public realm, built form, heritage and tall buildings. Section 3.2 – the Human Environment provides direction on housing, community services and facilities, parks and open spaces, building new neighbourhoods, the natural environment and the City's economic health. Chapter 4, and in particular Section 4.5, provides the general direction on Mixed Use Areas, with more specific detail contained in the Downtown Plan.

The City of Toronto Official Plan can be found here: <https://www.toronto.ca/city-government/planning-development/official-plan-guidelines/official-plan/>.

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 any development application made after that date must conform to the Downtown Plan.

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

- re-designates the *Regeneration Areas* in King-Spadina to *Mixed Use Areas*, identifying King-Spadina as an area targeted for growth and investment. King-Spadina includes a mix of Mixed use Areas 1 (Growth) *Mixed Use Areas 2* (Intermediate), and *Mixed Use Areas 3* (Main Street);
- requires a Complete Community Assessment as part of significant and large scale development within *Mixed Use Areas 1*, *Mixed Use Areas 2* and *Mixed Use Areas 3*;
- 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-Spadina as a Cultural Precinct, encouraging the clustering of creative industries and culture sector economic activities;
- identifies Priority Retail Streets including King Street West, John Street, Spadina Avenue and a portion of Front Street West;
- identifies Great Streets including King Street, Spadina Avenue and Front Street;

- identifies Park Districts including the West Rail District;
- identifies priority cycling routes including Richmond Street West, Adelaide Street West, Wellington Street West and Peter Street;
- identifies parks and open spaces where net-new shadow will be adequately limited, including Clarence Square Park, Victoria Memorial Square, St. Andrew's Playground, the new park at 456 Wellington Street West, and also at the southwest corner of Richmond Street West and Portland Street;
- provides direction on the Financial District, the boundaries of which were expanded;
- identifies Cultural Corridors including Front Street West and John Street; 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.

The Downtown Plan can be found here:

<https://www.toronto.ca/legdocs/mmis/2019/cc/bgrd/backgroundfile-135953.pdf>

OPA 352 – Downtown Tall Building Setback Area

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.

The OPA and both zoning by-laws were appealed to the LPAT and a 6-week hearing has been set for June 2020. Further background information can be found under "October 2016 – Updating Tall Building Setbacks in the Downtown" at:

<https://www.toronto.ca/city-government/planning-development/planning-studies-initiatives/tocore-planning-torontos-downtown/tocore-studies-reports/reports-to-council/>

King Spadina Heritage Conservation District (HCD)

City Council designated the King-Spadina Heritage Conservation District and adopted the King-Spadina Heritage Conservation District Plan under Part V of the Ontario Heritage Act at its meeting of October 2, 2017. The King-Spadina HCD was subsequently appealed to the LPAT. The LPAT has scheduled a 20 day hearing on the merits of the King-Spadina HCD commencing on April 6, 2020. The King-Spadina HCD

and the Secondary Plan will work together to guide development in the area and conserve heritage resources.

3. Relationship Between the Downtown Plan and the King-Spadina Secondary Plan

This Secondary Plan area falls entirely within the boundaries of the Downtown Plan. Both the Secondary Plan and the Downtown Plan will work together to provide a clear and comprehensive framework that will guide development and the provision of infrastructure and investment. In general, the Downtown Plan provides the overarching policy framework and the Secondary Plan provides more detailed policies relevant to the specific geography. Both Plans contain policies that provide guidance on how the Plans should be read together and which would take precedence in the case of conflict.

4. Stakeholder Engagement

Between 2013 and 2017, five community consultation meetings were held on the King-Spadina Secondary Plan Update (formerly the King-Spadina East Precinct Built Form Study). These meetings initially focused on the East Precinct, but since 2016 they have also included discussion on both the Spadina Precinct and the West Precinct. Numerous stakeholder meetings have also been held with individual landowners, the Entertainment District BIA and others.

A final open house was held on December 4, 2018. Approximately 60 people attended and had the opportunity to review a full draft of the draft King-Spadina Secondary Plan and talk with staff regarding specific questions or to provide comments. Staff answered questions from members of the public and comments were encouraged to be placed on the information boards. In summary, the comments staff received at the final meeting included:

- support for policies to protect sun on parks;
- the need for clarification on how the Downtown Plan and the King-Spadina Secondary Plan will work together;
- many suggestions on how to help with traffic congestion (turn restrictions, signal timing, encouraging below-grade parking, clear separation of transportation modes);
- support for continuation of the King Street Pilot Project;
- support for a height limit in the West and Spadina Precincts;
- the importance of maintaining and expanding the laneways and mid-block connections that are a key feature of the character of the King-Spadina area; and
- the need for wider sidewalks throughout the area.

5. Policy Summaries

The Secondary Plan can be found as Attachment 2 to this report. It should be noted that the Secondary Plan that was available for comment at the December 4, 2018 community meeting included relevant policies contained within the Downtown Plan that were still under review by the Province at that time. After the community meeting, in

June of 2019, the Province released the decision on OPA 406 and the Downtown Plan came into force and effect. The Secondary Plan has been revised to remove the policies that are now in-force through the Downtown Plan with the following exceptions: non-residential replacement, community services and facilities replacement and the restriction on net-new shadow within specific parks. These policies, along with the rest of the policies in the Secondary Plan, are discussed below. It is important to note that the policies in the Secondary Plan must be read with the policies in the Downtown Plan and the overarching policies of the Official Plan.

Vision and Objectives

The Vision in the Secondary Plan draws attention to the specific character of the area with a focus on the employment base of the neighbourhood, especially within the cultural sector, and the important heritage resources including buildings, parks, open spaces and laneways. New development and investment in the area is required to build upon, be influenced by and contribute to this distinct character.

The Objectives expand on the Vision with a focus on King-Spadina as a location for jobs and employment, continued support and enhancement of the employment cluster, the importance of the heritage character and the need to increase amenities to ensure liveability for all those that live, work and visit the area.

The Downtown Plan encourages the replacement of all existing non-residential gross floor area within the King-Spadina area, including the potential replacement of cultural spaces as a community benefit, either on the same site or on a different site within the area. The Secondary Plan builds on the direction provided by the Downtown Plan, by identifying non-residential replacement as a key objective. To support and enhance the employment cluster in the King-Spadina area, the Secondary 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, whichever is greater.

This policy direction is supported by analysis carried out for both the King-Spadina and King-Parliament 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-Spadina area to ensure that anticipated demand for new office space can be met.

It is also important to note that the Financial District boundary, which previously terminated approximately at Simcoe Street, as it relates to the King-Spadina area, has been extended along King Street to John Street and south to Front Street and Blue Jays Way as part of the Downtown Plan. 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-Spadina, in order to determine an appropriate minimum non-residential gross floor area dedication.

Parks and Public Realm

Enhancing, improving and expanding the public realm and increasing the amount of parkland in the area was one of the key messages staff heard through consultation and is vital to ensuring continued liveability. To satisfy the need for new parkland the Secondary Plan includes a policy that new parks will be secured in all areas of King-Spadina and, as further discussed below, the Secondary Plan also contains policies to adequately limit net-new shadow on specific public parks in the area. The Secondary Plan also describes the key role that both public and private laneways play in the pedestrian transportation network and provides direction on where new mid-block connections should be secured through development and what design elements should be included in new and improved mid-block connections.

Community Infrastructure

The King-Spadina area has one of the fastest growing populations in Toronto. Community Services Facilities (CSF) – recreation centres, libraries, child care centres, schools and human services (employment and skills training, health and mental health, community and economic development, and homelessness and emergency shelters) - support a diverse range of programs and services that build communities, contribute to quality of life and act as neighbourhood focal points where people gather, learn, socialize and access services. As the population of residents and employees continues to increase in the King-Spadina area, the pressure on existing CSF increases as well. The Downtown Community Services and Facilities Strategy provides guidance on the needs and priorities within the Downtown, including the King-Spadina area, and continues to provide direction on the implementation of these facilities. To ensure that the area is not losing CSF, the Secondary Plan includes a policy that requires the replacement of such facilities if a site containing one is developed.

Built Form

Stepbacks

One way to ensure that new buildings improve and enhance the public realm, especially from the perspective of a pedestrian, is to provide appropriate stepbacks above the base building. The Secondary Plan requires a minimum 3 metre stepback above the base building, with no projections permitted.

As well, in King-Spadina, the need to address the heritage buildings in the area can also be dealt with through the application of a stepback above the base building. When heritages resources are on, or adjacent to the site, greater stepback may be required to appropriately address adjacent heritage buildings. Additionally, the Duncan Street and Wellington Place Areas of Special Identity require a 10 metre stepback from Duncan Street and from Wellington Street West to reflect the character of those streets.

Protecting Parks from Shadow

Thermal comfort, especially in parks, is crucial to promoting the liveability and utility of these spaces, encourages civic life in the public realm and extends the seasonal period of comfortable conditions. The Downtown Plan requires that development will adequately limit net-new shadow on specifically identified parks and open spaces. King-Spadina has a limited number of parks and open spaces and a growing population that relies on these critical spaces. The need to preserve sunlight in these spaces therefore becomes increasingly important. To this end, the Secondary Plan does not permit any net-new shadow on Victoria Memorial Square, Clarence Square, St. Andrew's Playground, 456 Wellington Street West and 543 Richmond Street West, as measured from March 21st to September 21st from 10:18 a.m. – 4:18 p.m.

Transition Zones

Height Transition Zones for the Secondary Plan area have been developed to provide guidance on how building heights should be considered in relation to Queen Street West, specific parks in the area, and the distinct built form character of the three Precincts described below. The Height Transition Zones are shown on Map 16-4 within Attachment 2.

Within each Height Transition Zone appropriate heights will be determined by the specific site characteristics. This will produce a range of heights within each Height Transition Zone. However, generally, the tallest buildings will be found in Zone A and the heights will decrease moving west through the East Precinct. Specific height permissions are proposed in the Spadina and West Precincts. Protection for sunlight on the north side of Queen Street West is secured through the application of a 45-degree angular plane from the curb on the north side of Queen Street West to any development in Zone E. Development must also transition downwards in scale around St. Andrews Playground, Victoria Memorial Square and Clarence Square to respect the character of these historic parks.

East Precinct

The Precincts are shown on Map 16-1 within Attachment 2. The tallest buildings in the King-Spadina Secondary Plan area will continue to be located in the eastern portion of the area in the East Precinct. This is consistent with the Mixed Use Areas 1 designation that is in-force through the Downtown Plan. The East Precinct is the section of the King-Spadina area closest to the Financial District and tall buildings are appropriate if all other policies of the Plans can be met on the development site. However, not all sites will be able to be developed with tall buildings and the East Precinct will continue to have a mix of building types.

Spadina Precinct

The Spadina Precinct is designated Mixed Use Areas 3 in the Downtown Plan. Within the Downtown Plan there is a policy that relates to Spadina Avenue specifically. It states:

Development of a generally mid-rise scale along Spadina Avenue will be informed by the width of the right-of-way to determine maximum building heights, with taller buildings permitted if such development is compatible with its context.

The Secondary Plan has further defined the appropriate height on Spadina Avenue by permitting building heights of generally 40 metres which is consistent with the width of the right-of-way. The Secondary Plan also provides guidance on the items that should be considered when determining the appropriate height while also requiring a significant setback above the base building to reinforce the strong, historic warehouse character of the street.

West Precinct

The West Precinct has a distinct character defined by historic buildings and new building developments, historic parks, and a lower scale of development than the East Precinct. This is consistent with the Mixed Use Areas 2 designation that is in-force through the Downtown Plan. While the East Precinct has developed over time to be a Precinct of point towers, the West Precinct has continued to be defined by lower buildings that complement the warehouse character of the Precinct.

Recommended and approved heights in the West Precinct have recently been set at 50 metres or less. This consistent height throughout the West Precinct is the key built form feature of the Precinct and the Secondary Plan therefore includes a maximum building height of 50 metres, including the mechanical penthouse and all projections, with the exception of an exit stair for roof access and elevator overrun. Taller buildings, up to 55 metres, would be allowed on Bathurst Street to acknowledge the taller buildings that have been approved on the edge of the Precinct, and to recognize the historic framework which has permitted taller buildings fronting on these streets.

Additional built form requirements (setbacks and setbacks) included in the Secondary Plan ensure that a strong streetwall continues to define the public realm, and that appropriate space between buildings is realized.

Areas of Special Identity

The Secondary Plan includes five Areas of Special Identity. Each of these areas has an important and unique character and/or features that require additional policy recognition and guidance. Many of the policies relate to the public realm, and describe how the public realm and surrounding buildings should work together to create comfortable and beautiful spaces.

Monitoring, Implementation and Development Approvals

The King-Spadina area continues to receive a high number of development applications and increasing resident and worker populations. The Secondary Plan includes a policy that the City will monitor, on a 5-year cycle, important indicators to ensure that the goals and objectives of the Secondary Plan are being achieved. This monitoring may be completed within the monitoring of the Downtown Plan which has already been directed by City Council. This section also includes definitions and the requirement that a Heritage Impact Assessment be included as part of any complete application in the area.

Site and Area Specific Policies

The existing in-force King-Spadina Secondary Plan contains three Site and Area Specific Policies which have been carried over into the Secondary Plan. There have been no changes to these SASP's other than renumbering within the Secondary Plan.

6. King-Spadina Public Realm Strategy and Urban Design Guidelines

The King-Spadina Public Realm Strategy will be brought forward to Toronto and East York Community Council and City Council in Q2 of 2020. It will provide an analysis of the existing public realm and direction on how the public realm may be expanded in the future to meet the needs of a growing population in the area. The key elements of the Public Realm Strategy have been included as policies and maps in the Secondary Plan. These include historic views and vistas; existing and planned parks and open spaces; existing, planned and potential mid-block connections; and potential locations for public realm enhancements.

The King-Spadina Urban Design Guidelines will be reviewed to address the new land use plan created through the Downtown Plan and the policies directed for the King-Spadina Area.

While not policies, as contemplated by policy 5.3.2.1 of the Official Plan, the Public Realm Strategy and King-Spadina Urban Design Guidelines are intended to implement the Official Plan and the Plan. Policies 1.4 and 1.5 of the Secondary Plan contemplate the direction intended for the Public Realm Strategy and the Urban Design Guidelines that will be recommended to City Council in the future. Together with the policies of the Downtown Plan and this Secondary Plan, the Public Realm Strategy and Urban Design Guidelines will support ongoing implementation, provide a broad perspective for incremental change and present standards to assist in the review of development applications.

Conclusion

The King-Spadina Secondary Plan has been reviewed against the policies of the PPS (2014), the Growth Plan (2019), and the Toronto Official Plan. Staff are of the opinion that the King-Spadina Secondary Plan is consistent with the PPS (2014), and conforms

to and does not conflict with the Growth Plan (2019). Furthermore, the King-Spadina Secondary Plan conforms to and maintains the intent and purpose of the Toronto Official Plan and the Downtown Plan, particularly as it relates to land use, heritage conservation, and built form that fits within its existing and planned context while respecting the character of the area. Staff recommend that Council approve the King-Spadina Secondary Plan.

CONTACT

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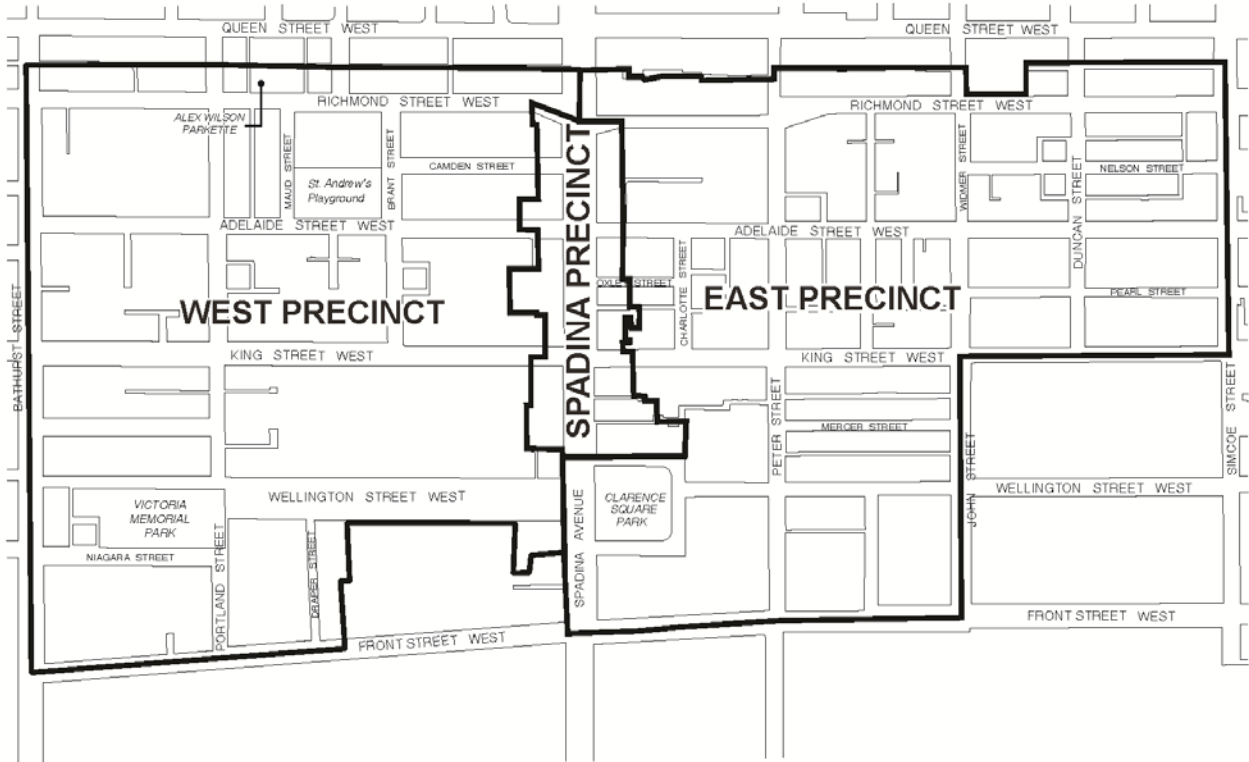
SIGNATURE

Lynda Macdonald, MCIP, RPP, OALA, FCSLA
Director, Community Planning
Toronto and East York District

ATTACHMENTS

City of Toronto Data/Drawings
Attachment 1: Location Map
Attachment 2: Draft Official Plan Amendment

Attachment 1: Location Map



King-Spadina Secondary Plan
MAP 16-1 Secondary Plan Area and Precincts

 Secondary Plan Boundary

Attachment 2: Draft Official Plan Amendment

Authority: Toronto and East York Community Council Item XX,
adopted as amended, by City of Toronto Council on, 2019

CITY OF TORONTO
Bill
BY-LAW -2020

To adopt Amendment 486 to the Official Plan for the City of Toronto respecting the lands within the King-Spadina Secondary Plan Area generally bounded by Queen Street West, Front Street West, Bathurst Street, Simcoe Street and John Street.

Whereas authority is given to Council under the Planning Act, R.S.O. 1990, c. P.13, as amended, to pass this By-law; and

Whereas Council of the City of Toronto has provided adequate information to the public and has held at least one public meeting in accordance with the Planning Act;

The Council of the City of Toronto enacts:

1. The attached Amendment No. 486 to the Official Plan is adopted pursuant to the Planning Act, as amended.
2. City of Toronto By-law 921-2006 being a by-law “to adopt Amendment No. 2 of the Official Plan of the City of Toronto with respect to lands within the King-Spadina Secondary Plan (Section 16, Chapter 6)” is hereby repealed upon the coming into force of this By-law.

Enacted and passed on , 2020.

Frances Nunziata,
Speaker

Ulli S. Watkiss,
City Clerk

(Seal of the City)

AMENDMENT 486 TO THE OFFICIAL PLAN

LANDS WITHIN THE KING-SPADINA SECONDARY PLAN GENERALLY BOUNDED BY QUEEN STREET WEST, FRONT STREET WEST, BATHURST STREET, SIMCOE STREET AND JOHN STREET

The Official Plan of the City of Toronto is amended as follows:

1. Chapter 6, SECONDARY PLANS, Section 16 King-Spadina Secondary Plan, is amended by deleting Sections 1 to and including 12, including Maps 16-1 and 16-2 in their entirety.
2. Chapter 6, SECONDARY PLANS, Section 16 King-Spadina Secondary Plan is amended by adding the text as shown in the attached Schedule 1.
3. Chapter 6, SECONDARY PLANS, Section 16 King-Spadina Secondary Plan is amended by renumbering Section 13 to Section 9, as shown in the attached Schedule 1.